



Workforce Board Operations Survey

October 30, 2017 – November 30, 2017

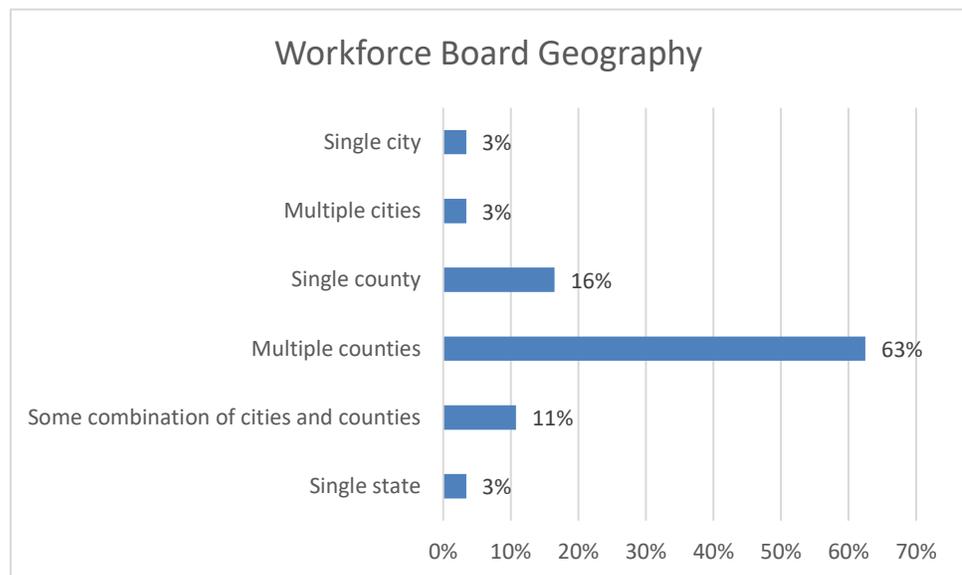
Survey Distribution

The National Association of Workforce Boards distributed an “Operations Survey” to 565 workforce boards on October 30, 2017. These boards included all of the local boards in the 40 states with local boards, plus the state boards in the single board states (Alaska, Delaware, Idaho, Montana, North Dakota, New Hampshire, South Dakota, Utah, Vermont, Washington, DC, and Wyoming), and the boards in the U.S. territories (Micronesia, Guam, Marshall Islands, Northern Mariana Islands, Virgin Islands, and the 15 local boards in Puerto Rico).

By the time that the survey was closed, on November 30, 2017, 178 boards had responded, for a response rate of 32 percent.

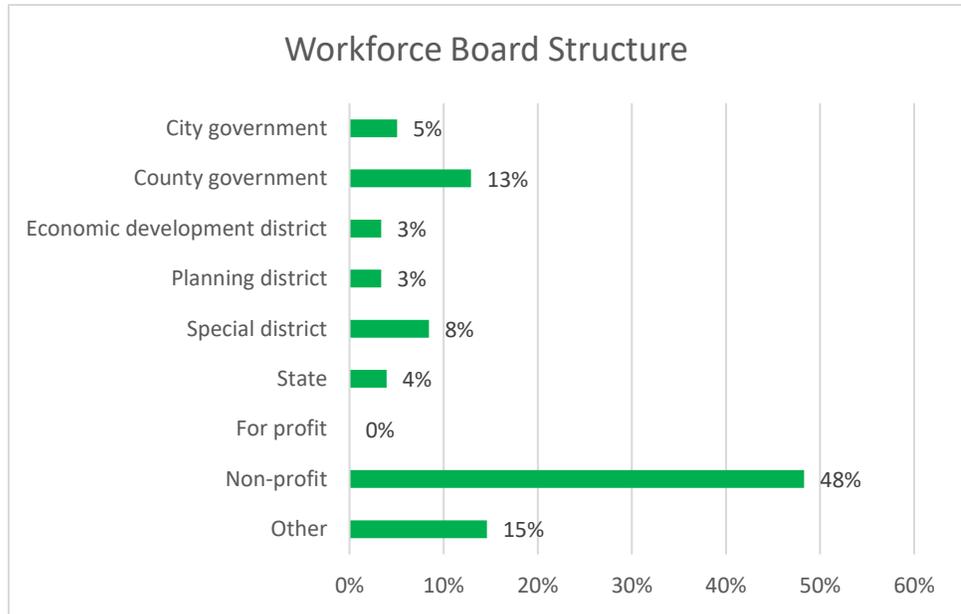
Workforce Board Configuration

Geography. The vast majority of workforce boards – 63 percent – are composed of multiple counties.



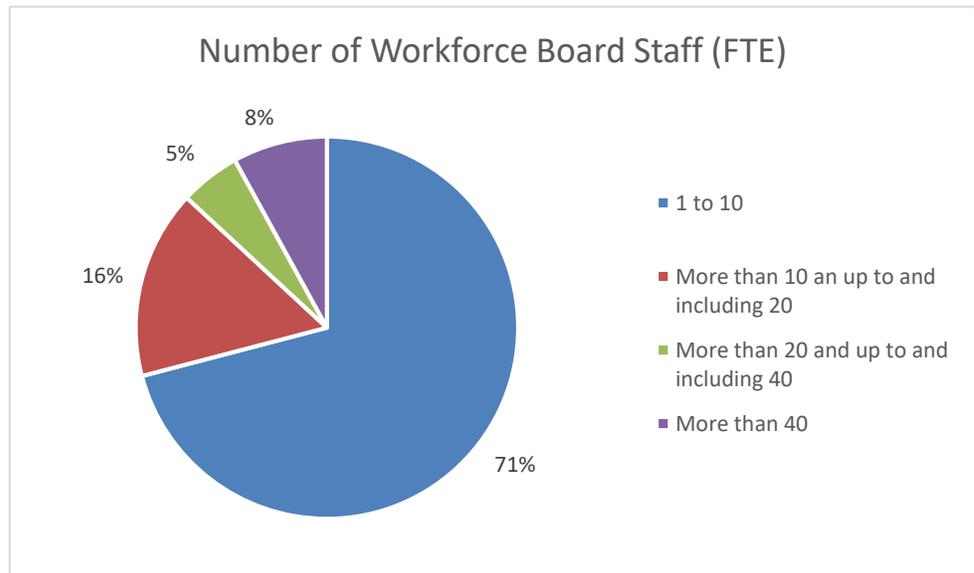
Structure. The largest percentage – 48 percent – of workforce boards are non-profits, with 13 percent of boards being part of county governments.

