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ABSTRACT

A study assessed the role of program coordination in enhancing Job Training Partnership Act (JTPA) program effectiveness and efficiency. Information was collected through a review of more than 100 reports on JTPA coordination, telephone interviews with staff from 60 JTPA coordination projects, and case studies of nine of the coordination projects. Results were reported in terms of major strategies of coordination, relative advantages and disadvantages of coordination, factors that are effective in enhancing coordination, barriers to coordination, and recommended actions to facilitate better coordination of programs. Some of the principal findings were as follows: (1) a wide diversity of coordination models and strategies exists; (2) the advantages of coordination (more than 14 identified) substantially outweigh the disadvantages; (3) disadvantages of coordination are relatively minor, with time and effort in planning and sustaining coordination cited as most significant disadvantages; (4) no single factor is essential to coordination, but a variety of factors promote successful coordination; and (5) agencies encounter administrative, legal, and other barriers to coordination. Recommendations were made to increase coordination at the federal, state, and local levels and to pass legislation as needed to implement the recommendations. (140 references) (KC)

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Research and Evaluation Report Series 91-D

U.S. Department of Labor
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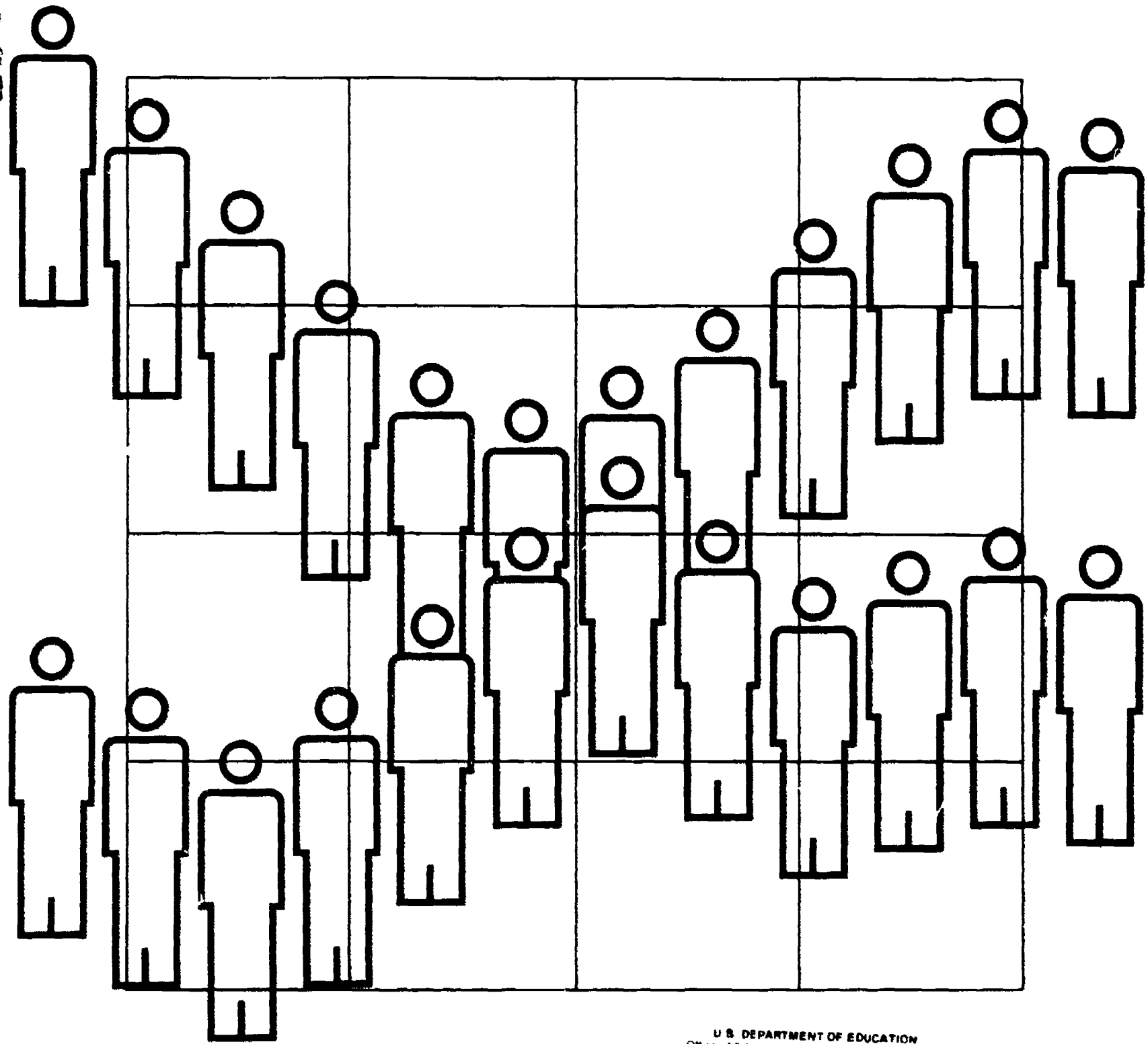

An Assessment of the JTPA Role In State and Local Coordination Activities

Research and Evaluation Report Series 91-D

U.S. Department of Labor
Lynn Martin, Secretary

Employment and Training Administration
Roberts T. Jones, Assistant Secretary
for Employment and Training

Office of Strategic Planning and Policy Development
Raymond J. Uhalde, Administrator

1991

Research and Evaluation Report Series

The Research and Evaluation Report Series presents information about and results of projects funded by the Office of Strategic Planning and Policy Development (OSPPD) of the U.S. Department of Labor's Employment and Training Administration. OSPPD's research and evaluation program deals with a wide range of training, employment, workplace literacy, labor market, and related issues.

This report in the series was prepared by James Bell Associates, Inc., of Arlington, Va., under Department of Labor Contract No. 99-8-4701-75-065-01. Lewin/ICF, of Washington, D.C., was the subcontractor. The authors are John Trutko, Lawrence Bailis, Burt Barnow, and Stephen French.

Contractors conducting research and evaluation projects under Federal sponsorship are encouraged to express their own judgment freely. Therefore, this report does not necessarily represent the official opinion or policy of the Department of Labor.

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We would also like to thank the Department of Labor regional offices for their assistance in identifying over 250 coordination projects from across the country. Finally, this project would not have been possible without the many hours of assistance that we received from agency directors and staff at the 60 coordination projects that were studied.

EXECUTIVE SUMMARY

PURPOSE

When Congress authorized Job Training Partnership Act (JTPA) programs in 1982, it mandated that coordination between agencies operating JTPA programs and other agencies play a central role in the organization and provision of services. The purpose of this report is to assess the role of program coordination in enhancing JTPA program effectiveness and efficiency. Specifically, it is intended to: (1) identify major strategies and characteristics of coordination, (2) assess the relative advantages and disadvantages of coordination, (3) identify factors that are effective in promoting and enhancing coordination, (4) assess legal, administrative, and other barriers to coordination, and (5) propose specific actions that might be taken at the federal, state, and local levels to facilitate better integration of programs.

BACKGROUND

Under JTPA Title II-A, employment and training services are provided by over 600 local service delivery areas (SDAs). These services include classroom and on-the-job training, job search assistance, and remedial education. The Act mandates that SDAs coordinate the provision of services with other human service agencies serving dislocated, unskilled, and economically disadvantaged individuals.

In this report, coordination refers to situations where two or more organizations work together, through a formal or informal arrangement, to meet one or more of the following goals: (1) improve the effectiveness of programs, (2) improve the cost effectiveness of programs, (3) avoid unnecessary duplication of services, and/or (4) improve measured performance on outcomes of interest to the program administrators.

Coordination efforts can vary in complexity. The simplest form of coordination is the sharing of information by two or more programs. Other forms of coordination include joint planning, coordinated referrals, and coordinated provision of services. The most complete form of coordination is program integration, where two or more programs merge their funding and jointly conduct outreach, assessment, service provision, and placement.

Some agencies are required to coordinate certain activities with JTPA, while others do so on a voluntary basis. At the state and local level, there are a variety of other programs/agencies with which

JTPA programs may coordinate, including: (1) the employment service, (2) welfare programs, (3) academic education, (4) vocational education, (5) economic development, and (6) vocational rehabilitation.

This study collected information on the experiences of agencies involved in coordination projects. The study began with a review of the literature on JTPA coordination. This review synthesized findings from over 100 articles and reports. To obtain more recent and more detailed information, telephone interviews were conducted with staff from 60 coordination projects, and on-site case studies were conducted for nine of the projects.

A total of 252 coordination projects were identified by the Employment and Training Administration's regional offices. Sixty projects, representing a wide range of agencies, were then selected based on the type and extent of coordination, urban/rural setting, region, and target group affected. The same criteria were then used to select nine of the coordination projects for case studies.

RESULTS IN BRIEF

Our research indicates that there is a great deal of diversity in coordination "models" and strategies. Most of the program officials interviewed stated that the advantages of coordination substantially outweigh the disadvantages. Interviewees cited many advantages both for the client and the agencies involved in coordination. The majority of coordination efforts reported either no disadvantages to coordination or only minor ones. The most significant disadvantage is the amount of time and effort required to plan and sustain successful coordination.

Our conclusion about the generally positive returns to coordination, which is consistent with findings from other studies, provides a strong rationale for agencies at federal, state, and local levels to take steps to promote coordination. While many agencies across the country are actively involved in coordination projects, there is still much that can be done at all levels of government to strengthen and expand coordination.

PRINCIPAL FINDINGS

1. **Wide Diversity of Coordination Models and Strategies Exists**

Our study of the practical experience of state and local agencies with coordination efforts reveals diversity among coordination "models" and several dimensions which characterize coordination efforts:

- "top-down" versus "bottom-up" coordination: the initiative to coordinate may either be

locally-developed ("bottom-up" coordination) or may be encouraged or imposed by federal or state officials ("top-down" coordination);

- broad-scope and narrow-scope coordination: coordination efforts may involve as few as two agencies or many other independent agencies; and
- degree of integration: coordination efforts vary considerably in terms of the types of activities coordinated and the extent of coordination (e.g., in some efforts agency budgets and lines of authority remain largely untouched, while in others funding and staff responsibility are shared or pooled).

2. Advantages of Coordination Substantially Outweigh Disadvantages

Throughout our case studies and telephone interviews, a consistent theme emerged: the advantages of coordination substantially outweigh the disadvantages. Interviewees cited many advantages both for the client -- particularly better access to a wider range of services and a reduction in the barriers to accessing services -- and for agencies involved in coordination. Agencies benefit in a variety of ways, including the following:

- access to additional resources;
- ability to secure additional public and/or private funding;
- greater flexibility in using funds;
- ability to offer a wider range of services targeted on client needs;
- increased knowledge and communication among agency staff;
- ability to share credit for client outcomes;
- ability to place clients (through other agencies) at little or no additional cost;
- increased operational efficiency and reduction of duplicative agency efforts;
- better tracking of services received by clients and client outcomes;
- enhanced ability to serve mandated target groups;
- improved image with clients, employers, and the community;
- specialization in areas of expertise;
- enhanced performance outcomes; and
- cost savings through elimination of duplicative efforts.

3. Disadvantages of Coordination Are Relatively Minor -- Time and Effort in Planning and Sustaining Coordination Cited as Most Significant Disadvantage

The majority of coordination efforts studied reported no disadvantages to coordination or only minor ones. The most significant disadvantage is the amount of time and effort required to plan and

sustain successful coordination. Most staff of coordinating agencies view such meetings and other regular interagency communication to be an unavoidable cost of coordinating services. Time spent attending to additional paperwork is also frequently mentioned as a cost. Disadvantages to the agencies are more significant than disadvantages to the clients. The latter consist primarily of the potential for completing additional forms or problems of access to services. Other disadvantages to agencies include:

- loss of autonomy in decision making;
- need to resolve interagency conflicts;
- need to maintain new operational procedures, client flows, and information systems; and
- potential inefficiencies of out-stationed staff.

Some of these disadvantages may be ameliorated as agencies become more accustomed to dealing with one another and as the time needed to sustain coordination is reduced.

4. **No Single Factor Is Essential to Coordination, but a Variety of Factors Promote Successful Coordination**

Interviewees identified many factors that promoted coordination. Some factors -- such as high-level political support -- are more important than others. None of the factors is essential, but most are important to successful coordination efforts. Among the major factors that promote coordination are the following:

- high-level political support at the federal and state levels, as well as support from agency and community leaders at the local level;
- cooperative attitudes among managers and staff at state and local agencies;
- decreases in funding and funding shortages, or the availability of new program funds or funds earmarked for coordination;
- mutual needs and common goals of agencies, particularly related to serving clients effectively;
- a previous history of coordination;
- mechanisms to build consensus and to resolve conflicts that may arise during planning and implementation of coordination efforts; and
- co-location of facilities.

5. **Agencies Encounter Administrative, Legal, and Other Barriers to Coordination**

All of the successful coordination efforts that we reviewed encountered some barriers to coordination. The most common barriers are "turf" issues and ignorance or dislike of the philosophy or

operations of other agencies. We suspect that these barriers play a significant role in thwarting many potential coordination efforts before they are seriously considered. These barriers are generally overcome in the successful projects by getting to know and understand the other agencies involved. In many successful examples of coordination, the key agency staff knew each other well before coordination efforts were undertaken; in other cases, pressure from the governor or an agency head forced agencies to work together while the agencies worked to understand each other's programs.

Legal issues were not commonly cited as barriers. Among the legal barriers cited are the following:

- eligibility restrictions;
- restrictions on uses of funds; and
- client confidentiality requirements.

In some cases, special legislation or waivers are required to help the agencies coordinate.

Administrative barriers were encountered at some agencies, including the following:

- restrictions on obtaining credit for services and results;
- difficulty in working with staff from other agencies;
- different geographical boundaries for coordinating agencies;
- incompatible forms and management information systems;
- incompatible procedures;
- long-term leases and space limitations; and
- lines of authority.

Perhaps the most common administrative barrier is that agencies often have different perspectives on performance and services to clients. In the past year, the Department of Labor has sought to encourage services to the hard-to-serve while retaining the performance standards system. To some extent this may help welfare programs coordinate with the JTPA system.

Among the other barriers to the establishment or maintenance of coordination cited are the following:

- fear of loss of agency autonomy or function;
- distrust of other agencies;
- lack of ownership;

- lack of political or administrative support; and
- the time and effort required to plan and implement coordination.

RECOMMENDATIONS

While many agencies are actively involved in coordination projects across the country, there is still much that could be done at the federal, state, and local levels to strengthen and expand coordination. All levels of government can and should take steps to increase collaboration among agencies, but none need be held back by inaction at other levels. Some of the recommendations that emerge from this study can be implemented quite easily, particularly the ones which require no new legislation. The recommendations requiring new legislation are likely to enhance significantly the role of coordination in delivery of employment services and other social services at state and local levels.

1. At the Federal Level

In general, steps should be taken that increase the likelihood that state and local level officials will decide that it is in their own interest to coordinate. Presumably, self-interest can help to overcome omnipresent "turf" concerns as well as the frequently present personality problems and distrust.

Under current law, the federal government can continue to play an important role in promoting coordination by providing high-level support for coordination and by expanding its efforts to provide technical assistance to states and localities. Specifically, the following are recommended:

- expand efforts to document and communicate information about the benefits of coordination;
- continue providing support and encouragement for state and local officials in their efforts to coordinate JTPA programs and other programs;
- provide flexibility for coordination to state and local level officials charged with implementing federally-funded programs;
- increase federal efforts to insure that innovators will not be worse off for taking chances;
- increase federal efforts to encourage the use of state and local bodies whose mission is to promote coordination;
- set an example by continuing coordination at the national and regional levels;
- provide information on successful examples of coordination; and
- provide technical assistance, guidance, and problem resolution for states and localities on designing and implementing coordination.

The Department of Labor and other federal agencies could make several changes to existing legislation or regulations either to promote coordination or to reduce barriers to coordination at the state and local levels. Particular emphasis should be placed on the following areas:

- increase flexibility in using funds to coordinate;
- mandate coordination for other human service programs; and
- develop common definitions of terms.

There are several steps that the Department of Labor and other federal agencies could take to further test innovative approaches to coordination:

- continue providing financial support for demonstration projects and other innovations; and
- conduct a national evaluation of the cost-effectiveness of coordination.

2. At the State Level

States also play a key role in promoting coordination and in helping localities to overcome the various barriers to coordination. The role of the state -- particularly the governor and state agencies responsible for employment and training, education, vocational rehabilitation, welfare, and other social services -- can often be critical in providing the political support and resources that are necessary for agencies to become involved in coordination efforts.

Under current law, there are a variety of steps that states might undertake to promote coordination and to assist localities in overcoming barriers to coordination.

- provide high-level support for coordination;
- strengthen statewide coordinating committees;
- provide localities with technical assistance and problem resolution;
- promote compatibility/integration of automated information systems;
- provide for cross-training of staff; and
- encourage strengthening of local level coordination efforts.

States could make several changes to existing legislation or regulations either to promote coordination or to reduce barriers to coordination at the state and local level. Particular emphasis should be placed on the following areas:

- use the JTPA performance standards system to encourage coordination;
- mandate joint planning and coordination among state agencies;

- make geographical boundaries of state and local programs coterminous;
- provide greater flexibility in sharing credit for outcomes across agencies;

There are several steps that states could take to further test innovative approaches to coordination:

- provide funding/grants for innovative coordination projects; and
- provide funds for documentation and evaluation of innovative coordination projects.

3. **At the Local Level**

This study, and others that preceded it, establishes the critical role that localities play in developing and implementing coordination projects. Local agencies are generally on the front-line in most coordination projects (even those that are "top-down" models of coordination). There are a number of things that can be done at the local level to foster coordination:

- develop an understanding of the objectives and operations of other programs;
- increase joint planning among local agencies;
- introduce cross-training of staff; and
- document and evaluate coordination efforts.

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Abbreviations

AFDC	Aid to Families with Dependent Children
CETA	Comprehensive Employment and Training Act
DOL	U.S. Department of Labor
EDWAA	Economic Dislocation and Worker Adjustment Assistance
FSA	Family Support Act
GA	General Assistance
GATB	General Aptitude Test Battery
JOBS	Job Opportunities and Basic Skills
JTPA	Job Training Partnership Act
LEA	Local Education Agency
LAN	Local Area Network
MIS	Management Information System
MSFW	Migrant and Seasonal Farmworker
OJT	On-the-Job Training
PIC	Private Industry Council
SDA	Service Delivery Area
SIPP	Service Integration Pilot Project
SJTCC	State Job Training Coordinating Council
SSI	Supplemental Security Income
TAA	Trade Adjustment Assistance
TJTC	Targeted Jobs Tax Credit
WIC	Women, Infants and Children

CHAPTER 1

INTRODUCTION

A recent study conducted for the U.S. Department of Labor's Commission on Workforce Quality and Labor Market Efficiency noted that there are 14 federally-funded programs which provide employment and training services to over 7 million Americans annually.[1] The Job Training Partnership Act (JTPA) is the major federal program which sponsors training for economically-disadvantaged youth and adults and dislocated workers. When Congress authorized the JTPA program in 1982, it mandated that coordination between JTPA and other agencies play a central role in the organization and provision of services. The JTPA Advisory Committee has emphasized the importance of encouraging coordination between JTPA and other human service programs:

> In this era of budget stringency, particularly, we should no longer accept a fragmented, uncoordinated approach to the delivery of human services. It is ineffective, wasteful and frustrates the consumers of these services: both those who seek training and their potential employers.[2]

This report presents the findings from one of the efforts sponsored by the U.S. Department of Labor to help better understand the costs and benefits of coordination and the barriers and factors promoting coordination. Based on telephone interviews with 60 coordination efforts, nine on-site case studies of coordination, and a review of the literature, the report provides a summary of the major findings. In addition, the report provides recommendations for federal, state, and local actions to foster coordination.

This chapter begins with an overview of the programs authorized under the Job Training Partnership Act. It then discusses the statutory provisions which require coordination of JTPA program activities and provides a review of the various programs that may be linked with JTPA. The chapter concludes with an overview of the study and outline of the report.

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[1]Burt S. Barnow and Laudan Y. Aron (1989), "Survey of Government-Provided Training Programs" in Investing in People, Background Papers Volume I, Washington, D.C.: Commission on Workforce Quality and Labor Market Efficiency, pp. 493-564.

[2]The JTPA Advisory Committee to the Secretary of Labor (1989), Working Capital: Coordinated Human Investment Directions for the 90's, Washington, D.C.: U.S. Department of Labor, p 4.

A. The Job Training Partnership Act

The Job Training Partnership Act, Public Law 97-300, was enacted by Congress on October 13, 1982 and replaced the Comprehensive Employment and Training Act (CETA) as the nation's major employment and training legislation. JTPA programs became effective in October 1983 after a year of transition.

The major components of JTPA are authorized in Titles II through IV of the Act, and their functions are described below.

1. Title II-A: Training Services for Economically Disadvantaged Youth and Adults

Title II-A is the largest component of JTPA. It authorizes the provision of employment and training services through approximately 600 local service delivery areas (SDAs) to economically disadvantaged youth and adults. The term "economically disadvantaged" is defined primarily on the basis of family income and receipt of welfare. Most individuals qualify by receiving cash welfare payments (Aid to Families with Dependent Children [AFDC], general assistance [GA], or Supplemental Security Income [SSI]), food stamps, or by having family income less than poverty level or the lower living standard income level in the six months prior to enrollment. Although JTPA permits a number of activities (see Section 204 of the Act), the most common activities provided are classroom training (both occupational and basic skills), on-the-job training (OJT), job search assistance, and work experience (although there are statutory limits on the funding that can be used for work experience).

An important feature of JTPA is the mandatory involvement of the private sector through private industry councils (PICs). Members of the PICs are nominated by general purpose business organizations (such as the Chamber of Commerce) and selected by the chief elected official(s) of the SDAs. Representatives of the private sector must comprise a majority of the members of each PIC.

Title II-A also includes two special programs that are funded by designated shares of a state's Title II-A funds (Section 123). Eight percent of the funds are reserved for state education coordination and grants. At least 80 percent of the eight-percent funds must be used to provide services to eligible participants through cooperative agreements between the state and its administrative entities and local education agencies in the state. Up to 20 percent of the eight-percent funds can be used for coordinating JTPA programs with education programs.

Three percent of the Title II-A funds are reserved for programs for older individuals, defined as age 55 and above (Section 124). These programs may be operated through agreements with public agencies, nonprofit private organizations, and private business organizations.

2. Title II-B: Summer Youth Employment and Training Programs

The Title II-B program provides for subsidized summer jobs and training opportunities for economically disadvantaged youth ages 16 through 21.[3] Unlike the Title II-A program, the Title II-B program does not have limits on subsidized employment. Basic and remedial education is authorized, as well as classroom and on-the-job training.

3. Title III: Employment and Training Assistance for Dislocated Workers

The Title III program is a state and local program that serves dislocated workers through classroom training, on-the-job training relocation assistance, pre-layoff assistance, job search assistance, and other means. The eligibility requirements for Title III programs are not as specific as the requirements for Title II programs; states have considerable flexibility in determining which dislocated workers they choose to serve. Congress amended Title III in 1988 with the Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act. Under EDWAA, states are required to pass through funds to SDAs (or other local entities), and to place emphasis on training rather than job search assistance.

4. Title IV: National Programs

JTPA also includes several national programs for specific target groups, the Job Corps, and pilot and demonstration programs. The major national programs are described briefly below.

- Native American Programs. The Native American programs provide support for employment and training programs for Indians and other indigenous groups. Grants are made to tribal organizations or other organizations representing Native Americans.

- Migrant and Seasonal Farm Worker Programs. These programs are intended to assist migrant and seasonal farmworkers obtain year-round employment in agricultural or nonagricultural jobs. Activities include training, job search assistance, and counseling.

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[3] SDAs may also serve youth ages 14 and 15 "if appropriate" and if provision for serving such youth is made in the SDA's job training plan.

- Job Corps. The Job Corps is a residential program for economically disadvantaged youth. The program provides basic skills training, occupational training, and community services. Although the Job Corps is primarily a residential program, provision is also made for some nonresidential participants.

- Pilots and Demonstrations. JTPA authorizes the Secretary of Labor to conduct pilot projects and demonstrations. These projects often are used to encourage the provision of services to hard-to-serve groups and to test innovative approaches to training.

B. Coordination Required Under JTPA

The term coordination refers to situations where two or more organizations work together, through a formal or informal arrangement, to meet one or more of the following goals: (1) improve the effectiveness of programs, (2) improve the cost effectiveness of programs, (3) avoid unnecessary duplication of services, or (4) improve measured performance on outcomes of interest to the program administrators.

Coordination has a number of dimensions, and the extent of coordination can vary along each of these dimensions. For example, the simplest form of coordination is the sharing of information by two or more programs. Other forms of coordination include joint planning, coordinated referrals, and coordinated provision of services. The most complete form of coordination is program integration, where two or more programs merge their funding and conduct outreach, assessment, service provision, and placement together.

