INSTITUTE FOR PUBLIC POLICY AND BUSINESS RESEARCH
THE UNIVERSITY OF KANSAS

KANSAS WORKFORCE EMPLOYMENT AND TRAINING PROGRAMS:

DO THEY FUNCTION AS A SYSTEM?

by

M. Elizabeth Stella
Associate Scientist

Charles E. Krider
Professor of Business
Director

Anthony L. Redwood
Professor of Business

TABLE OF CONTENTS

FIGURES AND TABLES

ACKNOWLEDGMENTS

A copy of this report may be obtained from the Institute for Public Policy and Business Research, 607 Blake Hall, University of Kansas, Lawrence, Kansas 66045.

EXECUTIVE SUMMARY

To maintain a healthy economy in the global market and technology-driven environment of this decade and the next century, the Kansas workforce must be highly skilled and internationally competitive. To create and maintain such a workforce, the state must have a multifaceted human capital strategy that brings the education, employment, training, and retraining dimensions into an integrated, holistic system that is capable of meeting the evolving needs of Kansas employers.

There are two basic parts for such a system. The first is the education and training that underpins initial entry of young Kansans to the world of work. Key components in this area are world class K through 12 education and an effective system of school-to-work transition, including tech prep and other vocational, technical, and professional career preparation paths. These areas are outside the scope of this study.

The second part of a system is employment and training programs for the existing workforce. These include employer and public funded training and retraining, as well as adult basic education, and embrace those who are working and those who are not. The predominant emphasis of federally-mandated employment and training programs is on the marginal workforce, those who are unemployed or underemployed, or out of the labor force because they are discouraged, or who are on the bubble of employment and unemployment because of skill obsolescence and other factors.

The focus of this study is on the employment and training programs for the existing workforce. Kansas faces a challenge of bringing high wage, and thus high skill, jobs to rural as well as urban areas. This study has included rural communities in southeast and western Kansas for several reasons. It is important for rural communities to have highly skilled workers for firms to be competitive. If urban areas attract the high skill workers with high wage jobs, rural communities will be left with low wage jobs that compete in global markets based upon low wages rather than high skills. Incomes are already lower in rural communities, so rural communities need special attention to ensure that competition with other countries for jobs does not lead to lower standards of living. The outcome would be a state whose rural areas are poor compared to wealthier urban areas.

Kansas is a state of small businesses. Small Kansas businesses, especially manufacturing firms, are already struggling in the face of rapid changes in technology.[1] These firms struggle to keep up with changes in equipment, processes, and business management. For example, they often do not have enough resources to buy state-of-the art equipment and do not have workers available with the computer and math skills needed to operate the equipment. These businesses need their workers to have access to training programs that would enable them to improve basic

---

[1]Redwood, A.L., Stella, M.E., & Lewis, T.E. (1989) *"Technology Transfer and Industry Liaison for Kansas Economic Development."* Institute for Public Policy and Business Research, University of Kansas, Monograph No. 161.

i

skills (e.g., math, communication) as well as technical skills. These firms may not be able to pay the full cost for employee training. If state and federally sponsored training programs are not available to rural residents and workers employed by small businesses, then that training will not occur. This creates an incentive for workers to move to communities where those services are available. Training and employment services are more abundant in urban areas as are high skill high wage jobs. Thus, workers, especially younger workers, seeing an increasing disparity between wages in rural and urban communities will be tempted to migrate to urban centers, leaving behind aging rural communities.

Under the "weakest link" theorem, the more effective the employment and training system is in responding to the needs of rural workers and businesses as well as the underemployed and unemployed and matching them to employer needs, the greater will be the overall productivity of Kansas workers and competitiveness of Kansas firms. Job training programs are not about equity; they are about increasing the overall skill level of the workforce so those who are unemployed, underemployed or in vulnerable low skill jobs can receive training and/or retraining to upgrade their skills. Many of these people are, with training, capable of holding high skill, high wage jobs. However, a system should also be able to serve the needs of highly skilled workers who seek information and services and businesses who seek training and retraining for their workers, regardless of their skill level. While our recommendations focus upon designing a system that serves the needs of all workers and businesses, the study focuses on how employment and training programs meet the needs of rural workers and the least skilled portion of the workforce. The purpose of this study is to:

- determine if a system exists;

- examine issues of program administration at the local level;

- examine issues of service availability and delivery at the local level;

- examine issues of coordination at the local level; and

- discuss policy options for creating a well coordinated workforce education and training system.

To determine what exists at the local level, four area studies were conducted. In-depth interviews were conducted with program supervisors and/or service providers in four regions: Kansas City, Kansas metropolitan area (Johnson and Wyandotte counties); Southeast Kansas (Bourbon, Crawford, Montgomery counties); Wichita area (Sedgwick and Butler counties); and Western Kansas (Ellis and Graham counties). Programs included Job Training Partnership Act (training and employment program), KanWork (training program), Job Service (job screening and job placement program), Unemployment Insurance (insurance program), Adult Basic Education (training program), Community colleges and/or AVTS (training programs), and business leaders or Chamber of Commerce. Key administrators within state agencies were also interviewed. Topics focused upon during interviews included intake, assessment, services provided, job placement, inter-program

ii

coordination, co-location, geographic jurisdiction, and business input.

CONCLUSIONS

This report describes how employment and training programs operate at the local level in different regions of the state. The main conclusions drawn from these case studies are:

- Kansas does not have an integrated employment and training system. A system has never been designed; rather, what exists is almost an eclectic set of independent programs.

- Fragmented administration results in fragmented services. Programs are not able to provide coordinated information and services for job seekers.

- Coordination difficulties exist within agencies (e.g., DHR) as well as across agencies.

- The system is poised and interested in coordination of services. Some initial steps toward coordination have occurred across agencies. For example, coordination occurs between JTPA (DHR) and KanWork (SRS) in client referral and use of the Kansas Competency test. Staff are willing to coordinate across programs and, in some regions, there are many examples of staff initiatives toward better coordination of services.

- Co-location is not sufficient for coordination to occur. Having programs located in the same building is a positive step, but not sufficient when those programs continue to operate separately.

- Programs focus upon their program requirements, often to the detriment of the client. "Turfdom" prevails in the worst way. Because of program requirements, service providers find it very difficult to focus upon long-term training and support service needed by many clients. Programs focus upon short-term goals because they are driven by program requirements. If long-term training needs are not addressed, clients will not become sufficiently skilled workers capable of competing for employment opportunities.

- Although staff are very dedicated, the programs they work for require them to focus upon program-specific information and program regulations. Their training focuses upon compliance with program requirements. Staff are rarely cross-trained in other programs, although cross training does occur in some areas within the state. Staff also need to be trained to have a broader perspective as career development professionals. They should understand how the labor market functions in their area, barriers to employment, and the interaction between labor markets and barriers to employment to enable them to think in terms of how clients fit into the labor market and what it takes to prepare them to enter and survive in that labor market.

- Massive duplication exists, especially in the area of client intake and placement. Limited resources are used inefficiently.

- Programs are not client or customer oriented. The primary stakeholders are federal and state agencies, not unemployed and/or disadvantaged persons and employers.

- The clients receive whatever services they first access. For example, if they go to Job Service, they get placement services even though training may be what is really needed first.

- Assessment of client employment and training needs is either nonexistent or weak.

- Rural areas are under served. Accessibility is difficult. Rural residents often must travel to a mid-sized community outside their county to receive services.

- The state lacks a comprehensive strategy for serving rural communities. Some rural communities are served by itinerant staff for some (but not all) programs, while other communities are not.

- Programs do not make use of computer technology (e.g., PCs, networking of systems, etc.) to serve rural communities.

- There is no systematic use of computer technology to facilitate collection and storage of intake information across programs, to share client data across programs, to track client movement through programs, and to improve program accessibility.

- Needs of employers and persons currently in the workforce are not addressed. KIT/KIR is the only program focused upon these groups and it is woefully under funded.

- The employment and training programs are insufficiently related to economic development efforts within communities. Employment and training programs and community economic development strategies and efforts are not connected.

MEETING THE NEEDS: CONCEPTUALIZATION OF A SYSTEM

Does the current set of programs meet the training and retraining needs of those currently in and trying to enter the workforce? The answer to that depends upon which side of the issue you look at. From the program point of view the answer would be yes. People served are trained or provided placement services and, in most cases, find employment. From the client point of view the answer may be yes or no, depending upon whether the client was accepted into a program or languished on a waiting list. The answer may be yes in the short-term in that the client received training and found a job, but the answer may be no if the client does not succeed in establishing long-term employment and economic independence.

Programs work best when staff providing the services are client driven or focused upon meeting the long-term needs of the client. Programs are least effective when focused solely upon program requirements with no effort made to cooperate and coordinate with other programs

iv

and service providers. Creating a system from pre-existing pieces requires extensive planning, creativity, and teamwork. But the end result could provide clients with seamless services that meet the need for a wide range of services for longer periods of time.

To design an employment and training system that meets the needs of unemployed and disadvantaged persons, those currently employed, and employers, the system must be developed based on the following key principles:

- **Focus on goal** The goal of the workforce employment and training system is to contribute to developing a highly skilled workforce that would enhance employment opportunities for the workforce and meet the workforce needs of employers.

- **Client driven** The definition of "client" is not limited to dislocated workers but encompasses disadvantaged persons, those currently employed who need to improve skills, and employers who seek to upgrade their workforce.

- **Local control** Services and the delivery of those services must be adapted to the unique problems and needs found in different regions of the state. Local officials must be empowered to tailor services to fit the needs of clients (workers and employers) in their region. This implies local identification of needs, management, and coordination must occur.

- **Flexibility and consolidation** The system must draw upon resources from various sources. Programs must be authorized or able to combine resources to tailor services to meet client needs. Maximum flexibility for coordination of the largest programs must occur to meet client needs.

- **Evaluation based upon client feedback** To ensure that the client is the dislocated worker, disadvantaged person, employee, and employer and **not** the federal or state agency, program and staff evaluations must be based upon evaluation of client satisfaction and subsequent job history.

Necessary Elements for an Effective System

1. **Establish One-Stop Career Centers**

Co-location alone will not create a coordinated system; the whole set of programs must be re-engineered into a system. The system must do more than "coordinate" among programs; it must focus upon getting the appropriate services to clients based upon an assessment of client needs. Persons who enter the system should receive assessment, information, and/or training appropriate to their needs, regardless of where they enter the system. One-Stop Career Centers would be the visible point at which those seeking employment and/or training information and services contact the system. The Centers would be the point through which the employment and

training system delivers services. The Centers must be driven by function rather than structure. The functions required include: intake, assessment, counseling/individual employment and training case management, referral services, training services, labor exchange (Job Service), and Unemployment Insurance. Staff at One-Stop Career Centers must be client focused and view themselves as a referral and coordination center.

2. Develop information systems for common intake and information exchange.

Success of One-Stop Career Centers will depend upon a well-designed information system. Information about **all** employment and training services should be available no matter where the client enters the system. Ideally, information and services for all types of programs would be available at every location or Center. Since One-Stop Career Centers cannot be located in every town, technology can be used to provide accessibility for every county. Computer terminals located in public places (e.g., courthouses or libraries) must be networked with each other and with regional and/or state administrative centers. This is essential if intake procedures are to be streamlined, client information shared and moved as clients relocate, and if client histories are to be maintained.

3. Develop a strategy for providing employment and training services to rural communities.

Expand current technology to enhance services for rural communities. Use of computer networks placed in public locations (library or court house) in every county would enable rural residents to access information and complete intake forms. The information system developed to link satellite offices and computer terminals with regional centers should experiment with other ways to link the client with information and services. Use of two-way interactive video would greatly reduce travel for clients and service providers.

4. Design a "seamless" system where there are no "wrong" doors.

Currently, where a client enters the system dictates what information and services are available, and clients may not always receive appropriate services. For example, a client who enters the system at the Unemployment Insurance office will receive UI services (if eligible) and be referred to Job Service. However, that person's UI benefits may run out before the system notices that training was needed before that person could hope to compete for a job. One-Stop Career Centers designed to be referral and coordination centers would eliminate that problem through efficient information management, needs assessment, and case management.

5. Administrative structures must be consistent with the one-stop approach.

One-Stop Career Centers cannot provide "seamless" services to clients unless the state administrative structure is altered. Area offices and local service providers will not take a systems approach to service delivery if they report to different state administrators for different programs within the employment and training service system. Each program cannot have a

vi

separate state administrator. For example, within the Department of Human Resources, the JTPA, Job Service, and Unemployment Insurance programs are managed under three separate divisions. The Unemployment Insurance program needs to be integrated with Job Service and JTPA and this must start with changes in organization at the state level. While UI and Job Service are currently co-located at the local level, co-location is not sufficient. Co-location does not equal coordination.

Other states (e.g., Oregon, Texas) created, through legislation, a council that coordinates state workforce training and job placement programs. Whether Kansas uses this approach or develops a different approach, careful thought must be given to how intra- and interagency cooperation will be guaranteed. Such high-level cooperation is essential to ensure cooperation on critical issues of common intake, assessment, integrated information systems, as well as promotion and use of the One-Stop Career Centers.

6.   **Reorganize service areas so differences in geographical boundaries that currently exist do not impede coordination of services.**

One-Stop Career Centers should be located to best serve the labor market. In rural areas where sparse populations make it impossible to have Centers in every town, regional Centers could support other local sites. Local sites could consist of a computer terminal in a public library, itinerant staff traveling to small towns, or satellite offices with reduced services. Again, a well designed information system should ensure that information regarding the employment and training system can be easily accessed in all parts of the state.

7.   **Staff training must occur to insure that staff skills are consistent with the demands of the One-Stop Career Centers.**

Staff currently providing services through the many employment and training programs must be cross trained to insure that they are knowledgeable regarding all services available through One-Stop Career Centers. Training should include two components, inter-program training and labor market training. Inter-program or cross training would ensure that staff have a working knowledge of the entire system. Labor market training would ensure that staff understand how the labor market functions in their area and barriers to employment that today's unemployed face. This will enable them to think in terms of how clients will fit into the labor market and what it will take to prepare clients to enter the labor market and survive in it for the long term.

8.   **ABE, GED, Community College and AVTS programs are a critical part of the system.**

Training institutions know how to train and should be an important part of any employment and training system. Examples of excellent programs exist (e.g., Kansas City Community College's College Prep Program). ABE programs need support for development of curricula on functional illiteracy and teacher training. ABE programs are the only programs

focused upon preparing clients for the reading and math skills needed in employment. These programs and institutions must be a strong component of the system, both in planning the system and as key service providers.

9.   KIT/KIR programs are a critical part of the system.

KIT/KIR programs are the only ones which focus upon training needs of business and industry rather than upon those of the individual. These programs should be an important part of the employment and training system and need to be funded adequately to better meet the retraining needs of existing businesses.

INTRODUCTION

A key component of any economic development strategy is a well-educated, highly-skilled workforce. The new economic development strategy for Kansas, *A Kansas Vision*, recognizes the importance of high-skill and high-wage jobs and recognizes that these will not be created and retained in the state if the education and job-training system does not produce graduates and workers who can compete on an international scale with the best and most highly skilled workers of the world.