Eight percent (8%) of the boards are part of special districts. Of the 15 boards that selected this category, six indicated the special district is a consortium of local governments, and two that it is related to community college districts.

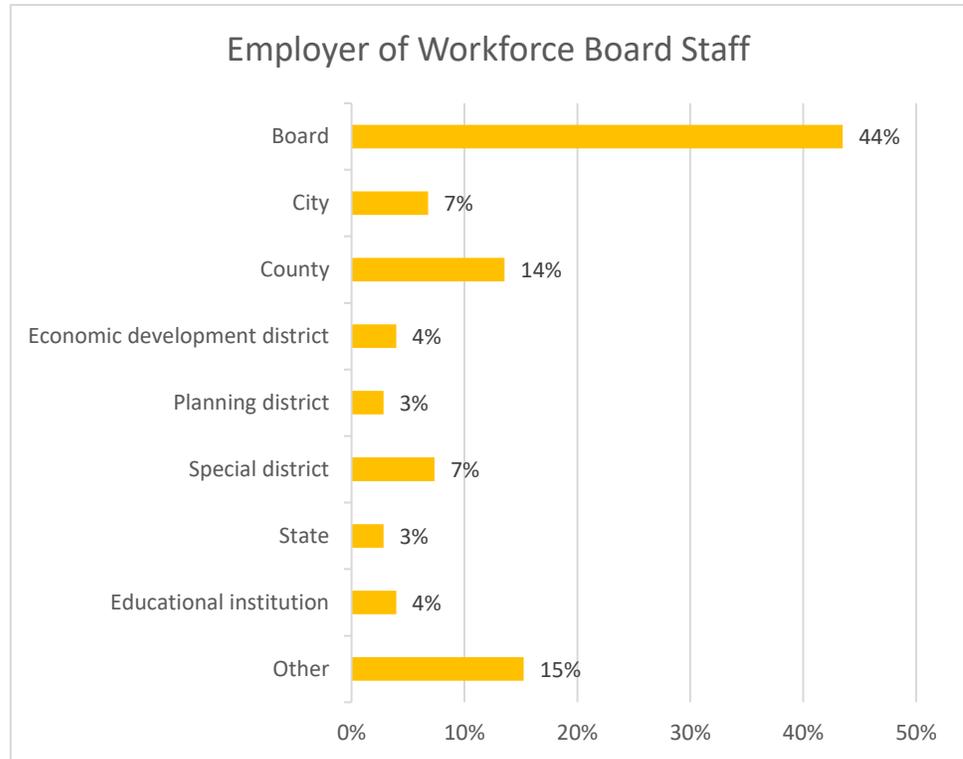


The 15 percent of boards that reported “other” structures appear to have found the question confusing.

Staff. Most workforce boards are small, with 71 percent employing 10 or fewer staff. Another 16 percent employ between 10 and 20 employees. This means that only 13 percent of boards employ over 20 individuals.



Employer. As the largest percentage of workforce boards are non-profits, it is not surprising that the largest percentage of employers of workforce board staff are the boards themselves – 44 percent. Again, also in line with the workforce board structure results, the next largest percentage of employers of workforce board staff are counties, at 14 percent.



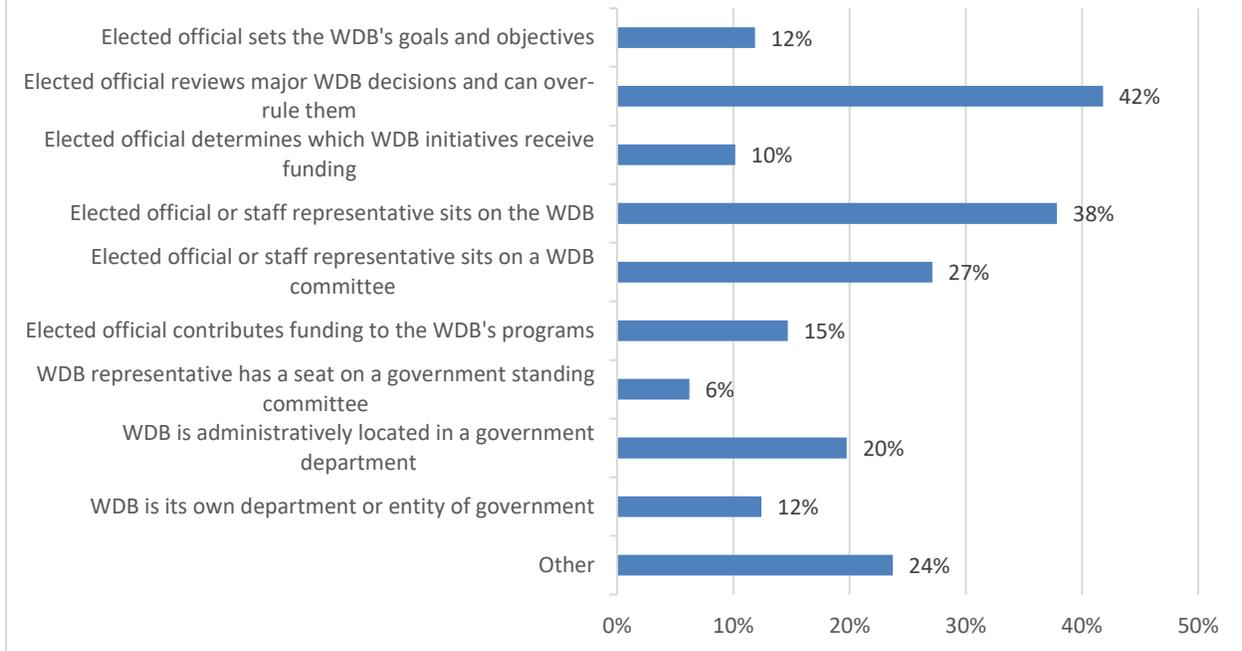
Most of the boards selecting “special district” as the employer of workforce board staff identified this as a consortium of local governments, and most of those selecting “educational institution” as the employer identified this as a community college. Most of those who selected “other” as the employer indicated either a non-profit (seven boards) or a for-profit company (two boards).