JTPA places a great deal of emphasis on coordination. There are over a dozen references in the statute that require coordination with other organizations. Although JTPA's predecessor, the Comprehensive Employment and Training Act (CETA), also required coordination, the greater role of states under JTPA and increased concern about avoiding unnecessary duplication between JTPA and other programs serving the same target groups (such as AFDC and vocational education) have led to more emphasis on coordination under JTPA. Some of the key statutory provisions regarding coordination are:

- Section 104(b)(7). This section requires each SDA to describe in its job training plan the methods it intends to use to comply with the coordination criteria specified in the governor's coordination and special services plan.

- Section 104(b)(8). When a labor market area contains more than one SDA, this section requires the SDAs to explain in their job training plans how they plan to coordinate their outreach, services, and placement strategies.

- Section 105(b)(1). This provision permits the governor to disapprove a SDA's job training plan if the plan does not indicate how the SDA will comply with the coordination criteria specified in the governor's coordination and special services plan.

- Section 121. Section 121 requires governors to prepare an annual coordination and special services plan for submission to the Secretary of Labor. The plan is to establish criteria for coordinating JTPA activities under Title II and Title III with state and local programs involved in education and training (including vocational education), public assistance, vocational rehabilitation, economic development agencies, the employment service, and other state and local agencies providing related human resource services. Activities that the governor may provide include: (1) information to SDAs, (2) special employment and training model programs, (3) programs and services for offenders, (4) special funding and programs for rural areas, (5) training in the areas of energy conservation and efficient use of energy, (6) dislocated worker programs, (7) industry-wide training, (8) information on the labor market and the economy to SDAs, and (9) statewide programs which provide for joint funding of JTPA and other programs.

- Section 122. This section establishes the State Job Training Coordinating Council (SJTCC). The SJTCC is charged with assisting the governor in developing, implementing, and assessing the coordination and special services plan. Duties of the SJTCC include reviewing the state's vocational education plan, developing linkages with other programs, and coordinating activities with PICs.

- Section 123. Section 123 establishes the eight-percent Title II-A setaside for education grants and coordination. The section requires that at least 80 percent of the funds be used to establish cooperative agreements with state and local education agencies. Up to 20 percent of the eight-percent funds can be used to promote coordination of education and training services.

- Section 204(26). This section permits SDAs to coordinate activities with other federal programs.

In addition, the Carl Perkins Vocational Education Act includes various references to coordination with the JTPA program. According to Lewis[4]:

> The Perkins Act contains 22 specific references to JTPA. Most of these are designed to increase communication and joint planning. For example, one member of the state council on vocational education shall also be a private sector member of the state job training coordinating council, and "due consideration" shall be given to appointment of individuals who serve on a private industry council under JTPA (Sec. 112 [a]).
>
> The state plan for vocational education must describe the methods proposed for joint planning and coordination with programs conducted under JTPA (Sec. 113 [b][10]) and be furnished to the state job training coordinating council for review and comment at least 60 days prior to the submission to the Secretary of Education (Sec. 114 [a][1]). At the local level, applications submitted by educational agencies for Perkins funds must likewise describe coordination with relevant JTPA programs and be available for review and comment by the appropriate administrative entity of the service delivery area (Section 115 [a][b]).

[4]Morgan Lewis, et.al., "Vocational Education-JTPA Coordination: First Annual Report," Ohio State University National Center for Research in Vocational Education, 1987.

Finally, many of the amendments to the Wagner-Peyser Act contained in the JTPA legislation were designed to promote coordination between the public employment service and SDAs. The amendments include:

- A provision for state funding of the employment service on the same cycle as the job training programs authorized by JTPA.
- A requirement that state employment service activities at the local level be planned jointly with the job training delivery system established by JTPA. Under the new law, certain components of the local employment service plan must be formulated jointly with appropriate private industry councils and chief elected officials within each of the service delivery areas established under JTPA.
- A requirement that local employment service plans be reviewed and certified by the State Job Training Coordinating Council.
- A provision for the Governor to review the state employment service plan and propose modifications to it. This provision emphasizes the transfer of program management from the federal government to the states.
- A requirement that 10 percent of a state's Wagner-Peyser allotment be reserved for discretionary use by the Governor. Under Section 7(b) of the Title V amendments, 10 percent of each state's Wagner-Peyser base grant allocation is to be reserved for use by the Governor to provide any of the following: performance incentives consistent with the Secretary of Labor's performance standards, services to groups with special needs, [and] the extra costs of exemplary models for delivering labor exchange services...With respect to earmarking funds for use in providing "services to groups with special needs," the law specifies that such services be carried out pursuant to joint agreements with appropriate private industry councils, chief elected officials, other public agencies, and private nonprofit organizations.

C. Agencies that Can Coordinate with JTPA

For coordination to occur, there must be at least one other agency or program willing to coordinate. Some agencies are required to coordinate certain activities with JTPA, while others do so on a voluntary basis. In this section, we discuss some of the more likely candidates for coordination with JTPA.

The **employment service**, authorized by the Wagner-Peyser Act, provides assistance to members of the labor force in need of jobs. The program is operated through state agencies, and is sometimes called the "Job Service." The employment service most commonly serves as an intermediary, obtaining job listings from employers and referring suitable applicants. Many states also use the employment service to provide counseling, and aptitude and skill testing. Another important function of the employment service is developing and disseminating labor market information. State employment

services have traditionally had a range of linkages with federally-sponsored employment and training programs.

Welfare programs, particularly the Aid to Families with Dependent Children (AFDC) program, also have a tradition of coordinating with employment and training programs. Section 203(b)(3) of JTPA requires SDAs to serve AFDC participants on "an equitable basis, taking into account their proportion of economically disadvantaged persons 16 years of age or older." In addition, the Family Support Act (FSA) of 1988 requires states to replace the Work Incentive Program (WIN) with a Job Opportunities and Basic Skills (JOBS) program by October 1990. This legislative initiative should further strengthen the links between employment and training and welfare programs. FSA promotes self-sufficiency through (1) emphasizing basic education and training to prepare for employment, (2) extending benefits such as child care and health coverage during the transition from public assistance to self-sufficiency, (3) providing reimbursement for job-related expenses such as transportation, and (4) promoting family responsibilities through stronger child support enforcement regulations.

Education programs, both academic and vocational, form another natural constituency for linkages. Although provision of basic skills training has not been a widespread activity under JTPA, the Department of Labor has made increased services to individuals lacking basic skills a high priority. For example, the Department of Labor has recently begun collecting data from SDAs on the reading level of participants to see if adjustments to performance standards can be made for serving individuals lacking basic skills. Also, under the Administration's proposed 1989 JTPA amendments, educationally-deficient individuals (i.e., those lacking in basic skills) would be a primary target group for JTPA.

Collaboration between public vocational education institutions and SDAs is also quite extensive. For example, Lewis[5] reports that almost all (97 percent) of SDAs in the country engaged in some type of collaborative effort with vocational education institutions in 1987. Vocational education provides classroom training that is often indistinguishable from the classroom training provided by JTPA.

While the programs listed above are likely to have the most coordination with JTPA, examples of other linkages can be found. The **Trade Adjustment Assistance (TAA)** program provides training and cash assistance to dislocated workers whose job loss was trade related. **Economic development** is a

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[5]Morgan Lewis, et.al., "Vocational Education-JTPA Coordination: First Annual Report," Ohio State University National Center for Research in Vocational Education, 1988.

high priority in many states, and coordination with state Title III programs or Title II-A programs sometimes occurs. **Vocational rehabilitation** programs provide training and other services for individuals with handicaps, making coordination with JTPA programs possible. **Justice** agencies are interested in programs that provide employment and training for ex-offenders: there are some instances of coordination between justice agencies and JTPA, such as the Cities in Schools demonstration.

Finally, it is also possible for JTPA programs to be linked with **other JTPA programs**. Examples of coordination between JTPA programs occur with the Title IV national programs (e.g., the Job Corps, Migrant and Seasonal Farm Workers Programs, Native American Programs) and the Title II-A program, as both programs overlap in their coverage of labor market areas.

D. Study Objectives, Scope and Methodology

1. Study Objectives and Scope

The purpose of this study, as stated in the Department of Labor's Request for Proposals, is to "review a wide range of ongoing program and demonstration project experiences since the inception of the Job Training Partnership Act in 1982 to identify issues, directions, and exemplary approaches" It is intended to provide "practical guidance for policy makers and program operations concerned with improving effectiveness of human service programs through the enhanced coordination of their delivery system." The focus of this assessment is on the role of program coordination in enhancing JTPA program effectiveness and efficiency. This study, which draws upon the practical experience of the many public and private agencies involved in JTPA program coordination efforts, is intended to address the following study objectives:

- **Objective 1:** Describe specific examples of coordination between JTPA and other programs and identify major strategies and characteristics of coordination.
- **Objective 2:** Identify and assess the relative advantages of coordination and the strategies that are effective for supporting overall policy initiatives related to coordination.
- **Objective 3:** Identify and assess relative disadvantages of coordination.
- **Objective 4:** Identify factors that are effective in promoting and enhancing JTPA coordination with other human service and economic development programs.
- **Objective 5:** Identify and assess legal, administrative, and other barriers which prevent better coordination and linkage between JTPA and other human service and economic development programs;

- **Objective 6:** Propose specific actions that might be taken at the federal, state, and local levels to facilitate better integration or programs/services:

  (a) under current legislation;

  (b) requiring changes in current legislation, regulations, or administrative procedure, or approaches to technical assistance; and

  (c) involving further testing of approaches to coordination by means of new experimental or demonstration projects.

In addition, by examining the practical experiences of a wide range of agencies involved in coordination projects we have sought to identify and describe specific examples of coordination between JTPA and other programs. This focus on examples of coordination that have been successfully implemented is intended to provide administrators of employment and training programs (and other human services programs) -- at the state and local levels -- with illustrations of the ways in which program coordination may be relevant to the programs that they operate.

2. Data Collection Methodology[6]

The methodology of this study focused on collecting data on the actual experiences of agencies involved in coordination projects. The study began with a review of existing literature on JTPA coordination. This review involved synthesis of the findings from over 100 articles and reports on JTPA coordination. This review assessed findings on the (1) extent and current status of coordination, (2) factors that promote coordination, (3) barriers to coordination, and (4) effective strategies and exemplary approaches to coordination. It also discussed the implications of recent findings on coordination for enhancing coordination of JTPA with other programs.[7]

Overall, the literature contains widely divergent conclusions about the current status of coordination. In part, this is a reflection of the fact that different studies were conducted at different times and focused on different SDAs. It is also a reflection of the fact that there are widespread differences in what is meant by coordination and how it can be measured. . overall conclusion that emerges is that

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[6]For a more detailed explanation of the data collection methods employed in this study, particularly the criteria used to select sites and the protocols for interviews, see: John Trutko, Burt Barnow, and Larry Ballis, "An Assessment of the JTPA Role in State and Local Coordination Activities: Project Workplan," James Bell Associates, Inc., October 31, 1988.

[7]See: Larry Ballis, "An Assessment of the JTPA Role in State and Local Coordination Activities: Report on the Literature Review," James Bell Associates, Inc., November 30, 1988.

states and SDAs have engaged in many activities to improve coordination since the passage of JTPA, but tangible progress in coordination programs has been uneven, often relatively modest.

The literature review indicated that data on coordination was either insufficient or too inconclusive to effectively address the major study objectives. The literature review also suggested that data collection activities should focus on the practical experience of current coordination efforts. It was determined that the most effective method for generating the necessary breadth and depth of understanding about coordination was to conduct a combination of telephone and on-site case studies. As a result, the plan for data collecting included telephone interviews with a total of 60 coordination projects and on-site case studies with a subset of nine of these projects.

To generate a list of candidates for telephone and on-site visits, a request was made to the Department of Labor's 10 regional offices to provide recommendations of 15-20 possible coordination sites for study. The regional offices responded by nominating a total of 252 coordination projects from across the United States.

Through our review of the literature and discussions with experts, we identified several dimensions to categorize JTPA coordination projects, including (1) type of JTPA program, (2) type of other program coordinated with, (3) target group, (4) type and extent of coordination, (5) perceived success of the coordination, and (6) geographic area.

In selecting projects for the 60 telephone interviews, a matrix was developed with each of these dimensions. Projects were analyzed (from the brief reports submitted by the regions) across these dimensions. An attempt was made to include a diverse sample that covered all the major JTPA and other human service programs, a variety of target groups, and a range of coordination intensity. We tended to oversample projects that appeared more intensive and more successful. Although more rural programs than urban programs were nominated, we selected a higher proportion of urban sites for the telephone sample because a higher proportion of JTPA eligibles and participants are located in urban sites. Table 1-1 lists the 60 projects that were selected for telephone interviews.

In selecting nine projects for on-site study from the 60 telephone interviews, we wanted to assure significant variation among projects selected. We were particularly concerned with the following dimensions:

TABLE 1-1: Coordination Projects Selected for Telephone Interviews

STATE	PROJECT TITLE	SPONSORING AGENCY
AL	Project Genesis	Montgomery Area Skills Center
AR	New Futures	City of Little Rock and State Employment Security Division
AZ	Arizona Community Service Integration Project	Arizona Department of Economic Security
AZ	Arizona Works!	Arizona Department of Economic Security
AZ	Yavapai County Food Stamp Work Search Program	Yavapai County SDA
CA	Bridge Project	Santa Clara/NOVA Consortium
CA	High-Risk Youth (California)	San Bernardino SDA
CA	Napa County Employment Training Program	Napa County SDA
CA	Yolo County Greater Avenues for Independence (GAIN)	Yolo County SDA
CO*	Larimer County Employment and Training Services	Larimer County SDA and Job Service
CO	Weld County JTPA - Welfare Coordination	Weld County Human Resources Department
CT	Bridgeport Jobs	PIC of Southern Connecticut, Inc.
CT	Dislocated Worker/Carpenter Technology Corporation	State JTPA Administration, Connecticut Department of Labor
CT*	The Job Connection	Connecticut Department of Income Maintenance
DE	Homeless Job Training Demonstration Project (HJTDP)	Division of Employment and Training, Delaware Dept. of Labor
IA	Manufacturing Automation Technology	Kirkwood Community College
IL/MS	Coordination Between Regions	Two Rivers and Mark Twain Regional Council of Governments
KS	Project Employment	Kansas Department of Human Resources
KY	Financial Agreement Between DES and DOL	Kentucky Department of Employment Services
KY	Interdepartmental Coordination of State Agencies	Kentucky Department of Employment Services
KY	Job Link Centers	City of Louisville and Jefferson County SDA
LA	Evangeline Economic and Planning District Procurement	Evangeline Economic and Planning District
MD	Occupational Training Center - Statewide	Baltimore County Office of Employment and Training
ME	Additional Support for People in Retraining and Education	Maine Department of Labor
ME	Maine Family Service Integration Demonstration Project	Maine Departments of Human Services & Labor
MI	Learning Centers	Northwest Michigan PIC, Inc.
MI	PIC Hard to Serve Initiative ("Project Walnut")	Berrien/Cass/Van Burier. PIC
MN	Center for Youth Employment and Training (CYET)	City of St. Paul SDA
MS	Rolla Single Parent/Displaced Homemaker Regional Center	Central Ozarks Private Industry Council
MS	Total Vocational Involvement (TVI)	SDA 7, Private Industry Council
NC	JTPA/Vocational Rehabilitation Program	Vocational Rehab. & the Nat'l Assoc of Retarded Citizens
ND	Job Service/JTPA Statewide Integration of Services	North Dakota Job Service
NE	Job Program	Nebraska Department of Aging
NE	Project Power	Nebraska Department of Aging
NH*	Employment, Training & Welfare Initiative ("Under One Roof")	New Hampshire Department of Employment and Security
NJ*	10,000 Graduates ... 10,000 Jobs	New Jersey Department of Labor
NJ	Elizabeth Development Company	Union County SDA
NJ	Middlesex County Reach Program	Middlesex County Employment & Training Department
NJ	New Jersey Youth Corps of Camden County	Camden County Employment and Training Center (CCETC)
NV	Community Work Experience Project (CWEP)	Northern Nevada SDA (JOIN)
OK	Integrated Services Project	North Central, Southwest, Southern and East Central SDAs
OK	Integrated Services Project (SIPP - Oklahoma)	Oklahoma Department of Human Services

STATE	PROJECT TITLE	SPONSORING AGENCY
OK	Integration Intake and Assessment Center (IIAC)	City of Tulsa (Tulsa SDA)
OK	Job Corp II	Job Corp, Department of Human Services and Employment Service
PA*	TAA/JTPA Linkage, One Stop Shop, SPOC, and Job Centers	Allegheny County Department of Federal Programs
SD	Single State SDA Integration with Job Service	Statewide JTPA and Local Employment Service Offices
SC*	South Carolina Human Services Integration Project	State Reorganization Commission
TX*	Independence 365 Program	Houston Job Training Partnership Council
TX	Regional Planning Project - San Antonio	Texas Department of Commerce, Work Force Development Division
TX	Regional Planning Project - Upper Rio Grande	Texas Department of Commerce, Work Force Development Division
UT	Trade Adjustment Assistance (TAA) Program	Utah Office of Job Training & Economic Development
UT*	Utah Custom Training for Economic Growth (UCTEG)	Utah Office of Job Training & Economic Development
VT	Reach-Up Program	Vermont Department of Employment and Training
WA	Basic Skills/Work Place Literacy Remediation Program	Eastern Washington State SDA 3
WA	Joint Remediation Project	Northwest Washington State SDA 10
WI*	SW Wisconsin Job Center	Southwest Wisconsin PIC
WV	Dropout Prevention Program	West Virginia Bureau of Vocational Education and 48-County PIC
WV	Industrial Development Training Program	Employment and Training Division, Governor's Office
WV	Work and Training Program	West Virginia Department of Health & Human Services
WY	Casey's Chuckwagon	S.W. Wyoming Rehabilitation Center

* Denotes that project was a case study site.

- Type of Program. We wanted the sites selected to illustrate coordination arrangements in a variety of programs. Based on findings from our telephone interviews and our discussions with DOL staff, we decided that it was important to include the following types of programs:
    - Welfare (2 sites - one statewide and one local initiative)
    - employment service (3 sites - one statewide and two local initiatives)
    - Vocational Education (1 site)
    - Education (1 site)
    - TAA/EDWAA (1 site)
    - Service Integration Pilot Project[9] (1 site)
- Model of Coordination. We wanted a diversity of models of coordination. We were particularly interested in including examples of "bottom-up" (i.e., local initiatives) and "top-down" (i.e., statewide initiatives) coordination.
- Intensity of coordination. Coordination can range from simply sharing information to complete integration of programs. We sought projects that exhibited higher levels of coordination and generally involved a larger number of agencies.
- Success of coordination. Most projects that were nominated by the regions and included in our telephone interviews were judged to be successful. Because of the limited number of sites that we could include in our case studies (and the fact that few of the nominated sites were "unsuccessful"), we selected sites that were generally regarded as "successful." However, this does not mean that all aspects of the coordination have been successful or that the site has taken full advantage of coordination.
- Geographical considerations. Projects can be classified by the extent to which they are urban, suburban, or rural and by region of the country. Because of the large proportion of JTPA funds that go to urban areas, we tried to include a greater proportion of urban areas. This was somewhat problematic because coordination projects (or at least the 252 sites nominated by the regions) were primarily in rural areas. To the extent possible, we also sought to have geographical balance (i.e., by region of the country), but this was a lower priority than the other factors discussed above.
- Target group. Some coordination efforts focus on particular target groups. Examples of target groups of interest include youth, high school dropouts, dislocated workers, welfare recipients, the handicapped, offenders, displaced homemakers, and older workers. Some projects are likely to focus on very specific target groups, e.g., youth offenders, while others may focus on broader groups such as economically disadvantaged adults. We sought representation of a wide variety of target groups.

Chapter 2 provides a brief description of the nine sites selected for in-depth case studies. The second volume of this report includes detailed summaries of each of the nine case study sites.

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[9]In 1984, Section 1136 of the Social Security Act authorized "pilot projects" to demonstrate the use of integrated service delivery systems for human services programs. This resulted in the Office of Human Development Services funding five states (Arizona, Florida, Maine, Oklahoma, and South Carolina) to plan and implement a variety of activities over a three year period.

3. Structure of the Report

This report contains six remaining chapters, which are organized around the six major study objectives.

Objective 1. Chapter 2 provides a description of the characteristics of coordination. It begins with brief descriptions of nine efforts to promote coordination (i.e., the case studies that were conducted during this study). These nine case studies are then used to illustrate major models of coordination -- "top-down" and "bottom-up coordination" -- and a variety of types and activities associated with coordination.

Objective 2. Chapter 3 discusses the benefits that effective forms of program coordination can provide. It examines both advantages for the client, such as simplified referral and access to a wider range of services, and for the agency, such as increased operational efficiency and greater flexibility in using program funds to meet client needs.

Objective 3. Chapter 4 examines the disadvantages of coordination. The majority of staff interviewed reported few or no disadvantages of coordination. When disadvantages were mentioned, most applied to agencies rather than participants, and concerned the extra effort in time and resources required to make coordination work.

Objective 4. Chapter 5 discusses factors that promote coordination at the state and local level. It focuses on those factors that are useful both in initiating and maintaining coordination. Across the coordination projects analyzed for this study, many of the same factors were in evidence and played important roles in promoting coordination. Many of the factors worked in tandem with one another to promote coordination. Some factors -- such as high-level political support -- were more important than others. None of the factors were identified as essential, but most were important to successful coordination efforts.

Objective 5. Chapter 6 discusses barriers to coordination. Most of the coordination efforts reviewed encountered some barriers to their coordination efforts. These barriers involved legal requirements that impeded coordination, administrative arrangements and program orientations, and other factors, such as "turf" and "personality" issues.

Objective 6. The final chapter provides recommendations based on our research that can be undertaken at the federal, state, and local levels of government to overcome barriers and further promote coordination between JTPA and other programs. We present steps that could be taken under current law, as well as those that would require changes in current legislation or regulations.

CHAPTER 2

CHARACTERISTICS OF COORDINATION

A wide range of activities fall under the rubric of coordination. This chapter begins with brief descriptions of nine efforts to promote coordination and then uses these examples to illustrate several typologies of coordination that we have found useful in conducting the study.[9] These typologies distinguish between:

- "top-down" versus "bottom-up" coordination;
- activities that directly affect the delivery of services to clients versus those that are designed to facilitate improved service delivery by altering agency operations;
- broad-scope and narrow-scope coordination, in terms of the number of independent agencies that are participating; and
- degree of integration, i.e., comparing efforts in which agency budgets and lines of authority remain largely unchanged versus instances in which funding and staff responsibility are shared or pooled.

A. Overview of Nine Examples of Coordination

The majority of the examples and illustrations in this report are based upon in-person site visits to nine areas where promising efforts to promote coordination had been implemented. The case studies were selected to provide a wide variety of types of coordination, types of agencies which are coordinating, and settings in which coordination could take place.[10] Brief descriptions of each of these efforts are presented below; the full case studies are included in a second volume of this report.

1. The Allegheny County Service Delivery Area

Allegheny County, Pennsylvania encompasses the city of Pittsburgh and over 100 suburbs and independent cities. The county is served by two JTPA service delivery areas, one for Pittsburgh and one

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[9]In some instances, we also make reference to information from the literature review and the 60 sites in the telephone survey.

[10]As was noted in Chapter 1, the nine case studies sites were chosen from among more than sixty projects that were included in a telephone survey conducted for this study, which in turn were selected from 252 sites that were nominated as "exemplary" by staff of the ten regional offices of the United States Department of Labor. While efforts were made to give priority to sites that were successful, a number of projects that were only moderately successful were included in the case study sample because they can also be useful in providing lessons about coordination.

for the balance of the county. Our case is restricted to the Allegheny County SDA and does not cover the Pittsburgh SDA. Three major coordination initiatives are studied:

- The One Stop Shop is an SDA-initiated effort to provide as many services as possible for Title III and Title II-A participants in a single location. In addition to JTPA staff, the One Stop Shop includes Department of Mental Health/Mental Retardation, Job Service, and Department of Vocational Rehabilitation staff. Some basic skills training takes place at the One Stop Shop, but most training is provided at community colleges and other service providers.

- The Single Point of Contact (SPOC) Program is a state welfare reform initiative, for which Allegheny County served as one of the pilot projects. This program serves a different target group than the One Stop Shop -- welfare recipients. Under SPOC, the SDA is under contract to the welfare department to provide employment and training services to welfare recipients. The Allegheny County SPOC is staffed by JTPA, the welfare department, the Job Service, the Department of Vocational Rehabilitation, and mental health/mental retardation staff. The SPOC program is under the direction of the SDA operations manager, who also runs the One Stop Shop. The same vendors who serve the One Stop Shop provide training, and participants needing only job search assistance receive those services at the One Stop Shop.