U.S. Secretary of Labor Robert Reich and the Clinton administration also recognize the importance of training and retraining. They have proposed significant reforms in education and job training.[2] The present system has many problems:

- The fragmented nature of the different programs makes it difficult for the displaced worker to find assistance.

- Labor market information is lacking.

- More emphasis is placed upon documenting that the displaced workers are looking for jobs rather than helping them find jobs.

- Workers who need retraining find it difficult to identify where to find information and assistance.

To address these problems, the Reemployment Act of 1994 would establish a single standard of eligibility to all permanently laid-off workers without regard to cause of dislocation. Outreach would be improved, making the unemployment system more responsive to the needs of the dislocated worker. Services would be individualized or tailored to meet the needs of the individual. Initial re-employment services would be available to all eligible workers and more intensive assistance would be available to those needing such assistance. Education and retraining efforts would be expanded and quality improved. Retraining income support would be provided to those workers with experience and a good employment record. The program would be organized and operated through a system of Career Centers that would provide comprehensive services to dislocated workers. And finally, program performance and outcome measures would ensure accountability in quality of services and outcomes to workers, employers, and the local community through continuous feedback from employers and workers.

A very important part of the Reemployment Act is the creation of One-Stop Career

---

[2]*The Workforce Security Act of 1994*, The United States Department of Labor, Employment and Training Administration, Consultation Paper, January, 1994.

Centers. These centers would give students, workers, unemployed persons, employers, and others access to basic services at no charge in states which have successfully competed for one-stop implementation grants. To qualify, states would commit to the basic features of universal eligibility for all persons and employers, a standard set of core services, and a system which offers customers a choice of One-Stop Career Centers. These centers would incorporate a state and local governance structure that integrated a broad range of employment and training programs and clear performance measures. To remove barriers to implementation, any state could request a waiver of statutory, regulatory, or administrative provisions that block the progress in achieving the goals of the One-Stop Career Centers. Within basic parameters, states, in conjunction with local entities, would have the flexibility to develop governance structures, accountability, and fund flow. Rather than creating a new layer of bureaucracy, the governance system would support development of a unified and streamlined structure for all programs to achieve a more efficient, flexible environment for those both delivering and receiving services. Performance would be evaluated through customer surveys to underscore customer choice as a basic service delivery principle. Thus, One-Stop Career Centers should foster a new customer orientation which forms a relationship between Local, State, and Federal partners (Customer Service Compact Process).

Kansas Senator Nancy Kassebaum has recommended even more far-reaching changes (S.1943). This bill, submitted to the Committee on Labor and Human Resources by Senators Kassebaum, Kerrey, Durenberger, and Chafee, would consolidate Federal employment training programs and create a new process and structure for funding the programs. In her statement in the Congressional Record (March 17, 1994), Senator Kassebaum noted that the few limited programs in existence in the late sixties

> "has exploded today into a confusing maze of 154 separate programs, costing almost $25 billion a year. Those programs are hamstrung by duplication, waste, and conflicting regulations that too often leave program trainees no better off than when they started. It is a system with more than 60 separate programs targeted at the economically disadvantaged, with for example, 34 literacy programs aimed at reaching the same group. It is a system with six different standards for defining income eligibility levels, five for defining family or household income, and five for defining what is included in income. It is a system which lacks any effective means for determining whether or not programs actually work."

According to Kassebaum, her Job Training Consolidation Act differs from the Clinton administration's approach in three aspects:

1. "Its focus is not limited to just the dislocated worker programs, but rather encompasses all Federal job training efforts."

2. "It does not call for additional new funding and does not create new categories for entitlement spending."

3.   "It offers, immediately, the opportunity for States and localities to combine resources to tailor programs to meet current needs in a way that the States themselves believe is necessary to meet the particular concerns of a community or the State as a whole."

To overhaul the entire system and create a single coherent approach to employment training, the legislation does two things:

First it establishes a public-private partnership at the Federal level to consolidate all existing programs after a two-year transition period.

Second, it grants broad waivers to States to allow maximum flexibility for coordination of the largest programs to meet local needs (e.g., immediate help for the jobless).

The result would be the transfer of responsibility for job training to the States and to local communities, with involvement of employers required at all stages of the process. The goal is an integrated system that would assure job seekers information about all available employment and training services, no matter where they first applied for services.

Some states have already begun to address the issues being discussed at the federal level. Iowa is piloting One-Stop Centers and Oregon is a pace setter. The Oregon Education Act for the 21st Century set out the blueprint for a radically different system of education. In 1993, the Legislature provided the funding needed to further development of skills centers as alternatives to traditional high schools and apprenticeship programs. In addition the Workforce Quality Council, an independent agency, continues to act as the chief coordinator of state workforce development programs. It coordinates education, training, and job placement programs, develops state policy and goals for building a highly skilled workforce, sets accountability standards, and oversees the implementation of key education and training programs. The effectiveness of workforce programs are measured by a series of benchmarks established in statute.

A system for tracking the job market experiences of school graduates and training program participants is also being developed by the council. Agencies receiving workforce development funds must provide identifying information to enable the council to track employment outcomes of training programs. In addition, Regional Workforce Quality Committees were established in 1991 to eliminate duplication and bring focus and organization to local training and placement services. The Workforce Quality Council distributes grants to these regional committees for locally identified workforce development needs. Grants are based on population, unemployment, personal income, and merit of proposals. The purpose of the grants is to increase professional technical enrollments, aid displaced workers, and raise the skill levels of the workforce.

Oregon is also working to electronically interconnect the participant records of education and training programs with wage histories maintained. This interagency effort will provide a basis for evaluating education and training programs.

Texas is also attempting to streamline the administration of training programs. The Texas Council on Workforce and Economic Competitiveness Act (Senate Bill 642) seeks to create a council on workforce and economic competitiveness, create local Workforce Development boards, and develop an integrated state and local delivery system. The Council on Workforce and Economic Competitiveness would assume responsibility for the state advisory councils that are connected with JTPA, Carl D. Perkins Vocational and Applied Technology Act, National and Community Service Act of 1990, Adult Education Act, Wagner-Peyser Act (Part F, Subchapter IV), Social Security Act, Food Stamp Act, Employment Program and National Literacy Act of 1991. Functions and responsibilities of the Council would include strategic planning, labor market information system, common client application process, consolidation plan for state level programs, integrated service delivery, skills standards and certification. The Local Workforce Development Centers would facilitate labor market information, common intake and eligibility determination, independent assessment of individual needs, centralized and continuous case management and counseling, individual referral for services, and support services (including child care, loans, and other forms of financial assistance required to participate and complete training).

Missouri, in a recent policy report by Jobs for the Future, Inc.[3], recommended that market-driven workforce preparation be developed. To address the problems facing the current system, especially coordination across programs, the following recommendations were outlined:

1.   Develop a "no wrong door" system. Comprehensive information would be available through Area Vocational Schools, community colleges, JTPA offices, Employment Security offices, etc. This would provide widespread access and less travel for clients.

2.   Develop a uniform database to be used by all agencies involved in job training.

3.   Business and industry should play a larger role in job training and workforce preparation.

4.   Workforce preparation should have a "school-to-work" transition component.

5.   Vocational education must be recognized as a part of any workforce preparation system.

6.   Secondary school counselors must be trained to emphasize programs for noncollege bound students.

The reform of the training system is a recurring theme. In *Statewide Training and Employment Policy: Implementation Plan (Draft)*, the Missouri Training and Employment Council makes seven recommendations:

---

[3] *The Missouri Challenge.* January, 1991.

Goal 1. Design a comprehensive employment and training system that incorporates all the elements of the statewide training and employment policy.

Goal 2. Provide a streamlined intake and assessment process for those seeking training and employment assistance.

Goal 3. Allow workers with obsolete or inadequate skills to upgrade skills while retaining employment.

Goal 4. Retrain workers displaced by high technology or industry and plant closings.

Goal 5. Involve business and industry in the planning, operation, and evaluation of training programs.

Goal 6. Encourage and assist local educational agencies, vocational technical schools, and post-secondary institutions to coordinate their curricula and course selections with the changing needs of business and industry.

Goal 7. Develop programs to improve use of apprenticeship as a method of instruction.

In order to remain competitive, Kansas has been examining how employment and training services are delivered to its citizens. Kansas Inc.'s updated economic development strategy, *A Kansas Vision*, includes a goal to have "a high skilled work force that is internationally competitive."

A recent study conducted by Kansas Inc. provided an empirical examination of the state's major labor force training and retraining programs.[4] This study identified problems and found that labor force training programs need to be restructured to create a statewide system. The report concluded that superficial coordination efforts do not result in effective service delivery that truly addresses skill and competency needs of workers and businesses. Employment and training programs must be a part of the state's economic development strategy. These programs must not be aimed solely at equity concerns but must assist workers and employers. To the extent that the programs are successful, Kansas employers will have workers that are highly skilled. The potential economic development payoff for Kansas is clear: a highly-skilled work force can compete for high skill, high-wage jobs.

To ensure that Kansas has a high skilled work force that is internationally competitive, the Kansas Inc. study of the state's training and retraining programs proposed six policy options:

---

[4]Hessell, S. and Clarke, S. (1993). *The Kansas Labor Force Education and Training System: An Analysis of Program and System Coordination.* Report to the Joint Committee on Economic Development. Kansas Inc., Topeka, KS.

1. "Create pilot projects in four or five geographical areas to consolidate training and employment services in one office under complete authority of a regional manager.

2. Reorganize community colleges and AVTSs into regional Colleges of Technology.

3. Reorganize the JTPA's Service Delivery Areas (SDAs) and reconfigure all regional and service delivery areas to conform with these new boundaries. New Regional Employment and Training Councils should be established to coordinate all applicable programs.

4. Create an Employee Skill Enhancement Incentives program.

5. Fund the on-going development of state and regional employment projections.

6. Require each KIT and KIR project to have a coordination agreement between the business and either a community college, AVTS, or regents' university."

Reaction to this study included the Legislature requesting a response from the Department of Human Resources (DHR). The DHR response included applying for a federal grant to fund One-Stop Career Centers. DHR also applied for and received a federal grant for $425,000 to provide computers for 130 community libraries. These computers would make the job listing service (ALEX) available in communities that do not have Job Service offices. The grant is currently being modified to take advantage of new interactive technology. DHR is also considering several ways of reorganizing Service Delivery Areas to ensure that JTPA (Job Training Partnership Act) and Job Service service delivery areas are congruent with the state's natural labor markets. The Department also plans to have five centers as prototype career centers, featuring co-location of Job Service, JTPA, and Unemployment Insurance to focus upon improving services to customers through improved coordination of services.

It is clear from this brief overview of activity at the federal and state level that the trend is away from "a confusing maze of separate programs" toward an integrated system that assures job seekers comprehensive employment and training services. Federal and state governments are taking steps to ensure that the workforce is and remains well-educated and highly skilled by streamlining employment and training services.

PURPOSE OF STUDY

To maintain a healthy economy in the global market and technology driven environment of this decade and the next century, the Kansas workforce must be highly skilled and internationally competitive. To create and maintain such a workforce, the state must have a multifaceted human capital strategy that brings the education, employment, training, and

6

retraining dimensions into an integrated, holistic system that is capable of meeting the evolving needs of Kansas employers.

There are two basic parts for such a system. The first is the education and training that underpins initial entry of young Kansans to the world of work. Key components in this area are world class K through 12 education and an effective system of school-to-work transition including tech prep and other vocational, technical, and professional career preparation paths. These areas are outside the scope of this study.

The second part of a system is employment and training programs for the existing workforce. These include employer and public funded training and retraining, as well as adult basic education, and embrace those who are working and those who are not. The predominant emphasis of federally mandated employment and training programs is on the marginal workforce, those who are unemployed or underemployed, or out of the labor force because they are discouraged, or who are on the bubble of employment and unemployment because of skill obsolescence and other factors.

The focus of this study is on the employment and training programs for the existing workforce. Kansas faces a challenge of bringing high wage, and thus high skill, jobs to rural as well as urban areas. This study has included rural communities in southeast and western Kansas for several reasons. It is important for rural communities to have highly-skilled workers for firms to be competitive. If urban areas attract the high-skill workers with high-wage jobs, rural communities will be left with low wage jobs that compete in global markets based upon low wages rather than high skills. Incomes are already lower in rural communities, so rural communities need special attention to ensure that competition with other countries for jobs does not lead to lower standards of living. The outcome would be a state whose rural areas are poor compared to wealthier urban areas.

Kansas is a state of small businesses. Small Kansas businesses, especially manufacturing firms, are already struggling in the face of rapid changes in technology.[4] These firms struggle to keep up with changes in equipment, processes, and business management. For example, they often do not have enough resources to buy state-of-the art equipment and do not have workers available with the computer and math skills needed to operate the equipment. These businesses need their workers to have access to training programs that would enable them to improve basic skills (e.g., math, communication) as well as technical skills. These firms may not be able to pay the full cost for employee training. If state and federally sponsored training programs are not available to rural residents and workers employed by small businesses, then that training will not occur. This creates an incentive for workers to move to communities where those services are available. Training and employment services are more abundant in urban areas as are high skill high wage jobs. Thus, workers, especially younger workers, seeing an increasing disparity

---

[4]Redwood, A.L., Stella, M.E., & Lewis, T.E. (1989) *"Technology Transfer and Industry Liaison for Kansas Economic Development."* Institute for Public Policy and Business Research, University of Kansas, Monograph No. 161.

between wages in rural and urban communities will be tempted to migrate to urban centers, leaving behind aging rural communities.

Under the "weakest link" theorem, the more effective the employment and training system is in responding to the needs of rural workers and businesses as well as the underemployed and unemployed and matching them to employer needs, the greater will be the overall productivity of Kansas workers and competitiveness of Kansas firms. Job training programs are not about equity; they are about increasing the overall skill level of the workforce so that those who are unemployed, underemployed or in vulnerable low-skill jobs can receive training and/or retraining to upgrade their skills. Many of these people are, with training, capable of holding high-skill, high-wage jobs. However, a system should also be able to serve the needs of highly skilled workers who seek information and services, and businesses who seek training and retraining for their workers, regardless of their skill level. While our recommendations focus upon designing a system that serves the needs of all workers and businesses, the study focuses on how employment and training programs meet the needs of rural workers and the least skilled portion of the workforce. The purpose of this study was to:

- determine if a system exists;

- examine issues of program administration at the local level;

- examine issues of service availability and delivery at the local level;

- examine issues of coordination at the local level; and

- discuss policy options for creating a well coordinated workforce education and training system.