Elected Officials. Elected officials have many, and varied, relationships with the workforce boards. Forty-two percent (42%) of boards report that elected officials review their major decisions and can overrule them, while 20 percent note that the board is administratively located in a government department. Thirty-eight percent (38%) of the boards say that the elected officials or their staff sit on the board itself, and 27 percent that the elected official or staff sit on a board committee.

Twenty-four percent (24%) of boards noted “other” relationships with elected officials, most of which are similar to those already accounted for in the graph below. Eight boards, however, noted more nuanced relationships between the boards and elected officials in their “other” comments. One board noted that the elected official only weighs in on key decisions, otherwise leaving the board to proceed with its work. Another noted that the elected official reviews and approves the plan, but cannot overrule board decisions.

Six workforce boards described a partnership between the board and elected officials, perhaps meeting simultaneously, but definitely making decisions together and taking joint action.

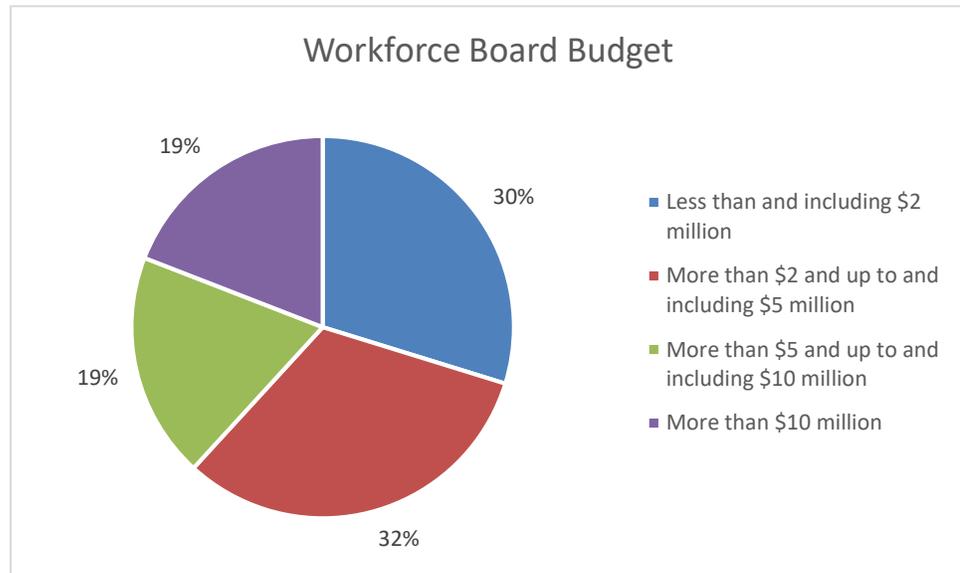
Relationship between the Elected Official and Workforce Board



Workforce Board Finances

Budget. Since 71 percent of boards have 10 or fewer employees, it is not surprising that the majority, 62 percent, of boards have budgets of \$5 million or less. Thirty percent (30%) of boards operate on \$2 million or less.