- TAA-EDWAA Linkages involve informal cooperation between the SDA, which has administered the JTPA Title III program in the county for several years, and the Job Service, which administers the Trade Adjustment Assistance program in Pennsylvania. TAA participants who have not developed their own training plans (about 75 percent) are referred to the One Stop Shop for assessment and training. Most of the TAA recipients are enrolled in Title III for training.

The Job Service in Allegheny County also encourages other human service programs to out-station staff in their Job Centers where interested parties can meet with representatives of these agencies and arrange further services. The SDA out-stations a staff member at the Job Center.

The Allegheny County SDA has strong linkages with other human service programs in the area. The coordination simplifies the process for both employers and clients. Interestingly, the SDA's coordination activities include both "top-down" coordination (the SPOC program and Job Centers) and "bottom-up" coordination (the One Stop Shop and EDWAA-TAA linkage).

2. The Connecticut Job Connection

The Job Connection is a statewide welfare-to-work initiative that was initiated in October 1985 as the Connecticut WIN Demonstration program. The program was transferred to the new welfare reform JOBS program on July 1, 1989, without any fundamental program changes.

Two Connecticut agencies currently play a central role in administering the Job Connection:

- The Department of Income Maintenance (DIM) which is responsible for the administration of the AFDC, Food Stamp, Medicaid, and General Assistance programs in the state; and

- The Connecticut Department of Labor which is responsible for the state's Job Service and JTPA systems, as well as many other employment and training programs.

Until a few months ago, the Connecticut Department of Human Resources (DHR) was responsible for the case management functions in the Job Connection, but this responsibility (and the staff who carry it out) have been transferred to the Department of Income Maintenance as part of the planning for the implementation of the federal JOBS legislation. DHR is still responsible for the provision of supportive services for welfare recipients.

In its current configuration, the welfare agency (the Department of Income Maintenance) is responsible for registration of clients, assessment of client needs, case management, and post-placement follow-up. It shares responsibility for orientation with out-stationed personnel from other agencies such as Job Service. Specific referral patterns vary from one part of the state to another, but in general referrals are made to JTPA, Job Service, community colleges, public and non-profit human service agencies, community-based organizations, and a number of for-profit agencies for education, employment, training, placement, and supportive services.

While the Department of Income Maintenance staff currently plays the key role in implementing the program, service delivery to clients depends upon the development of smooth links between this department and the other agencies that can supply education, training, and supportive services. In particular, case management is at the heart of the Job Connection, and the case manager can not do his or her job well without linking clients with services offered by Connecticut Department of Labor and other state and local agency programs, as well as a number of welfare-to-work projects that have been directly funded by the Job Connection.

State officials in Department of Income Maintenance and the Department of Labor are, in general, pleased with the way that the Job Connection has been evolving, but they are all aware of shortfalls and are still working to improve the model and system performance. For example, the State Employment and Training Commission is currently examining a variety of ways to enhance coordination between the JTPA system and state agencies, and exploring ways to support coordinated employment and training planning at the local level.

3. The Houston Project Independence 365

The Houston Project Independence 365 is a locally-initiated welfare employment initiative jointly-operated by the city's SDA, the state Job Service, and state welfare agency, with the participation of a local community college. Staff from the first three agencies are co-located in a single office complex, where community college instructors also provide on-site instruction on a variety of topics.

The project, initiated in November 1988, is considered experimental in nature. The program serves "motivated" welfare mothers who are not considered job ready but do have some education and experience to build upon. The program model incorporates three phases: a two-week orientation and pre-employment training phase in which training is provided by JTPA and welfare agency staff, and testing provided by the Job Service; followed by a joint assessment and development of an individualized program; followed by a two-week job search and job finding skills seminar run by the Job Service and incorporating referrals to education or training programs. The final phase consists of post-placement follow-up and monitoring conducted by the welfare agency.

Key aspects of the coordination among the agencies involved in this project include the following:

- Intake is conducted jointly by Texas Department of Human Services (TDHS) and the Houston Job Training and Partnership Council (HJTPC).
- The curriculum reflects the priorities and offerings of both TDHS and HJTPC. Trainers from each agency conduct sessions using the other's curriculum.
- Staff from four agencies are co-located.
- Individual employability development plans are developed in staffing meetings in which three agencies -- TDHS, HJTPC, and the Texas Employment Commission (TEC) are represented.
- Operational staff from three agencies conduct detailed program planning and development.
- TDHS case managers (and soon, an income assistance technician) are on site to assist participants if they have housing, child care, health, transportation, or other problems that impede their participation in the employment development program or training.
- A joint case record is being developed, with each agency having responsibility for certain aspects.
- A common management information system has been developed.
- While funds are not pooled, HJTPC and TDHS have shown flexibility in picking up costs the other cannot pay for.

There is a consensus among both state and local officials that this coordination effort has been succ..sful and resulted in positive outcomes for both the agencies and clients. Coordination among the agencies results in a more complete assessment of client need, provision of a wider range of services targeted on client need, and better follow-up of client progress.

4. Larimer County's Employment and Training Services

The Larimer County SDA is located about fifty miles north of Denver, Colorado. Larimer County's Employment and Training Services agency is jointly operated by the SDA and the local Job Service office. The two agencies are co-located and provide comprehensive employment and training services to residents of Larimer County. The linkage between the JTPA program and the Job Service is the most developed of the coordination efforts, but there has been a concerted effort to coordinate JTPA/Job Service with the Vocational Rehabilitation agency (which was co-located with the SDA and Job Service until a month ago). In addition, a total of 15 agencies and community organizations are participating in a county-wide Job Developers' Network. Finally, there are important linkages between the JTPA/Job Service programs and the local education authorities and the social services agency.

The heart of the coordination in Larimer County is the co-location and coordination of the JTPA and Job Service programs. The coordination between these two agencies began in the early 1980s. Although the two agencies remain distinct and retain their separate lines of authority, the operational staff of the two agencies work closely together (on the same floor) and have many of their operations integrated. It is an attempt to provide "seamless" delivery of employment and training services so the client is basically unaware of whether he/she is dealing with county (JTPA) or state (Job Service) agency personnel.

The Larimer County Job Developers' Network was created in 1982 to coordinate job development and placement activities, thereby creating a "one stop shop" for area employers. The Job Service acts as a central clearinghouse for the Network, receiving job orders directly from employers and indirectly through the other members of the Network that choose to share particular job orders. Each employer contacting a member of the Network is given the choice of keeping the order with that agency or having it shared with the entire Network; each employer is contacted by only one member of the network who serves as the employer's "account executive." Each member of the Network obtains the

Job Service job orders either through microfiche or through direct computer access. Arrangements have been worked out so that the Network member taking the initial job order and the member who makes the placement both get credit for their efforts.

There is a consensus among state and local officials that this coordination effort has been beneficial for the participating agencies (particularly the SDA and Job Service) and the clients served by these agencies. The coordination has enabled agencies to share resources, increase efficiency of service delivery (by eliminating duplicative services across agencies) and expand service offerings. For clients, coordination has helped to reduce barriers to accessing services and expanded the types of services and jobs available.

5. New Jersey's 10,000 Graduates...10,000 Jobs Program

The 10,000 Graduates...10,000 Jobs Program (also called the 10K Program) is designed to motivate urban students, especially "disadvantaged, high risk" students, to graduate from school and gain a full-time job with career potential. The program is jointly-operated and funded by the Division of Employment and Training of the New Jersey Department of Labor and the Division of Vocational Education of the New Jersey Department of Education. The program features coordination at the local level between the SDA and the local education agency in selected school districts that have been identified as serving disadvantaged students. A total of 20 school districts, with 30 high schools, have agreed to participate in the program during the current program year. These school districts are located in 12 of New Jersey's 17 SDAs. A JTPA-funded private sector coordinator in each SDA serves as a liaison with high schools that have been designated as participating. Each participating high school furnishes a full-time counselor who works closely (along with the private sector coordinator) to provide students with the skills and assistance that is needed to secure long-term ("career") jobs.

The overall goal of the program, which began as a pilot project in five high schools in 1987, is to place 10,000 urban high school graduates in full-time jobs by the end of 1992. The participating school districts have considerable discretion in structuring activities for the 10K students. Under the program, students must receive a minimum of 40 hours of employability skills training in the 11th and/or 12th grades. Students must successfully demonstrate employability competencies before graduation to be

eligible for placement in a full-time job. Pre-vocational skills training can be initiated as early as the seventh or eighth grade and continued until graduation.

The private sector plays an important role in the program. A private sector coordinator, a staff member of the private industry council (PIC) within each designated SDA, is responsible for working with business and industry to collectively locate full-time jobs and then coordinate the matching of these jobs with qualified graduates of the program. Based on their skills, students are placed in entry-level, career-ladder positions.

Although the 10K Program is somewhat behind its timetable for placing 10,000 graduates in jobs, it has been successful in developing closer ties between local education authorities and the SDAs. This program has established an organizational structure that brings employment and training services directly to students within the schools. It also has strengthened the link between the schools and the local employment and training agencies.

Despite the program's apparent success, several problems loom in the future. One is whether the school districts will be willing to fund the program as they gradually take over greater responsibility for funding. Second, if the program expands to additional schools within a locality, the private sector coordinator may become overwhelmed by serving several high schools at once. Third, there has been a problem with recruiting some high schools into the program. Some schools already have other initiatives that are directed at disadvantaged students and are unwilling to administer yet another program.

6. The New Hampshire Employment, Training and Welfare Initiative ("Under One Roof")

The New Hampshire Employment Training and Welfare (ETW) initiative, sometimes referred to as "Under One Roof," grew out of a July 1987 decision by the governor to promote closer coordination among the state agencies that serve welfare recipients. Three agencies have central roles:

- The Department of Health and Human Services which runs the AFDC, Food Stamp, and Medicaid programs, along with a number of other programs in the fields of health (including maternal and child health and Women, Infants and Children [WIC] program), mental health, youth and adult services (including day care);
- The State Job Training Council, the administrative entity for the statewide SDA; and
- The Department of Economic Security responsible for the Job Service as well as the Unemployment Insurance program.

Two parts of the Department of Education have also played important roles: the Division of Vocational Rehabilitation and the Division of Adult Education.

This initiative incorporates a number of efforts to promote closer coordination among the statewide SDA and the other agencies that provide education, employment, and training in the state. These include:

- a common orientation with a packet containing jointly-prepared information from five agencies (welfare, JTPA, Job Service, vocational rehabilitation, and adult education);
- an upgraded referral and feedback system consisting of two new forms common to all participating agencies;
- an interagency referral matrix (or "grid") to clarify which clients should be referred to which agencies; and
- efforts to promote co-location or at least "proximity" of local offices of the participating agencies.

Efforts are also under way to build upon this foundation by developing a common format for employability development plans across agencies.

This initiative is universally seen as effective by state officials. While many of them felt that they had already achieved significant progress in coordination before the initiative got under way, all feel that clients are clearly better off, and it would not have been possible to implement the new JOBS legislation as quickly and smoothly as was done without the mechanisms created by the initiative. The views of local level officials are more mixed. Some indicated that co-location and new methods to promote improved referrals were unnecessary. On the other hand, the "implementation team" approach is seen as a relatively inexpensive way to promote understanding of each others' program and the development of coordinated client service.

7. Slater/Marietta, South Carolina Service Integration Pilot Project

In 1985, South Carolina received a federal grant for a four-year demonstration of services integration. This was one of five Service Integration Pilot Projects (SIPP) authorized by federal legislation to demonstrate how coordination among service programs could be improved, fragmentation reduced, and better data collected for assessment purposes. The State Reorganization Commission, which administers the demonstration (termed Human Services Integration Project or HSIP), solicited proposals

from human service agencies throughout the state. The Slater/Marietta Human Service Corporation applied for and received a grant.

This project focuses on integrated case management to assist clients with multiple problems. Each participating agency is part of a network of interdependent community resources to assist each client achieve self-sufficiency, making available to the client a broad range of services. Key features of this initiative include co-location, cross-agency client tracking systems, and cross-training of staff.

Once initial funding was obtained, the Slater/Marietta Human Service Corporation established an office in Slater. Nine local human service agencies expressed an interest in out-stationing staff at this office, but only three actually did so at the time the project was implemented:

- The Health Department offered immunizations, Women, Infants and Children (WIC) nutrition program certifications, screening for chronic disease, nutrition counseling, and WIC vouchers.
- The Department of Social Services accepted AFDC and Food Stamp applications and later expanded its services so that all recertifications for AFDC and Food Stamps were done in Slater.
- The Salvation Army provided emergency assistance one day a week.

In 1988, the Greenville Department of Employment and Training (DET), which operates the JTPA program in the Greenville SDA, agreed to out-station a counselor in Slater/Marietta one day a week to offer the following services:

- take applications for all JTPA programs;
- screen eligible participants for support services;
- refer clients to Slater/Marietta Human Services Corporation for case management services as needed; and
- work with local business executives to ascertain their interest in providing training and job placement.

In return, the Slater/Marietta Human Services Corporation agreed to publicize the availability of JTPA services in the local community, make space and limited support services available to the JTPA caseworker, and obtain information at client intake that JTPA needed to determine eligibility for services.

Although this coordination effort did result in some beneficial outcomes for clients, it encountered many barriers and problems which resulted in the initiative falling far short of its goals. Currently, only the Department of Social Services and the Health Department maintain workers at the Slater/Marietta Human Services Corporation. In June 1989, the Department of Employment and Training removed the

out-stationed JTPA staff member from the project. The department withdrew from this initiative because (1) it found that the few employers in the area were interested in using JTPA services, preferring to hire through personal contacts or the word-of-mouth; (2) it could not adequately serve the residents of the northern part of the county; (3) out-stationed staff were unable to serve as many clients a day as they could in the home office and lacked access to necessary resources (e.g., computer systems) located at the home office; and (4) out-stationed staff could not offer the full range of services needed by clients.

8. The Southwest Wisconsin Job Centers

The Southwest Wisconsin Private Industry Council operates Job Centers in a rural five-county area. The Job Centers provide highly integrated employment and training services from the SDA and the Job Service. The SDA and Job Service formed the Job Centers because budget cuts reduced the ability of each agency to adequately serve its constituents, and the agencies believed that they could achieve economies of scale by co-locating and offering services jointly. A Job Center is operated in each county and in the local community college.

The Job Centers offer one-stop shopping to Title II-A participants, job service users, and welfare recipients (in some counties). Each Job Center is headed by an employee of the SDA or the Job Service, and staff are either employees or under contract to one of the participating agencies. In some of the Job Centers, AFDC recipients are referred to the Job Center by the AFDC income maintenance unit for employment and training services. One of the counties also has a representative of the Migrant and Seasonal Farmworker (MSFW) program stationed at the Job Center to facilitate joint enrollment of migrant workers in Title II-A and the MSFW program.

The Southwest Wisconsin Job Centers offer highly integrated services for both clients and employers. Clients are greeted by a receptionist and after assessment are referred to appropriate services from the agencies staffing the Centers. Employers are served through an "account representative" system. Job developers from the participating agencies split up potential employers, and each employer deals with a single Job Center representative rather than representatives from each agency. The Job Centers have been highly successful for both clients and employers, and the State of Wisconsin has provided support for expanding the concept in Southwest Wisconsin and other areas of the state.

9. The Utah Custom Training for Economic Growth ("Custom Fit")

The Utah Custom Training for Economic Growth or "Custom Fit" program is a statewide program coordinating JTPA and vocational education through the use of JTPA eight-percent funds, Carl Perkins vocational education funds, and state funds. When JTPA was started, all eight-percent funds were allocated to Custom Fit, but beginning in July 1988, 73 percent of the eight-percent funds were allocated to the SDAs. The purpose of the program is to provide custom training for new and expanding employers in the state. Funding decisions are made by a committee chaired by state Office of Vocational Education. The committee includes a JTPA representative and members representing higher education, the Job Service, economic development, and large and small businesses. Until recently, the state's SDAs also had a representative on the committee.

Employers seeking Custom Fit training grants make presentations at committee meetings along with representatives of the area vocational center or other institutions that will provide the training. Training either takes place at the training institution or at the work place. Training per worker typically costs between $400 and $500, and may either be classroom training or on-the-job training.

The Custom Fit program has not been an entirely successful coordination effort from the SDAs' point of view. Initially, the SDAs believed they did not have sufficient input in funding decisions made by the committee on training taking place in their areas. In response to SDA concerns, most of the eight-percent funds are now allocated by formula to the SDAs, and the SDAs develop their own plans to coordinate with educational institutions. In addition, the SDAs are now consulted on a regular basis before requests are made to the Custom Fit Committee.

B. Strategies of Coordination

Coordination of service delivery generally takes place at the local level. However, the initiative to coordinate may either be locally-developed ("bottom-up" coordination) or may be imposed by federal or state officials ("top-down" coordination). The salient aspects of each model are outlined below.

1. <u>"Top-Down" Coordination</u>

Federal and state officials often promulgate "requirements" that local agencies coordinate in the delivery of specific types of service, or offer advice or incentives to promote collaboration. Coordination is often mandated in legislation; at other times, requirements are contained in administrative communications ranging from personal initiatives of key officials to joint policy statements to agency regulations.

For example, JTPA legislation and regulations have attempted to promote coordination between SDAs and other agencies by:

- increasing the role of the private industry council in local employment service planning;
- "setting aside" a certain amount of funding that can only be spent on joint efforts between SDAs and other agencies; and
- requiring state and local JTPA agencies to file annual coordination plans that spell out the steps that are being taken to promote coordination.

A majority of the sites visited for case studies fit this "top-down" model. Five represent state initiatives, some of which were reactions to federal legislation or the prospect of such legislation:

- New Jersey's 10,000 Graduates...10,000 Jobs Program
- New Hampshire's Employment, Training and Welfare Initiative ("Under One Roof")
- The Utah Custom Training for Economic Growth Program ("Custom Fit")
- The Connecticut Job Connection
- The Allegheny County Single Point of Contact Program

A sixth, the Slater/Marietta Service Integration Pilot Project, was a direct response to a federal grant announcement -- although the decision of the Slater/Marietta region to participate was totally local, i.e., on the basis of a decision to respond to a state Request for Proposal (RFP).

As noted in our literature review and the examples cited in this report, these "top-down" initiatives to promote coordination are sometimes influential in shaping the decisions made by county, municipal, and other local program administrators. They tend to command attention -- if not compliance -- throughout the covered jurisdictions. But frequently they do <u>not</u> lead to noticeable changes because local level officials resist (or simply ignore) the pressures to coordinate as they try to maintain status quo. Thus, "top-down" efforts to promote coordination can be helpful in promoting coordination, but they do not guarantee that anything will happen at any given site.

2. "Bottom-Up" Coordination

In contrast to the above situations, efforts to promote coordination often arise from the initiative of one or more local program administrators without any reference to particular federal or state initiatives or requirements. The initial idea to coordinate may come from the SDA staff and/or private industry council members, or it may come from agencies that can or could work with JTPA. Examples of this type of program initiative include:

- The Allegheny County One Stop Shop
- Larimer County's Employment and Training Services and Job Developers' Network
- The Southwest Wisconsin PIC Job Centers
- The Houston Project Independence 365

The presence of strong local advocates for coordination in situations like these can be a major factor in initiating and maintaining a coordinated relationship. However, those at the federal or state level cannot rely upon local initiatives such as these for efforts that they hope will be implemented throughout their own jurisdictions, and they cannot expect "bottom-up" initiatives to show any consistent pattern or model.

C. Varieties of Coordination

At least in theory, efforts to promote coordination can be divided into those that directly affect services to clients and those that are intended to improve services to clients indirectly through changes in agency operations.

1. Activities Directly Affecting the Delivery of Services to Clients

Coordination can affect all steps in the client flow -- from intake to placement and follow-up. Illustrations of several of the most prevalent types of coordination are provided below.

a. Joint Intake and Eligibility Determination

Ordinarily, when clients go to two or more agencies, they have to complete two or more sets of forms, leading to extra burden on them and agency staff. Efforts to lighten these burdens often focus on attempts to establish joint intake and eligibility determination, i.e., a common intake form and eligibility

determination by one staff member that is adequate for the purposes of two or more agencies.

Examples of efforts to move in this direction from our nine case study sites included:

- In Houston's Project Independence 365 welfare and JTPA staff jointly conduct intake of clients.
- The Allegheny County Single Point of Contact Program has an orientation session in which representatives of participating agencies provide an overview of services.
- Larimer County's Employment and Training Services conducts joint intake for JTPA and Job Service clients.
- New Hampshire's Under One Roof initiative involves efforts to develop a common intake form for welfare, JTPA, and Job Service clients. However, these efforts have been unsuccessful and project staff has moved on to other priorities.

In addition to this, several of the sites have adopted joint orientation approaches including:

- The Connecticut Job Connection utilizes both welfare and out-stationed Job Service staff to conduct orientation about the program for AFDC recipients.
- The New Hampshire Under One Roof initiative uses a common orientation and information packet containing jointly-prepared information from five local agencies (i.e., welfare, JTPA, Job Service, vocational rehabilitation, and adult education).
- The Southwest Wisconsin PIC provides group orientation sessions at the Job Centers.

b. Joint Assessment

The term "assessment" means different things to staff in different agencies, and agency staff generally differ in the kinds of information that they feel is necessary for assessment as well as the ways that the information is used. However, in an effort to streamline service delivery for clients served by more than one agency, coordinated agencies sometimes develop a single client assessment protocol that can be used by all participating agencies. There are several examples of this approach in the case study sites:

- In Houston's Project Independence 365, JTPA, Job Service, and welfare staff jointly assess welfare client's needs after a two-week initial life skills course.
- New Hampshire's Under One Roof "referral matrix" represents an effort to have staff from participating agencies conduct assessments using commonly-agreed upon criteria.

c. Case Management/Enhanced Referrals

During the 1980s, human service planners and administrators increasingly turned to "case management" as a key to promoting coordination of services for clients. This approach has been endorsed in Working Capital, the report of the JTPA Advisory Committee:

> Integrated service planning and delivery by human resource agencies can be greatly facilitated by the use of the case management approach. Systematic testing on a

pilot project basis of the use of case managers -- as individuals and in teams -- should be carried out within the JTPA program and as an approach to linking services between JTPA and other related programs in the community.

Although the uses of the term "case management" vary from program to program, it generally encompasses the designation of a single agency staff member as the client's case manager, and gives him or her the responsibility to develop a set of service goals and then to monitor service delivery to make sure that the goals are attained. Thus, case management is a tool to insure that clients do not "fall through the cracks," particularly when they are referred from one agency to another.

This approach or key elements of it were present in a number of the case study sites including:

- In New Hampshire's Under One Roof initiative client referrals are based upon a jointly-adopted "matrix," which identifies the type of clients that are to be sent to specific agencies and uses a common referral form. Two additional mechanisms have been developed to insure completed referrals:
  - -- The referral form is carbonized so that the agency receiving the referral can provide feedback to the referring agency on the disposition of the referral.
  - -- A computerized information system contains a "tickler system" that generates a notice to check on the status of clients eight weeks after a referral.
- The Southwest Wisconsin Job Centers utilizes "group case management" in which staff from Job Service, vocational education, the welfare agency and the SDA meet regularly to develop service plans and efforts to carry them out.
- New Jersey's 10,000 Graduates...10,000 Jobs Program places strong emphasis on case management of students participating in the schools. A school-sponsored counselor and a SDA-funded private sector coordinator jointly assess the needs of students and carefully monitor the progress of students during high school. The school counselor and private sector coordinator also attempt to match student abilities and interests with full-time jobs (at the time of graduation).

d. Joint Service Delivery

Interagency collaboration frequently involves clients receiving services from different agencies at the same time or in sequence. However, efforts in which staff from two or more agencies work together to serve clients at the same time are much rarer. One example of this approach to service delivery is:

- In Houston's Project Independence 365, JTPA and welfare staff jointly provide two weeks of life skills training to motivated welfare recipients.

e. Joint Job Development/Placement

Analysts of employment and training programs have frequently concluded that the presence of multiple agencies doing job development and placement can be wasteful as well as burdensome on employers. The "coordination solutions" to this problem involve agreements that job developers on the staff of a given agency will be responsible for all placements from other agencies or that coordinating

agencies will split the pool of employers. Excellent examples of this approach from our site visits include:

- The Southwest Wisconsin PIC Job Centers assign each employer to a single "account representative." All job listings and referrals to the employer are handled through the account representative regardless of which agency the representative is employed by.

- The Larimer County Job Developers' Network helps to coordinate the efforts of over a dozen different agencies in a single county SDA. The Job Service serves as a clearinghouse for all jobs within the Network. Each agency participating in the Network refers job openings to the Job Service, then receives a regular listing of all available jobs from the Job Service. The result is that participating agencies expend less resources in contacts with employers (i.e., there is a reduction in duplicative contacts with employers) and clients gain access to a wider choice of available jobs.

2. Activities Affecting Agency Operations

a. Joint Planning, Training, and Information Exchange

Knowledge about the activities and procedures of other agencies is generally important in establishing and implementing coordination efforts. Such knowledge can be gained through joint planning, cross-training, and information exchanges. Examples from our site visits include:

- The Allegheny County TAA-EDWAA effort provided cross-training of Job Service and SDA staff prior to project implementation.