PROCEDURES

To determine what exists at the local level, four area studies were conducted. In-depth interviews were conducted with program supervisors and/or service providers in four regions:

1. Kansas City, Kansas metropolitan area: Johnson and Wyandotte counties;

2. Southeast Kansas: Bourbon, Crawford, and Montgomery counties;

3. Wichita area: Sedgwick and Butler counties; and

4. Western Kansas: Hays in Ellis county, Hill City in Graham county.

In each region key personnel from the following programs and constituencies were interviewed:

- Job Training Partnership Act (training and employment program);

- KanWork (training program);

- Job Service (job screening and job placement program);

- Unemployment Insurance (insurance program);

- Adult Basic Education (training program);

- Community colleges and/or AVTS (training programs); and

- Business leaders or Chambers of Commerce.

Each interview included questions regarding intake, assessment, services provided, job placement, inter-program coordination, co-location, geographic jurisdiction, and business input. In this way, a description or story of how programs actually work could be constructed. It was important to talk to persons who had a first-hand knowledge or regular contact with the distribution of the program's goods and services. These front-line administrators are the final implementors of public policy so they are the best source for telling the program's story. Who is served? Where are they served? How they are served? What happens when services cannot be provided? What interferes with provision of services?

Interviews were also conducted at the state level to provide the broader context within which each program exists. Key administrators within several agencies were interviewed: Department of Human Resources, such as the division of Employment and Training and the Employment Security division; Department of Social and Rehabilitative Services, KanWork program; Department of Commerce and Housing, Work Force Training, Industrial Development Division.

Information gathered during interviews was analyzed to identify how programs were implemented, similarities and differences between services provided, and similarities and differences within and across programs, within and across geographical regions. Differences could exist depending upon specific conditions faced in each region or in each program. Differences could be due to the formal rules under which the service provider must operate, the type of client contacting the program, etc. Where programs were found to be similar across the state, only one story will be reported. Where programs were found to be facing different conditions or were responding differently across regions, more than one story will be reported (e.g., urban vs. rural; southeast vs. western Kansas). From these stories, a picture of what exists now will emerge.
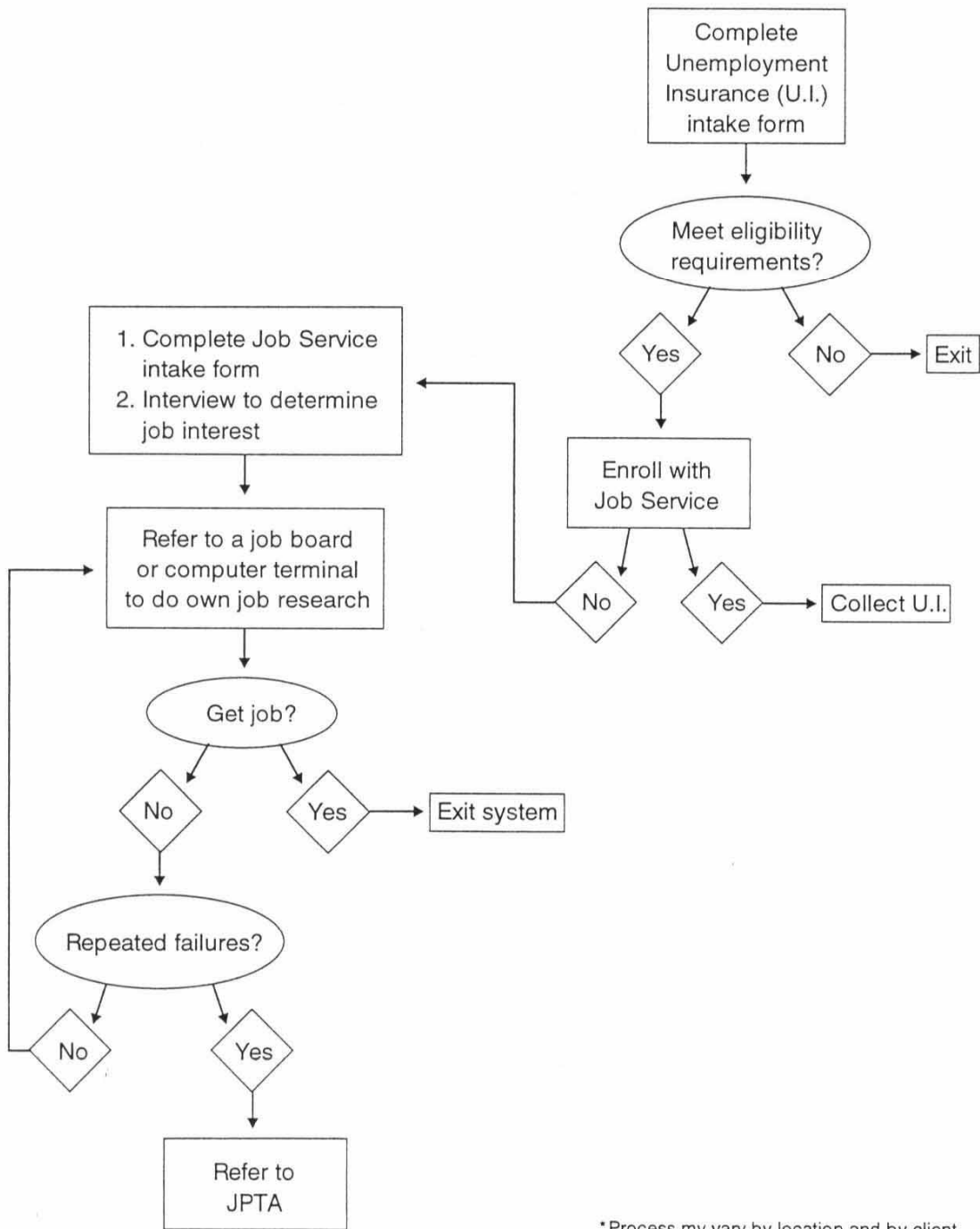
WHAT EXISTS NOW?

PROGRAM PATCHWORK

The State of Kansas has many state and federally funded and administered workforce training and employment-related programs and many more offered by labor unions and private businesses. However, Kansas does not have a workforce employment and training system. The existing state and federal programs were not conceived or implemented as an integrated system; rather, they were developed in response to federal mandates. The resulting patchwork of programs, while meeting the requirements of the initial legislation, creates real barriers to program service providers trying to meet the needs of the consumer -- persons who need training before they can even compete for a job, and those who need training and related assistance to keep their job or improve their skills. As the complexity of a person's employment-related needs increases so does the likelihood of encountering the barriers created by the lack of an integrated system. Thus, the client needing basic training to become employable faces much duplication (e.g., multiple application forms) and multiple referrals before obtaining all the services needed to be able to complete the training needed to obtain a job with a real career path or prospects for long term employment that provides benefits and a living wage.

To demonstrate this point, follow the progress of two hypothetical groups or types of clients through a generalized description of the current system: the temporarily unemployed or dislocated worker with job skills; and the chronically unemployed with no job skills. Persons who are temporarily unemployed with job skills will apply for Unemployment Insurance (UI). Intake forms must be completed and, if they meet UI eligibility requirements, they will receive UI benefits if they enroll with Job Service (complete intake form and have interview) and actively seek employment (Figure 1). At Job Service, they are referred to the job board or computer terminal where available jobs are listed. Essentially, clients conduct their own job search until they get a job or until repeated failures alert the program that this person should be referred to other programs (e.g., JTPA) to receive training or they drop out of the system. Practice varies depending on how closely Job Service and JTPA are linked in an area.[5]

The chronically unemployed with no job skills face a much more complicated process (Figure 2). For example a client who receives AFDC (Aid to Families with Dependent Children) payments and whose children are three years or older is eligible for KanWork. In some areas of the state, KanWork services are not available. However, in areas where it is available, the client goes through the intake process, is assigned a case worker, is assessed or tested, and develops an individual self-sufficiency plan. If the person needs Adult Basic Education training, referral to an ABE program occurs. If other types of training are needed, referrals to appropriate training programs are made. If the clients have a high school diploma, have worked at least six months

---

[5]These flow charts are **not** designed to depict every variation that can occur as clients enter and participate in a program; rather, they are designed to provide a simplified, visual picture of the way programs are experienced by clients. We recognize that different things can and do happen with different clients, but it would be impossible to report all variations that might occur across the state.

Figure 1
Temporarily Unemployed with Job Skills:
Generalized Description*

* Process my vary by location and by client.

Figure 2
Chronicalily Unemployed with No Job Skills:
Generalized Description of AFDC Client*

```
┌─────────────────────────────────────────────────┐
│              SRS - KanWork                        │
│  !.  Fill out application                         │
│  2.  Assigned caseworker                          │
│  3.  Assessment (Kansas Competency Test: SRS & DHR)│
│  4.  Develop individual self-suffiency plan       │
└─────────────────────────────────────────────────┘
```

Has high school diploma & worked 6+ months?

Yes → Job ready?

No → Referred to ABE, Community College, AVTS, or JTPA

Job ready?
- Yes → DHR Job Service
- No → SRS does on-the-job-training (OJT) / DHR developes OJT contract

DHR Job Service → DHR does Follow-up assessment → Exit

Send to ABE?
- Yes

1. Complete application form
2. Bring test scores from KanWork
3. Do more tests (optional)
4. Train
5. SRS case manager supervises problems (drugs, family, etc.)
6. ABE reports progress to KanWork

Job ready?
- No
- Yes

* If have children younger than three years or disabled, not eligible for KanWork.
Receive AFDC only. Process may vary by location and client.

(have a job history), and are job ready, they proceed to Job Service or to other SRS-provided job search services (Job Club). If they are not job ready, on-the-job training can be sought. Again there may be some variation in client experiences across agencies, depending upon informal and formal networking that occurs between staff of different agencies.

While it may be impossible to depict exactly what happens to clients in a simple flow chart, these generalized flow charts do begin to make several important points:

- There is no easily identified and broadly recognized point of entry for clients. An unemployed person may have no idea where to start to seek information and assistance. Where that person enters the "system" is largely up to chance. Currently, clients learn about and gain access to different services based upon where they "enter" the system. If they enter at the Unemployment Insurance point, they will get unemployment insurance, job listings at Job Service, but, in most cases, no assessment or training. If they enter at JTPA or KanWork, they are more likely to access training.

- There is no way to **screen** clients or provide **comprehensive** assessment (for those who need it) to identify which clients should be referred to which programs. If a client needs services offered by multiple agencies and/or programs, access to those services too often depends upon whether the client has a good case manager. Even with a good case manager, multiple intake or application forms must be completed. Unnecessary duplication occurs that dissipates meager resources available for those with multiple needs.

Clearly, the patchwork of programs does not provide seamless service, even when two or more programs are co-located in the same office. For example, clients complete separate intake forms for every program. What is wrong and can it be fixed? To answer these questions, the structure of key programs must be understood. Structural problems impact how services are delivered. The programs that provide the foundation of support for unemployed persons seeking jobs and job training will be used as case studies. These programs include JTPA (Job Training Partnership Act), KanWork, Job Service, Unemployment Insurance (UI), and Adult Basic Education (ABE).

LEGISLATION AND ADMINISTRATIVE STRUCTURE

Origin, Funding, and Mission

As mentioned above, the fundamental problem is that a system was not designed; programs happened. Table 1 shows that each program originated through separate legislation.[6] Funding also comes from federal or a combination of federal and state funds. Table 1 also outlines the mission of each program. JTPA, KanWork, and Adult Basic Education (ABE) focus upon training for individuals. Each targets a different population, but there is overlap. JTPA may serve clients who also quality for welfare (AFDC), and ABEs may serve clients of JTPA and KanWork as well as many other adults. ABEs differ somewhat from JTPA and KanWork in the exclusive focus upon development of basic literacy, computational, and communication skills. Technical training is not included in their services. Job Service and Unemployment Insurance (UI) programs focus exclusively upon the search for employment and providing maintenance support during that process.

KIT/KIR (Kansas Industrial Training/Kansas Industrial Retraining) focuses upon training needs of business and industry rather than upon those of the individual. This is the only program with this focus. About 75 percent of the contracts fund training for existing companies and the remaining 25 percent funds projects for new industries. The program is market driven; funds go to those who apply. Applications come from urban and rural companies. Applicants are recruited through community colleges, AVTSs, and Chamber of Commerce connections. In FY 1994, approximately 55 percent of firms receiving KIT/KIR funds were located in rural communities. While the program is very useful and many firms would like to use it, sufficient funding is not available to meet the needs. For example, KIR funds are now awarded on a competitive basis. During the first and second round of competition for FY 1995 funds, 18 proposals were received and nine were funded. The total amount awarded was $350,000 out of a potential $1,991,902 (50 percent of the costs for all 18 training projects). Clearly there is a large need for retraining of employees by existing Kansas firms and a very small amount of state assistance available to help defray those costs. Those who administer this program constantly face the task of "making companies feel happy about getting fewer dollars."

Lines of Command

Programs are administered by different agencies at the federal level, and by different agencies or different parts of the same agency at the state level (Table 2). By the time regional administrative lines are added, the organizational picture becomes very complicated. This has serious implications for service delivery.

---

[6]For a complete description of program-enacting legislation and statutory provision, see Hessell, S. and Clarke, S. (1993). *The Kansas Labor Force Education and Training System: An Analysis of Program and System Coordination.* Report to the Joint Committee on Economic Development. Kansas Inc., Topeka, KS.

Table 1

PROGRAM HISTORY:
ORIGIN, FUNDING, MISSION

Program	Origin	Funding Source	Mission/Objective
JTPA	US Congress	Federal	Prepare youth & young adults facing serious barriers to employment by providing job training & other services that will result in increased employment/earnings/skills
KanWork (JOBS)	KS Legislature (US Congress)	State with federal match (approx.60%)	Help needy families with children obtain education, training, & employment that will help them avoid long term welfare dependence. Make long-term investments in human capital, maximize the effectiveness of public resources, empower individuals/families to move toward self-sufficiency, reduce dependence on public assistance as a way of life.
Job Service	Federal Wagner-Peyser Act	Federal	Provide & facilitate quality employment & related services responsive to the needs of the people of the state.
Unemployment Insurance (UI)	US Congress	UI tax	Use federal unemployment reserves (taxes levied against state employers) to benefit the unemployed.
Adult Basic Education	US Congress	Federal & state match	Improve education opportunities for adults lacking level of literacy requisite to effective citizenship & productive employment, to expand the system for delivering adult basic education.
KIT/KIR	KS Legislature	State (EDIF)	Focus on the specific training needs of business & industry to encourage job creation & retention with the added benefit of workforce skill development

Administration of JTPA is especially complicated. The state is divided into five Service Delivery Areas (SDA). The SDAs are responsible for programs, training, and services and are governed by Private Industry Councils (PIC). PICs include representatives from the private sector, organized labor, community-based organizations, educational agencies, vocational rehabilitation agencies, public assistance agencies, and the public employment service. SDA administrative offices are located in Hays, Wichita, Kansas City, Topeka, and Pittsburg. Each PIC designates who the official recipient and administrator of JTPA funds will be. Thus, the Kansas Department of Human Resources is not responsible for all SDAs. The administrator for each area is:

SDA I (Hays)	Kansas Department of Human Resources
SDA II (Topeka)	Private Industry Council, Inc.
SDA III (KansaCity)	Private Industry Council, Inc.
SDA IV (Wichita)	
Title II[7]	City of Wichita
Title III	Kansas Department of Human Resources
SDA V (Pittsburg)	Kansas Department of Human Resources

This variability in administrative bodies across SDAs complicates any attempts to coordinate services.