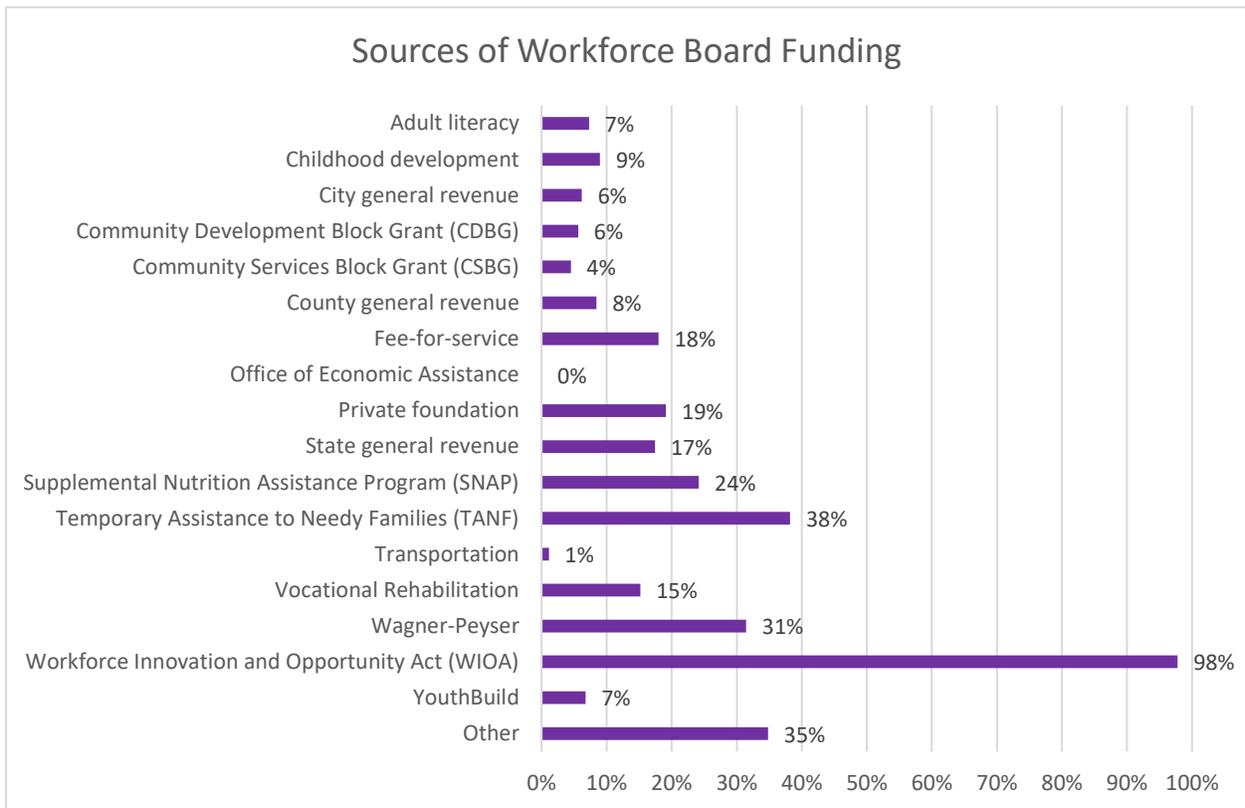
Only 19 percent have budgets of more than \$10 million.



Funding. Boards tap a variety of sources for their funding. Almost all have Workforce Innovation and Opportunity Act (WIOA) funding, but 38 percent also have Temporary Assistance to Needy Families (TANF) funding, 31 percent have Wagner-Peyser funding, and 24 percent have Supplemental Nutrition Assistance Program (SNAP) funding.

The graph below identifies another 12 sources of funds boards are using that were included in the Operations Survey. In addition to these, 35 percent of boards noted “other” sources of funds. Seventeen (17) workforce boards mentioned a variety of state and federal competitive grants, including the National Emergency Grant, Trade Adjustment Assistance, Workforce Innovation Fund, Youth CareerConnect, veterans grants, and Department of Commerce Entrepreneurship Grant.

Two workforce boards noted funding from the state WIOA set-asides, three from state funds, one from the Reemployment Services and Eligibility Assessment (RESEA) program, and four the Ticket to Work program. Seven boards noted receiving funds from private or non-profit sources, including a regional economic development council, a temporary hiring agency, a university, foundation grant, 211 information and referral, a non-profit, and donations.

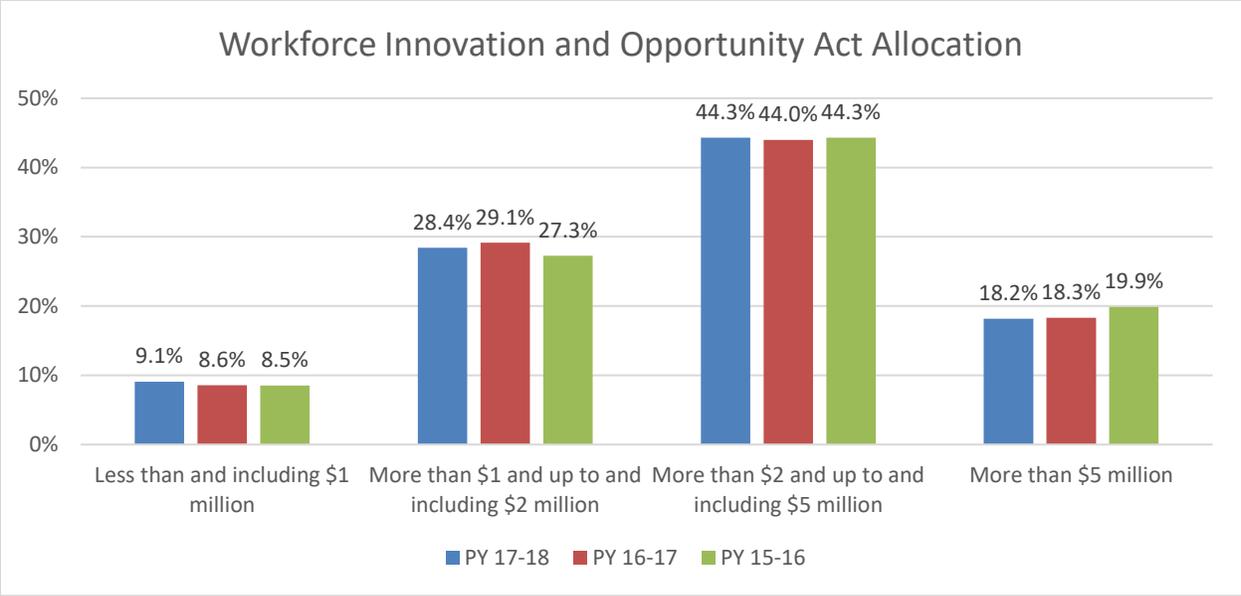


Three boards provided a more detailed description of how funding worked in their areas:

TANF and Vocational Rehabilitation are partners in the one-stop centers, but control their own funding streams.

Iowa doesn't have the funding flow through the local workforce development boards. Iowa Workforce Development controls the funding and contracts.

All required partners contribute cash for American Job Center infrastructure AND for a percentage of the one-stop operator salaries and benefits.