- The Larimer County Job Developers' Network holds monthly meetings for staff from all participating agencies. During these meetings, staff from participating agencies discuss problems and suggest ways in which the Network might be enhanced.

- In New Jersey's 10,000 Graduates...10,000 Jobs program, school-sponsored counselors and SDA-funded private sector (education) coordinators have worked closely together to plan and implement the program. In addition, the high school counselors have formed a statewide group that meets monthly to discuss problems and innovative service delivery approaches.

b. Integrated Management Information System (MIS) and Forms

Service to clients by different agencies often requires entering information into multiple information systems. Line staff sometimes resist coordination efforts if they translate into additional paperwork requirements, such as completing multiple entry forms. To overcome staff resistance and generally enhance program efficiency, agencies involved in coordination efforts often develop integrate management information systems. Examples from our case studies include:

- Houston's Project Independence 365 uses a joint case record, which tracks client involvement in JTPA, Job Service, and welfare programs. In addition, the project uses an automated management information system to track client services and outcomes.

- The Southwest Wisconsin Job Centers utilize a statewide automated matching system that provides information about the Job Service and JTPA systems and also uses an electronic mail component that facilitates access to case management data.

- In New Hampshire's Under One Roof initiative, welfare, JTPA, and Job Service agency staff use forms that can be entered into a common JOBS information system.

c. Co-location of Facilities/Out-stationing

Logic suggests that the burden on clients will be minimized if the staff from coordinated agencies are in a single location. Similarly, staff from different agencies are more likely to learn from each other and more likely to adopt procedures such as joint case conferencing if they are in the same building. Given these advantages, there have been numerous efforts to promote coordination through co-location of all staff from two or more agencies in a single building. Case study featuring co-location include:

- In Houston's Project Independence 365, the SDA, Job Service, and state welfare agency are co-located.

- In Allegheny County's Single Point of Contact staff from the SDA, Job Service, state welfare agency, vocational rehabilitation, mental health/mental retardation, and a non-profit information and referral agency are all co-located.

- The Southwest Wisconsin Job Center features co-location of staff from the SDA, Job Service, welfare agency and a community action program.

- In Larimer County's Employment and Training Services, the Job Service and JTPA staff are administratively separate, but co-located on the same floor.

Sometimes, instead of re-locating the entire staff of an office, coordinated agencies locate (or out-station) one or more staff members at another agency. Several of the case studies feature such arrangements:

- In Houston's Project Independence 365, local community college staff provide on-site training and instruction at the co-located Job Service-JTPA-welfare office.

- The Allegheny County One Stop Shop features out-stationing of staff from the following agencies: mental health and mental retardation, vocational rehabilitation staff, Job Service and a JTPA subcontractor specializing in information and referral.

- The Slater/Marietta Services Integration Pilot Project features outstationing of staff from JTPA, welfare, the local health agencies and the Salvation Army. However, the Salvation Army and JTPA program eventually withdrew out-stationed staff because of inefficiencies of out-stationing and problems with serving clients away from their home offices.

- The Larimer County Job Developers' Network features out-stationing of a Job Service staff member at a local community college. This enables the job placement office at the community college to provide direct job placement services for students. In addition, at the remote Loveland office, the co-location of the Job Service and JTPA is supplemented by the visits from staff of the following agencies: Senior Employment Services (two days per week), Division of Vocational Rehabilitation (one day per week), the Job Corps (one day per week) and Veteran's Employment Services (one day per week). By out-

stationing staff at the Loveland office, clients can access needed services from various agencies in a single visit, without making the 20-mile round-trip journey to Fort Collins.

e. **Sharing of Staff and Resources**

In a perfectly integrated employment and training system, agency staff would perform multiple functions, often supported by several funding sources. Staff would be allowed to focus on client needs without the restrictions that come with categorical programs. Efforts to move in this direction include:

- Larimer County's Employment and Training Services features sharing of facilities, personnel and information between the co-located Job Service and SDA. The sharing of space between the two agencies results in greater utilization of conference rooms and other facilities. Personnel is shared -- for example, the Fort Collins and Loveland receptionists (who meet new clients) and the Targeted Jobs Tax Credit (TJTC) Coordinator are funded jointly by JTPA and the Job Service. At times of heavy demand, the Job Service and JTPA have been able to supplement each other's staff --for example, when a major brewery opened a plant in Larimer County both Job Service and JTPA staff were used in processing the nearly 20,000 applications for jobs. There is also sharing of computerized data between the two staffs. A Local Area Network (LAN) has been established, which enables both JTPA and Job Service staff to match employer job orders with qualifications of the clients. The two agencies have also been able to advertize their services jointly, reducing the costs of reaching target groups.

- The Southwest Wisconsin Job Center project involves joint funding of several staff members.

D. Scope of Coordination

It is difficult enough to coordinate the efforts of two agencies, but the challenges become even greater when three or more different agencies or programs are involved. The case studies that have addressed the unique problems of coordinating more than two different agencies include:

- Allegheny County's Single Point of Contact includes employees of the welfare department, JTPA, Job Service, vocational rehabilitation, and mental health/mental retardation, among others.

- The Connecticut Job Connection involves staff from the welfare agency, SDAs (and their subcontractors), Job Service, community colleges and other education providers, as well as a range of public and non-profit human service support service providers.

- New Hampshire's Under One Roof project combines the resources of the welfare agency, the SDA, Job Service, adult education, and vocational rehabilitation programs in the state.

- The Allegheny County's One Stop Shop includes the same agencies as are involved in the Single Point of Contact initiative, except welfare agency staff. These include JTPA, Job Service, vocational rehabilitation, and mental health/mental retardation.

- The Larimer County Job Developers' Network includes the SDA, Job Service and over a dozen other employment and training providers in the county.

- The Slater/Marietta Service Integration Pilot Project brought together the SDA, the welfare agency, local Health Department, and the Salvation Army. Subsequently, the SDA and Salvation Army withdrew from the effort.

E. Degree of Integration

In most instances, the staff involved in integrated human service/human resource development initiatives retain their places in organizational hierarchies and remain funded by the same organizations. But in some of the more ambitious projects, efforts are made to change reporting relationships, create teams with members from different agencies and/or provide joint funding for certain positions. Two of the more ambitious efforts include:

- The Southwest Wisconsin Job Centers features a Job Service Team leader who oversees a JTPA-funded case manager, who in turn is responsible for a team that includes Job Service, JTPA, and community action agency staff.
- In Allegheny County's Single Point of Contact initiative, the main office is directed by a person under contract to the SDA. However, staff (under the direction of individual) are drawn from the SDA, the welfare agency, and the Job Service.

F. Summary

The typologies and examples presented in this chapter are not meant to be exhaustive. Instead, the central argument is that there are an almost infinite number of ways coordination can come about, and a similarly wide range of forms that it can take. Initiative for coordination efforts can come both from the federal and state levels (i.e., "top-down coordination") and the local level (i.e., "bottom-up coordination"). There are a wide variety of activities that can be coordinated between agencies, including intake and eligibility determination, client assessment, case management, referrals, basic service delivery, and job development and placement. Coordination affects both the way in which services are delivered to clients and the structure of agency operations. The number of agencies involved in such efforts and the extent to which agencies coordinate activities also varies extensively across programs.

CHAPTER 3

BENEFITS OF COORDINATION

This chapter discusses the benefits that effective forms of program coordination can provide. It examines both advantages for the client, such as simplified referral and access to a wider range of services, and for the agency, such as increased operational efficiency and greater flexibility in using program funds to meet client needs.

A. Benefits for the Client

In the sites we studied, coordination results in a variety of direct benefits for clients, such as availability of a wider range of services and easier access to services.

1. Availability of a Wider Range of Services

Coordination often enables clients to access a wider range of services than would otherwise be available. Availability of expanded services generally is the result of integrated service delivery or referral agreements between coordinating agencies. For example, linkages between a SDA and welfare agency may result in availability of a wider range of employment and training services for welfare recipient and certain support services (e.g., day care) for JTPA participants. Availability of a wider range of services may also result from the ability of coordinated agencies to eliminate duplicate activities and re-focus resources on the provision of new or expanded services. For example, the linkages between a JTPA program and the employment service may reduce the amount of resources that the JTPA program must devote to client placement. These resources may then be used by the JTPA program to expand the number of slots or types of training that are available.

Coordination may also lead to greater intensity of services to clients. Greater intensity may result from the ability of agencies to use services offered through other agencies to reinforce the services that are normally provided through their own agency. For example, linkages between the JTPA program and a vocational rehabilitation agency might enable the JTPA program to more thoroughly test vocational disabilities of clients. This, in turn, may lead to more comprehensive services (involving both the JTPA and vocational rehabilitation agencies) to assist clients in returning to employment. More intensive

services might also result from the agency being able to shift resources from inefficient or duplicate activities. For example, linkages between JTPA and the employment service might enable JTPA staff to shift some of their job development and/or placement activities to more intensive case management services.

The Connecticut Job Connection. State and local officials stress that coordination substantially enhances client access to needed education, employment and training, and supportive services.

Allegheny County One Stop Shop. By stationing an interviewer at the One Stop Shop, the employment service is able to provide labor exchange services for job-ready JTPA participants while they are searching for a job. In addition, the presence of Helpline, and staff from Mental Health/Mental Retardation and Office of Vocational Rehabilitation enables clients to obtain services to meet other personal needs that support their employment goals.

Allegheny County Trade Adjustment Assistance (TAA) Coordination Project. TAA participants benefit from the coordination between EDWAA and TAA because they get the assessment and vocational counseling they need. In addition, they can participate in more than one training program if necessary, and their stay is not limited to two years. This final point is important because many TAA participants cannot complete Associate Degree programs in 104 weeks due to their need for remedial education. In many cases, the SDA picks up the funding of TAA participants who have not been able to complete all course requirements within the 104-week limitation.

New Jersey's 10,000 Graduates...10,000 Jobs Program. By bringing a SDA-sponsored private sector coordinator into the high schools, the students are able to more easily access the many employment services available through the SDA and other agencies (e.g., the employment service).

Southwest Wisconsin Job Centers. The primary advantages of coordination have been the broader mix of services accessible to clients and better services for local employers.

Yolo County, California GAIN (Greater Avenues for Independence) Coordination between the welfare agency and JTPA creates more opportunities for supportive services for welfare recipients, such as child care and transportation, and makes it easier for clients to obtain employment and training services, such as on-the-job training.

High-Risk Youth, San Bernadino, California. In this coordination effort, which primarily serves high school dropouts and other high risk youth, the SDA coordinates with the Job Corps to provide education, counseling, remedial education, and job search training. Under this program, the Job Corp recruits youths and sends them to JTPA for intake and eligibility determination. Many high-risk youth, who would not succeed in the Job Corps, are also referred to the SDA for on-the-job training and work experience. At the same time, the SDA refers youths to the Job Corps who would be better served there.

2. Reduction in Barriers to Accessing Services

Some interviewees point to the reduction in barriers to accessing services as the major benefit of coordination for clients.

a. Simplified Referral Process Results in Appropriate Referrals and Less Attrition

Coordination of services across agencies often results in a simplified client referral process, which reduces the number of clients loss during referrals between agencies. Coordination often enables agencies to adopt a case management approach, whereby clients are assigned to a single agency staff member (known as a case manager). The case manager is responsible for developing a comprehensive set of services tailored to the specific needs of each client. The case manager also monitors that clients actually receive services and progress along the path toward self-sufficiency.

Coordination tends to make each of the agencies more aware of services that the other is providing, resulting in greater use of existing resources and more appropriate referrals of clients. Some interviewees emphasize that coordination enables agencies to provide "seamless" delivery of services, whereby the client is unaware of the specific agency that is providing services.

> Larimer County Employment and Training Services. The services delivered by JTPA and the Job Service are "seamless" to the client. The client makes initial contact with a receptionist (funded jointly by JTPA and the Job Service), who makes a determination of whether the client should be sent to job training (JTPA) or job search/placement (the Job Service). The client is not really aware of whether he/she is being served by a state or county worker (or program) and can easily be referred back and forth between the two programs.

The Connecticut Job Connection. State and local officials emphasize that coordination enables agencies to offer intensified case management services, which helps to insure that referrals are completed and result in desired outcomes.

New Hampshire Employment and Training ("Under One Roof"). State level officials believe that the linkages among their agencies result in better referral of clients between agencies. This results in an improvement in the overall quality of services. For example, one interviewee asserts:

> ...The results of our referrals are now better known and this makes for better referrals. Over time, the agencies are getting more in tune with each other, have a better sense of each other, and the new forms are helping to build this. The "no show" rate should be declining. We are getting fewer [inappropriate] referrals from welfare and this is good.

Local office staff make the same arguments, though less enthusiastically. They tend to see the improvements as more limited, and they believe that the efforts to improve referrals have resulted in only "modest" increases in the appropriateness of the referrals. As one local official said:

> ...Service has improved for the rare client. In eighty or ninety percent of the cases, it is clear who should go to which agency. However, there are more options and better referrals for the other 10 percent.

Others, including some JTPA staff, saw limited or no improvements in the quality of the referrals that their agencies received.

Allegheny County Single Point of Contact Program. By providing centralized employment and training activities in a single location, clients do not have to pass through a maze of agencies at

different locations to get help. Once they enter a center, clients may be served by staff from three or four agencies, but they need not be concerned (and are probably not aware) of this.

Houston Project Independence 365. Coordination between the SDA, welfare agencies, and the employment service has resulted in a comprehensive, hands-on service delivery system for welfare recipients. This program, whose goal is to assist welfare mothers to become self-supporting within one year, closely monitors program participants to insure that they do not "fall between the cracks" when they are referred for services to other agencies.

Southwest Wisconsin Job Centers. Co-location among the job centers means applicants can be assisted by the most appropriate agency on site or receive prompt referrals to other service providers.

b. Reduction in Time/Costs Associated with Accessing Services

Other interviewees stress that clients save both time and money because the referral process is simplified or a single case manager provides access to all (or most) of the services that are required. Further, in some instances, agencies are co-located so if referral is necessary the client is easily referred to another agency (e.g., clients might be seen the same day by the other agency). Out-stationing of staff in remote areas -- i.e., the full or part-time locating of staff at another agency -- also reduced travel time and costs for clients.

Larimer County Employment and Training Services. Because Job Service and JTPA are co-located, clients can meet with both staffs and be registered for JTPA and Job Service in a single appointment. This has the added advantage of reducing the loss of clients during referrals to the other agency. According to one program administrator: "There are also fewer drop-outs in referrals from Job Service to JTPA than there used to be when the agencies were in different parts of town."

In the Loveland office, the co-location of Job Service and JTPA is supplemented with the on-site visits (i.e., out-stationing) from the following other agencies -- Senior Employment Services, Division of Vocational Rehabilitation, Job Corps, and Veterans Services. This means that clients can access these special services at the Loveland office in a single visit without making the 20-mile round-trip journey to Ft. Collins. Hence, clients save both time and travel money. Because there is no public transportation between Ft. Collins and Loveland, the availability of such services at Loveland also overcomes access problems faced by clients.

The Connecticut Job Connection. State and local officials stress that the coordination effort saves clients' time. This is, in part, the result of out-stationing of agency staff.

The Napa County Employment Training Program. The Napa County Employment Training program provides "one stop shopping" for a wide array of employment, training, job placement and support services for about 500 clients per year. Case managers from a variety of programs in Napa County are co-located in a junior high school, including representatives of the school district, adult education program, economic development, the agency for the aged, the community college, child care referral services, and several other agencies. According to one administrator, co-location results in a substantial reduction in the rate of drop-out during the referral process. Because clients are referred to another office within the same building, they are less likely to skip appointments and drop-out.

Allegheny County One Stop Shop. The biggest gains of the coordination accrue to the participants. By providing so many services in a single location, participants spend much less time traveling from one location to another.

B. Benefits for the Agency

1. Access to Additional Resources

Many of the agencies report that coordination enables them to obtain additional resources to serve their clients. Additional resources generally result from the ability of agencies share the resources of other agencies -- such as staff, facilities, information, and information systems. For example, linkages between a JTPA program and the employment service might provide the JTPA program with access to available jobs within the employment service computerized job bank. Co-location of two agencies within the same building may enable agencies to share conference space and equipment at substantial savings to each agency. Agencies may be able to establish an integrated intake system, which might involve sharing of staff.

Larimer County Employment and Training Services. JTPA and Job Service administrators feel that coordination "maximizes program resources." The two agencies share space, which results in greater utilization of conference rooms and other facilities. The agencies also share personnel -- for example, JTPA and Job Service jointly fund a receptionist (who meets new clients) and a Target Jobs Tax Credit staff member. At times of heavy demand, the Job Service and JTPA supplement each other's staff -- for example, when a major brewery opened a plant in the county, the Job Service utilized the JTPA staff to assist in processing the nearly 20,000 job applications. The two staffs also share computerized data. A local area network enables both JTPA and the Job Service staff to match employer job orders with qualifications of the clients. The two agencies also advertize their services jointly, reducing the costs of reaching target groups.

One administrator summed up the cost savings in the following way: "There have clearly been dollar savings resulting from the common reception area and receptionist -- now there is one person where there used to be two. There is also a shared worker who handles all of the Targeted Jobs Tax Credits. It is hard to say how much of the administrative cost savings has come from the integrated intake and how much from co-location because the two changes were put into effect at a time of great cutbacks in Job Service and CETA/JTPA funding."

Allegheny County Trade Adjustment Assistance Coordination Project. Because of budget reductions, the employment service is no longer able to provide adequate services to TAA participants. Under the current arrangement, JTPA provides most of the needed services.

Allegheny County One Stop Shop. The SDA is both able to augment the number of staff available to serve participants and to provide a much richer mix of services than they could provide alone.

2. Ability to Secure Additional Funding

In some instances, coordinating agencies are able to secure additional funds from public agencies or private sources. Coordination provides opportunities for agencies to work together in innovative ways, which sometimes enables agencies to qualify for other sources of funding.

> New Jersey's 10,000 Graduates...10,000 Jobs Program. This program enables both the SDAs and the schools the opportunity to secure additional funds and staffing that would not have been available. SDAs are able to use the eight percent funds in a flexible manner to add another staff person, who concentrates on education linkages. The local education agencies are able to draw upon additional state education funds to add a counselor at each participating high school to serve at-risk students.
>
> Southwest Wisconsin PICs Job Centers. Successful coordination results in special funding from the state to the PIC, as well as to other SDAs interested in establishing Job Centers.
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> Larimer County Employment and Training Services. The coordination between Job Service and JTPA is an important factor in the JTPA program's ability to secure additional public and private funding for special projects. The close link between the programs enables the JTPA program to secure additional state funds when large employers locate new facilities in the area. Recently, the JTPA program secured $35,000 in private-sector funding for special projects to serve disadvantaged youth. One JTPA official notes that such private and public sector funding "would not have been possible without the coordination" between the two agencies.

3. Greater Flexibility in Using Funds

Coordination provides some agencies with greater flexibility in using funds. In some instances, greater flexibility is the result of being able to shift funds from activities that are (now) performed by another agency. For example, a JTPA program linked with the employment service might reduce or eliminate its job development activities -- this frees up funds for other activities. Another way in which coordination may increase funding flexibility is where one agency has constraints on the expenditure of funds, but the other agency does not. For example, coordination can help SDAs overcome the limitations on non-training expenditures if other agencies pay for work experience and supportive services.

> Additional Support for People in Retraining and Education (ASPIRE), State of Maine. According to the program administrator: "There is also more flexibility to move money from agency to agency within the program than would have happened without a community initiative. For example, if the Welfare, Education, Employment and Training program in the Maine Department of Human Services runs out of support services money towards the end of the year, then JTPA or the Maine Training Initiative can pitch in."
>
> Larimer County Employment and Training Services. Coordination provides the agencies with greater flexibility in using funding among the various programs. For example, coordination among the JTPA and vocational rehabilitation has enabled the two agencies to use funds flexibly to cover costs of serving those who may be in need of vocational rehabilitation services. Testing for a disability is costly and difficult; while JTPA is capable of funding some testing in this area, it

has also relied heavily on vocational rehabilitation to provide this service. At the same time, JTPA funds some training and on-the-job training that vocational rehabilitation is unable to fund. In terms of training staff, JTPA and Job Service jointly fund the General Aptitude Test Battery (GATB) training sessions for staff from both agencies.

Casey's Chuckwagon, Southwest Wyoming. Coordination among the three agencies (the Job Training Administration, the Vocational Rehabilitation Program, and the Developmentally Disabled Program) involved in this project enables each agency to avoid funding limitations. No single entity can fund all aspects of the program. The Job Training Administration can not pay for the van or food service equipment; the Developmentally Disabled and the Vocational Rehabilitation Programs can. But the Job Training Administration can pay for the training component and also has the expertise to establish this component.

4. Ability to Offer Wider Range of Services Targeted at Client Needs

Through integrated service delivery and referral agreements, coordinated agencies typically offer a wider range of services to clients. For example, linkages between JTPA and local education agencies often enable JTPA programs to offer remedial education programs before clients enter job training. Linkages between JTPA and vocational rehabilitation programs enable JTPA programs to provide more extensive testing of client disabilities and, if necessary, referral to rehabilitation programs. In addition to offering a wider range of services, coordination often enables agencies to better target services on client needs. Linkages with others enable agencies to draw on the expertise of the other agency to assess client needs and match these needs to a wider range of available services. Without such linkages, client needs may not be fully understood, resulting in wasted time and effort on training or job placement activities. Having special support services available also tends to make case managers more aware of potential barriers faced by clients and of the resources available for overcoming such problems.

Allegheny County One Stop Shop. The presence of mental health staff at the One Stop Shop has enabled a large number of Title II-A and Title III participants to receive mental health services. Without on-site availability, few of the participants would have received such services, either because of the stigma associated with mental health facilities or the inconvenience of visiting the facilities.

Vermont's Reach Up Program. This statewide initiative is designed to help persons who receive Aid to Needy Families with Children through the Department of Social Welfare (DSW) to become self-sufficient. The program is jointly operated by the Department of Social Welfare, the Department of Employment & Training, and the Department of Education. This program targets the "hard to place": generally female, single heads of households, that have been on public assistance for a lengthy period and have relatively low education and training levels. The coordinated arrangement provides for more comprehensive and continuous support for clients. It also features a case management approach under which services are more strategically targeted on the needs of the client.

Rolla Single Parent/Homemaker Program. This program's intended target groups are single parents, homemakers, and displaced homemakers. It involves a joint effort between the SDA and the Single Parent/Homemaker Regional Center at Rolla Vocational-Technical School, funded

in part through Care Perkins funds. Services include special outreach and recruitment efforts for the targeted population, career assessment and planning, referral to area agencies for training and supportive services, counseling and support group sessions, pre-employment and life skills workshops, and job placement. The program uses a case management approach, which examines the specific needs of the single parent/displaced homemaker, and then refers or directly provides the services that the individual needs to become job ready and self-sufficient.

Job Training Homeless Demonstration Program, State of Delaware. This McKinney Act project provides case management and job training/education services to a difficult to serve population -- the homeless -- targeting single mothers and persons with mental illness. Case management includes providing clients with physical and mental health services, housing, and economic and social service assistance. Job training includes remedial education. The state's Department of Alcoholism, Drug Abuse, and Mental Health subcontracts with a non-profit group (Connections) which provides case management. When clients' physical and emotional problems are stabilized sufficiently, they are referred to a job training program through JTPA.

5. Increased Knowledge and Communication Among Agency Staff

Coordination often results in increased knowledge and communication among the staffs of coordinated agencies. Interviewees note that where agency staffs had not talked to each other before the initiation of the project, there is now almost daily communication. With this communication, as well as joint planning, agency staffs find that they learn much more about the other programs -- including their objectives, eligibility criteria, types of services offered, locations, information systems, and whom to contact when a referral is needed. Many stressed that they can now pick up the phone or walk down the hall and talk to someone about a client's problems. Co-location of agencies and integrated service delivery are cited as particularly stimulating communications among agencies.

New Hampshire Employment and Training ("Under One Roof"). State and local staff agree that this project has improved communications across agencies. Staff know more about other agencies' programs, including both the kinds of services offered and the constraints that the agencies operate under.

Houston Project Independence 365. The Texas Department of Human Service case managers now have a much better understanding of the available training programs and can provide better guidance to the client. This agency had previously not worked closely with the Houston Job Training Partnership Council.

Larimer County Employment and Training Services. For JTPA and Job Service staff, the co-location of these two agencies enormously increases the communication among workers (especially during the referral process) and understanding of each others' programs.

6. Ability to Share Credit for Client Outcomes

In some instances, agencies work out agreements under which they share credit for client outcomes. For some agencies, there is initial concern over how coordination might affect performance.