Complicated administrative structures create extra burdens for service providers and their clients. Patchwork programs require clients to make multiple entries into the system to obtain the various services needed. In many regions of the state, service providers recognized that this places an extra burden upon people least likely to be able to cope. To support these clients, service providers have gone to great lengths to network across state and community level programs to establish interagency contacts and referral procedures. Co-location is not an automatic solution to coordination problems. Administrative chains of command can quickly overshadow any advantages gained. Examples of how multiple lines of command can complicate service delivery are described below.

In the Kansas City area, a client who receives services from JTPA and SRS's KanWork must complete intake forms for both programs, and has a case manager at JTPA and SRS. However, KanWork clients in the Kansas City area accepted into JTPA attend separate orientation sessions with SRS staff present. This is done to ensure that coordination occurs smoothly. Weekly meetings between staff of the two programs also facilitate sharing of all SRS paperwork and assessments with JTPA. Networking and coordination is a high priority for these service providers; and, in their words, it is "a big burden but it pays off in better services."

---

[7]Title II programs constitute the bulk of JTPA expenditures and clients, targeting economically disadvantaged youth and adults, individuals with serious barriers to employment, including dropouts, offenders, cash welfare recipients, persons with disabilities, and homeless. Title III serves terminated or laid off workers.

16

Table 2

PROGRAM ADMINISTRATIVE STRUCTURE

Program	Agency Responsible: Federal	State	Regional
JTPA	US Dept. of Labor	KS Dept. of Human Resources & KS Council on Employment & Training	5 SDAs (Service Delivery Areas) administered by KDHR (Hays & Pittsburg), PICs (Topeka, Kansas City) & City of Wichita.
KanWork	US Dept. of Health & Human Services	KS Dept. of Social & Rehabilitative Services	12 management areas of one to 25 counties
Job Service	US Dept. of Labor	KS Dept. of Human Resources, Division of Employment & Training Services	32 offices across the state
Unemployment Insurance	US Dept. of Labor	KS Dept. of Human Resources, Division of Employment Security	7 district offices and 30 itinerant locations
Adult Basic Education	US Dept. of Education	Board of Education Community Colleges & Community Education Team	39 adult education centers across the state
KIT/KIR	none	KS Dept. of Commerce & Housing, Mgr. for Workforce Training in the Industrial Development Div.	none

Job Service and Unemployment Insurance (UI) offices are co-located, each occupying half of the space of one building. However, each program has a different local manager who answers to a different division within the Kansas Department of Human Resources (Table 2). This administrative structure leads to very separate operations for these two programs, with little coordination occurring and no sharing of client data through common intake procedures.

Adult Basic Education programs (ABE) are located at different sites throughout the Kansas City, Kansas area and report to the Kansas Board of Education. Again, this structure does not provide for common intake of clients. However, local service providers work very hard to network with other programs. ABEs also provide regular reports on clients' class attendance to programs which require such information (e.g., KanWork, JTPA). One successful program at Kansas City Community College works closely with JTPA and KanWork to get people on public assistance back into school.

In southeast Kansas, KanWork is just starting in the Pittsburg area and is setting up its own structure. There is no contract between DHR and SRS; however, the supervisors in that area did sign an agreement and are exchanging information and referrals are occurring. JTPA and Job Service are co-located and the office manager supervises staff of both programs. UI is administered separately in Pittsburg. Only in Osowatomie is there co-location between Job Service and SRS.

A unique situation exists in Emporia. There is one person who works for Job Service and UI in a combined position. This person is supervised from Topeka for UI and is supervised separately for Job Service activities.

The ABE program in Pittsburg is administered by the high school and does not operate during the summer. The ABE center does not know if JTPA is currently referring persons to that ABE center. JTPA could be referring persons but there is no way to identify them as JTPA referrals.

At Fort Scott Community College, the Maximized Individual Learning Laboratory (MILL) provides an ABE program 12 months a year, day and night. It has satellite programs in Girard (open on Saturdays), Mound City (open three days and one night per week), and Uniontown/Pleasanton (tutor available). The MILL program provides all education services for SRS through a formal contract. MILL has very little contact with JTPA and avoids contact due to the large volume of paperwork required and lack of funds to cover the costs incurred.

In Wichita, JTPA (Title III), Job Service, and Unemployment Insurance are all supervised by the SDA IV supervisor who reports to the Kansas Department of Human Resources. JTPA (Title II) services are supervised by an administrator who supervises city staff operating the programs which report to the PIC. As in the Kansas City Area, clients served by both JTPA (Title II) and KanWork benefit from local efforts to create "seamless"

service. JTPA (Title II) staff work closely with KanWork staff, creating a team approach to meet each client's needs. As with the Kansas City Area, the Wichita Area staff work to network and coordinate at the local level.

The ABE program has a central facility in Wichita and 20 program sites scattered throughout the school district. ABE does testing and training for SRS and provides training services for JTPA. For the most part, coordination among programs is informal, with the ABE having developed their own network. Each summer there is a two and one half day institute where representative of all agencies meet to discuss topics such as coordination. JTPA staff periodically attend ABE staff meetings. Coordination and networking is driven by staff motivated to provide better services to clients.

Examples exist in western Kansas where several programs are co-located. In Hays, the SDA I area manager is responsible for supervising all employees of JTPA, Job Service, and Unemployment Insurance. The area manager supervises employees with respect to being on time, use of sick leave, etc. Job Service and JTPA are supervised by the area manager. However, supervisors in other locations (e.g., regional offices) are responsible for program quality or level of service for UI. For example, one UI staff person reports to Dodge City while the second reports to a supervisor in Salina. Thus, different program staff are not responsible to the office manager for program quality or level of service. This inability to supervise creates coordination problems.

Graham (Hill City) and Ellis counties are not receiving KanWork services. SRS does provide restricted services in Hays (e.g., Job Club, job search training; Life Skill Training, e.g., how to balance a check book). The Kansas Competency Test is used to determine whether a client requires a GED or ABE. The type of training is determined by what is available in the community. There is no ABE center in Hays. Persons without a high school diploma are referred to the GED program at the high school. Those who require high level training are referred to Fort Hays State University and those needing technical training are referred to the satellite vo-tech school in Hays or to Fort Hays State University.

Summary. Co-location of employment and training programs does not mean that there has been movement toward establishment of a one-stop career program. Where co-location occurs, each program is operated separately and independently with its own staff, intake forms, and operating procedures.

Co-location alone does not solve coordination problems. As demonstrated in western Kansas, having several supervisors or multiple chains of command makes it difficult to coordinate services. Coordination of services can occur where service providers are committed to overcoming barriers created by dealing with different agencies and programs. However, there is a cost in terms of time required to achieve "seamless" services. And because it is up to local service providers to achieve coordination, it does not occur uniformly across the state.
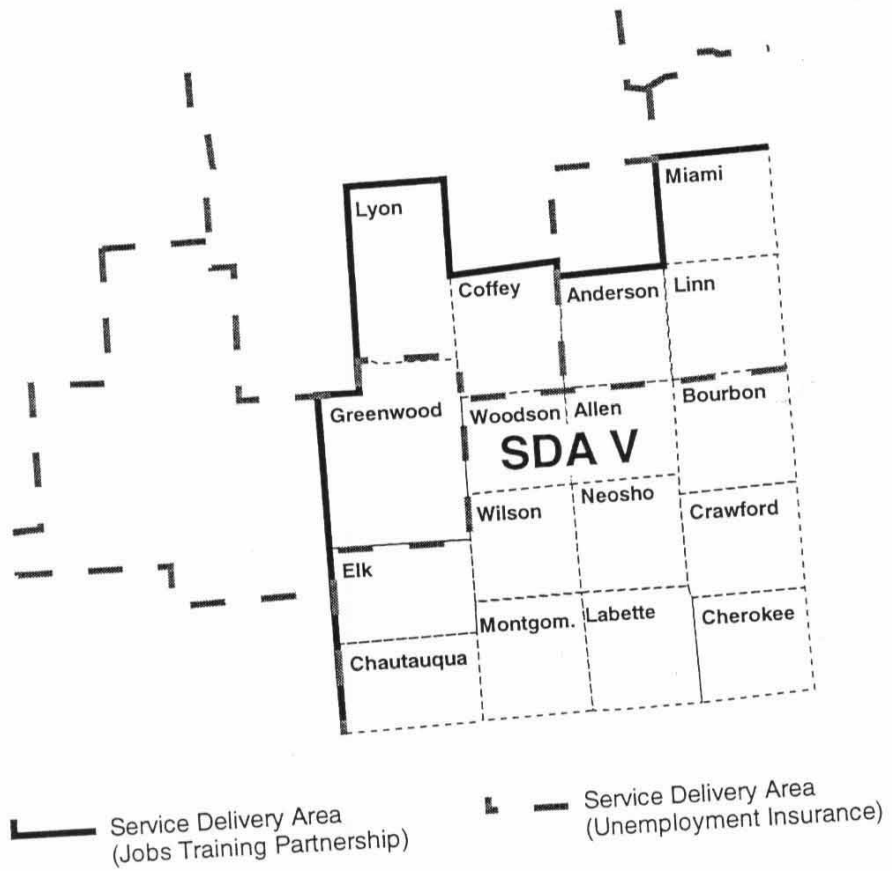
Geographic Areas Served

The patchwork metaphor becomes especially vivid when considering the geographic boundaries that constrain the administration and delivery of services at the regional level. As presented in Table 2, the state is divided into as many as 39 areas (ABE) and as few as five areas (JTPA) for regional management and delivery of services. These regions often overlap but rarely coincide exactly. Figure 3 illustrates how the areas served by two programs, JTPA (area outlined by solid black line) and Unemployment Insurance (area outlined by broken gray line), differ in southeast Kansas. See Appendix B for maps of regions served by each program.

JTPA, KanWork, Job Service, and Unemployment Insurance offices are all located within a two or three block area in downtown Kansas City, Kansas. This greatly facilitates coordination and accessing services for clients and service providers in the Wyandotte county area. JTPA and Job Service also have offices in Leavenworth, Overland Park, and Olathe. UI has offices in Kansas City, KS and Overland Park and itinerant locations in Leavenworth and Olathe. ABE programs are located in Kansas City, KS, Leavenworth, Bonner Springs, and Overland Park with its five satellite programs.

In Southeastern Kansas, SDA V administers the JTPA program. Regional boundaries of SDA V (JTPA) coincide with those of Job Service, serving 17 counties (Lyon, Miami, Coffey, Anderson, Linn, Greenwood, Woodson, Allen, Bourbon, Elk, Wilson, Neosho, Crawford, Chautauqau, Montgomery, Labette, Cherokee). Job Service subdivides SDA V into six areas, with offices in Emporia (Lyon, Miami, Coffey, Anderson, Greenwood), Chanute (Woodson, Allen, Neosho), Pittsburg (Linn, Bourbon, Crawford, Cherokee), Independence (Elk, Wilson, and northern half of Montgomery county), Coffeyville (Chautauqua and southern half of Montgomery county), and Parsons (Labette).

Areas served by UI and Job Service are not identical. The 11 county area (Woodson, Allen, Bourbon, Elk, Wilson, Neosho, Crawford, Chautauqua, Montgomery, Labette, and Cherokee) served by the Pittsburg Unemployment Insurance district office in this region is slightly smaller, even though Job Service and Unemployment Insurance are both administered by the Department of Human Resources. Itinerant locations for UI include Chanute, Parsons, Independence, and Coffeyville. The area served by KanWork is 11 counties (Anderson, Linn, Woodson, Allen, Bourbon, Wilson, Neosho, Crawford, Montgomery, Labette, Cherokee), and various ABE centers and their satellites are scattered throughout the region (Allen County Community College, Independence Community College, Coffeyville Community College, Labette County Community College, Fort Scott Community College). Lack of duplication of regions for administrative purposes makes close coordination and cooperation among programs very difficult. Any attempt to create a coordinated, seamless system must address this issue.

20

Figure 3
Geographical Boundary Discrepancies
Across Programs: Southeast Kansas

Lyon

Miami

Coffey

Anderson

Linn

Greenwood

Woodson

Allen

Bourbon

SDA V

Wilson

Neosho

Crawford

Elk

Montgom.

Labette

Cherokee

Chautauqua

Service Delivery Area
(Jobs Training Partnership)

Service Delivery Area
(Unemployment Insurance)

SDA IV (JTPA) includes Sedgwick, Butler, Kingman, Harper, Sumner, and Cowley counties. Offices are located in Wichita, El Dorado, Anthony, Wellington, and Arkansas City. The SRS (KanWork) region serving the Wichita area is limited to Sedgwick county. Surrounding counties are served by the Emporia area (Butler county as well as Marion, Morris, Chase, Lyon, Osage, Coffey, Greenwood, Elk, Cowley, and Chautauqua counties) and the Hutchinson Area (Rice, McPherson, Reno, Harvey, Kingman, Harper, and Sumner counties). Job Service has five offices serving SDA IV, which are located in Wichita (Sedgwick and Kingman counties), El Dorado (Butler), Anthony (Harper), Wellington (Sumner), and Arkansas City (Cowley). UI district office is located in Wichita, with itinerant locations in Newton (Harvey county), El Dorado (Butler), Wellington (Sumner and Harper), and Arkansas City (Cowley). ABE centers are located in Wichita, El Dorado (Butler County Community College), and Arkansas City (Cowley County Community College). Each center has one or more satellite programs.

SDA I serves western Kansas.[8] Offices are located in Goodland, Colby, Hays, Great Bend, Salina, McPherson, Hutchinson, Newton, Dodge City, Garden City, and Liberal. SRS services to western Kansas are divided into the Hays area, Garden City area, Salina area, and the Hutchinson area. Job Service has offices in Goodland, Colby, Hays, Salina, McPherson, Great Bend, Hutchinson, Newton, Garden City, Dodge City, and Liberal. UI District offices are located in Salina and Hutchinson, with itinerant locations in Concordia, Osborne, Phillipsburg, Hays, Colby, Goodland, McPherson, Great Bend, Pratt, Dodge City, Garden City, and Liberal. ABE centers are located at Hutchinson Community College, Barton County Community College, Pratt Community College, Dodge City Community College, Salina, Cloud County Community College, Colby Community College, Garden City Community College, Hays, Russell, Plainville, and Seward County Community College.

Summary. Each program serves a geographic area that overlaps with but is rarely identical with areas served by other programs, even when program staff are co-located. Lack of duplication of regions for administrative purposes makes close coordination and cooperation among programs very difficult, especially where rural areas must be served.