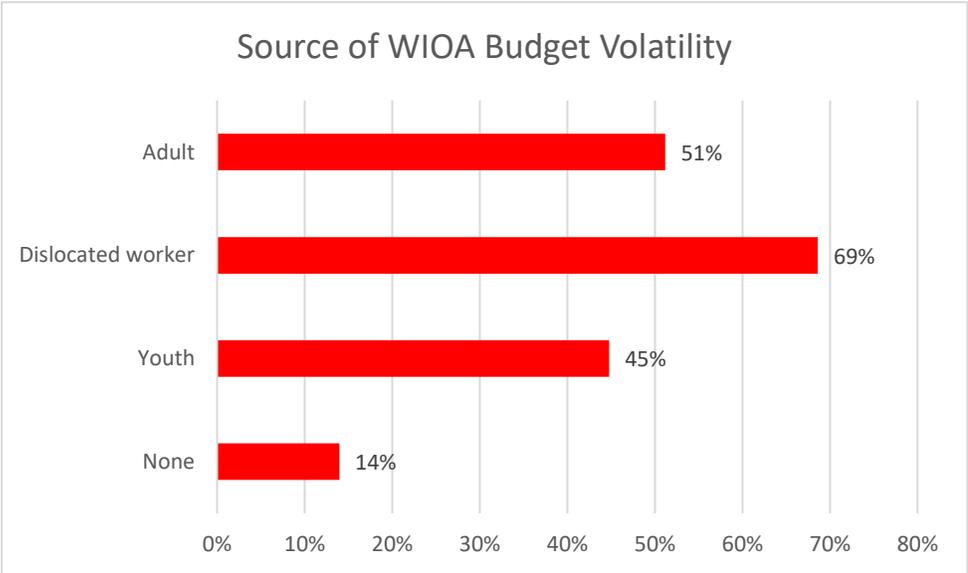


WIOA Allocations. WIOA allocations have been relatively constant over the last three program year (PY) cycles. In these program years, approximately 44 percent of boards have received between \$2 and \$5 million, 28 percent have received between \$1 and \$2 million, 19 percent have received more than \$5 million, and 9 percent have received \$1 million or less.

Allocation Volatility.

While allocations overall have not shown much volatility, individuals boards can have significant variations in their allocations for specific programs.

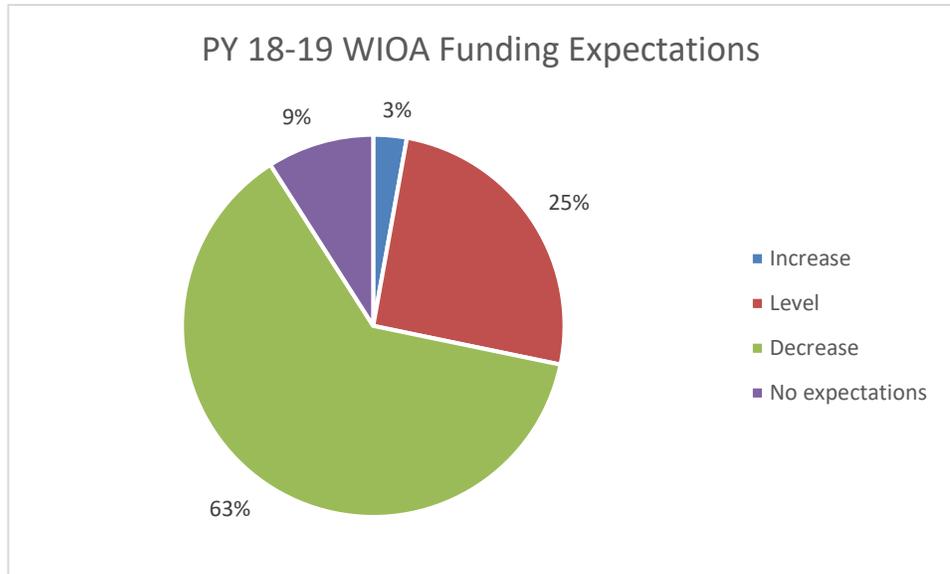
Most, 69 percent, workforce boards report volatility in their dislocated worker funds, 51 percent report volatility in their adult funds, and 45 percent in their youth funds. Only 14 percent of boards reported no volatility in their WIOA allocations.



Funding Expectations.

The current political uncertainty in Washington is reflected in the expectations workforce boards have about future WIOA funding.

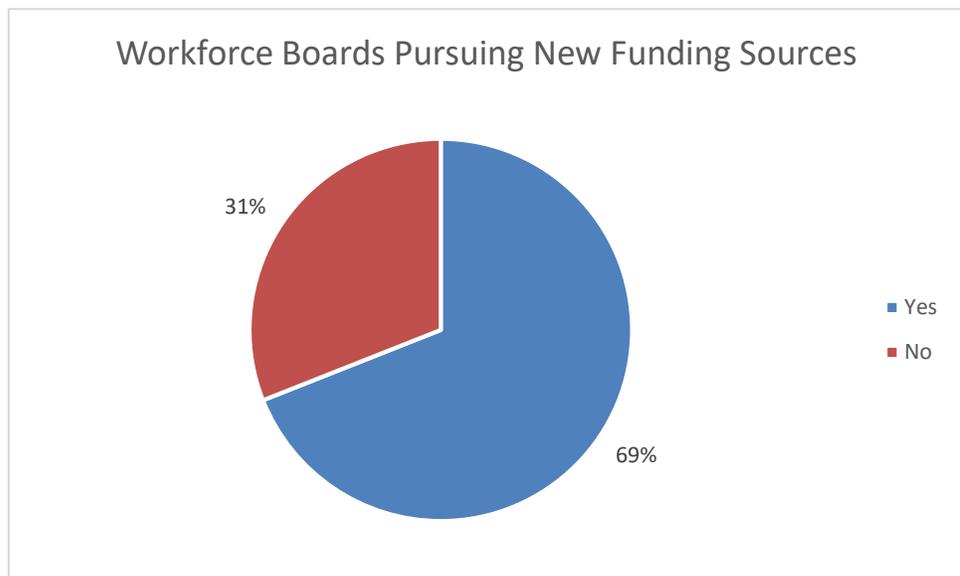
Most boards, 63 percent, believe there will be a decrease in WIOA funding in PY 18-19. Twenty-five percent (25%) expect level funding, and 3 percent expect a funding increase. Only 9 percent have no expectations about PY 18-19 funding levels either way.