For example, agencies may fear that (1) another linked agency might not perform its role effectively, resulting in a negative outcome (e.g., a lost job placement) or (2) they may not receive appropriate credit for client outcomes that result from collaborative efforts. Where agencies are able to share credit for job placement and retention, it is viewed as a major advantage.

> Larimer County Job Developer's Network. Agencies involved in the Job Developers' Network share credit for job placements. This creates a greater willingness among the 15 agencies involved in the Network to share job openings and reduces fear within participating agencies that performance outcomes might decline.

7. Ability to Place Clients through Other Agencies at Little or No Additional Cost

Some agencies find that coordination with other agencies enables them to place clients at little or no additional cost. Where in the past they may have been involved in intensive job development and job placement activities, with coordination they are able to hand these activities to another agency that specializes in this area. Other agencies may have closer linkages with certain types of employers that are better suited to the specific needs of clients (e.g., disabled veterans). Further, the linkages with the other agency and the ability to draw upon their listing of job openings may come at virtually no additional cost to the agency. This benefit commonly occurs in JTPA-employment service coordination efforts, where the employment service specialized in placements.

8. Increased Operational Efficiency and Reduction of Duplicative Agency Efforts

Many sites view coordination as enhancing operational efficiency. In particular, it is stressed that coordination reduces duplication across agencies. For example, several agencies in a locality may have been contacting the same employers for job leads. This required each agency to have job development staff. By collaborating, it is possible to share job development activities across agencies, with each agency focusing on a group of employers, or to delegate the responsibility to one agency. This not only reduces duplication among agencies, but saves time for employers by creating a single point of contact.

Agencies that integrate intake and eligibility determination also are likely to realize cost savings. Coordinating agencies often find that during client intake a similar set of questions are asked of each client. Much of the information needed by all agencies can be elicited in a single interview, if the agencies jointly plan the intake interview and forms. Time savings are realized both for the agency and the client. Sharing of information systems make such an integrated intake approach even more efficient,

because much of the data on clients can be collected during a single interview and entered into a shared information system.

Southwest Wisconsin Job Centers. This project estimates that it has achieved program cost savings of approximately $255,600 over the last two years from integrating staff and facilities. Areas of savings include the following:

The Job Service saved at least $150 per month in Dodgeville by locating in the PIC office and utilizing space vacated when PIC staff were stationed in other offices.

The PIC is saving as least $250 per month in copy machine costs (purchase/lease and maintenance) for the Lancaster, Monroe, and Richland centers. The Job Service is also saving at least $160 per month for similar costs in the Darlington and Dodgeville centers.

The PIC is saving approximately $400 per month in staff travel by assigning staff permanently to specific local offices. In addition, the Job Service is saving the cost of one state vehicle through similar assignments and therefore eliminating itinerant travel.

The Job Center is estimated to save at least $125 per month in long distance telephone calls by having access to the Job Service computer-based message system (SYSM).

Without these savings, fewer people would have been served.

The Connecticut Job Connection. This program reduces administrative costs by avoiding duplication in service delivery and administration. Funding Bridgeport Jobs through the Private Industry Council of Southern Connecticut results in economies of scale. For example, there is no need to hire a separate agency director and financial management staff.

New Hampshire Employment and Training ("Under One Roof"). Although there is no way of documenting it at this time, New Hampshire officials indicate that this initiative has already saved money and will continue to do so in the future.

Allegheny County Single Point of Contact Program. The staff believes that the delivery system provides cost savings because of economies of scale, enabling coordinating agencies to serve more welfare recipients and to provide more intensive services.

Houston Project Independence 365. For the sponsoring agency, this project eliminates the need to establish a network of contacts in the other agencies. Now this agency deals only with staff assigned to the project from other agencies, and has access to all the services those agencies offer.

Financial Agreement between the Departments of Employment Services and Education, State of Kentucky. The financial agreement provides the JTPA staff with direct access to training slots for dislocated workers, so there is a reduction in administrative effort and time in placing participants in training. The financial agreement also simplifies administration by reducing the number of contracts for vocational training to just one -- between the Department of Employment Services and the Department of Education. This system will continue under EDWAA by folding the 27 Dislocated Worker Centers under the 10 local employment service offices designated as the sub-grantees in the 10 SDAs who will administer EDWAA.

Yolo County, California GAIN (Greater Avenues for Independence). An agency administrator identified the following savings from coordination: "Money is being saved. If the Department of Social Services (DSS) had not decided to use JTPA for classroom training, they'd have had to spend the time and money to set up their own parallel system. Co-location is helpful in many ways, but involved some start-up costs. There will not be overall cost savings unless the model stays in place, relatively intact, for six years or more."

Yavapai County, Arizona Food Stamp Work Search Program. Welfare, Job Service and JTPA jointly run a job search workshop at each of the two offices in the county. According to the interviewee, this program results in savings for the agencies involved in this program. The current program provides $245 to Job Service for each Food Stamp client who gets 16 hours of job search training (to be raised to 20 hours in 1990) and is placed in a job that pays $3.50 an hour (for youth) or $4.00 an hour (for adults). This is considerably below the $1,500 to $2,500 cost per placement that is typical of most JTPA activities in the area.

9. Better Tracking of Services Received by Clients and Outcomes

Coordination of services across agencies sometimes results in the development of case management systems, which lead to better tracking of services provided to clients. When agencies coordinate services for clients, they are more likely to examine the total needs of clients as part of an assessment process. Building upon clients' needs, the coordinating agencies attempt to provide a tailored package of services to meet these needs. With communication between the agencies enhanced, there is greater ability and likelihood for agencies to track services provided to clients.

In addition, communication across agencies -- particularly shared information systems -- provide the opportunity for agencies to better track clients that are referred to other agencies and to examine future outcomes. For example, in Allegheny County, the JTPA program coordinates with the local education agency (for remedial education), a state mental health agency (for diagnosis and treatment of mental illness and drug dependency), the local welfare department (for support services and income maintenance) and the Job Service (for job placement). As a result, it not only provides a more comprehensive range of services for the client, but also is better able to track all services provided to the client and resulting outcomes.

10. Enhanced Ability to Serve Mandated Target Groups

Coordination can be instrumental in enhancing an agency's ability to serve difficult-to-reach, but mandated target groups. For example, linkages between a JTPA program and a local education agency often can improve access of the JTPA program to disadvantaged students. The JTPA program is able to reach these students at a relatively young age, make them aware of training opportunities and other employment services, and even begin to provide some services through summer youth programs and in-school programs. Linkages with community groups -- such as those that serve the elderly, battered

women, homeless, refugees and other -- can provide JTPA and other programs with avenues to identify and recruit program participants.

New Jersey's 10,000 Jobs...10,000 Graduates Program. Through this program, JTPA has more access to schools and has established good relationships with faculty and school boards. This program enables SDAs to identify and target a population -- disadvantaged students with a high risk of dropping out of school -- that in the past had been difficult to reach. The schools provide considerable detail on each student's capabilities and the possibility for early and continuous testing and monitoring of students. This helps the SDAs to match the students to jobs or the types of additional training that they might need for future placement in career-type jobs.

Allegheny County One Stop Shop. All the agencies believe they receive a number of benefits from the One Stop Shop. The two social service agencies, Mental Health and Mental Retardation and the Office of Vocational Rehabilitation, find that they can now provide important social services to a population that would otherwise be difficult to reach.

Houston Project Independence 365. The Houston Job Training Partnership Council (HJTPC) subcontractors are restricted in their ability to offer long-term services to participants who cannot be made job ready within a short period of time. Independence 365 allows HJTPC to serve those with greater needs.

Larimer County Job Developers' Network. The Job Developers' Network enables Job Service and JTPA to reach previously difficult-to-serve target groups. For example, these two agencies have had some difficulty in reaching the homeless with their services. With the Homeless Project part of the Job Developers' Network, these two agencies have found that they have had greater success in reaching the homeless.

Community Work Experience Project (CWEP), Northern Nevada SDA. This collaborative effort is attractive because the SDA had problems in serving and placing adult welfare recipients in the past. According to a program administrator: "We had trouble attracting them (i.e., welfare recipients) and getting them jobs, and we were therefore delighted to have the opportunity to work with the welfare department to develop a program that would improve our ability to serve this group."

11. Improved Image with Clients, Employers, and the Community

Through coordination, some agencies improve their image with clients, employers, and the public-at-large. This enhanced image results from several factors. In some cases, it is simply because coordination results in more effective and efficient delivery of services to clients -- hence, better outcomes for clients. In some instances, an enhanced image results from an ability to alter the community's perception of an agency because it is linked with another agency or agencies. For example, two agencies -- the SDA and Job Service -- might come together in a locality to form a single integrated entity, which is given a new name. This new entity may -- in the view of clients, employers, and the public-at-large -- may be able to draw upon the perceived strengths of each individual organization. Further, the linkage may lead to fundamental changes in agency operations and improved performance leading to an improved perception of the agency within the community. Finally, agencies

within a coordinated effort may be able to draw upon abilities of staff with public relations skills in another agency or share resources to fund public relations efforts.

> Larimer County Employment and Training Services. Both JTPA and Job Service indicate that under the coordinated arrangement they are able to cultivate a "better image" with local employers and the community as a whole. By working together, each agency is able to do what they do best and to work at providing "quality, marketable" services. Two major complaints of employers have been virtually eliminated by the Job Developers' Network -- (1) no longer are employers contacted repeatedly about positions by several agencies, and (2) employers are provided with the number of job applicants that they have requested. In addition, with the establishment of the Job Developers' Network, the joint job development efforts have lifted the employer contact rate from 11 percent to 35 percent.
>
> Southwest Wisconsin Job Centers. Coordination allows employers' needs to be met more effectively through account representatives so that each employer is contacted by a single representative of all employment and training programs. A PIC administered survey measuring employer satisfaction during a six-month period in 1988 found 95 percent of employers felt their timetables for filling positions were met; 81 percent were satisfied with their referrals; and 100 percent indicated they would use the Job Center services again.

12. Agencies Can Specialize in Areas of Expertise

Some interviewees argue that coordination enables agencies to concentrate on "what they do best" and leave other support services and assistance to other agencies who specialize in those areas. Most agencies find they are unable to meet all of the needs of their clients, yet these needs may pose major obstacles to providing employment and training services. Through coordination with other agencies -- particularly establishment of referral agreements with other agencies and integrated service delivery -- agencies can reduce their efforts on support services and concentrate on what they are best suited to provide.

> Allegheny County Single Point of Contact Program. In this program, each agency concentrates on what it does best -- JTPA focuses on training, welfare staff provide special allowances and program coordination, and the employment service provides labor exchange services.
>
> New Jersey's 10,000 Graduates...10,000 Jobs Program. This joint effort enables the SDAs and local education agencies to do what each does best. That is, SDAs develop jobs and place students into vocational training programs funded under JTPA; the schools provide basic education, counseling and employability skills. Linkage with the SDA bring the schools closer to the business community, as well as providing a direct line to jobs and job search resources that students can use.
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> Yolo County, California GAIN (Greater Avenues for Independence). According to the director of the program: "JTPA is better at job development -- it would have taken years for the Yolo County Department of Social Services to gear themselves up to do effective job development."

13. Enhanced Performance Outcomes

Finally, many of the SDAs report that through coordination they are able to enhance JTPA performance outcomes. Many of the reasons for enhanced overall performance have been discussed in this chapter, including the following: (1) agencies can provide a wider range of services to clients with specific employment barriers, (2) agencies can re-deploy resources on other activities because of elimination of duplicate or inefficient operations, and/or (3) agencies can concentrate on the aspects of service delivery that they do best.

> New Hampshire Employment and Training ("Under One Roof"). Improved overall performance has occurred in the following areas: (1) placements of AFDC recipients by Job Service, (2) the proportion of AFDC recipients served by JTPA, and (3) referrals of AFDC recipients to vocational rehabilitation programs.
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> Weld County, Colorado JTPA - Welfare Coordination Project. This project is credited with reducing welfare recipients in the county, at the same time that most other counties in the state experienced growth in the number of recipients. In fact, the number of welfare recipients in Weld County has returned to the same level as 1971, when the population of the county was substantially lower.
>
> Project Genesis, Montgomery, Alabama. According to the project director: "The project has been very successful; it has resulted in better services for clients. We are now doing what we've wanted to do with welfare recipients, placing them at a high rate. We couldn't have done it without the coordination with other agencies. We couldn't have pulled together the services that our clients need without coordination."

C. Summary

Throughout the case studies and telephone interviews a consistent theme emerges: the advantages of coordination substantially outweighs its disadvantages. Interviewees cite many advantages for both the client -- particularly better access to a wider range of services and a reduction in the barriers to accessing services -- and the agencies involved in coordination. Agencies benefit in a variety of ways, including greater flexibility in using funds; ability to offer a wider range of services targeted on client needs; increased knowledge and communication among agency staff; increased operational efficiency and reduction of duplicative agency efforts; and enhanced ability to serve mandated target groups.

CHAPTER 4

DISADVANTAGES OF COORDINATION

The majority of staff interviewed report few or no disadvantages of coordination. When disadvantages are mentioned, staff often state that the benefits of coordination far outweigh the disadvantages, and that the costs associated with coordinating programs are low or negligible once the coordination is established. Most of the disadvantages apply to agencies rather than participants, and concerned the extra effort in time and resources required to make coordination work. Because we focused on successful coordination efforts in our case studies, the findings reported here may not be representative of all collaborative efforts.

A distinction should be made between disadvantages of coordination and barriers to coordination, which are discussed in Chapter 6. Disadvantages are the costs that result from coordination and are borne by either the client or coordinating agency. Barriers to coordination are the obstacles (legal, administrative, or other) that prevent or impede collaboration. Even though disadvantages of coordination are reported in relatively few coordination efforts, the following is a discussion of the most significant disadvantages to clients and coordinating agencies.

A. Disadvantages to Agencies

It is far more common for disadvantages of coordination to affect coordinating agencies than clients. Coordination can cause agencies to undergo significant change in managerial structure and service delivery, and agency staff reported the following issues as the most common disadvantages experienced:

- staff time and energy involved in planning and sustaining coordination;
- loss of autonomy in decision making;
- need to resolve interagency conflicts;
- need to maintain new operational procedures, client flows, and information systems; and
- inefficiencies of out-stationing staff.

1. Staff Time and Effort Involved in Planning and Sustaining Coordination

The most significant disadvantage of coordination is the extra time and effort required for agency staff to plan and sustain coordination. Extensive time is needed to maintain regular communication among coordinating agencies, usually in the form of regular meetings. These meetings also frequently require time for preparation and follow-up. Some staff said that they spend too much time planning and meeting with each other and too little time serving their clients. Furthermore, coordination often causes additional paperwork that augments existing responsibilities.

> The Napa County SDA. The Napa Valley SDA is the lead organization in administering the state's GAIN program for welfare recipients. The SDA's subcontractors include seven public agencies and two private firms. Although co-location of all but one agency facilitates communication, extensive time is still needed to set up and sustain coordination among the agencies. For example, case managers meet weekly and all staff meet monthly to keep each other aware of service delivery.
>
> The New Futures Program in Arkansas. This program focuses on providing services to at-risk youth. SDA staff report that it is a burden to attend meetings and planning sessions necessary for coordination in addition to fulfilling existing responsibilities. In addition, the increased number of people involved in planning increases the likelihood that tasks will not get done. Agreements might be reached in meetings, but follow through cannot always be guaranteed.
>
> New Hampshire Under One Roof. This program has the goal of co-locating JTPA, the employment service, and the welfare department. Staff report that the Employment, Training, and Welfare Initiative results in new forms that represent an increase in paperwork, especially for JTPA staff. From the JTPA perspective, the new forms are thought to be useful for "computer people" who run tracking systems, but not for the line staff who work directly with clients.

2. Loss of Autonomy in Decision Making

Another disadvantage from many agency managers' perspectives is a coordinating agency's loss of control over decision-making. As discussed above, regular meetings are generally held among agencies where decisions concerning service delivery are reached. Although one agency might have the most authority on a given issue, that agency cannot act unilaterally without the possibility of hindering effective coordination. Through coordination, agencies become more vulnerable to other agencies' decisions, which might mean giving up some of their previous "turf." Turf battles are frequently cited as a barrier to coordination (See Chapter 6 for a more detailed explanation), but they also can prove to be a disadvantage, as shown in this section and the next.

> The Connecticut Job Connection. This program provides job training and placement for welfare recipients. JTPA staff are occasionally reluctant to refer clients to the Job Connection because such referrals decrease their control over the client and service delivery. Similarly, some Job Connection staff think the same way about making referrals to specific employment and training programs.

The Utah Custom Training for Economic Growth Program. This program uses JTPA eight percent funds, Perkins Vocational Education funds, and state funds to provide custom training for employers. During the first phase of the program, SDAs had little control over decision making because the eight percent funds were allocated to the State Department of Vocational Education, and local SDAs were not always involved in decisions about funding projects in their areas. The SDAs sought greater control, and during the second phase of the program most of the funds were allocated to the local areas, with a resulting decrease in state control.

3. Need to Resolve Interagency Conflicts

Coordination often entails interagency conflicts. Some coordinating agencies have experienced tension over definitions of coordination arrangements as well as over conflicting program goals and operations. State and local agencies often have their own philosophies regarding which clients to serve, how to serve them, and how to measure success. Although agencies often have to live with these differences, agency staff occasionally need to resolve significant conflicts that impede successful service delivery.

The Homeless Job Training Demonstration Project in Delaware. This project is funded under the McKinney Act to provide case management along with job training and education services to the homeless. Case management includes providing physical and mental health services, housing, and basic social services. The disadvantage is that employment and training staff think the social services case managers are not sufficiently oriented toward job training and focus solely on meeting clients' basic needs. JTPA officials think that case managers should be educated more about training opportunities for the homeless.

The Nevada JOIN Community Work Experience Program. This program involves the Northern Nevada SDA (Job Opportunities in Nevada) in partnership with the state welfare department. Problems in communications existed between the two agencies that hampered smooth program operations. When JTPA staff concluded that the welfare clients were not meeting their responsibilities, JTPA wanted to take them out of training. The welfare staff, however, did not view the situation as JTPA did and were not as punitive with welfare clients. In addition, the welfare department wanted training to be short so that welfare recipients could be placed quickly in a Community Work Experience Program job, but the SDA preferred longer courses. The conflict was resolved when the SDA acceded to the welfare department's perspective.

4. Need to Maintain New Operational Procedures, Client Flows, and Information Systems

Combining agencies' data systems is usually time consuming and expensive, and may be viewed as both a barrier and disadvantage to coordination. The alternative, maintaining separate systems, results in problems in accessing data and is wasteful of resources if data must be entered more than once. One reason for the problems that arise is that agencies often have different data needs for eligibility determination, accountability, and performance measurement. In contrast to JTPA and welfare

programs, employment service and vocational educational programs have no eligibility requirements and generally have less complex data systems. Furthermore, agencies often use different computers and define key terms (such as placements and terminations) differently. Therefore, integrating different agencies' systems and methods of service delivery often requires developing and maintaining new procedures for operations, client flows, and information systems.

> Arizona Works! This project had problems with its management information systems. The project staff found it difficult to pull together the data needed for planning and overseeing a coordinated system serving JTPA, the employment service, and welfare recipients.
>
> The Allegheny County Single Point of Contact Program. This program has had difficulty dealing with three disparate computer systems: JTPA, welfare, and the employment service. The state has attempted to maintain separate systems and link them at appropriate points, but the program staff have found maintaining three systems very difficult.
>
> The Tulsa Integrated Intake and Assessment Center. This Center provides intake and assessment services to the local SDA, the employment service, the welfare department, and local vocational education schools. The management information systems are incompatible, and the center must frequently enter data multiple times. The Center also finds it difficult to share information and track clients across agencies.

5. Potential Inefficiencies of Out-Stationing Staff

In some coordination efforts, agencies maintain their base location and establish a presence in the offices of other agencies. For example, the employment service might out-station staff at a SDA office to provide labor exchange services and/or testing. Similarly, JTPA might station a staff member in the employment service office to begin the application process. Although out-stationing has worked effectively for some agencies, problems sometimes arise. For example, staff that are out-stationed might be assigned a wider range of duties than is reasonable, or the staff remaining at headquarters may be smaller than is desirable. The out-stationing problems, however, should be put in proper perspective. Without out-stationing, clients might be burdened with additional travel.

> Slater/Marietta Service Integration Pilot Project. The Greenville County SDA agreed to out-station staff in the rural Slater area. Out-stationing these staff, however, reduced staff availability at the SDA's main location where excess demand already existed. After about a year, the SDA decided to withdraw from the project because of the inefficiencies of out-stationing. Other agencies experienced the same problem.
>
> The Southwest Wisconsin Job Centers. This project did not have a large enough caseload to justify full-time staff for some functions at its Job Centers. To deal with this problem, some staff split their time between two centers. While this move enabled them to provide services at all centers, it is inconvenient both for staff and participants.

B. Disadvantages to Clients

According to staff interviewed, few costs of coordination appear to be borne by participants. It is evident, therefore, that coordinating agencies have been successful in simplifying a client's process of obtaining employment and training services. Although meeting clients' needs remains the highest priority of coordination efforts, a few disadvantages to participants still remain.

1. Burden of Additional Forms

One disadvantage involves the need for clients to complete additional forms to obtain assistance. In Larimer County, Colorado, the Job Developers' Network of over a dozen organizations serves as a "one-stop shop" for employers and provides job placement and job development services for each organization's clients. Some participants complain about the need to complete additional forms. As part of the Network, students of a local community college must register with the Job Service. As a result, students must complete the Job Service registration form, which requires details on the applicant's characteristics and finances. Before joining the Network, these students were not required to complete this form or provide such detailed information.

2. Access to Services

In some instances, coordination results in clients visiting more than one site for services. For example, in Allegheny County's Single Point of Contact program for welfare recipients, some participants have to go to another site for testing. This inconvenience is not significant because the other office is only a few blocks away, and it is considered a minor problem compared with the benefits of coordination. Moreover, in the absence of coordination the participants may have missed out on the services entirely.

C. Summary

The majority of coordination efforts that were reviewed either had no disadvantages to coordination or only minor ones. The most significant disadvantage by far is the amount of time and effort required of agencies to plan for and sustain successful coordination. Most staff of coordinating agencies view such meetings or other regular interagency communication to be an unavoidable cost of

coordinating services. Time spent on additional paperwork is also a cost of coordination. Other disadvantages to agencies include loss of autonomy in decision making, the need to resolve interagency conflicts, and the need to maintain new data systems and procedures. Some of these disadvantages may be ameliorated over time, as agencies become more accustomed to dealing with one another and possibly reduce the time needed to sustain coordination.

CHAPTER 5

FACTORS THAT PROMOTE COORDINATION

This chapter discusses factors that promote coordination at the state and local level. It focuses on those factors that are useful both in initiating and maintaining coordination. Throughout the coordination projects analyzed for this study, many of the same factors are in evidence and play important roles in promoting coordination. Many of the factors work in tandem with one another to promote coordination. Some factors -- such as high-level political support -- are more important than others. None of the factors is essential, but most are important to successful coordination efforts.

A. High-Level Political Support

1. At the Federal and State Level

High-level political support is identified in many of the sites as an important factor in promoting coordination. High-level political support is particularly important from: (a) the governor, (b) cabinet level officers and other high ranking state department administrators, (3) other statewide elected officials, and (4) federal agency administrators. Such support is important in defining the extent to which state/local agencies develop coordination arrangements, providing incentives to coordinate and disincentives for failing to coordinate, and resolving problems that arise when coordination is planned and implemented. High-level support can provide an important mandate for local officials to come together to identify ways in which coordination of services is beneficial and to give the extra effort in resolving "turf" issues and other cross-agency conflicts that almost inevitably arise when coordination is initiated.

> The Connecticut Job Connection. The governor and other high ranking state officials have been strong advocates of increasing coordination to improve service to welfare recipients. The governor has played a central role in shaping the Job Connection by making welfare reform a personal priority, by designating the Department of Income Maintenance to be the lead agency, and by making it clear that he expected other state agencies to cooperate. Later, when retirements in the Department of Labor gave the governor the opportunity to restructure the agency, he reiterated his commitment to coordinated service delivery by designating the Department of Labor as the primary placement agency for the Job Connection as well as other elements of the state's employment and training system. The governor chose a leadership team that was philosophically committed to consolidating service delivery and increasing the role of their agencies in working with the Department of Income Maintenance and its welfare recipients. The appointees were new to the agency and free of the historical "turf" battles. As one of the appointees recalls: "There was support for the idea of coordination in many agencies, but it was not happening on its own. A high-level effort to promote it was needed."

In addition, the Department of Income Maintenance Commissioner led a nationwide welfare reform planning effort at the American Public Welfare Association, and in this position was exposed to the leading thinking in the field. His national role is widely believed to have sharpened his existing commitment to developing and implementing a program which would put his state at the forefront of the welfare reform efforts.