Accessing Services and Intake

Administrative structure and geographical issues impact the accessibility of services and the process of "enrolling" in a program (intake). In rural areas, obtaining services is not easy due to the distances and the necessity of using itinerant staff to reach thinly populated

---

[8]SDA I includes the following counties: Cheyenne, Rawlins, Decatur, Norton, Phillips, Smith, Jewell, Republic, Cloud, Mitchell, Osborne, Rooks, Graham, Sheridan, Thomas, Sherman, Wallace, Logan, Gove, Trego, Ellis, Russell, Lincoln, Ottawa, Dickinson, Morris, Saline, Ellsworth, Chase, Marion, McPherson, Rice, Barton, Rush, Ness, Lane, Scott, Wichita, Greeley, Hamilton, Kearny, Finney, Hodgeman, Pawnee, Edwards, Stafford, Reno, Harvey, Platt, Edwards, Kiowa, Ford, Hodgeman, Gray, Haskell, Grant, Stanton, Morton, Stevens, Seward, Meade, Clark, Comanche, Barber.

rural areas. Even when staff work very closely across programs or are co-located, programs always repeat the intake process, collecting identical data (name, address, phone, social security number, etc.) and very similar data (education and job history) for every client. In addition, information on employment and training programs is scattered across agencies and is not readily available to a client. Where the client first seeks assistance will largely determine what information is received.

In Kansas City, Kansas, JTPA, KanWork, Job Service, and Unemployment Insurance offices are all located within a two or three block area in the downtown area. Job Service and Unemployment Insurance offices are located in the same building. This area is served by public transportation (bus service) making it easier to get to program offices. While some service providers remarked that it would be ideal to have all program offices co-located, the current arrangement was workable. Residents of Leavenworth county have less public transportation and program offices are not located in close proximity to each other.

Although co-located, Job Service and UI do not coordinate services. Clients must repeat the intake procedure for each program. Other programs (e.g. JTPA, KanWork) report that they will use client information from other agencies or programs whenever it is available (i.e., when the information accompanies the client). For example, JTPA is willing to use results of the Kansas Competency Test administered by SRS. They will also use an Individual Employability Plan that a client may have developed through SRS's KanWork program to avoid putting the client through that career counseling process twice. However, all programs still do their own intake. In order to gain access to services, clients must complete application or intake forms for each program. Basic information such as name, address, sex, Social Security number, etc., is duplicated unnecessarily as it is collected and stored repeatedly for each client across programs.

For clients seeking JTPA services, the following forms must be completed: Preliminary application for JTPA programs (unique to this area), JTPA Eligibility Assessment, Objective Assessment, Individual Service Strategy (not done if SRS Individual Employability Plan available). To participate in KanWork, the general SRS Application for Food Stamps, Cash Assistance and Medical Assistance is completed followed by any number of forms depending upon type of services needed (Application/Eligibility for Child Care Subsidy, G.E.D. Test Recommendation, Employment Preparation Services, Job Readiness Determination, Application Work History Record, Self-Sufficiency Agreement, EPS Training Questionnaire, Training Plan Authorization, ESL/ABE/GED Verification Form). When the client is referred to an ABE program, another intake form is completed. When it is time to use Job Service to find a job, the Work Application form is completed.

SRS keeps client records stored on computers so information can be electronically transferred from one program to another within the agency. However, incompatibility of systems and software preclude sharing information across agencies and sometimes within agencies. For example, while Job Service and UI are co-located, client records or

information are not shared.

There has been no significant movement toward sharing client information through a local network in any of the four areas studied. When a client is referred from one program to another there is no means to facilitate the transition by providing the receiving program with client information. The client must start over as a new entrant each time referral to a new program occurs.

Accessibility of services varies depending upon where in the state clients live. In southeast Kansas, it even depends upon where in southeast Kansas clients live. Interviews with service providers in Pittsburg and Fort Scott revealed how itinerant workers and satellite offices are used to try to make services available to residents in counties which have no district or permanent office. For example, persons living in Pittsburg and in Crawford county probably find it easier to access programs such as JTPA than do residents of Bourbon county. Offices are located in Pittsburg so residents of Bourbon county are served by a satellite office in Fort Scott. One JTPA person is responsible for Bourbon and Linn counties and travels to them approximately one day per week. Indeed, every county has a JTPA itinerant staff person visiting the county on a scheduled basis. Job Service prefers to have clients come to Pittsburg to use the labor exchange services. A person could mail in a registration for Job Service, but that is not common. Job Service would like to have self registration by computer available in every county, but that is not yet possible. The proposed system would allow a person to register for Job Service from a computer terminal and also have access to job listings through this computer network. Like Job Service, Unemployment Insurance services to Bourbon county are also provided via mail or by clients driving to Pittsburg. The implication for rural residents is that services are less accessible. They have a choice of waiting for itinerant staff or traveling to a center to receive services. None of the programs makes use of technology to serve rural communities.

The JTPA Eligibility Assessment form used in Pittsburgh is the same as that used in other parts of SDA V (e.g., Coffeyville). It is also identical to that used in SDA III (Kansas City area). The intake situation is not coordinated among programs. Clients must complete application or intake forms for each program they enter.

The same general pattern prevails in Wichita. Agency offices are not co-located, other than Job Service and UI. A person arrives at an office, mostly by chance, but also by referral. Intake recurs at each office on each entry. Assessment is limited at best, or not necessarily by the right agency (e.g., SRS assessment of job readiness). Intake and assessment are largely oriented to the narrow, particular function or service provided by each office. It is not comprehensive vis-a´-vis the potential array of needs of an unemployed person.

Within this framework of independent operations by agencies, notable examples of close cooperation exist in the referral process, including KanWork--JTPA, JTPA-- Job

24

Service, and JTPA--ABE. This cooperation largely extends to making the system or relationship work with greater effectiveness than would otherwise occur. It does not extend to modification or change in an agency's own processes, such as modifying the intake process to serve the other agency's requirements, and vice versa. From the perspective of the client, it can only be characterized as unfriendly and bureaucratic.
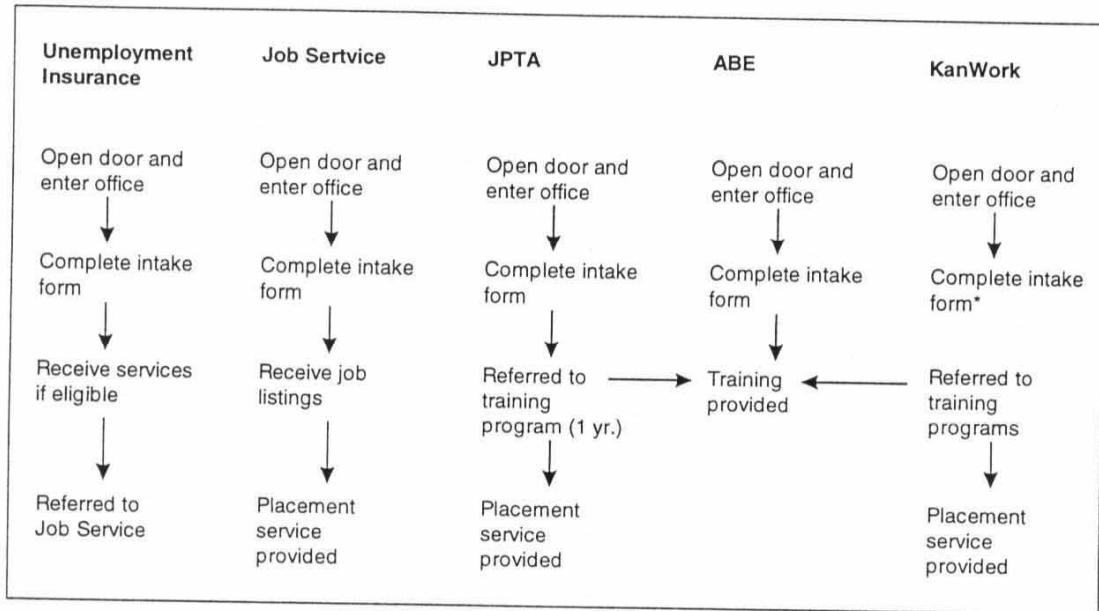
As in southeast Kansas, services in western Kansas are provided by a combination of permanent office locations and itinerant staff traveling to satellite locations on a regularly scheduled basis. Because of the very sparse population in some parts of western Kansas there is a very low volume of activity. In this part of the state, program accessibility could be greatly improved with a computer system. A computer in every county, possibly located at a library or city hall, could be used to register clients for services. When clients have limited access to itinerant service providers or must travel long distances to district offices, dealing with multiple intake forms and multiple uncoordinated programs may begin to feel like a very large burden.

For example, in Graham County, residents have no computer terminal for accessing Job Service information. They must either drive to Hays or call the Hays office. A form is mailed to those who call. Once the form is mailed back to the Hays office, a telephone interview is done.

Summary. Accessing employment and training services in Kansas is not a simple matter. Where to go is not an easy question to answer for many because there is no easily identified and broadly recognized point of entry for those needing employment and training services. An unemployed person may have no idea where to start to seek information and zassistance. Where that person enters the "system" is largely based upon chance. Currently, clients learn about and gain access to different services based upon what they learn from family and friends and where they "enter" the system. If they enter at the Unemployment Insurance entry point, they will get unemployment insurance, referral to Job Service for job listings, but, in most cases, no assessment or training. If they enter at JTPA or KanWork, they are more likely to access training but may not be referred to Job Service if placement services are available at their particular JTPA or KanWork site. Thus, the door a client opens may or may not lead to other "doors" or services needed. As illustrated in Figure 4, each and every intake is a new and different adventure, rather than a smooth progression through various levels of service.

Intake forms vary within and across programs. While JTPA Eligibility Assessment forms are almost identical across SDAs, some offices have added another intake form -- a preliminary application form -- that is unique to that area or location. Thus, clients requiring the services of multiple programs must complete multiple forms which all contain certain identical requests for information. This not only creates an annoyance factor for clients but also creates costs for processing and storing identical information across programs. For example, a client in Hays who starts with the Unemployment Insurance program and is subsequently referred to Job Service and JTPS will complete four separate applications, even though these programs are co-located.

25

Figure 4
Accessing Services: Current Situation

Unemployment Insurance	Job Sertvice	JPTA	ABE	KanWork
Open door and enter office	Open door and enter office	Open door and enter office	Open door and enter office	Open door and enter office
↓	↓	↓	↓	↓
Complete intake form	Complete intake form	Complete intake form	Complete intake form	Complete intake form*
↓	↓	↓	↓	↓
Receive services if eligible	Receive job listings	Referred to training program (1 yr.) →	Training provided ←	Referred to training programs
↓	↓	↓		↓
Referred to Job Service	Placement service provided	Placement service provided		Placement service provided

*All SRS clients currently enter through one common SRS intake procedure. Those who meet program criteria are automatically referred to KanWork and records transferred electronically--if there is a KanWork program serving that area of the state. In areas of the state where it is available, KanWork cannot provide services to all who are eligible for the progam.

Program accessibility is an important issue, especially in rural areas. Because of the low volume of activity in sparsely populated areas, residents can access services by finding application forms in court houses or other public locations or phone area offices in other towns, try to connect with itinerant staff as they travel through an area, or drive to a district or area office. Rural residents do not get to talk to a staff person as readily as an urban resident, and they face delays in services when forms must be obtained and returned by mail. None of the programs make use of technology to serve rural communities to ease the burden of accessing services faced by rural residents.

SERVICES PROVIDED

Training programs developed by separate legislation and administered by different agencies result in duplication of services, fragmentation of services, and an absence of or rationing of comprehensive, medium- to long-range interventions for those needing extensive services to avoid welfare dependence. Again, the services that a client receives

26

depend more upon which "door" or program was entered first (often by chance) than upon what services that client actually needs. If clients go to JTPA (and meet eligibility criteria), training is provided; if clients go to Job Service, they receive job placement service in the form of job listings; if clients go to an ABE, they receive basic skill training.

What the clients get at the "door" or program entered may or may not be appropriate or sufficient to meet their needs. Unemployment today is less likely to be "simple" cyclical unemployment, people who are "between jobs" as a result of business cycles. Today, the unemployed are more likely to need extensive training in basic skills, as well as technical skill training, because they have skills that are no longer in demand, out of date (replaced by technology), or used by an industry that has disappeared (ceased to exist or moved). Within this group of structurally unemployed is a subgroup of those who not only have few or no skills but also face many personal barriers to employment (e.g., child care, transportation, substance abuse, etc.). These persons need extensive services for an extended period of time, in order to complete training needed to launch them in jobs that provide benefits and a living wage. These are, in the words of one service provider, "expensive people."

Programs most likely to encounter these expensive clients are Job Service, JTPA, and KanWork. The primary service provided by the latter two programs includes training that hopefully leads to employment (Table 3). Populations targeted by JTPA are unemployed adults and youth and dislocated workers. KanWork serves parents receiving AFDC. Both programs can fund training for one year. Before these populations can compete for good jobs, they may need to improve basic reading and computational skills, obtain a GED, and also receive technical skill training. Doing all of this in one year is often impossible. Service providers try to coordinate efforts as much as possible to ensure that funds are used in a way that extends training as long as possible. In addition, service providers report that they help clients seek other sources of funding, such as Pell grants, to pay for long term training goals that clients may have, such as obtaining an Associate or Bachelor degree. However, because a coordinated system does not exist, these efforts depend upon the commitment and energy of individual service providers. Thus, differences in level of services received by clients probably varies. Nor can it be assumed that such coordination and maximizing of resources occurs in all cases.

Service providers report that they attempt to maximize the effectiveness of public resources by referring clients to other programs as much as possible, but, as with intake, certain activities can be repeated when clients are referred. The act of maximizing resources by making referrals increases the probability of duplication or repetition for the client. While this is less than ideal from the client's perspective, it is also more costly and less efficient from a system point of view. Besides duplication of services, the absence of a well-designed system increases the risk that important services will not be offered or that they will be offered inadequately. Any system focused upon workforce training must provide or consider several categories of services: assessment, job/career planning, training, placement, and support.

Table 3

EMPHASIS OF PROGRAM
AT THE LOCAL LEVEL

Program Population	Primary Service:	Primary Served:
JTPA	Training for employment	Unemployed adults & youth, dislocated workers
KanWork	Support services/training needed to become employable	AFDC parent
Job Service	Employee screening service for business and industry; employee referral to job openings	Anyone who registers
Unemployment Insurance	Distribution of unemployment insurance funds	Those who have wage credits, have justifiable job termination, & are able to work
Adult Basic Education	Instruction below the college level in reading, writing, computation, parenting, GED preparation, ESL.	Adults living in Kansas
KIT/KIR	Training for businesses which will create or retain jobs	KS businesses

Assessment

Table 4 presents a list of services provided directly or through referral (R) to other programs. Assessment services are sketchy. Clients entering in some programs will receive some form of assessment while clients entering in other programs will not. Programs that provide training (JTPA, KanWork, ABE) formally assess academic skills; Job Service and Unemployment Insurance do not.