New Funding. With so much uncertainty about future funding, and the largest percentage expecting bad news, most – 69 percent – boards are pursuing additional funding sources.

While 31 percent reported they were not pursuing new funding sources, one of these boards cared enough to send me an email saying that

while she wasn't pursuing more funding now, that was only because she was still putting together a strategy – she definitely is planning to look into additional possibilities.



Boards are looking far and wide for funding. Fifty (51) boards listed local, state, and federal government grants, as well as private grants as potential sources. Some of the specific grant opportunities cited were U.S. Department of Agriculture grants; U.S. Department of Education job training grants; Appalachian Regional Commission (ARC) grants; state community sector grants; and 2Gen, apprenticeship, H-1B, America's Promise, and STEM grants.

Twenty-seven (27) boards are looking to tap more local, state, and federal government funding streams. Some of the specific programs mentioned were Health and Human Services, Economic Development,

and Medicaid programs; Pell, Perkins, and Career Pathways educational support; Temporary Assistance to Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP) Employment and Training, and Ticket to Work funds; and Employment and Training Panel and Regional Economic Development Council funding.

Thirty-one (31) boards indicated that they were looking into funding from private, local, and community foundations, non-profits, and philanthropies. One board specified foundations with a focus on education and training, and two specified the United Way.

Fourteen (14) boards plan to tap the private sector through employer or corporate support, six are considering fee-for-service activities, and five mentioned donations from individuals or fund raising. Seven boards listed activities they felt would generate a revenue stream, including youth internships, youth programming, and the Summer Youth Employment Program; healthcare; entrepreneurship; a virtual career center; and consulting.

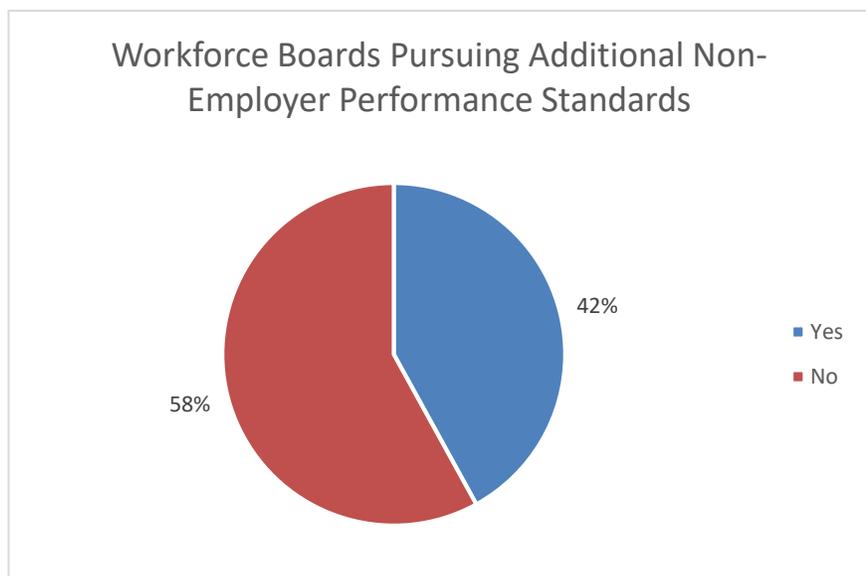
Two boards suggested alternative methods for funding activities: pay for success and community benefits agreements.

Performance Standards

Non-Employer Standards.

The U.S. Department of Labor requires five basic non-employer performance standards for WIOA adult, dislocated worker, and youth programs (which are constructed and measured differently depending on the program).

Forty-two percent (42%) of workforce boards have additional non-employer standards against which they measure their performance.



Over half of the boards that indicated they used other non-employer performance standards provided information on what these were. Some of these members measure raw outputs, such as the number served, number of services provided, time to placement, and cost per person or outcome. Some measure return customers and referral rates. One board looks beyond wage at placement, measuring wage progression. Another measures outcomes for non-WIOA participants.

Some additional measures focus on career center activities, measuring career center visitors, participants in career center training programs, and caseload volume. Boards measure equity, calculating service by demographic group and geographic area. They also consider performance for specific target populations, such as veterans or youth in foster care.

Some boards break performance down for separate training programs, such as on-the-job training, and for specific industry sectors and high growth occupations. They also measure attainment of specific credentials, such as the GED, the National Career Readiness Certificate, or certificates in target occupations or industries.

Boards measure collaboration, sector partnerships, and community partner placements. They also measure performance around specific programs, such as a Ticket to Work and child care. Ten boards measure customer satisfaction, two measure return on investment, and one measures market share.