New Hampshire Employment and Training ("Under One Roof"). All respondents at the state and local level agree that the leadership role taken by the governor was the key step in initiating coordination. In 1987, the governor was head of the National Governors' Association, and it was known throughout the state agencies that he wanted to be in the forefront of a variety of issues. Welfare reform was one of them. The key leaders of all affected agencies were told that the governor was personally committed to the effort, and that he was so serious that he wanted an initial plan within two weeks. He got it.

Larimer County Employment and Training Services. There was strong emphasis on coordination in the early 1980s from the governor's level on down. The governor placed strong emphasis on integration of human services delivery. This created the right kind of climate for coordinating JTPA and the Job Service (as well as other employment and training agencies). At the time that Larimer's coordination project was getting started (in 1980-81), the governor wrote letters supporting the project to the (Colorado) Secretary of Labor and to influential leaders in Larimer County. The U.S. Department of Labor Regional Office also strongly supported the coordination effort in Larimer County.

Allegheny County One Stop Shop and Trade Adjustment Assistance Coordination Project. The current state administration has strongly encouraged the employment service and JTPA to work together and has taken several steps to foster coordination. The state's provision of Title III funds to the SDA prior to the requirement to do so under EDWAA enabled the Allegheny County SDA to integrate most services to dislocated workers under Title III and economically disadvantaged adults under Title II-A. State-level support also helped the SDA and the Job Service to reach an informal agreement where most TAA recipients were enrolled in Title III training.

Allegheny County Single Point of Contact Program. The governor initiated this program to encourage coordination between JTPA and welfare at the local level. The governor's support for this program, where JTPA is the lead agency in providing training services for welfare recipients, enabled SDAs such as Allegheny County to coordinate fully with welfare agencies.

New Jersey's 10,000 Graduates...10,000 Jobs Program. At the state level, a personal initiative on the part of the governor and the top officials of the Department of Education and the Department of Labor created a climate that was conducive to coordination. Among both the high-level decision makers and the middle managers in both departments, there was a consensus that the client population (i.e., disadvantaged at-risk, urban students) would be served most effectively by a program that included close ties to the private sector.

2. Support from Community Leaders at the Local Level

Support from community leaders at the local level also encourages the establishment of coordination. In some instances -- such as the "bottom-up" models of coordination discussed in Chapter 2 -- county and city administrators, representatives of community-based organizations, local employers, and trade union officials play a vital role in promoting coordination efforts. These local-level officials often have the necessary knowledge of specific target populations and are aware of the opportunities to

coordinate efforts across agencies at the local level to serve clients better. In other cases where the initiative for coordination filters down from the state level (i.e., "top-down coordination), local level officials are often instrumental in both the design and implementation process. As discussed in Section C of this chapter ("Important Role of Personalities"), the success of coordination efforts often hinges on the strength of a few officials at the local level who are willing to take the risks involved in changing program operations and make the necessary commitment of time to work with others to resolve difficult issues of coordination.

> Larimer County Employment and Training Services. The PIC has played a very supportive and participatory role in planning and promoting coordination of employment and training services in the county. In addition, local officials within the SDA and Job Service, as well as several large employers in the county, have provided sustained support for the coordination effort.
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> Allegheny County One Stop Shop. The county government played an important role in encouraging coordination. For example, the county commissioners stressed the importance of providing mental health services to JTPA participants and encouraged the Department of Mental Health and Mental Retardation to work with JTPA.

B. Cooperative Attitudes among Managers and Staff at Agencies

In nearly all sites, a key factor in promoting coordination is the willingness of agency staffs to work with one another. Agencies need to be willing to share information, work toward solutions to problems, and compromise when necessary to promote the wider objectives of coordination. In some instances, it is necessary to build trust among agency staffs over a considerable period of time. This is particularly the case where agencies have not worked together previously and coordination involves integrated delivery of services to clients. For example, in some coordination projects one agency provides training services and depends upon another agency to place clients in jobs. Staff providing the training (who might have previously also placed clients in jobs) may be uncertain at the beginning whether the other agency staff will fully understand the needs of referred clients and effectively place them in jobs.

> Allegheny County One Stop Shop. An important factor in promoting coordination is the attitudes of the key individuals in all the organizations participating in the One Stop Shop. All of the key staff appear genuinely interested in providing the best possible mix of services to clients rather than preserving their own turf. Coupled with the fact that they all saw major gains to coordinating and little to lose, the agencies have worked together to provide an integrated set of services to clients.
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> Houston Project Independence 365. Good personal relationships between top leadership at the Houston Job Training Partnership Council and the Texas Department of Human Services led to effective initial planning and facilitated the resolution of problems that developed along the way.

In addition, staff selected for the project were well-qualified and enthusiastic. None of the agencies saw the project as a "dumping ground" for unproductive staff.

Southwest Wisconsin Job Centers. The most important element promoting coordination at the local level is the willingness of staff members of the Job Service and the PIC to integrate delivery. Compared to other examples of coordination evaluated, this project is characterized by an uncommonly high level of cooperation among local staff. This cooperation has resulted in the program being viewed by state and local officials as very successful.

New Jersey's 10,000 Graduates...10,000 Jobs Program. At the local level, the personalities of individuals within the SDA and the local high school play an important role. For example, in the Asbury Park High School program, the coordination between the SDA's private sector coordinator and the school's representative is extensive, involving daily contact and sharing of responsibilities. This arrangement has flourished in part because the two individuals have gotten along well and work so closely together. In discussions with each, they stress the importance of keeping "open lines of communication." It is also evident that the close proximity of the SDA and the high school (about one block apart) is important in keeping the two working very closely together.

C. Important Role of Personalities

Many of those interviewed in the course of this study place strong emphasis on the "personalities" involved in the coordination effort. In a few instances, a single person could be identified who had a vision of how the local agencies should be coordinated and worked to realize this overall goal. But in most instances, coordination results from the efforts of several individuals -- generally, the administrative heads of state and local agencies (particularly the head of the SDA) -- who make concerted efforts to see the planning effort through to the end and continue to provide time, resources, and energy to resolve problems and maintain the effort.

Larimer County Employment and Training Services. A representative of the Colorado Department of Labor indicates that much of the success in the coordination between JTPA and Job Service results from personalities. He argues that for coordination to work the personalities of key decision-makers need to match. Coordination efforts in other counties in Colorado have not been as successful as in Larimer County because of a failure of key individuals to get along. The ability of the SDA administrator and the Job Service manager to work together is particularly important in Larimer County. The coordination effort in Larimer County got off to a rocky start because of resistance from the Job Service manager. Only after this manager retired did the effort to coordinate move along smoothly. For coordination to work it is sometimes necessary to get rid of "barrier personalities." A representative of the federal regional office echoes this sentiment, indicating that a major reason for the success of Larimer County (and failure to coordinate in other SDAs in the state and region) is local personalities.

D. Change in Agency Funding

Change in the level of agency funding -- generally decreases in overall funding or special funds earmarked for coordination -- often provides an impetus for coordination.

1. Decreases in Funding and Funding Shortages as a Stimulus to Coordination

A decrease in funding sometimes provides a stimulus for one or more agencies to re-evaluate current operations and identify ways to reduce costs. Coordination with other agencies provides a means to reduce costs, without decreasing services available to clients or overall agency performance, through elimination of duplicate efforts and/or sharing of resources. Decreases in funding sometimes provide a rationale for local program operators to discuss ways to continue to provide clients with comprehensive, high-quality services.

The Connecticut Job Connection. Funding for many Connecticut human service and employment and training programs has been declining in recent years, and both state and local planners have been seeking ways to work with other agencies to combine funds or maintain and/or build on current service offerings. Examples of the incentives to coordinate stemming from funding decreases include:

- The Job Connection does not have the funds to pay for skills training for welfare recipients. Therefore, if such services are needed, Job Connection staff must turn to JTPA or other vocational training programs.
- The Bridgeport SDA has been actively seeking funding from state agencies to make up for continuing cutbacks in Title II-A and Title II-B funding. The Job Connection has been a source of these funds.

Allegheny County Trade Adjustment Assistance Coordination Project. With respect to coordination of services under the TAA initiative in the county, budget cuts for the employment service made it difficult for the employment service to provide the counseling and other supportive services often needed by TAA participants. The SDA had counselors on staff and it made sense to use these counselors to serve TAA participants. The current TAA legislation contains several provisions that encourage cooperation with JTPA: alternative sources of funding are to be used to provide the training when possible, TAA training is limited to 104 calendar weeks, and TAA participants can only receive one training program from TAA. These funding limitations promoted the use of JTPA Title III funds for TAA participants.

Larimer County Employment and Training Services. Cuts in funding for employment and training services around 1980 (when coordination was just in its planning stages) provided some impetus for agencies to coordinate. Cuts made agencies particularly interested in improving the efficiency of services. For example, both JTPA and the Job Service had job developers. Coordination between the two agencies results in a more consolidated effort at job development and placement. This reduces the duplication of effort for the two agencies and still provides as many potential jobs. Further, the consolidation of these efforts reduces multiple contacts with employers, saving time for employers.

Southwest Wisconsin Job Centers. A significant motivation to coordinate resulted from budget cuts in the Job Service that forced local areas to integrate efforts because they now had to do the same or more work with fewer resources. For example, by integrating service delivery, job development activities were split among JTPA and employment service staff. Each agency was then able to achieve higher penetration with less money.

2. New Program Funds or Earmarking of Funds for Coordination

In some instances, coordination results from the availability of funds to initiate new programs that involve coordination across agencies or by the availability of special funds earmarked for coordination.

Larimer County Employment and Training Services. Because Larimer County was one of the first counties in the state to coordinate, it was a major recipient of Wagner-Peyser funds earmarked for coordination. A JTPA official noted that while the additional funding was not a major motivating factor for coordination, it helped support projects that "we could not normally fund, for example, updating local labor market information."

The Connecticut Job Connection. Bridgeport Jobs was easier to get off the ground than some other initiatives because it represented "new money" to the system, an addition to the regular programming offered by JTPA, Job Service, and others -- and thus not a threat to replace their funding.

Slater/Marietta Service Integration Pilot Project. The availability of federal funds through the Service Integration Pilot Project allowed the Slater/Marietta Human Services agency to organize, open an office, and hire case managers and an administrative assistant.

New Jersey's 10,000 Graduates...10,000 Jobs Program. The existence of the eight percent funds and the ability to use 20 percent of these funds for special projects was important. At the time of the development of the initiative, the Department of Education was aware of these funds and viewed them as a flexible source of funds for involving the SDAs in the schools.

E. Mutual Needs and Common Goals

Agreement across agencies on goals of coordination and commitment to achieving such goals is important both for establishing and maintaining coordination. It is important for each agency to view coordination as helping the agency achieve its basic goals. Ideally, all agencies within the arrangement should receive some benefit from the coordination. As might be expected, agencies consider their own self-interest in joining such coordinated efforts. In many instances, an important driving force behind coordination is a commitment to serve the client and to achieve positive outcomes (e.g., job placement of clients).

Larimer County Employment and Training Services. Interviewees place strong emphasis on the importance of shared goals among agencies involved in the coordination. It is not only important to share common goals, but also to perform at roughly similar levels of competence. According to one program official, in a coordinated arrangement, "You don't want one organization to drag the other one down" if it performs poorly. For example, when coordination began there was fear that some agencies in the Job Network might not provide highly-qualified candidates to meet the needs of employers. Agencies were concerned that they might be "tainted" by the poor performance of other agencies. The commitment of the various agencies within the Job Developers' Network to "quality, appropriate job placements" was vital to building trust.

The Connecticut Job Connection. Coordination among the welfare and training agencies in Connecticut has been fostered because of many instances in which one agency has been able to help others. For example, JTPA performance standards give Connecticut SDAs incentives to

serve large proportions of welfare recipients, and the Job Connection is a good source of these clients. In addition, JTPA has strict limits on its ability to provide supportive services. The Department of Income Maintenance and the Department of Human Resources have the funding to provide the services. It is not surprising that in many places the Job Connection and JTPA staff have developed informal cooperative agreements in which JTPA pays for training and the Job Connection pays for transportation and day care.

New Hampshire Employment and Training ("Under One Roof"). Both state and local officials indicate that coordination helps clients to achieve economic independence. In the words of one official, "If we don't coordinate, people won't get served [well]."

New Jersey's 10,0..) Graduates...10,000 Jobs Program. The Departments of Labor and Education both view the program as beneficial. For the Department of Labor, the program provides an opportunity to reach directly into the schools to assist disadvantaged students before they drop out. It enables the Department to intervene with the students at a very early point (as early as 9th grade) and to stay with the students through -- and even after -- graduation. It also provides the Department with an opportunity to introduce students to a variety of em' 'oyment and training services (e.g., the employment service, JTPA). For the Department of Education, the program provides an opportunity to draw on the expertise and resources of the SDA and its linkages with local employers.

F. Environmental Conditions

Environmental conditions often play a significant role in promoting the establishment of coordination across agencies, shaping the coordination arrangement, and/or determining the success of coordination. Important environmental factors include geographical characteristics, economic conditions, and the existence of other programs with mandates to coordinate.

1. Geographical Characteristics

Coterminous boundaries of agencies make it easier to coordinate. For example, coordination between a SDA and a welfare agency is typically less complicated if the two agencies serve the same area or one of the agencies service area is located within the other's. Coterminous boundaries reduce problems of serving geographically-ineligible clients. They also enable agencies in the coordination effort to design programs in the same manner throughout their service area.

In addition, self-contained labor markets and geographic areas -- such as small towns and rural areas -- appear to lend themselves better to coordination. In such areas, program administrators of different agencies may be more likely to know one another and even be located within the same building. If job placement is a desired result of the programs, the agencies are likely to be working with the same group of local employers.

Allegheny County Trade Adjustment Assistance Coordination Project. In recent years, the state has reorganized the employment service regional structure so that the boundaries coincide with SDA boundaries. This has helped to facilitate coordination between the employment service and the SDA, particularly on the TAA program.

Larimer County Employment and Training Services. Because the county has small-to-medium sized cities, most employers and key individuals within the human service agencies know each other. This makes it easier for the agencies (and employers) to work with one another. In particular, key individuals within the community tend to be a part of various community groups (including the PIC). When there is a need to coordinate, they look for opportunities to help one another. The agencies involved in the coordination have coterminous boundaries. The travel time within the SDA is reasonable, so that those involved in the coordination efforts can meet easily.

2. Local Economic Factors

In some instances, local economic conditions provide a direct stimulus to coordination and in others, they provide a climate that is conducive to coordination. However, what might promote coordination in one locality might retard it in another. For example, rapid growth of jobs in an area may serve as a deterrent to coordination because agencies may not feel that they need one another to place clients in jobs. In other localities, such growth may prove to be a stimulus to coordination because agencies may be less guarded abo' ·haring information about available jobs (i.e., they may not fear losing a potential job placement to 'lent of another agency). Hence, while local economic conditions -- most notably, the unemployment ra. job growth, types of employers, types of available jobs, and seasonal variations in jobs -- affect ag ncies' willingness to coordinate, it is difficult to predict the effect of such conditions.

New Hampshire Employment and Training ("Under One Roof"). State officials believe that the low unemployment rate in New Hampshire has helped to promote coordination. Programs like JTPA that are required to serve the economically disadvantaged sometimes cannot find participants when the economy is good, and thus must turn to other agencies to help identify and refer them.

Larimer County Employment and Training Services. Certain environmental factors appear to provide a climate conducive to coordination in Larimer County. In recent years, there has been sustained economic growth in the Ft. Collins area, with a number of large corporations expanding operations or setting up new facilities in the area. As a result, there has been steady job development -- resulting in availability of jobs for clients. This factor has tended to reduce the competition for job listings among various agencies in the area and has made agencies more willing to coordinate. In fact, interviewees indicate that at times there seemed to be a scarcity of qualified candidates to fill the available jobs.

Houston Project Independence 365. The Houston Job Training Partnership Council, the lead agency in this effort, recognizes that as the local economy grows and diversifies away from depe.dence on the oil industry, a greater pool of skilled workers is needed. Welfare mothers and their children need to be prepared to meet this need. To develop the necessary job skills to

enter the increasingly complex job market, welfare mothers need training and support services that no single agency can offer.

3. The Existence of Other Programs with Mandates to Coordinate

The existence of other programs with mandates to coordinate -- or the necessity to coordinate to accomplish programmatic goals -- is often a stimulus to coordinate. One frequent complaint of SDA administrators is that while JTPA is mandated to coordinate with other programs, other programs do not face a similar mandate. Hence, coordination of other programs with the JTPA program is often dependent upon the willingness of state administrators and local officials of these programs to take the necessary steps to coordinate. However, in recent years, with the increasing emphasis placed on providing integrated delivery of services targeted on the specific needs of clients, some states have increasingly stressed the importance of coordination.

The Connecticut Job Connection. The ability of the welfare and employment and training agencies to coordinate in placing Connecticut welfare recipients is enhanced by efforts to promote coordination within the State Department of Labor job training system. For example, the Bridgeport SDA funds Job Service to do direct job placement of graduates of JTPA training programs. In this instance, Job Service staff go to the sites where JTPA and Bridgeport Jobs programs are held and work on placements in a way that gives both agencies credit for placement.

New Hampshire Employment and Training ("Under One Roof"). The passage of JOBS gave impetus to project planning and implementation efforts. According to one welfare official: "... The requirements of the JOBS legislation have been pushing us forward. We need coordination to get the kinds of support services that are required to implement JOBS, and we wanted to implement JOBS as quickly as possible because of the services it would offer clients and the extra money it would bring to the state."

G. Previous History of Coordination

A previous history of working together is often cited as an important factor in agency coordination. Some interviewees indicate that their agency has been working with other agencies since the "old CETA days" and before. Having worked together on prior initiatives often meant that agency staffs have a rapport and awareness of the other program's objectives and operations. Previous involvement with another agency also tends to establish a foundation for future -- and often more extensive -- coordination.

The Connecticut Job Connection. The Connecticut welfare, Job Service, and CETA/JTPA programs have a long history of working together, a situation that is widely credited with facilitating coordination. Many Connecticut officials see the current Job Connection project as

an outgrowth of roles and relationships that have been evolving among income maintenance, social services, and employment and training agencies for over a decade.

In addition, personal relationships among staff in different agencies have been furthered because staff have transferred from one agency to another. For example, a high-level Job Service official had worked with the Job Connection while at the state planning agency, and the director of Job Connection had worked with JTPA both in Massachusetts and Connecticut. At the staff level, many Job Connection workers are former employees of the Job Service.

New Hampshire Employment and Training ("Under One Roof"). Planning and implementation of this project was facilitated by close working relationships among many of the agencies that had been developed in the past. For example, at the state level and in many localities, Job Service and welfare staff had many years of collaborative experience through the WIN program. Vocational Rehabilitation and Job Service staff had "always" worked closely, often sharing facilities.

In addition, coordination between Job Service and JTPA has been facilitated by a number of decisions to avoid competition that were made long before this project was initiated. For example, the agencies agreed that the employment service would handle all placement activities.

Allegheny County Single Point of Contact Program. Both the state and Allegheny County governments have encouraged coordination across programs: this had a beneficial impact in setting up the program. Moreover, many of the agencies involved in this program (i.e., JTPA, the employment service, Offices of Vocational Rehabilitation, Mental Health and Mental Retardation, and Helpline) already worked together in the very similar One Stop Shop. Welfare officials in the county were familiar with the county's employment and training program officials and had already developed a good working relationship with the JTPA staff prior to the implementation of the program.

Arizona Works! Coordination was facilitated by a history of the key agencies working together on WIN and WIN Demonstration efforts, as well as previous use of Title XX Social Services and Vocational Rehabilitation funding for welfare recipients.

Center for Youth Employment and Training (CYET), City of St. Paul, Minnesota SDA. This program, which serves about 4,000 clients a year, involves linkages between the SDA, St. Paul's public school system, the Urban League, and the St. Paul Technical Institute. SDA staff serve as the gatekeeper in this program, conducting eligibility determination, basic assessment, and job referral. The fact that many of these agencies had been working together for so many years was extremely helpful in promoting the coordination. Under CETA, the delivery system for the coordinated arrangement was worked out. Over the years a feeling of "trust and understanding" developed, which has been particularly important in the continued development and maintenance of coordination.

H. Mechanisms for Building Consensus/Resolving Conflict

Establishing appropriate mechanisms for building consensus and resolving conflicts facilitates coordination. As discussed in the next chapter, one major barrier to coordination is "turf" and distrust of the other agency. Most interviewees point out that some conflicts and rivalries among agencies are inevitable. To overcome these problems, it is important to develop procedures to deal with these issues. Commonly cited examples include joint planning sessions, regular meetings, written contracts or agreements that establish agency responsibilities, periodic evaluation of agency performance, and

involvement of higher level officials (e.g., state-level agency administrators) to monitor progress and resolve conflicts.

Those involved in coordination projects often point to the importance of conducting a series of joint planning meetings to design the coordination effort. In most instances, administrators and staff of participating agencies meet to discuss the initiative -- its goals, sources of funding, agency responsibilities, service delivery, client flow, and the schedule for implementation. Collaboration with other agencies often makes it necessary for each agency to alter internal procedures and lines of authority. Finally, once the coordination effort is underway it is important for agency staffs to meet regularly to evaluate overall performance, resolve problems and conflicts, and plan any changes to enhance the effort.

> New Hampshire Employment and Training ("Under One Roof"). As officials see it, there is no substitute for the considerable amount of time and effort it takes to get involved with officials of other agencies. At the state level, the key planners have been meeting as a working group once a week for several hours for more than 18 months. According to two agency officials:
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> > ...Everything takes time. It took more than three meetings before we could even come up with a common definition of the term "placement."
> >
> > It is the commitment in terms of time and effort that makes it work. We have been meeting every Tuesday for two and a half years.[11]
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> Additional Support for People in Retraining and Education (ASPIRE), State of Maine. The active high-level attention devoted to the program by the governor and commissioners of the two agencies and their top staff has facilitated program planning and implementation. The two bureau directors and two ASPIRE coordinators meet once a week to go over progress and problems, and the four of them meet with the two commissioners for a second meeting, also on a weekly basis.
>
> The Connecticut Job Connection. Support for the Job Connection "from the top" filtered through a process that called for the active participation of all state and local agencies that would be affected by it. Those responsible for planning and implementing the Job Connection used a wide-ranging planning process that incorporated serious consultation with all affected state agencies, along with representatives of many of their local affiliates. For example, suggestions from JTPA helped shape the Department of Income Maintenance's Request for Proposals to permit funding of private industry councils and other non-profit organizations.
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> Larimer County Job Developer's Network. Members of the Job Developers' Network have been meeting once a month for the past seven years. Issues and conflicts among agencies are discussed and not allowed to fester.
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> Arizona Works! State officials believe that the presence of all relevant organizations in a single umbrella agency facilitated efforts to promote coordination -- but the presence of such an umbrella agency did not automatically mean that all coordination problems were solved. The Arizona Works! planning process was built upon previous experience with a welfare grant

[11]The estimates of how long the project working group had been meeting varied from one and a half to two and a half years.

diversion program in the state, a planning process in which all affected parties were involved from the start and had an opportunity to express their concerns and help shape the program.

Yolo County, California GAIN (Greater Avenues for Independence). There was preparatory work with the staff of JTPA and welfare so that the local staffs got together and overcame negative attitudes. There was a one-week cross training program developed by the top three managers from both welfare and JTPA, stressing sensitivity about values as well as information about goals of agencies.

I. Co-location of Facilities

In some sites, co-location of facilities has been a factor in both sustaining and expanding coordination. Co-location permits both more formal and informal contact among staff from agencies. For example, one interviewee found that he learned about the other program's operations almost through "osmosis," during informal discussions at coffee breaks and lunch. In this way, agency staff expand their knowledge of other programs and identify opportunities for more extensive coordination. Additionally, close personal contact tends to break down some of the barriers of mistrust that often exist between agencies (see discussion on "turfism" in Chapter 6).

Co-location also provides a climate more conducive to cross-agency integration of service delivery. It provides programs with the opportunity to directly link operations, so that separate agency staff work side-by-side and client services are fully (or partially) integrated. For example, JTPA and employment service staff might work side-by-side with clients going through the same intake process, whether referred to the JTPA program for training or the employment service program for job placement. Orientation and career counseling might be provided jointly by the two agencies.

Larimer County Employment and Training Services. Co-location has been an important part of the coordinated effort in Larimer and has made it possible for the relationships between the Job Service and JTPA to expand. Co-location has enabled the staff at both agencies to learn about each other's programs (particularly relating to the operational aspects of the programs) and to work closely with each other to expand the coordination.

Houston Project Independence 365. Co-location is cited as a factor in helping the operating staff to become a team. A significant benchmark was reached when the staff asked for common stationery reflecting their new identity.