Assessment typically evaluates performance at or below the eighth grade skill level using the Kansas Competency Test. This serves the needs of programs like JTPA and KanWork, who share test results when serving the same client. These programs need a cursory assessment that quickly enables them to determine whether the client should be referred to an ABE program. For those service providers and/or clients interested in developing mid- to long-term training plans to make the client competitive for good jobs and launch them upon a career path, more extensive assessment is needed. KanWork will pay for assessment of training needs and some ABEs use additional assessment instruments. The Kansas Competency Test gives a grade level score and shows deficiencies but has been criticized as not being sensitive or comprehensive enough to pinpoint educational needs. In identifying training needs, perhaps both are needed. While Table 4 suggests that assessment of academic skills is well covered by programs providing training services, there may be considerable room for improvement in this area in terms of meeting clients' long-term needs.

All programs rely upon client reports of technical skills (Table 4). No formal assessment occurs. Job Service can do some assessment of typing or keyboarding skills when employers require such screening; but no program evaluates technical skills of all clients nor may that be necessary. It may, however, be an issue when service providers guide clients through career planning.

Career Planning

As with assessment services, programs where training is an important part of services provided also provide some level of counseling and assistance to help clients develop individual employment plans or career goals (Table 4). Programs that do not focus upon training (Job Service, Unemployment Insurance) do not. The counseling and job/career planning that occurs helps clients identify the type of job they would like to have. Once identified, barriers to obtaining that job are identified.

29

Table 4

SERVICES PROVIDED DIRECTLY (IN HOUSE) OR
THROUGH REFERRALS (R) TO <u>ALL</u> CLIENTS

Service Category:	Service Provided:	JTPA	KAN-WORK	JOB SERVICE	UI	ABE
ASSESS-MENT	Formal assessment of academic skills	Yes*	Yes* & (R)	No	No	Yes**
	Formal assessment of technical skills	No	No	No	No	No
CAREER PLANNING	Counseling	Yes	Yes	No	No	Yes
	Individual plan?	Yes	Yes	No	No	Yes
TRAINING	ABE/GED	(R)	(R)	No	No	Yes
	Skill training	(R)	(R)	No	No	(R)
JOB PLACE-MENT	Job search training (resume prep., interview skills, etc)	Yes	Yes	Yes	No	?
	Work habit prep.	Yes	Yes	Yes	No	Yes
	Placement services (serving only program participants)	Yes	Yes & (R)	Yes	(R)	(R)
SUPPORT	Funds for services (transporta-tion, child care, etc.)	(R)	Yes & (R)	No	No	(R)

* Use Kansas Competency Test only
** ABEs tend to use additional assessment tools to identify academic training needs more precisely

Training

If the client lacks the necessary skills or education needed to obtain the job identified through counseling and career planning, then training needs are identified. JTPA and KanWork refer clients needing ABE/GED and/or technical skill training to programs providing those services. Students in ABE programs needing technical skill training are referred to appropriate programs. When additional funds are needed for long-term training needs (more than one year), service providers often try to help clients identify and obtain funding from alternative sources. However, JTPA and KanWork cannot fund training for more than one year. Is that a problem? For some clients it may not be. However, if the goal is elimination of long term dependency upon welfare through jobs that provide benefits and pay a living wage, long term training may be what is necessary for many.

Referring clients to other programs does maximize the effectiveness of public resources, especially in urban areas where a relative abundance of training providers, ABE centers, and community colleges exists. Cooperation and coordination may be easier to achieve in urban settings. Distances and sparse population seem to make it more difficult in rural areas. In rural areas, the client is more likely to find that solutions to training needs must fit services available within a region, while clients in urban areas are more likely to find that training services are available which fulfill individual training needs. For example, a resident of a small town in western Kansas may need ABE services. A GED program may exist at a local high school, but the type of tutoring and teaching provided by ABE programs does not exist or can only be obtained for one hour two nights a week nine months a year. If that person wants the training, it has to be done on those terms. If transportation or child care problems or schedule conflicts exist, there are no alternatives available.

Job Placement

Obtaining employment becomes the focus of services once training ends. To obtain a job, clients must often be taught how to conduct a job search and taught the behaviors or work habits that will help them keep a job. Clients also need job placement services. Table 4 shows that most programs provide some form of job search training or information that helps clients with resume' preparation, interview skills, etc. Most also provide training or counseling regarding work habits that employers expect (e.g., promptness, grooming, etc.). While there is considerable duplication in job search and work habit training services, referrals to Job Service are more common when clients need placement services. JTPA and KanWork provide placement services.

Support

The final category of services, support services, is often dependent upon referral to other programs. Clients needing transportation, child care, housing, etc. must often be referred to community-based programs for assistance. This increases the "hassle level" involved in

contacting multiple programs, learning how to access services from those programs, and doing what is necessary to document and maintain eligibility for the support services. Increased "hassles" can interfere with a client's ability to concentrate upon and succeed in training programs.

Summary. So what does the analysis of services provided suggest? Despite the best efforts of those who provide the services, programs tend to focus upon program requirements. Service providers are constantly swimming against the currents created by program and administrative structures that are driven by enacting legislation. Efforts to make programs meet the needs of today's clients require very dedicated service providers. Thus, the ability of the program to meet client needs becomes dependent upon the energy level and networking skills of the provider with inadequate support to address long-term training needs of today's hard core unemployed. Not only are patchwork programs unable to address long-term training needs, they may actually increase the likelihood of competition, reduce cooperation, and generally bring "turf issues" into the picture.

COOPERATION AND COORDINATION

Despite the barriers that patchwork programs create, cooperation and coordination exists at the staff or service provider level. As mentioned in the discussion above (See Lines of Command), coordination through inter-program staff meetings does occur. Another example of coordination that occurs includes formal contracts with agencies or programs to which clients are frequently referred; for example, SRS contracts with DHR for Job Service. In Kansas City, DHR Job Developers are provided space at SRS to help KanWork clients in the job search phase. Clients receive a DHR/SRS orientation and then the client meets with the Job Developer for eight weeks to do ten job contacts per week. For the service providers in this example, the goal was seamlessness -- how things were done, not where.

In rural areas, intermittent workers are used to stretch services across large regions. These persons travel from community to community providing services. In some cases, when intermittent workers are unavailable, staff from other programs will do preliminary processing or intake and schedule appointments for clients so the client will know when to return for services. In communities where other staff are not present to do preliminary processing, program information can often be obtained at courthouses or libraries, completed, and mailed to regional offices for processing. While this system attempts to deliver services to sparsely populated areas, the patchwork of programs becomes even more difficult for clients to access because it takes more time and effort to access the program service providers. In some areas and for some programs, those interviewed reported that cross training of staff was done and worked well while others reported that lack of funds made cross training of staff impossible. This variability may reflect an interaction effect between levels of commitment to client-friendly, seamless services and types of barriers encountered. Certainly geographic distances are issues that cannot be minimized. When coupled with barriers created by administrative chains of command, coordination may indeed become almost impossible.

While these examples illustrate how service providers have worked hard to coordinate services for the benefit of the client, this is done at a cost in terms of time and effort required. And despite the best efforts of staff to make things as coordinated and seamless as possible, clients must still complete multiple intake forms, deal with multiple case managers, and attend meetings at multiple programs. These extra complications can create situations that interfere with the client's ability to move toward employment goals. For example, agency meetings can occasionally interfere with a client's ability to attend ABE classes.

So, while cooperation and coordination does occur, it is not guaranteed. Barriers to cooperation and coordination are sustained by legislation and administrative structure as well as geography. And it is all driven by funding. In the words of one service provider, "It has become a very competitive world for funding." Many different agencies, programs, and service providers are in the business of offering services to those who need training to secure a job or improve performance in their job. The pressure to meet funding requirements can create situations where cooperation and coordination becomes difficult if not impossible. And the client can be the big looser when regulations require that the benefits or services be terminated when the client is ready for higher-level training. The differences in program focus also works against cooperation and coordination. Program regulations that limit training to one year result in that program looking for a "quick fix" because the program (e.g., JTPA) must worry about how to pay for training. Programs that let the client worry about securing the funds needed to pay for training (e.g., Community Colleges, AVTSs) are more likely to be focused upon mid- to long-term approaches.

When funding formulas and geographic boundaries are combined, then the situation can become adversarial. Competition for business and industry training contracts exists and, in some parts of the state, geography largely determines where people go. For example, there is a training and development referral center in Wichita that is sponsored by The Wichita State University, Wichita AVTS, and the four community colleges surrounding Sedgwick county. Because of the way funding mechanisms work, WSU must approve any credit granted by community colleges outside of Sedgwick county to residents of Sedgwick county, cutting the non-Sedgwick county community colleges out of the lucrative market that exists in the Wichita area, even when companies approach them and ask them to provide training for their employees.

Barriers to Cooperation and Coordination

While structural barriers to cooperation and coordination have already been discussed, examples of barriers that exist to coordination of specific services also need to be highlighted. All programs do intake and several programs provide similar services such as assessment, training, and placement. Barriers to coordination in these areas will be examined.

Barriers to Coordinated Intake. Many commonalities exist across programs that argue that common intake could and should occur. All programs collect very similar personal information (name, address, social security number, etc.). When asked whether using a common intake procedure across programs made sense, service providers always agreed. But when asked

33

why it was not being done, a common list of barriers emerged (Table 5). Committees who have tried to create common intake forms have not been able to overcome barriers. Agencies and programs collect the information they need in the form that they need it, often because they use different definitions or language when asking intake questions. Computer incompatibilities or lack of computer networks compound the problem. Add to this the history of separation and different administrative channels, and coordinated intake seems not to happen.

Table 5

BARRIERS TO COMMON INTAKE

---

* Need to collect specific information for documentation or administrative purposes or to meet federal requirements.

* Security of data (i.e., confidentiality of information)

* Differences in definition of terms or language used when asking intake questions.

* Lack of computer networks; computer incompatibilities.

* Past history of separation; turf issues.

* Differences in funding sources.

* Different administrative channels.

* Lack of funds to cross train staff

* Long or mid term vs short term focus on training and employability needs.

Most of these barriers would require political will and commitment to overcome. All agencies would have to be highly motivated to look for ways to promote common intake despite the need to collect different information for administrative purposes, despite differences in funding sources, differences in program focus. It would take time and commitment to work out how to collect the information needed by multiple programs. It would then take money to build the computer network needed to store intake data and to pass information between programs. It would also take money to train staff to use the system.

Barriers to Coordinated Assessment. Assessment is a key component to determining what services and training are needed, and most programs do some sort of assessment. There is, however, a fundamental difference in the way educational institutions and job programs view assessment. Programs which do assessment (JTPA, KanWork, ABE) have settled upon use of the Kansas Competency Test that establishes a grade level result. This quickly establishes minimum job placement information required by employers. The test is work-place oriented. While ABE programs are required to use the Kansas Competency Test, some find that they must also use other tests that are more sensitive or comprehensive enough to pinpoint educational needs. Thus, the Kansas Competency Test is not sufficient for effective assessment of training needs.

Assessment, combined with client job/career planning, drives case managers' decisions regarding client training and support needs. Incomplete client assessment information creates a weak link in the effectiveness of services. Like intake, the type of assessment needed differs across clients and across programs. Currently, assessment does not always accurately diagnose client training needs. Rather, it focuses upon documenting program eligibility or obtaining job placement (e.g., grade level) data. This meets the clients' and programs' short-term goal of obtaining jobs, but may not identify long-term client needs to obtain a GED or more advanced technical skill training. Short- **and** long-term needs must be considered if the system is to meet the challenges of today's job market. Today's chronically unemployed are likely to be single mothers, to be functionally illiterate, have low I.Q., and/or have no technical skills. As one service provider stated, the education deficits of these clients are so great that they are literally starting in a hole with many barriers to overcome.

Barriers to Coordinated Training. Today's programs are based upon public policy developed to meet the needs of yesterday's unemployed -- a largely male workforce which faced unemployment resulting from business cycles. If more of today's unemployed are women and/or single parents or semi-literate persons with multiple barriers to obtaining employment that provides benefits and pays a living wage, then the time and services required to obtain the training needed may exceed that currently allowed by those programs. A system must be developed that recognizes the need for access to a wider variety of services, over a longer period of time, by a very diverse population.

As discussed earlier, numerous examples of very effective collaboration and cooperation were found to be occurring at the local level around the state. Leadership is needed to make similar collaboration and cooperation the norm at the local, regional, and state level. Such

cooperation may open the possibility of obtaining the sort of resources needed to meet the multiple needs of today's unemployed.

Barriers to Coordinated Placement. Because Job Service has experienced budget cuts over several years, that program is unable to provide services needed by clients. Job Service cannot meet the needs of hard-core clients served by KanWork. Job Service only serves these clients through a special contractual arrangement with SRS that pays for more individualized attention, counseling, and support. In fact, every program seems to do its own placement rather than rely on Job Service. The resulting duplication of services is costly. In addition, employers may be subjected to the costly problem of responding to multiple agencies and multiple programs all trying to develop job listings for clients.

Program Evaluation Criteria as a Barrier to Cooperation. Sometimes the way programs are measured or evaluated creates disincentives for cooperation. For example, the budgets and staffing for UI offices are determined by the number of claims processed. Time spent gathering intake information not needed by UI but needed by other programs would be punished under the current system. It could potentially reduce the number of claims processed. This creates a disincentive for UI to cooperate and coordinate intake procedures with the rest of the system. Efforts to create a system from the current array of programs must be careful to provide incentives for staff and administrators that promote cooperation and coordination.

CONCLUSIONS

This report described how employment and training programs operate at the local level in different regions of the state. The main conclusions drawn from these case studies were:

- Kansas does not have an integrated employment and training system. A system has never been designed; rather, what exists is almost an eclectic set of independent programs.

- Fragmented administration results in fragmented services. Programs are not able to provide coordinated information and services for job seekers.

- Coordination difficulties exist within agencies (e.g., DHR) as well as across agencies.

- The system is poised and interested in coordination of services. Some initial steps toward coordination have occurred across agencies. For example, coordination occurs between JTPA (DHR) and KanWork (SRS) in client referral and use of the Kansas Competency test. Staff are willing to coordinate across programs and, in some regions, there are many examples of staff initiatives toward better coordination of services.

- Co-location is not sufficient for coordination to occur. Having programs located in the same building is a positive step, but not sufficient when those programs continue to operate separately.

36

- Programs focus upon their program requirements, often to the detriment of the client. "Turfdom" prevails in the worst way. Because of program requirements, service providers find it very difficult to focus upon long-term training and support service needed by many clients. Programs focus upon short-term goals because they are driven by program requirements. If long-term training needs are not addressed, clients will not become sufficiently skilled workers capable of competing for employment opportunities.

- Although staff are very dedicated, the programs they work for require them to focus upon program-specific information and program regulations. Their training focuses upon compliance with program requirements. Staff are rarely cross-trained in other programs, although cross training does occur in some areas within the state. Staff also need to be trained to have a broader perspective as career development professionals. They should understand how the labor market functions in their area, barriers to employment, and the interaction between labor markets and barriers to employment to enable them to think in terms of how clients fit into the labor market and what it takes to prepare them to enter and survive in that labor market.

- Massive duplication exists, especially in the area of client intake and placement. Limited resources are used inefficiently.

- Programs are not client or customer oriented. The primary stakeholders are federal and state agencies, not unemployed and/or disadvantaged persons and employers.