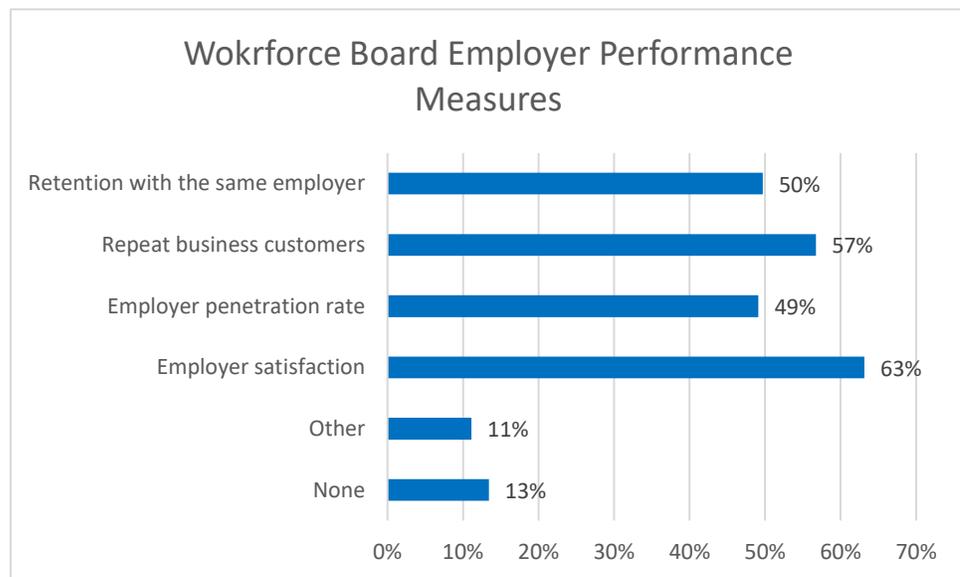
Some boards gauge the impact they are having on the region, measuring such employment statistics as the workforce participation and unemployment rates, or economic development statistics. Finally, one board moves us into the 21st century, tracking social media metrics.

Employer Standards.

WIOA requires that the U.S. Department of Labor (DOL) establish a measure for “effectiveness in serving employers.” DOL is currently piloting three measures, which some workforce boards are currently tracking.

These include:

1. Retention with the same employer – tracked by 50 percent of boards.
2. Repeat business customers – tracked by 57 percent of boards.
3. Employer penetration rate – tracked by 49 percent of boards.



The vast majority of workforce boards, 63 percent, also are tracking employer satisfaction. And 11 percent are tracking other employer standards. These include:

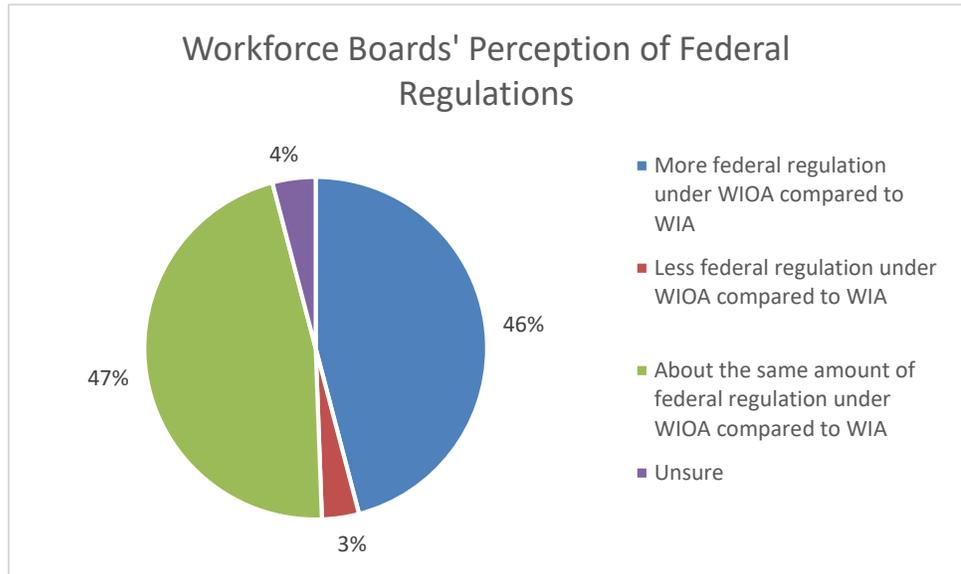
- Job listings entered, closed, resulted in a hire, and retention;
- Staff referrals for job listings, referral to hire ratio, and length of time to fill jobs;
- Number of employers served, number and type of services, and new business engagements;
- One-stop coordinated and hosted recruitment events; and
- Participation in board sponsored events.

Only 13 percent of workforce boards currently are not tracking any employer performance measures.

WIOA Regulations

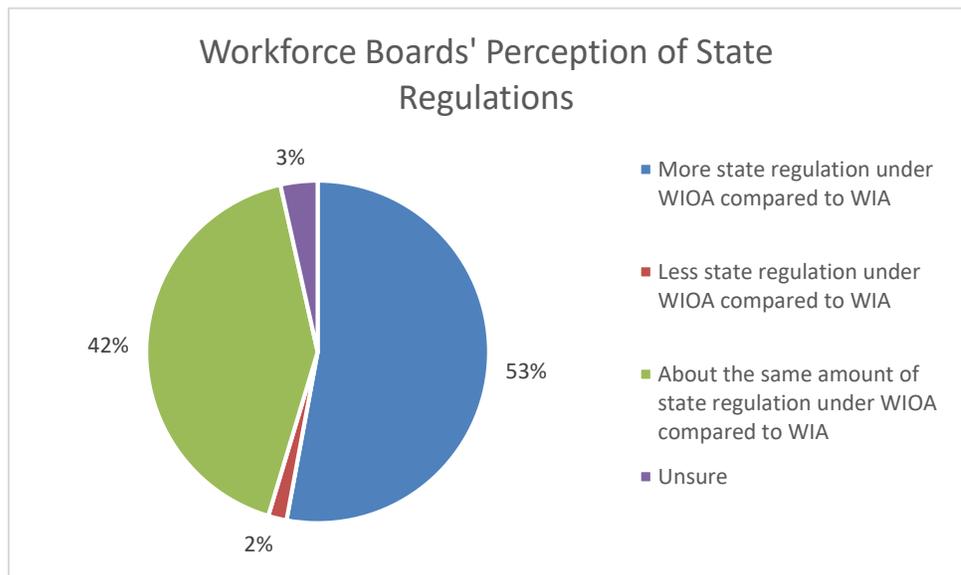
Federal Regulations.