The Connecticut Job Connection. Coordination among the different components of the Job Connection is furthered by out-stationing staff at the Department of Income Maintenance offices, thereby promoting face-to-face contacts between the staffs of different agencies. For example, in Bridgeport a Job Service staff person is permanently out-stationed at the welfare office, and Bridgeport Jobs staff come to the welfare office to help their clients apply for welfare and/or register for the Job Connection. As a Bridgeport Jobs administrator put it:

> ...We do what we can to make it easy for our clients to get into the welfare system. We walk our clients through all of the necessary steps: we walk them through the income

maintenance worker, and through the Job Connection case manager. We do what it takes to make things happen.

The Napa County Employment Training Program. The Napa County Employment Training program provides "one stop shopping" for a wide array of employment, training, job placement, and support services for about 500 clients per year. Case managers from a variety of programs in Napa County are co-located in a junior high school, including representatives of the school district, adult education program, economic development, the agency for the aged, the community college, child care referral services, and several other agencies. With staff from the various agencies working at the same location, client services are coordinated across programs and there is much communication between staff of the various agencies.

J. Effective Performance

If successful, coordination tends to create its own momentum, often leading to additional efforts to link agency operations. Improved outcomes (e.g., job placements), reduced costs (e.g., elimination of duplicate services), decreased losses of clients during referral, and other positive results from coordination tends to reinforce the commitment of agencies to the overall effort. It is important for each agency to feel that the other agencies are contributing to the overall effort and effectively serving the client. Favorable feedback from users (especially clients and employers) and administrators with oversight responsibility is important to sustaining coordination.

Larimer County Job Developers' Network. Positive feedback from both the clients and employers has helped to sustain and expand the coordination of various agencies involved in employment and training in Larimer County. At first, the agencies involved in the Job Developers' Network were somewhat reluctant to share job information and even to participate in the Network. But as the positive feedback about the Network (particularly from employers) grew, each agency's staff became more and more confident about the Network. This positive feedback was accompanied by continued strong performance in job placements by each agency and by an ability to share placement credit. Hence, success has provided an impetus to continuing and expanding the Network.

K. Other Factors Promoting Coordination

1. Sustained Effort and Tenacity

Coordination is likely to encounter significant barriers both at the time of initiation and once the effort is fully implemented. Several interviewees emphasize the importance of persistence and tenacity.

New Hampshire Employment and Training ("Under One Roof"). One state official points out that problems inevitably come up in any effort to bring about change in interagency relationships, and the key to getting the job done is tenacity -- "sticking with it" after the initial impetus for coordination has dissipated. As he put it, "There was minor distrust among the agencies when we first met, but it disappeared as we worked together over time."

2. Pilot-testing of Coordination

Pilot-testing of coordination initiatives, particularly those that are statewide, can be a significant factor in reducing implementation problems and conflicts among agencies.

New Hampshire Employment and Training ("Under One Roof"). All aspects of the initiative were pilot-tested at one or more local sites before they were implemented statewide. This approach is credited with insuring that the specific components are feasible operationally as well as conceptually.

3. Limiting Scope of Coordination

Restricting the scope of coordination efforts -- both in terms of the number of agencies involved and the complexity of the arrangement -- can sometimes be effective in reducing design and implementation problems. This, in turn, may lead to faster and more problem-free start-up. Later, when the initiative is operational, changes can be made to expand the scope of the coordination.

New Hampshire Employment and Training ("Under One Roof"). The fact that the governor's initiative did not involve new legislation or new money minimized the likelihood that turf battles would come up among the staff or the supporters of the participating agencies.

4. Complaints from the Public about Lack of Coordination

In some instances, the establishment of coordination between agencies may be the direct result of complaints from the public or key community groups. Agency clients and/or groups that represent clients may complain that lack of coordination results in uncertainty about where to access services or unnecessary waste of time involved in the referral process. Additionally, employers, trade union officials, and other community groups may complain about multiple points of contact and lack of responsiveness from various agencies providing employment and training services.

Larimer County Job Developers' Network. The driving force behind the establishment of the Job Developers' Network was complaints by employers that they were receiving too many calls from various agencies concerning availability of jobs. Prior to the establishment of the Network, each agency (about 15 or so) had its own in-house job development capacity. This resulted in multiple contacts with the same employers, as well as competition for job listings. Agency officials felt there was considerable duplication of effort and that the employers were not being well served by the arrangement. The Network provides greater number and variety of jobs, as well as a wider group of potential job applicants -- resulting in a better fit between the job requirements and potential applicants. Further, each of the agencies can transfer some of its efforts on job development to other program activities, such as better assessment of the needs of clients.

L. Summary

A variety of factors are instrumental in both initiating and maintaining coordination. Many of these factors are found across the sites examined in this study, though no single factor is essential to the success of coordination. Many of the factors work together to promote coordination. Some factors, though, are particularly important: high-level political support, a previous history of working together, mutual needs and common goals across coordinating agencies, and mechanisms for building consensus and resolving issues that may arise.

CHAPTER 6

BARRIERS TO COORDINATION

Most coordination efforts encounter some barriers during planning and implementation. These barriers involve legal requirements, at the federal or state level, administrative arrangements and program regulations, and other factors, such as "turf" and "personality" issues. Turf and personality issues are present in many of the coordination efforts reviewed, particularly those that are less successful in their coordination. In our review of the coordination literature, turf issues are almost always cited as a barrier to coordination. We suspect that turf and personality problems are major factors in most coordination efforts. We do not cover turf and personality issues in detail below because the stories are similar in most sites. When these barriers are overcome, it is usually because of the transfer or retirement of one or more officials who oppose coordination, or because the individuals involved in the effort learned to trust each other more over time.

A. Legal Barriers

State and federal laws are not often mentioned as major barriers to coordination between JTPA and other programs. Specific legal barriers are discussed below.

1. Eligibility Restrictions

JTPA and many other human service programs have restrictions on who can be served. These restrictions include categorical eligibility requirements (e.g., 90 percent of Title II-A participants must be economically disadvantaged) and residency requirements (e.g., Title II-A participants must live in the SDA providing the services). Programs coordinating with JTPA often have different eligibility requirements and/or serve a different geographical area. If JTPA or other program funds are used to serve ineligible participants, the organization may have its expenditures disallowed during an audit and be required to reimburse the government for the program.

> Houston Project Independence 365. This welfare-JTPA coordination effort encountered both eligibility and geographical barriers. Welfare recipients who left the welfare rolls because of employment, due to sanctions, because their youngest child reached 17, or for other reasons would ordinarily have been terminated from the program immediately. To avoid interrupting the provision of services, the state welfare department waived this requirement; welfare recipients who left AFDC remained in the program after cash benefits ended. Geographical problems arose

because the SDA served only the city of Houston, but the welfare program served all of Harris County. Independence 365 initially served non-city residents under a waiver, but after the county SDA objected, the program was restricted to city residents.

High-Risk Youth Project in San Bernadino. This project involves coordination between the Job Corps and the local Title II-A program. In serving youth under contract to the SDA, the Job Corps has to be careful to observe the Title II-A eligibility requirements and the SDA's boundaries. The Job Corps center does not have to worry about these issues in its regular program.

2. Restrictions on Uses of Funds

In several of the coordination efforts reviewed, staff indicate that state laws present problems in implementing desired coordination efforts. To overcome these problems special laws are sometimes passed or waivers are granted.

The Connecticut Job Connection. This statewide program is unable to provide state welfare funds to SDAs on a sole-source basis because the State Attorney General ruled that such funding violated state law. Thus, SDAs are forced to bid competitively, sometimes against their own service providers, if they wish to participate. This barrier remains, and the SDAs sometimes find themselves bidding against their service providers.

Weld County, Colorado. Weld County had to get waivers from the U.S. Department of Labor and enact state laws to operate its AFDC-JTPA coordination agreement. The special actions were needed so that the welfare agency could make mandatory referrals to JTPA, require welfare recipients with children as young as six months old to participate, and to rebate some of the welfare grant money saved to JTPA.

Maine ASPIRE Program. This program found that state law prohibits contracting between the state Department of Human Services and other agencies including JTPA. Thus, the written documents between the Department of Human Services (DHS) and JTPA are referred to as "agreements" rather than contracts.

3. Confidentiality

Most states have confidentiality requirements to protect the rights of welfare recipients, individuals with mental health problems, the disabled, offenders, and other groups. In many states, these laws present few problems if consent can be obtained. In some states, however, confidentiality restrictions restrict the flow of information about potential participants to JTPA programs.

The New Hampshire Job Training Consortium. This non-profit organization operates New Hampshire's JTPA programs. Because of its status, it is more difficult to transmit information about participants from state agencies (such as the employment service and welfare) to JTPA. Although the state found this to be a barrier, it did not create major problems.

The Berrian/Cass/Van Buren PIC Hard-to-Serve Project. This project overcame confidentiality barriers by asking welfare recipients to sign consent waivers when they applied to the program. Most of the coordination efforts reviewed were able to overcome confidentiality problems by obtaining permission from the participants to share their records.

B. Administrative Barriers

We refer to barriers that result from federal or state regulations, operating procedures, and program philosophies as administrative barriers to coordination. In some instances it is harder to overcome these barriers than legal barriers -- a law can be passed to get around legal restrictions, but there is often no easy way to reconcile different program philosophies and goals. A certain amount of administrative resistance is often unavoidable in coordination efforts. Each of the programs has a different legislative history and mandate; if the goals and methods to be used completely coincided, there would be no need for separate programs.

1. Obtaining Credit for Services and Results

JTPA and other human service programs are accountable to various oversight bodies, and they generally must provide evidence on their performance. Although most employment service and welfare programs do not have formal performance standards systems similar to the system used in JTPA, they are often gauged on outcomes, such as placements or levels of service. Programs are reluctant to refer participants to other agencies if they will not receive credit for positive outcomes. Thus, obtaining due credit is important to the programs.

> The Nebraska Job Program and Project Power. These programs, which provide coordinated services to older Americans, are funded by state three-percent funds. Coordinations facilitate resource sharing between the SDAs, Area Agency on Aging programs, vocational education, the employment service, the Department of Social Services, and the Senior Community Service Employment Program. Under current state Agency for the Aging and JTPA rules, only one program can obtain credit for a placement, and this reduces the incentive to cooperate with other participating agencies.
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> The Connecticut Job Connection. This effort, which involves coordination between JTPA and the State Department of Income Maintenance, does not provide opportunities for more than one agency to receive placement credit. Some of the Job Connection staff believe that this fosters competition to "steal clients" to obtain placement credit rather than work cooperatively.
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> The Larimer County Job Developers' Network. This Network initially experienced some problems similar to those in Connecticut. The resistance subsided as the agencies worked together and began to trust one another, to recognize that job listings would be shared equitably among agencies and that participating agencies would send appropriate listings.

2. Difficulties in Working with Staff from Other Agencies

By definition, coordination requires staff from various agencies to interact. This interaction can result in barriers to achieving coordination because of differences in agency missions and lack of familiarity with other programs. These problems are frequently mentioned in the JTPA coordination literature.

a. Different Agency Missions

One common problem is that agencies often perceive (correctly) their missions to be different. The problem is not simply that SDAs all have a "JTPA philosophy" while the employment service and welfare agencies have different orientations. Rather, each state and local program often has its own philosophy regarding which clients should be served, how they should be served, and how success should be measured. To some extent these differences are shaped by the authorizing legislation, the manner in which performance is measured in different programs, and the groups that provide oversight to the programs.

JTPA is often described as being "performance-driven," because of the emphasis on performance standards and the involvement of the private sector through the PICs. The employment service generally emphasizes finding workers for employers, and welfare programs have widely varying philosophies and missions. Other differences include relative emphasis on social services versus employment and training; viewing participation in employment and training activities as a requirement, an entitlement, or an option; and the importance of cost considerations. When agencies with different philosophies or missions try to coordinate, the differences can create barriers.

> Maine ASPIRE Program. The state welfare agency emphasizes participation rates in gauging success, while JTPA is more concerned with placements as a measure of success. Under the new JOBS program, welfare agencies will have to meet participation requirements, so this difference in emphasis between JTPA and welfare agencies may become more common in the future. The U.S. Department of Health and Human Services will not establish performance standards for JOBS for several years.
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> The Nevada JOIN Community Work Experience Program. This program had to deal with several conflicting ideas between the welfare department and the SDA. The welfare agency did not consider absenteeism from the program to be a major problem, but the SDA was concerned with the enrollment of individuals who were not interested in receiving training. The problem was resolved by giving the SDA the right to veto the enrollment of participants who were not committed to the program. The two agencies also had different philosophies on the length of training programs. The welfare department wanted training to be short so that welfare recipients could be placed in a job quickly, but the SDA preferred longer courses. This issue was resolved by the SDA acceding to the welfare department's perspective.

The Kirkwood Community College Training Program in Cedar Rapids, Iowa. This program had potential conflicts because of performance standards. The college wished to enroll participants in long-term training programs, but the local SDA was concerned about keeping costs low to meet performance standards.

The Connecticut Job Connection. This program has faced problems because of JTPA's concern with performance standards. The welfare agency prefers long-term training supplemented by supportive services, but the state's SDAs are concerned with keeping costs down and meeting performance standards

The diversity in missions and goals sometimes promotes coordination rather than acts as a barrier. For example, in Allegheny County, Pennsylvania and Southwest Wisconsin, agencies acknowledge their different specialties and areas of expertise and divide the work accordingly. For example, in Allegheny County the employment service specializes in placements and JTPA specializes in training. In both Allegheny County and Southwest Wisconsin, the presence of JTPA performance standards played a role in determining which welfare participants receive employment and training services through JTPA.

b. Lack of Familiarity and Knowledge About Other Programs

When programs begin the coordination process, agency staff sometimes lack familiarity with other programs. Human service programs face different statutory requirements for eligibility, reporting, service delivery, geographical coverage, and definition and measurement of performance. In addition, each program is affected by its history and leadership. Finally, different programs use key terms such as "placement" and "termination" differently. Ignorance of these factors can make coordination, at whatever level, difficult. The problems can be especially severe when the coordination involves extensive interactions between the programs, e.g., joint enrollment, service integration, joint funding, and co-location. Some sites recognize the potential barrier of working with another program and conduct cross-training before problems emerged.

The West Virginia Industrial Development Training Program. This dislocated workers program involves coordination between the Governor's Office of Community and Industrial Development (which includes JTPA), the employment service, and vocational education. Staff from other agencies did not have a clear understanding of JTPA, and about nine months of working together were required before the other programs understood "the language of JTPA."

The Homeless Job Training Demonstration Project. This demonstration project in Delaware, funded under the McKinney Act, involves coordination of JTPA and the state's Department of Health and Social Services. Staff report that it required a significant period of adjustment to learn about each other's programs.

The Allegheny County Trade Adjustment Assistance Coordination Project. Agency administrators recognized that lack of familiarity of the employment service and SDA staff with each other's programs was likely to create barriers to successfully using the SDA to provide training to TAA eligibles. Before the project started, the agencies conducted cross-training, so that workers in each agency would be familiar with how the other program operated.

3. Different Geographical Boundaries for Programs

In many states, the local districts used for various programs are not the same. For example, a state may have different types of districts for JTPA, the employment service, vocational education, secondary education, postsecondary education, vocational rehabilitation, welfare, and economic development. This often creates barriers to coordination because an SDA wishing to coordinate with one or more of these agencies will have to deal with several local offices from the same department. Moreover, the other agency will have to deal with the issue of coordinating only part of its program with JTPA. The differing boundaries typically result from historic accidents -- programs were established at different times and the enabling legislation has different requirements for establishing local districts.

Houston Project Independence 365. Differences in geographical boundaries created problems for this welfare-JTPA coordination effort. Geographical problems arose because the SDA served only the city of Houston, but the welfare program served all of Harris County. This project initially served non-city residents under a waiver, but after the county SDA objected, the program was restricted to city residents.

New Hampshire Under One Roof. Different boundaries for programs created minor problems for the coordination effort. For example, a local vocational rehabilitation supervisor had to participate on two implementation teams because his jurisdiction covered two welfare and JTPA districts.

Texas Regional Planning Project. The State of Texas divided the state into 24 regional planning districts for its project to encourage regional planning. Because Texas has different districts for many of its programs, some individual planning districts had difficulties coordinating across agencies at the regional level.

4. Incompatible Forms and Management Information Systems

One of the most frequently encountered barriers to coordination is the inconsistency in data collection and management across programs. The strict eligibility requirements and performance standards system are driving factors in JTPA data collection. The employment service and vocational education programs are open to all and generally have less complex data collection systems. Welfare programs sometimes have different concerns, including complete documentation of attendance for enforcing mandatory participation in some cases. SDAs, which are subject to administrative cost limits,

often find the paperwork burden of dealing with welfare agencies to be particularly frustrating. Other human service programs are sometimes frustrated by the documentation required for determining JTPA eligibility. In many states, management information system problems are confounded because the programs use different computers and often define key terms (such as placements and terminations) differently.

Responses to these data barriers vary. In some instances, common or linked data systems are developed, but this is often expensive and time consuming. In other cases, programs maintain separate systems and have to enter the same data into both systems. As noted above, problems with incompatible computer systems are very common. Because these problems are often not overcome, they are sometimes reported as costs of coordination as well as barriers.

The Middlesex County, New Jersey REACH Program. This program involves coordination between JTPA and the welfare department. JTPA staff find the paperwork requirements for serving welfare recipients to be frustrating. To meet requirements for sanctioning, documentation has to be completed each time a REACH client does not show up for scheduled services.

Arizona Works! This project has encountered problems with its management information systems. The project finds it difficult to pull together the data needed for planning and overseeing a coordinated system serving JTPA, the employment service, and welfare recipients.

The Allegheny County Single Point of Contact Program. This program has experienced difficulty dealing with three disparate computer systems: JTPA, welfare, and the employment service. The State has attempted to maintain separate systems and link them at appropriate points, but program staff has found dealing with three separate computer systems to be very difficult.

The Tulsa Integrated Intake and Assessment Center. This Center provides intake and assessment services to the local SDA, the employment service, the welfare department, and the local vocational-technical schools. Because of incompatible management information systems, the Center must frequently enter data twice, and finds it difficult to share information and track clients across agencies.

5. Incompatible Procedures

Procedures that work well for a program prior to a coordination effort occasionally become an impediment when coordination is undertaken. For example, JTPA restrictions on supportive services and administrative costs might make certain procedures used by other agencies infeasible under JTPA. In other cases, different agencies may simply use alternative assessment procedures or tests, and unless the systems are made compatible, coordination will be difficult.

Houston Project Independence 365. This project experienced difficulties because the welfare department used a different basic skills test than the employment service. The test used by the employment service provides lower grade-equivalent ratings than the welfare department's test, and many of the welfare participants referred to the training program by the welfare department

were rejected for having too low a reading level. To accommodate the concerns of JTPA and the welfare department, the employment service agreed to retest low scorers and not automatically reject referrals who scored low on the test.

This project also experienced difficulties because the welfare department required written documentation of every meeting with a welfare recipient. After some negotiation, an agreement was reached where JTPA staff did not have to document every contact.

The Reach-Up Program in Vermont. This statewide program provides employment and training and support services for welfare recipients. Initially, the SDA and the welfare department had different regulations and policies for paying for transportation and child care. The programs had to revise their policies so that common policies were used in the two agencies.

6. Long-Term Leases and Space Limitations

Coordination efforts that involve co-location can have problems during the transition period because of long-term leases held by one or more of the agencies. Breaking the lease may be expensive or lead to an audit exception. A related problem is that if the space where the agencies are to co-locate is already occupied by one of the agencies, there may not be enough room to accommodate the newcomers as well as the resident agency.

New Hampshire Employment, Training and Welfare ("Under One Roof"). This statewide initiative in New Hampshire includes the goal of co-locating JTPA, the employment service, and the welfare department. In exploring how to achieve this goal, however, state officials discovered that many agencies had five or more years remaining on leases and that suitable locations were prohibitively expensive because of escalating real estate costs. In the short run at least, New Hampshire has concluded that "under one roof" should be considered a long-term rather than immediate goal.

The Allegheny County Job Centers. The Job Centers represent an effort by the employment service to make services of other human service programs, including JTPA and the welfare department, available at employment service local offices. Because local employment service offices were not provided with additional funding, the local offices had to reduce the space devoted to employment service activities. Resistance faded over time, however, as this was seen as a way to provide better service for clients.

7. Lines of Authority

In coordinated efforts where staff from two or more agencies are co-located, there is a potential for problems to arise when some staff are supervised by individuals from another agency. In the Southwest Wisconsin Job Centers and the Allegheny County One Stop Shop and Single Point of Contact programs, co-location of employment service, welfare, and JTPA staff create the potential for line of authority problems, but staff in these projects reported that problems have not surfaced. We mention it here because it could be a barrier in other coordination efforts.

Allegheny County Single Point of Contact Program. In this program, where JTPA assumes authority for providing employment and training activities for welfare recipients, one of the center directors is an employee of a non-profit organization under contract to the SDA. Some of the staff under her direction are state employment service workers. If one of the employment service workers required disciplinary action, she could not take action directly; she would inform the employee's supervisor in the employment service.

C. Other Barriers

In addition to legal and administrative barriers to coordination, there are several other barriers that can thwart coordination efforts. The most common of these problems is what is generally referred to as "turf" issues -- officials are fearful or simply unwilling to yield their authority over their programs because they fear they will lose some of their functions or possibly be absorbed by the other agency. A second type of barrier is a clash of personalities. Sometimes officials in one agency or another simply do not get along with one another, and under such circumstances coordination is difficult. Other barriers that fall into this category include lack of political support for coordination, staff fear of job loss, fear of a diminishing of agency image or measured performance, and the significant time and effort required to plan and sustain coordination.

1. Fear of Loss of Agency Autonomy or Function

This is a very common barrier to coordination efforts. Even officials who could clearly see the benefits to coordination are often fearful of yielding their authority to another agency. In many cases, however, the turf issue diminishes over time as the agencies see that there is no threat to their existence and that the coordination can be beneficial.

New Hampshire Employment, Training and Welfare ("Under One Roof"). In this state initiative to coordinate JTPA, the welfare department, and the employment service, some JTPA staff were reluctant to move to employment service offices because of fear they might lose their autonomy and identity. There was a fear of being "engulfed by another agency."

Connecticut Job Connection. There was fear among both welfare and JTPA staff that the new program might replace existing programs run by the agencies.

Yolo County, California GAIN Program. This program, which is targeted on welfare recipients, led to fears in Yolo County that JTPA would be a captive to the welfare system. State legislation makes GAIN highly prescriptive, and JTPA staff felt that it interfered with local autonomy.

2. Distrust of Other Agencies

This barrier is sometimes related to the barrier of different missions and operating styles. JTPA programs often emphasize measured performance, and other agencies, especially some welfare agencies, sometimes view the provision of all appropriate services as an entitlement. Another problem that sometimes arises, although less frequently, is that one agency will view its collaborators as "overly bureaucratic," making it frustrating to work with them.

> New Hampshire Under One Roof. For the most part, distrust of the other agencies involved in the coordination effort has not been a problem. Some staff, however, express concerns about the approaches of the other agencies. For example, some welfare staff were concerned that JTPA was only looking for the easy "success stories" and not interested in providing all the supportive services needed. Some JTPA staff felt that the welfare staff were not concerned enough about placing the welfare recipients in jobs.
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> Job Link Centers. These Centers in Louisville and Jefferson County, Kentucky, provide common intake for JTPA, the employment service, vocational education, and vocational rehabilitation. One barrier that has been encountered is that some employment service staff view JTPA staff as interlopers who have not yet proven themselves in the employment and training field.

3. Lack of Ownership

Government agencies generally take pride in their leadership in areas of expertise. Coordination efforts face problems if one or more of the agencies is considered only a service provider or junior partner rather than a full partner in the enterprise. This does not mean that all agencies have to be equal partners, but they generally prefer to feel that they are a partner whose expertise is respected and that they play an active role in overseeing the program or at least the parts of the program relating to their specialty.

> The Connecticut Job Connection. Although JTPA staff believe that there were no major barriers to coordination in this state welfare employment and training initiative, some JTPA staff indicated that they were sometimes viewed more as a service provider than a partner in the effort. Contributing to this problem, there was no neutral council or body that could be convened where all parties could present their views.
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> New Hampshire Under One Roof. In this coordination effort, the state trained local office staff directly and left out middle management during the demonstration phase of the project. When the state later attempted to implement the program on a statewide basis, middle management did not feel it was part of the system, and their lack of training made it difficult for them to guide local staff.
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> Utah Custom Training for Economic Growth (UCTEG). The program uses JTPA eight percent funds, Carl Perkins vocational educational education funds, and state funds to provide custom training for employers. During the first phase of the program, the award process was managed by the state vocational education office, with little input from local SDAs where the training took place. The SDAs felt that they had too small a role in determining the training that took place

within their boundaries, and they are now consulted directly before awards are made within their jurisdictions.

4. Lack of Political or Administrative Support

Just as political support can serve as a major factor in promoting coordination, the lack of such support or hostility to coordination can be a significant barrier. The lack of support may come from an elected official, such as a mayor or governor, or someone in an administrative position. In several of the coordination efforts reviewed, coordination improved when recalcitrant officials vacated their positions or were overruled by their superiors.