- The client receives whatever services they first access. For example, if they go to Job Service, they get placement services even though training may be what is really needed first.

- Assessment of client employment and training needs is either nonexistent or weak.

- Rural areas are under served. Accessibility is difficult. Rural residents often must travel to a mid-sized community outside their county to receive services.

- The state lacks a comprehensive strategy for serving rural communities. Some rural communities are served by itinerant staff for some (but not all) programs, while other communities are not.

- Programs do not make use of computer technology (e.g., PCs, networking of systems, etc.) to serve rural communities.

- There is no systematic use of computer technology to facilitate collection and storage of intake information across programs, to share client data across programs, to track client movement through programs, and to improve program accessibility.

- Needs of employers and persons currently in the workforce are not addressed. KIT/KIR is the only program focused upon these groups and it is woefully under funded.

- The employment and training programs are insufficiently related to economic development efforts within communities. Employment and training programs and community economic development strategies and efforts are not connected.

MEETING THE NEEDS: CONCEPTUALIZATION OF A SYSTEM

Does the current set of programs meet the training and retraining needs of those currently in and trying to enter the workforce? The answer to that depends upon which side of the issue you look at. From the program point of view the answer would be yes. People served are trained or provided placement services and, in most cases, find employment. From the client point of view the answer may be yes or no, depending upon whether the client was accepted into a program or languished on a waiting list. The answer may be yes in the short-term in that the client received training and found a job, but the answer may be no if the client does not succeed in establishing long-term employment and economic independence.

Programs work best when staff providing the services are client driven or focused upon meeting the long-term needs of the client. Programs are least effective when focused solely upon program requirements with no effort made to cooperate and coordinate with other programs and service providers. So what should be done to turn the patchwork programs into a cohesive system? Creating a system from pre-existing pieces requires extensive planning, creativity, and teamwork. But the end result could provide clients with seamless services that meet the need for a wide range of services for longer periods of time.

To design an employment and training system that meets the needs of unemployed and disadvantaged persons, those currently employed, and employers, the system must be developed based on the following key principles:

- Focus on goal. The goal of the workforce employment and training system is to contribute to developing a highly-skilled workforce that would enhance employment opportunities for the workforce and meet the workforce needs of employers.

- Client driven. The definition of "client" is not limited to dislocated workers but encompasses disadvantaged persons, those currently employed who need to improve skills, and employers who seek to upgrade their workforce.

- Local control. Services and the delivery of those services must be adapted to the unique problems and needs found in different regions of the state. Local officials must be empowered to tailor services to fit the needs of clients (workers and employers) in their region. This implies local identification of needs, management, and coordination must occur.

- Flexibility and consolidation. The system must draw upon resources from various sources. Programs must be authorized or able to combine resources to tailor services to meet client needs. Maximum flexibility for coordination of the largest programs must occur to meet client needs.

- Evaluation based upon client feedback. To ensure that the client is the dislocated worker, disadvantaged person, employee, and employer and **not** the federal or state agency, program and staff evaluations must be based upon evaluation of client satisfaction and subsequent job history.

Necessary Elements for an Effective System

1. **Establish One-Stop Career Centers**

    Kansas must have a workforce employment, training, and retraining system capable of meeting the needs of a diverse group of workers. The current patch work of programs does not function as a system, resulting in barriers to those providing services as well as to those seeking services. Co-location of programs will not "fix" the problem. Co-location will not create a coordinated system. The whole set of programs must be re-engineered into a system. The system must do more than "coordinate" among programs; it must focus upon getting the appropriate services to clients based upon an assessment of client needs. This must happen whether programs are located under the same roof or not. Thus, persons who enter the system should receive assessment, information, and/or training appropriate to their needs, regardless of where they enter the system. One-Stop Career Centers would be the visible point at which those seeking employment and/or training information and services contact the system. The Centers are the point through which the employment and training system delivers services.

    a. **Goal.**

        The goal of the employment and training system should be to develop and maintain a highly skilled workforce which can successfully compete for high skill, high wage jobs. The goal is an integrated system that provides the workforce as well as employers with information about all available employment and training services, no matter where they first apply for services. The One-Stop Career Center is the place where the workforce and employers seek information and services from the employment and training system.

    b. **Populations or clients served.**

        Different groups need different types and levels of services so it is important to identify who will be served by One-Stop Career Centers. Clients include those

currently employed but needing to improve skills, dislocated workers (between jobs), disadvantaged unemployed (lack necessary skills·or face multiple barriers to employment), and employers who seek to improve the quality of their workforce or seek employees.

c.   **Services provided.**

Because of the diversity of the population served and the complexity of the needs of many of the unemployed, One-Stop Career Centers must be prepared to provide, or refer clients to, a broad range of services. Rather than being program driven, the system should be client driven. A client driven system must be driven by function rather than structure. The functions required include:

1.   Intake. Collection of basic client information commonly collected (name, address, sex, SSN, etc.) plus other basic information needed to quickly screen clients (educational attainment, brief job history, etc.). Since all programs currently do intake, intake could be funded by multiple sources.

2.   Assessment. In addition to the quick screening that could occur through the intake process, additional assessment will be needed by many clients. Assessment must identify which clients need basic services (information and minimal job search assistance), intensive services (have good basic skills but need individual counseling and/or diagnostic testing to identify needs), or extensive services (need basic skill training, occupational skill training, and support services).[9]

3.   Counseling/Individual employment and training plan/case management. Not all persons entering One-Stop Career Centers need to develop an individual employment or training plan. However, for those who need more extensive intervention in order to qualify for jobs that pay a living wage, the key to quality services is good case management. Case managers are essential in helping clients develop a plan that will help them identify the type of employment they seek and the type of training needed to obtain that type of job. Once career counseling has been completed and the individual employment and training plan has been formulated, the case manager must guide the client in the implementation of that plan. The case manager must be knowledgeable about services available in order to help the client select and contact education, training, and support service providers. The case manager must also monitor client progress during training and help the client deal with problems that arise.

---

[9]*Kansas Worker Profiling Project Proposal.* Kansas Department of Human Resources, June, 1994.

4.	Referral services. All services required by all clients cannot be housed under one roof. Thus, referral to other programs will be a major component of services provided. For example, those needing substance abuse counseling would be referred to appropriate programs.

5.	Training services. While some types of training might be done on a limited basis within the employment and training system, referral to appropriate training programs would be a service provided by One-Stop Career Centers. For example, clients needing basic skill training would be referred to ABE centers. Those needing occupational skill training would be referred to Community Colleges, AVTSs, or private training providers.

6.	Labor exchange (Job Service). One-Stop Career Centers should include labor exchange information currently available through Job Service: jobs available, minimum qualifications required, etc.; and job referral and placement.

7.	Unemployment Insurance. One-Stop Career Centers should include services for Unemployment Insurance.

**d.	Services delivered in the most efficient, user-friendly way possible.**

Staff at One-Stop Career Centers must be client focused and view themselves as a referral and coordination center. If staff and programs are focused upon agency and program requirements, the Centers will fail. So how can a paradigm shift be achieved? A system must be built from the bottom up, from where the services meet the users. It must be driven by the needs of the users and by the knowledge and experience of those who deliver the services.

The time has come for "seamless service delivery." Based upon interviews with service providers, programs can be coordinated and dovetailed to provide funding for long-term training and support services to make it possible for clients to participate in training. If service providers can do this now when the administrative structure and splintered nature of the current programs creates so many barriers, then it could be done under almost any circumstances! The current interest at the Federal level in seamless service delivery also indicates that efforts to design and implement well coordinated employment and training services would receive federal encouragement and support.

The difficulty of referral and coordination should not be underestimated. Quality referral and coordination service are very difficult to achieve. To provide quality services, certain things must be done and be done very well: (a) needs assessment, (b) case management, and (c) information management. The Department of Human Resources has applied for a federal grant to fund establishment of One-Stop Career Centers. This report supports movement

41

toward One-Stop Career Centers that go beyond co-location to offer <u>integrated</u> services.

2. **Develop information systems for common intake and information exchange**.

Success of One-Stop Career Centers will depend upon a well-designed information system. Information about **all** employment and training services should be available no matter where the client enters the system. Ideally, information and services for all types of programs would be available at every location or Center. The One-Stop Career Centers should be viewed as referral and coordination centers.

A seamless system cannot exist unless technology is used to improve accessibility and help manage the flow of information. One-Stop Career Centers cannot be located in every town and city but accessibility is imperative. Technology is the obvious answer. Computer terminals located in public places and One-Stop Career Centers must be networked with each other and with regional and/or state administrative centers. This is essential if intake procedures are to be streamlined, client information shared or moved as clients relocate, and if client histories are to be maintained. One major obstacle to achieving this goal is computer incompatibility within and across state agencies. Technical experts must examine this problem and make recommendations for overcoming current hardware and software incompatibility problems so computer technology can be used to provide the following:

a. *Access to services.* In sparsely populated rural areas computer terminals must be located in public places (libraries, court houses, etc.). In urban areas, computer terminals could be located in public places and shopping malls. Computer terminals would improve accessibility of services currently not available in rural communities (e.g., Job Service's ALEX system) and reduce the amount of time required to obtain information about and/or apply for services. A good information exchange system would also ensure that service providers and clients had access to information regarding all services available, eligibility requirements, and application or intake procedures. This would ensure that clients would be informed of options available to them and help them plan their job search and training strategy.

b. *Intake.* All programs currently collect information common to all programs as well as program specific information. Information common to all programs include name, address, age, sex, Social Security Number (SSN), etc. Common intake could become a reality with a little help from computer systems and a lot of determination to overcome program barriers. When clients first access services at a One-Stop Career Center or via local computer terminals, common intake information could be collected along with information required to do initial screening or assessment.

c.   *Information exchange.* Information must be exchanged electronically throughout the system. No matter where the client goes within the system and within the state, service providers at that site should be able to access the client's file. Likewise, no matter where the client accesses the system, whether at a One-Stop Career Center or at a computer terminal in a public library, job information, service information, and even application forms should be available. For example, when clients request or require different types of services ranging from Unemployment Insurance and Job Service to extensive training and support services, basic intake information would not be collected over and over. Basic information (name, address, etc.) could automatically appear on the screen designed to collect specific UI or JTPA program information when the client is accessing the services offered by those programs. Thus, the client would not have to provide common information as each additional service is requested. If a client moves to a different part of the state or re-enters the system at a later date, the file could be accessed and updated very quickly. The net result would be continuity. When referred to different places for services (e.g., referred to a Community College for training), the client would not feel that he or she was entering some new place or starting all over again. While each referral may require additional information from a client, information specific to the services provided by that part of the system, at least basic client data (e.g., name, address, etc.) would already be available.

When designing the information system, thought should be given to use of technology that is currently or will soon be available and affordable. Experiment with use of two-way interactive video to provide on-line, live conversation between clients and service providers, especially for intake, assessment, case management, etc. This technology would be especially useful for serving rural areas and would be similar to current on-line instruction that occurs between universities and between high schools.

3.   **Develop a strategy for providing employment and training services to rural communities.**

a.   *Expand current technology.* Technology should be used to enhance employment and training services for rural communities. If Graham County is typical of rural communities, rural communities are not receiving adequate services. While programs currently try to serve rural areas using itinerant workers, use of computer networks would enable rural residents to access information and complete intake forms. ALEX or the equivalent should be available in every county via PCs located in a library, courthouse, or other public location. A recent grant to fund installation computers in local libraries to provide access to ALEX (job listings) will improve access to job search information in rural areas. Implementation has been slow and no computers have been placed as of October, 1994.

43

b. *Consider "new" technology.* Expanding access to ALEX is important, but that alone is not enough. The information system developed to link satellite offices and computer terminals with regional offices should experiment with other ways to link the client with information and services. For example, a two-way interactive video could be used to enable rural clients to have "live" conversations with a service provider for assessment, case management or other meetings are needed. This would greatly reduce travel for clients and service providers while maintaining personal contact. In addition to having access to job information, clients should also be able to access information about training programs, career or occupation information (skills or training needed to qualify), etc. Clients should also be able to request additional information be sent, complete application or intake forms, make appointments with service providers, etc. The system should also be flexible enough to anticipate and incorporate other forms of technology that become available and affordable.

4. Design a "seamless" system where there are no "wrong" doors.

Currently, where a client enters the system dictates what information and services are available, and clients may not always receive appropriate services. For example, a client who enters the system at the Unemployment Insurance office will receive UI services (if eligible) and be referred to Job Service. However, that person's UI benefits may run out before the system notices that training was needed before that person could hope to compete for a job. One-Stop Career Centers designed to be referral and coordination centers would eliminate that problem through efficient information management, needs assessment, and case management.

a. *Information Management.* As described above, the flow of information regarding clients and services available is critical. Without an electronic information system, clients cannot access and obtain services in a smooth, "seamless" fashion. Currently, the absence of efficient management of client information results in repeated requests for basic intake information and missed opportunities for jobs or services that would result in clients becoming more competitive for high wage jobs.

b. *Needs Assessment.* To ensure that services are delivered efficiently and effectively no matter where (urban vs. rural location) the client enters the system or how (One-Stop Career Center vs. computer terminal at a county court house), client needs must be assessed and identified quickly and accurately. Good assessment requires simple but effective initial screening tools and well trained staff who know when **not** to test, when to test, and what test(s) to use when initial screening indicates that further assessment should be considered.

The Kansas Department of Human Resources has proposed a Kansas Profiling System to identify those "who are most likely to exhaust benefits and provide

them with the necessary reemployment services early in their benefit claim."[10] This proposal's goal is seamless customer service between Unemployment Insurance, Employment Service (e.g., Job Service), and Job Training programs (JTPA). Other programs (KanWork, ABEs, etc.) should be included.

The Profiling System attempts to separate clients into groups which need varying degrees of intervention. We will not attempt to evaluate how clients needing training services would be assessed. However, the system should be designed so that a variety of assessment procedures would be available. While it is important to ensure that "over testing" does not occur, the current situation often errs on the side of too little assessment. Assessment currently is a very weak link. With assessment as a strong rather than a weak link in the chain of services provided, clients will have a better chance of receiving the appropriate training and employment services that will enable them to sustain employment.

Careful thought should be given to what information is needed to prescribe client services and what tests or procedures could reliably provide that information:

* What questions should assessment answer? Assessment should be client oriented and driven by client (not program) needs.

* Not all clients served by programs need to be assessed. A simple, effective screening procedure is needed to identify those who need assessment services.

* Assessment must focus upon the whole person, not just upon establishing grade level for job placement purposes.

* Educational **and** technical skills must be assessed.

* Assessment must be done by highly trained persons who can administer a wide range of assessment instruments or tests.

* Assessment must identify deficiencies so effective intervention can be formulated (training programs identified, funding sources identified, support services identified, etc.).

By focusing assessment upon diagnosing client training needs rather than documenting program eligibility or obtaining job placement (e.g., grade level) data, perhaps information that meets both the short-term needs of clients to obtain jobs can be met at the same time that the mid- and long-term need to obtain a GED or more advanced technical skill training can be mapped out. This approach

---

[10]*Kansas Worker Profiling Project Proposal: Profiling Project Summary.* Kansas Department of Human Resources, June, 1994.

45

must be considered if the system is to meet the challenges of today's job market.

b. *Case Management.* Individualization or customization of services is essential to the delivery of high quality services in a client-oriented system. As mentioned above, some clients will need very little beyond UI and access to employment information. However, for those needing multiple services (e.g., income maintenance, extensive training, child care services, transportation, etc.), competent case management is critical. Case managers serving One-Stop Career Centers and satellite locations are the gate keepers and must be very knowledgeable about **all** available services. The case manager must know which tests to recommend, how to interpret results, how to guide the client in the development of an Individual Employment and Training Plan, how to access funds needed to pay for training and support services that will enable the client to complete training. The case managers should operate like good travel agents. They should help clients find services that meet their needs, help them find the best product for the best price, help them make appointments, and do follow-up to ensure that the client got from point A to B or to assist the client alter the plan as situations change. Again, two-way interactive video may provide one means of providing quality case management to remote rural areas.

5. **Administrative structures must be consistent with the one-stop approach.**

a. *State administrative structure.* One-Stop Career Centers cannot provide "seamless" services to clients unless the state administrative structure is altered. Area offices and local service providers will not take a systems approach to service delivery if they report to different state administrators for different programs within the employment and training service system. Each program cannot have a separate state administrator. For example, within the Department of Human Resources, the JTPA, Job Service, and Unemployment Insurance programs are managed under three separate divisions. The Unemployment Insurance program needs to be integrated with Job Service and JTPA and this must start with changes in organization at the state level. While UI and Job Service are currently co-located at the local level, co-location is not sufficient. Co-location does not equal coordination.

Other states (e.g., Oregon, Texas) created, through legislation, a council that coordinates state workforce training and job placement programs. Whether Kansas uses this approach or develops a different approach, careful thought must be given to how intra- and interagency cooperation will be guaranteed. Such high-level cooperation is essential to ensure cooperation on critical issues of common intake, assessment, integrated information systems, as well as promotion and use of the One-Stop Career Centers. Employment and workforce training should also be coordinated so state level staff and officials, not staff at the local level, assume the burden of managing funding streams and dealing with Federal

46

program requirements. If possible, waivers from federal program requirements should be sought to obtain the flexibility needed to maintain a client-driven system.

b. *Regional and local administrative structure.* One-Stop Career Centers should be managed by an office manager responsible for all staff. Staff would work for the Center, not for individual programs. Staff and office managers would be responsible for the quality of services delivered, with employee and employer satisfaction being an important part of evaluation of services. Regional and local centers must be free to focus upon the quality of services and meeting client needs.

6. **Reorganize service areas so differences in geographical boundaries that currently exist do not impede coordination of services.**

One-Stop Career Centers should be located to best serve the labor market. In rural areas where sparse populations make it impossible to have Centers in every town, regional Centers could support other local sites. Local sites could consist of a computer terminal in a public library, itinerant staff traveling to small towns, or satellite offices with reduced services. Again, a well designed information system should ensure that information regarding the employment and training system can be easily accessed in all parts of the state.

7. **Staff training must occur to insure that staff skills are consistent with the demands of the One-Stop Career Centers.**

Staff currently providing services through the many employment and training programs must be cross trained to insure that they are knowledgeable regarding **all** services available through One-Stop Career Centers. Training should include two components: inter-program training and labor market training.

a. *Cross training.* Staff providing services within the employment and training system must have a working knowledge of the entire system. A working knowledge does not mean that all staff can answer all questions about all parts of the system. However, staff must be familiar with how the system operates in general terms, the type of services available, how to refer clients to various parts of the system, and where to look for or access those who can provide detailed information and services for a specific client need.

b. *Labor market training.* Staff should understand how critical their skills are to the State's need for workers who can compete on an international scale with the best and most highly skilled workers of the world. Rather than decreasing staff sense of professionalism, One-Stop Career Centers should increase staff awareness that job placement is not a trivial goal, for the goal of One-Stop Career Centers is

career development, not placement in a temporary, low-wage job. To develop or reinforce commitment to career development, staff should be trained to have a broader perspective that includes (1) how the labor market functions in their area, (2) barriers to employment that today's unemployed face, and (3) the interaction between labor markets and barriers to employment. Staff must understand the reasons for business restructuring, the demand for workers trained to cope with advanced technology in the workplace, and the difference between cyclical unemployment due to business cycles versus structural unemployment due to disappearance of an industry or to changes in skills needed. Once they understand these issues and constantly track what is happening in their region, the state, and the nation, they will be better equipped to function as career development professionals rather than program clerks. They will think in terms of how clients will fit into the labor market and what it will take to prepare clients to enter the labor market and survive in it for the long term.

8. **ABE, GED, Community College, and AVTS programs are a critical part of the system.**

    Training institutions know how to train and should be an important part of any employment and training system. Examples of excellent programs exist (e.g., Kansas City Community College's College Prep Program). ABE programs need support for development of curricula on functional illiteracy and teacher training. ABE programs are the only programs focused upon preparing clients for the reading and math skills needed in employment. These programs and institutions must be a strong component of the system, both in planning the system and as key service providers.

9. **KIT/KIR programs are a critical part of the system.**

    KIT/KIR programs are the only ones which focus upon training needs of business and industry rather than upon those of the individual. These programs should be an important part of the employment and training system and need to be funded adequately to better meet the retraining needs of existing businesses.

APPENDIX A

List of Those Interviewed

Persons Interviewed

DEPARTMENT OF HUMAN RESOURCES

Armand Corpolongo, Director
Job Training

Katie Krider, Director
Division of Employment and Training

Bob Stacks, Director
Division of Employment Security

Pat Pritchard, Manager
Job Service

DEPARTMENT OF EDUCATION

Jan Stotts, ABE Coordinator

DEPARTMENT OF SOCIAL REHABILITATION SERVICES

Janet Schalansky
KanWork Program

Rita Wolf, Director
Management Services

DEPARTMENT OF COMMERCE

Steve Jack
KIT-KIR Programs

GRAHAM & ELLIS COUNTIES

Glenn Fondable, Area Supervisor
SDA I

Joe Walters, Manager
JTPA, Hays

Bob Gilbert, Office Manager
SRS, Hill City

Marilyn Barun, Chief of Employment
Preparation Services
SRS, Hays

Nancy Guthrie, Manager
Job Service, Hays

Linda Cole
Unemployment Insurance, Hays

Harvey Davidson, Director
ABE, Hays

Fred Ruda, Director
Department of Technology Studies
Fort Hays State University, Hays

Laverne Squier, Executive Director
Ellis County Coalition for Economic
Development, Hays

Bob Templeton, Executive Director
Chamber of Commerce, Hays

Bob Cully, President
Consolidated State Bank, Hill City

Bill Elliot, City and County Attorney
Hill City

Dick Sidles, Chief Operating Officer
MAMTC, Great Bend

SEDGWICK COUNTY

Janice Kelly, ABE Program Coordinator
School of Continuing Education
Vocational Division, USD 259
Wichita

Fred Johnson, SDA IV Area Supervisor
Wichita

Larry Schrader, Director
Program Operations
Wichita AVTS

Rane Case
Financial Aid Specialist
Wichita AVTS

Sarah Gilbert, Director
Neighborhood Service
JTPA, Wichita

Linda Sorrell, Director
KANWORK
Wichita Area Office

Dennis Cooper, Manager
Job Service, Wichita

Vicki Romig, Administrative Officer
Job Service, Wichita

Barbara Charles, Manager
Unemployment Insurance, Wichita

Pat Newby, KANWORK Supervisor
Job Service , Wichita

Jim Schwarzenberger
WI/SE Partnership for Growth, Wichita

BUTLER COUNTY

Thomas Erwin, Division Chair
Instructional Support
Butler County Community College

Mary Moon, Director
Business & Industry Institute
Butler County Community College

Gary Burch, Technical Training Specialist
Business & Industry Institute
Butler County Community College

Stephen L. Waite, President & CEO
Intrust Bank
El Dorado

SOUTHEAST KANSAS

Janet Duggen
Unemployment Insurance, Pittsburg

Steve Barnett, SDA V Area Supervisor
Pittsburg

Jim Stowell, Planner
Pittsburg

Connie Corbett-Whittier, Director
Special Services
Maximized Individual Learning Laboratory
Fort Scott Community College

DeAnn Felter
ABE Center, Pittsburg

John Rogers
Montgomery County Community Action
Council, Coffeyville

Paul Bresnide (MAMTC)
Business Technology Institute
Pittsburg State University

KANSAS CITY AREA

Ann Conway, Executive Director
JTPA, Kansas City

Rose Joanning, Deputy Director
JTPA, Kansas City

Peggy Kelly, EPS Chief
Employment Preparation Services
SRS, Kansas City

Al Rolls, Area Supervisor
Job Service, Kansas City

Ward Brenneisen, Manager
Unemployment Insurance, Kansas City

Lori Gazaway, Director
Community Services (including ABE)
Kansas City Kansas Community College

Susan V. Courtney, Director
Business and Industry Training &
Assistance Center
Kansas City Kansas Community College

John F. Garmon, Vice President for
Academic Affairs
Kansas City Kansas Community College

Betty B. Anastasio, Program Director
Business and Industry Institute
Johnson County Community College
Overland Park

Mary Birch
Overland Park Chamber of Commerce

Bert Cantwell
Kansas City Kansas Chamber of Commerce

Dan Medley
MAMTC

APPENDIX B

Agencies' and Programs'
Service Delivery Areas

Social and Rehabilitation Services

Kansas City Area

Topeka Area

Lawrence Area

Olathe Area

Manhattan Area

Salina Area

Hays Area

Emporia Area

Chanuta Area

Hutchinson Area

Wichita Area

Garden City Area

Counties:
Cheyenne, Rawlins, Decatur, Norton, Phillips, Smith, Jewell, Republic, Washington, Marshall, Nemaha, Brown, Doniphan

Sherman, Thomas, Sheridan, Graham, Rooks, Osborne, Mitchell, Cloud, Clay, Riley, Pottawatomie, Jackson, Atchison

Wallace, Logan, Gove, Trego, Ellis, Russell, Lincoln, Ottawa, Geary, Wabaunsee, Jefferson, Leavenworth, Wyandotte

Greeley, Wichita, Scott, Lane, Ness, Rush, Ellsworth, Saline, Dickinson, Morris, Lyon, Shawnee, Douglas, Johnson

Hamilton, Kearny, Finney, Hodgeman, Pawnee, Rice, McPherson, Marion, Chase, Osage, Franklin, Miami

Stanton, Grant, Haskell, Gray, Ford, Edwards, Stafford, Reno, Harvey, Sedgwick, Butler, Greenwood, Coffey, Anderson, Linn

Morton, Stevens, Seward, Meade, Clark, Comanche, Kiowa, Pratt, Kingman, Sumner, Cowley, Elk, Woodson, Allen, Bourbon

Barber, Harper, Barton, Wilson, Neosho, Crawford

Montgom., Labette, Cherokee, Chautauqua

— Service Area

Job Training Partnership Act

Cheyenne | Rawlins | Decatur | Norton | Phillips | Smith | Jewell | Republic | Washington | Marshall | Nemaha | Brown | Doniphan

Sherman **Goodland** | Thomas **Colby** | Sheridan | Graham | Rooks | Osborne | Mitchell | Cloud | Clay | Riley **Junction City** | Pottawatomie | Jackson | Atchison **Atchison**

SDA II Marysville

Leavenworth **Leavenworth** Wyandotte **North K.C.**

Wallace | Logan | Gove | Trego | Ellis **Hays** | Russell | Lincoln | Ottawa | Saline **Salina** | Dickinson | Geary | Wabaunsee | Shawnee **Topeka** | Jefferson | Douglas **Lawrence** | Johnson **Overland Park** **Olathe**

SDA III

SDA I

Greeley | Wichita | Scott | Lane | Ness | Hodgeman | Pawnee | Stafford | Barton **Great Bend** | Rice | McPherson **McPherson** | Marion | Morris | Lyon **Emporia** | Coffey | Osage | Franklin **Ottawa** | Miami | Linn

Hamilton | Kearny | Finney **Garden City** | Gray | Ford **Dodge City** | Edwards | Pratt | Reno **Hutchinson** | Harvey **Newton** | Chase | Greenwood | Woodson | Allen | Anderson | Bourbon

Stanton | Grant | Haskell | Meade | Clark | Kiowa | Comanche | Barber | Kingman | Sedgwick **Wichita** | Butler **El Dorado** | Elk | Wilson | Neosho **Chanute** | Crawford **Pittsburg**

Morton | Stevens | Seward **Liberal** | Harper **Anthony** | Sumner **Wellington** | Cowley **Arkansas City** | Chautauqua | Montgom. | Labette **Parsons** | Cherokee

SDA IV Kingman

SDA V Chaudauqua **Coffeyville** **Independence**

▬ Service Delivery Area   ● Office Location

Job Service

SDA II

SDA III

SDA V

SDA IV

SDA I

Hiawatha

Atchison

Leavenworth

Kansas City

Overland Park

Olathe

Topeka

Lawrence

Ottawa

Chanute

Parsons

Pittsburg

Coffeyville

Independence

Manhattan

Junction City

Emporia

El Dorado

Arkansas City

Wellington

Wichita

Newton

Hutchinson

McPherson

Salina

Great Bend

Hays

Dodge City

Garden City

Colby

Goodland

Liberal

Cheyenne | Rawlins | Decatur | Norton | Phillips | Smith | Jewell | Republic | Washington | Marshall | Nemaha | Brown | Doniphan | Atchison

Sherman | Thomas | Sheridan | Graham | Rooks | Osborne | Mitchell | Cloud | Clay | Pottawatomie | Jackson | Jefferson | Leavenworth | Wyandotte | Johnson | Miami

Wallace | Logan | Gove | Trego | Ellis | Russell | Lincoln | Ottawa | Riley | Geary | Wabaunsee | Shawnee | Douglas | Franklin | Linn

Greeley | Wichita | Scott | Lane | Ness | Rush | Barton | Ellsworth | Saline | Dickinson | Morris | Lyon | Osage | Coffey | Anderson | Bourbon

Hamilton | Kearny | Finney | Hodgeman | Pawnee | Stafford | Rice | McPherson | Marion | Chase | Greenwood | Woodson | Allen | Neosho | Crawford | Cherokee

Stanton | Grant | Haskell | Gray | Ford | Edwards | Pratt | Reno | Harvey | Sedgwick | Butler | Elk | Wilson | Montgom. | Labette | Cherokee

Morton | Stevens | Seward | Meade | Clark | Comanche | Kiowa | Barber | Harper | Kingman | Sumner | Cowley | Chautauqua

SDAs —— Job Service Areas   • Office Locations

SDAs

Unemployment Insurance Office Locations
(Division of Employment Security)

Service Delivery Area   ◆ District Unemployment Insurance Office   • Itinerant Locations

Adult Basic Education (ABE) Service Areas

● ABE Center ——— Satellite program