Southwest Wisconsin Job Centers. The Job Centers concept, which involves co-location and service integration by the employment service and JTPA, was a local initiative. The concept received strong support from the state JTPA office, which has provided financial support as well, but mid-level employment service officials were not supportive and made it difficult for employment service staff at the local level to share data.

Allegheny County One Stop Shop, Single Point of Contact, and Trade Adjustment Assistance Coordination Project. Allegheny County now coordinates with the employment service in serving dislocated workers and the economically disadvantaged through the One Stop Shop, welfare recipients through SPOC, TAA recipients through an informal agreement, and job seekers through the employment service job centers. The two agencies have staff co-located for all these efforts. However, until a change in the governorship resulted in a new employment service head, the Allegheny County SDA had difficulty developing these coordination efforts with the employment service because coordination with JTPA was given a low priority.

5. Time Required to Plan and Implement Coordination

Virtually all the staff we spoke with indicated that coordination requires a great deal of time, not only during the planning stages, but also to sustain the coordination. Additional meetings involving all the coordinating agencies are generally required, with the frequency ranging from weekly to monthly or "as needed." Although the need for such meetings might be viewed as a barrier, most people characterize the need for meetings as a disadvantage of coordination (see Chapter 4).

D. Summary

All of the successful coordination efforts that were reviewed encountered some barriers to coordination. The most common barriers are "turf" issues and ignorance or dislike of the philosophy or operations of other agencies. We suspect that these barriers play a significant role in thwarting many potential coordination efforts before they are seriously considered. These barriers are generally

overcome in the successful projects by getting to know and understand the other agencies involved. In many successful examples of coordination, the key agency staff know each other well before coordination efforts are undertaken; in other cases, pressure from the governor or an agency head force agencies to work together while staff get to know each other's programs.

Legal issues are not commonly cited as barriers. In some cases, special legislation or waivers are required to help the agencies coordinate. Administrative barriers emerged at a number of agencies. Perhaps the most common administrative barrier is that the agencies have different perspectives on performance and services to clients. In the past year, the Department of Labor has sought to encourage services to the hard-to-serve while retaining the performance standards system. To some extent this strategy may help welfare programs coordinate with the JTPA system as the high-priority target groups become more similar.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

In the preceding chapters, we synthesized the varied experiences of state and local agencies coordinating JTPA programs with other programs. In most of the 60 coordination projects examined, both through telephone interviews and on-site case studies, program administrators reported that the benefits of coordination substantially outweigh the costs and disadvantages. This assessment, i.e., the returns to coordination are generally positive, is consistent with findings from other studies, and provides a strong rationale for agencies at the federal, state, and local levels to take steps to promote coordination.

This chapter provides recommendations based on our research that can be undertaken at the federal, state, and local levels of government to overcome barriers and further promote coordination between JTPA and other programs. We present steps that could be taken under current law, as well as those that would require changes in current legislation or regulations.

We recognize that coordination should be viewed as a means to improving the performance of human service programs, not an end in itself. Thus, the recommendations must be considered along with the budget available and program priorities.

A. At the Federal Level

As discussed earlier in this report, personality factors, "turf issues," and past history are among the most powerful factors that can promote or retard coordination at the local level -- and these factors are beyond the control of federal decision makers. Federal officials cannot appoint or remove state and local officials. Concerns over "turf" are universal and inevitable.

So what can be done to promote coordination? In general, the desired approach should be to take steps that will increase the likelihood that state and local level officials will decide that it is in their own interests to coordinate. Presumably, self-interest can help to overcome the omnipresent "turf" concerns as well as the frequently-present personality problems, distrust, and other less than positive elements from the past.

The specific strategies to be followed should include now standard calls for increased coordination requirements and increased incentives to coordinate, but the literature review, telephone survey, and site visits have convinced us that neither requirements nor incentives can be relied upon to guarantee that coordination -- let alone effective forms of coordination -- will occur.

Requirements, incentives, and general efforts to persuade states and localities to promote coordination, therefore, should be supplemented with efforts to demonstrate that it is both possible and desirable for state and local officials to take the steps (and the risks) that are necessary to engage in productive coordination efforts. In other words, it is necessary that steps be taken to demonstrate to agency managers that it is both in their own interests and in the interests of their clients that productive collaborative efforts be planned and implemented. This point is the first, and in our opinion, central "working principle" that the JTPA Advisory Committee came up with in its efforts to delineate a clear agenda for the future in terms of coordination of JTPA with other agencies. As noted in Working Capital: The Final Report of the JTPA Advisory Committee:

> If past mistakes are to be avoided...concrete benefits must accrue to clientele and program managers...Program coordination is not cost-free. It requires time and resources. Thus, coordination must result in higher quality, more effective and diverse services to clientele with better results and/or more efficient management of services than would have been achieved in its absence. It should be viewed as mutually beneficial to the various systems involved. Coordination should be viewed as a means to achieve these goals, not an end in and of itself.[12]

1. Under Current Law

Under current law, there are a variety of steps that the Department of Labor and other federal agencies can take that are likely to promote coordination and assist states and localities in overcoming barriers to coordination.

a. Provide High-Level Support for Coordination

An ingredient in many of the exemplary coordination projects examined as part of this study was strong support from the governor, state cabinet-level officials, and other state/local political officials. It is

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[12] This same point was made more tersely by officials at one of our sites:

> You can't legislate coordination. You can have all the legislation that you want, but if the local agency administrators do not want to coordinate, it won't happen...You can't make coordination happen. You can't force it. People have to buy into it.

important for the Department of Labor and other federal agencies to take the necessary steps to foster a favorable climate for coordination, including the following.

Expand efforts to document and communicate information about the benefits of coordination. This should include widespread dissemination of information on:

- the tangible benefits that can accrue to clients when services are integrated, including higher placement rates and increased earnings; and
- the tangible benefits that accrue to agencies that engage in appropriate collaborative efforts, especially equal or better outcomes for lower costs.

State and local governments lack incentives to document their successful coordination efforts. Federal agencies should support efforts to document cost reductions and benefits to clients and agencies.

Provide support and encouragement for state and local officials in their efforts to coordinate JTPA and other programs. The Department of Labor and other federal agencies should continue to find ways to support and encourage governors, mayors, and county executives who have made increased coordination one of their personal priorities, e.g., giving them public credit and recognition. This can also involve working with them to find ways to encourage subordinates to promote coordination regardless of their personalities or judgments about people in other agencies. For example, information about ways to include coordination objectives in agency managers' performance reviews could be explored.

Provide flexibility for coordination to state and local level officials charged with implementing federally-funded programs. Although everyone appears to be in favor of coordination, most people we interviewed did not want the federal government to prescribe the exact form that coordination should take. An official at one site stated, "The federal agencies should give state and local agencies the flexibility to work things out on their own. Stay out and give us room." The JTPA Advisory Committee also stressed that federal coordination policies must allow for local flexibility.

Increase federal efforts to insure that innovators will not be worse off for having taken chances. As with most types of innovation, there are risks associated with introducing efforts to substantially alter ways in which services have been provided for many years. This risk is borne by the state and local agency officials that design and implement various approaches to better integrating service delivery. It is important for federal government officials to reduce uncertainty and penalties that may result from innovative efforts to integrate service delivery. In particular, this means an increased

willingness to specify, in advance, whether certain kinds of unconventional activities will be acceptable in future audits. For example, one concern that came up in our study was whether auditors might disallow the breaking of a lease in order to enter into a co-located facility. The performance standards system is another area where flexibility should be considered. The Department of Labor has discretion to approve state performance standards plans that deviate from the norm when circumstances warrant, and special consideration should be given for innovative projects involving coordination.

Increase federal efforts to encourage the use of state and local bodies whose mission is to promote coordination. These bodies may or may not be based upon the existing State Job Training Coordinating Committees (SJTCC) and PIC system, but the cause of coordination should be strengthened when there are officials whose jobs calls for promoting coordination rather than any specific program. As noted in the Report of the JTPA Advisory Committee:

> ...At all levels of government, public/private partnership institutions should be created or expanded to become responsible for the collaborative policy development and planning needed to build a more coherent human resource delivery system.

There is no consensus yet on the precise composition and structure that such bodies should take, but some people we spoke with indicated that a "neutral" body might best facilitate collaboration.

Set an example by continuing coordination at the national and regional levels. It is important for the federal government to set the right example by coordinating administration and oversight of federally-sponsored programs. For example, it is important for federal officials of the Departments of Labor, Health and Human Services, and Education to continue working together as they have for the new JOBS program for AFDC recipients.

b. Need for Technical Assistance

The Department of Labor and other federal agencies can play a vital role in providing states and localities with information about "how to coordinate successfully" and with technical assistance during the design and implementation of coordination efforts. While most state and local agencies officials appear to be aware of coordination as a potential means to enhance efficiency and effectiveness of service delivery, they may not be certain of the steps that they should undertake to coordinate and what "model" of coordination is likely to yield the best results in their circumstances.

Provide information on successful examples of coordination. The Department of Labor and other federal agencies should continue to identify innovative examples of coordination and disseminate

information on how such models can be implemented in other states and localities. In documenting such illustrations of "successful" coordination efforts, it is important to describe specific aspects that are relevant for replication of coordination models in other localities, including:

- types of agencies involved in the effort and unique factors that may have contributed or inhibited the development of coordination;
- types of coordination activities that were undertaken (e.g., integrated intake and eligibility determination, co-location, referral of clients, etc.);
- specific steps and techniques that were taken to implement the approach;
- specific benefits and advantages of coordination to the agencies and clients, as well as possible drawbacks and costs of the effort; and
- barriers that were encountered and the methods that were used to overcome the barriers.

Hence, the federal government should continue efforts to identify and disseminate information about techniques that are useful in promoting coordination in particular situations. While no two sets of agencies or personalities are the same, there may be some generality about techniques that can be used to promote coordination and overcome barriers.[13]

Provide technical assistance, guidance, and problem resolution for states and localities on designing and implementing coordination. In designing and implementing coordination efforts, states and localities sometimes need technical assistance and guidance to overcome specific barriers to coordination. They also may need technical assistance in developing coordination approaches that are most advantageous given unique local conditions and circumstances. In some circumstances, assistance may be needed in resolving conflicts or issues across agencies, which federal (regional) staff may be able to facilitate. At the federal level, the department might consider forming a technical assistance team that would disseminate information on coordination and provide technical assistance when requested. Technical assistance might also be provided on applying for waivers and additional funding for coordination.

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[13]Some efforts may be straightforward, such as trying to focus discussion on "what is best for the clients." Other efforts, however, may be more complex, such as providing general information about techniques that other states have used to overcome legal barriers to contracting with other state agencies or more detailed information about the specific coordination mandates and performance criteria that other program's have to meet, and how JTPA can be helpful to them in achieving its objectives. But it may be possible to collect enough ideas to develop a useful product for dissemination.

2. Recommendations Requiring Changes in Current Legislation or Regulations

The Department of Labor and other federal agencies could make several changes to existing legislation or regulations to either promote coordination or reduce barriers to coordination at the state and local level. Particular emphasis should be placed on the following areas.

Increase flexibility in using funds to coordinate. Federal requirements that were established to promote worthy objectives have inadvertently discouraged coordination. For example, the JTPA statute requires that at least 70 percent of local Title II-A funds be used on training. SDAs may find it difficult to meet this requirement if they must use administrative funds to leverage their training dollars by collaborating with another program. A related problem is that it is not clear that funds used to support case management in JTPA fall under the definition of training. To deal with these problems, it would be useful if waiver authority were granted to the federal or state level similar to the 1115 waivers used in AFDC programs to try innovative strategies.

The new JOBS program for AFDC recipients also has funding limitations that may make coordination difficult. The Family Support Act, which authorizes JOBS, prohibits welfare agencies from subcontracting certain functions such as eligibility determination and sanctioning. This may preclude some highly integrated coordination between JTPA and JOBS.

Mandate coordination for other human service programs. During this study, some SDA administrators complained that agencies that they could potentially coordinate with did not face the same mandate to coordinate that the JTPA program did. Although authorizing legislation for vocational education, AFDC, and the employment service all make many references to coordinating with JTPA, many in the JTPA community feel that a greater coordination responsibility is placed on SDAs than their counterparts.

Because many of the other agencies do not believe they have as strong a mandate to coordinate, the willingness to join such efforts often rests with a small group of state or local administrators. If these administrators are uninterested or feel threatened by coordination, there is little that the JTPA program can do to involve the other agency. Some SDA administrators indicate that the legislative mandate was an important motivating factor behind their determination to coordinate with other agencies. They feel that if other agency administrators are under similar mandates, that they would be more amenable to coordination.

To correct this problem, language on coordination in statutes and regulations should be uniform across programs.

Develop common definitions of terms. Many people we interviewed expressed concern that basic terms such as "participant" and "placement" are defined differently by various agencies. This creates problems in communications and inhibits coordination in linking or integrating information systems and sharing credit for outcomes. Because reporting systems are established by both federal and state laws and regulations, the federal government should take the lead in developing common definitions. In cases where agencies need different definitions, distinct terms should be established so that there is no confusion.

3. Further Testing of Approaches

There are several steps that the Department of Labor and other federal agencies could take to further test innovative approaches to coordination.

Continue providing financial support for demonstration projects and other innovations. The federal government should continue to support innovative demonstration projects that feature coordination among various state and local agencies providing employment and training services. The Service Integration Pilot Projects (SIPP) represent a recent effort of this type.

These grants could be used by states and localities to plan and implement special coordination projects. For example, they might be used to enable local agencies to fund a staff person who is charged with the overall responsibility of planning and overseeing the development of a coordination effort. Alternatively, such grants might be used to enable local agencies to co-locate facilities or procure equipment necessary to support integrated case management of services. Such grants could be limited to a single program year or could run for a longer period (i.e., 3 to 5 years), with diminishing support each year and with the state or locality expected to take over funding responsibility for the project.[14]

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[14]Successful coordination should be increasing efficiency, so there does not appear to be any reason to provide extra money to support coordination efforts indefinitely. On the other hand, time-limited funds may be necessary to help overcome the inertia, "turf" concerns, and skepticism that often dissuades agency administrators from taking a chance by upsetting the status quo. Therefore funding to cover planning, start-up expenses (such as training), one-time costs (such as those associated with realigning the boundaries of districts covered by sub-state regional offices or management information system development costs), and perhaps a year or two of incremental operating expenses.

We recommend that special consideration be given to efforts to link or integrate management information systems. Although information systems are only a tool used to achieve coordination, many local programs are frustrated by their inability to access or integrate data systems. Federal support might take the form of matching grants similar to the ones used in the child support enforcement area to encourage upgrading of data management systems.

Conduct a national evaluation of the cost-effectiveness of coordination. The federal government should sponsor a national evaluation of the cost-effectiveness of coordination between JTPA and other programs. Such a study could concentrate on the (1) specific (dollar) costs and savings related to coordination and (2) how coordination directly effects client outcomes (e.g., job placement rates and long-term self-sufficiency). While existing studies have shown (in a wide variety of coordination projects) that most agencies involved in coordination efforts view the benefits of such projects as substantially outweighing the costs, few firm estimates of the cost savings and improvement in client outcomes have been established to date.[15] A national evaluation could document more precisely the effects of coordination on cost savings and client outcomes.

B. At the State Level

As this study has shown, states play a key role in promoting coordination and helping localities to overcome the various barriers to coordination. The role of the state -- particularly the governor and state agencies responsible for employment and training, education, vocational rehabilitation, welfare, and other social services -- can often be critical in providing the political support and resources that is necessary for agencies to become involved in coordination efforts. The sections that follow provide recommendations that states can undertake to enhance the role of coordination in the delivery of services.

1. Under Current Law

Under current law, there are a variety of steps that states might undertake to promote coordination and assist localities in overcoming barriers to coordination.

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[15]The Southwest Wisconsin PIC is an exception. The PIC has documented the savings accrued by co-locating and integrating Title II-A and job service functions in Job Centers.

Provide high-level support for coordination. As noted above, a common ingredient in many of the exemplary coordination projects is support from the governor, state cabinet-level officials, and other state/local officials. Such public officials can make a critical difference in both setting the right climate for coordination and in providing the resources (and technical assistance) that are needed to initiate and maintain coordination projects.

Strengthen statewide coordinating committees. By law, all states have State Job Training Coordinating Committees (SJTCCs), but these committees vary in their effectiveness in promoting coordination. Governors should take care to appoint members who are strongly interested in coordination rather than simply making sure that major constituencies are represented. As we noted above, coordination may be promoted better in a neutral forum. In the absence of federal legislation, states should consider broadening the responsibilities of the SJTCC to make it equally responsive to all program needs; for example, Massachusetts has taken such a step.

Provide localities with technical assistance and problem resolution. As discussed in the chapter on barriers to coordination, local agencies sometimes run into issues or conflicts which need resolution from above. For example, if agencies are attempting to design an integrated intake and eligibility determination process, there may be conflict over the information that should be included in a joint intake form. Often state agencies can play a pivotal role in resolving such conflicts between agencies by redefining or clarifying state policy or reporting requirements. Higher level state agency officials may also be able to resolve cross-agency differences that cannot be resolved at the local level. Hence, it is important for state agencies to provide continuing oversight on coordination projects (particularly during the early planning and implementation stages) and to step in, when necessary, to help resolve issues.

States can also play an important technical assistance role. Often state officials may be aware of what has worked (or not worked) in other areas of the state, and can help to transfer some of the knowledge from prior experiences to assist local agency officials in establishing or enhancing coordination.

Promote compatibility/integration of automated information systems. One barrier to coordination identified by many agency officials is incompatible automated information systems. Incompatibility may stem from several factors: (1) agencies may collect different data items on clients

(e.g., demographic characteristics and outcome measures may varying across agencies), (2) agencies may have different types of automated systems (e.g., local area networks v. mainframe systems), (3) agencies may use different types of software, and (4) agencies may have different procedures for data entry and reporting (e.g., one agency may have its eligibility workers enter data directly into the automated system as they interview clients, while another uses support staff to enter data after the client interview).

Differences in data systems within states is frequently mentioned as a barrier to coordination. Although programs can live with the costs imposed by incompatible systems, states should make strong efforts to integrate data systems to avoid the communication problems and wasted resources caused by incompatible data systems.

Provide for cross-training of staff. The extent to which agencies can successfully integrate operations of programs (e.g., intake, eligibility determination, service delivery, case management, job placement) depends, in part, on each agency understanding the mission and operations of the agencies coordinated with. For example, if a JTPA and welfare agency are to develop a case management system involving integrated intake and eligibility determination, assessment of client needs, and referral to relevant services, then the staff from each agency will need to be trained in the rules and procedures that each agency employs in managing clients. Careful planning may enable the agencies to reduce the differences in operational procedures across agencies, but are unlikely to eliminate all of the differences. States can help by providing facilities and funding for cross-training of staff.

Encourage strengthening of local level coordination efforts. States can directly encourage coordination at the local level in several ways. One approach is to directly fund local coordination efforts. For example, the State of Wisconsin encouraged SDAs in the state to establish Job Centers like the ones operated by the Southwest Wisconsin PIC by offering grants to interested SDAs.

Coordination can also be encouraged by holding meetings where all local programs in a region meet to discuss common interests. Such meetings can help agencies learn more about other programs, discover common interests, and dissipate mistrust that exists. Several projects in our sample grew out of a conference sponsored by the State of Oklahoma where informal meetings were held between local agencies.

2. Recommendations Requiring Changes in Current Legislation or Regulation

States could make several changes to existing legislation or regulations to either promote coordination or reduce barriers to coordination at the state and local level. Particular emphasis should be placed in the following areas.

Use the JTPA performance standards system to encourage coordination. States can use their performance standards systems to encourage collaboration between agencies in several ways. Making sure that SDAs and the collaborating agencies all receive credit for positive outcomes will encourage coordination, as will basing six percent awards on serving participants assisted by other agencies (e.g., welfare recipients). For especially innovative collaborative projects, the state may wish to modify the usual performance standards to encourage risky projects.

Mandate joint planning and coordination among state agencies. State legislative mandates to jointly plan and coordinate can be effective in promoting coordination at both the state and local levels. Within the JTPA program, with its strong legislative mandate to coordinate, there has been a proliferation of coordination across the country. Such mandates provide agencies with the message that they must get together regularly with other agencies to look for ways to effectively link delivery of services for the benefit of the client and to reduce inefficiency. Similar mandates are needed for other state programs, so that coordination is not solely based on the willingness of state or local agency officials to take steps to coordinate.

Make geographical boundaries of local programs coterminous. Many of those interviewed for this study felt that it is considerably easier for local agencies to coordinate programs when they serve the same geographic area. Coterminous boundaries reduce problems with serving ineligible populations and mean that agencies can design the same operational procedures for their entire service area. Establishing identical boundaries for employment and training, education, welfare, and other programs is likely to foster local coordination. We recognize that this recommendation will be difficult to achieve in some states because of political problems, but it deserves strong consideration.

Provide greater flexibility in sharing credit for outcomes across agencies. In some states, only one agency can receive credit for placements and other positive outcomes. In such circumstances, agencies are often reluctant to collaborate with other agencies. Although states may not want to make it

too easy to get credit for the work of other agencies, granting credit to all agencies that help a client is an excellent way to foster collaboration.

3. Further Testing of Approaches

There are several steps that states could take to further test innovative approaches to coordination.

Provide funding/grants for innovative coordination projects. Similar to the federal government, states could provide grants to support innovative projects that feature coordination among various state and local agencies providing employment and training services. These grants could be used to plan and implement special coordination projects (see the section above on federal grants for examples of how such funding could be used).

Provide funds for documentation and evaluation of innovative coordination projects. States could make funds available for evaluating coordination projects. Such evaluations should assess the costs and benefits of such efforts, as well as detail the design of the initiative, possible local factors that might have affected the success (or failure) of the effort, and the steps that were taken to implement the initiative. The focus of such evaluations should be on establishing whether the initiative holds promise for other localities (i.e., is it successful and can it be replicated in other settings?). Results of such evaluation efforts should be widely disseminated to other localities so that they can learn from the experiences of others.

C. At the Local Level

This study, and others that have proceeded it, have established the critical role that localities play in developing and implementing coordination projects (see Chapter 2, "bottom-up coordination). Local agencies are generally on the "front-line" in most coordination projects (even those that are "top-down" models of coordination). There are a number of things that can be done at the local level to foster coordination.

Develop an understanding of the objectives and operations of other programs. The extent to which local programs are able to coordinate is determined, in part, by the personalities of local officials and their knowledge of other programs. This is particularly the case in coordination efforts that

are of the "bottom-up" variety. Coordination at the local level is often promoted by the simple fact that two administrators know each other personally and have a basic understanding of each other's programs. It is difficult to envision how agencies might work together to reduce burdens on clients, enhance client outcomes, and better use available resources, without some knowledge of the other program -- its purposes, clients, services, service area and the methods that are used to deliver services. With a good understanding of other programs in the locality, it is much easier to identify opportunities for coordination and to develop creative solutions to what might otherwise appear to be insurmountable barriers to coordination.

Increase joint planning among local agencies. The involvement of agencies in joint planning committees has proven effective in many localities in enhancing coordination among local agencies. Joint planning among agencies generally enhances the understanding that agency officials have of other programs and provides an opportunity for agency officials to identify program areas that may lend themselves to coordination. In addition, the establishment of a routine schedule for convening joint planning meetings (e.g., monthly or quarterly), establishes an organizational structure (and forum) for focusing on how agencies can better work together and helps to ensure that there is follow-up to coordination plans that are introduced.

Introduce cross-training of staff. The understanding that line staff have of other programs that an agency is coordinated with can be an important determinant of whether the coordination effort is successful. Particularly in circumstances where agency operations are integrated, the understanding that agency staff have of the operations of the other program can be important in determining whether the two staffs work harmoniously together and can effectively serve each other's clients. Cross-training sessions, which are intended to give agency staff an understanding of the other (coordinated) agency's objectives and operations, have been found to be of considerable help in some localities.

Document and evaluate coordination efforts. Local agencies can play a central role in documenting their model of coordination and the results of the effort. It is important for these agencies to document the steps that they go through to design and implement coordination projects. This should include careful tracking of the costs associated with establishing and maintaining coordination efforts (e.g., personnel, facility, equipment costs). Local agencies should also track the savings associated with coordination and the benefits to clients. The goal of such an effort should be to assess whether the effort

is cost-effective and how it might be further enhanced. This information should also be of assistance to other local agencies that might be interested in replicating the project.

D. Conclusions

Our research has indicated that while many agencies are actively involved in coordination projects across the country, there is still much that can be done at the federal, state and local levels to strengthen and expand coordination. All levels of government can and should take steps to increase collaboration between agencies, but none need be held back by inaction at other levels. Some of the recommendations discussed in this chapter can be implemented quite easily, particularly the ones requiring no new legislation. The recommendations requiring new legislation will be more difficult to implement, but we believe they are likely to enhance the role of coordination in delivery of employment, training and other services at the state and local levels.

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