Workforce boards are relatively evenly divided about their perceptions of federal regulations associated with WIOA. While 46 percent feel that there are more federal regulations under WIOA than under the Workforce Investment Act (WIA), 47 percent feel that the degree of regulation under both Acts is essentially the same. Only 3 percent feel that there is less regulation under WIOA.



State Regulations.

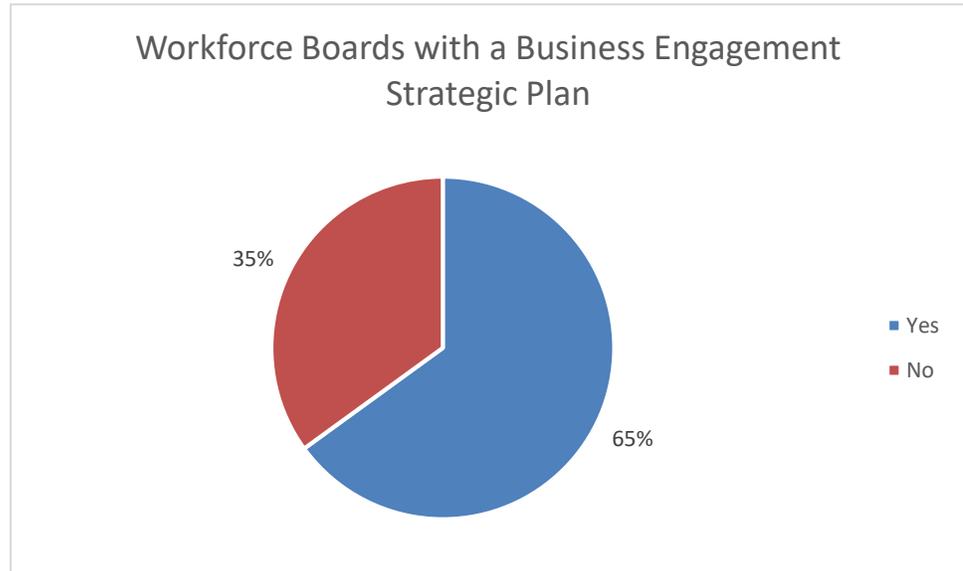
Perceptions about state regulations under WIOA are less balanced. A full 53 percent of boards feel that there are more state regulations associated with WIOA than WIA, while only 42 percent feel that the degree of regulation is about the same under the two Acts. Only 2 percent feel that there is less state regulation under WIOA.



Industry and Employer Strategies

Strategic Plan.

Almost two-thirds of workforce boards have a business engagement strategic plan.

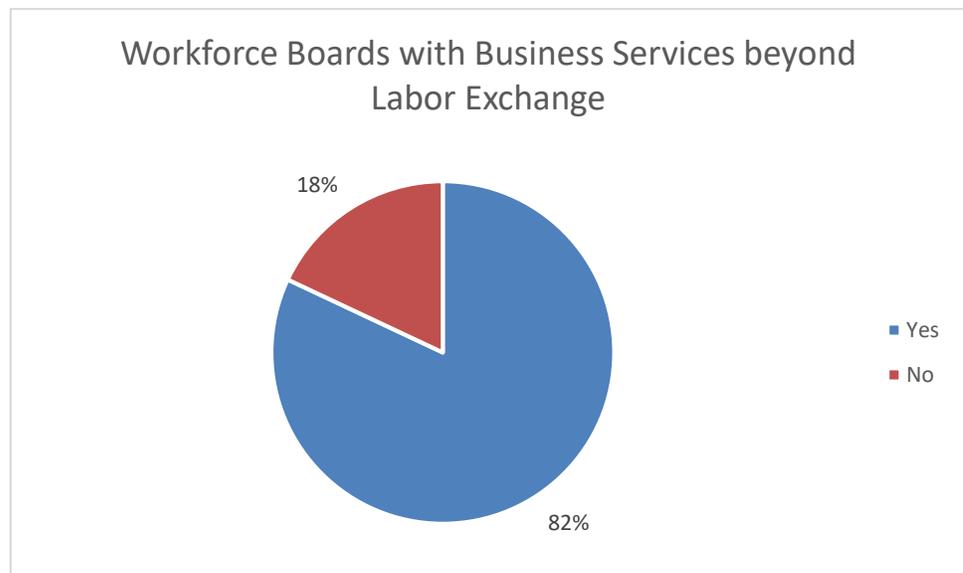


Business Services.

Over 80 percent of workforce boards provide business services beyond the basic labor exchange.

A major business services area for workforce boards is human resource services, including job profiling and job descriptions, recruitment, facilitated application processing and

resume review, screening and skill assessment, onboarding assistance, and retention support.



Workforce boards provide a variety of recruiting support through job postings and referrals, as well as other recruitment events. They also sponsor such hiring events as career fairs, mini job fairs, and on-site hiring affairs.

Workforce development boards also provide broader, holistic and customized business services, including business development, business audits, technical assistance and consulting, and customized labor market and wage and hour information. Some workforce boards also provide access to facilities and computers to support area employers.

Workforce boards also provide training services to employers, including on-site, customized, incumbent training; accelerated, just-in-time, cohort training; and on-the-job training, work experience, and internships. They also support and coordinate apprenticeships, and provide industry-wide training.

Workforce boards also provide financial assistance. Some of this assistance is closely related to the training, such as work-based learning employment subsidies for on-the-job and incumbent worker training, and work experience and internships. Others are farther afield, including safety grants and such lending services as Small Business Assistance and employee microloans. Boards also help employers complete funding proposals and grant applications, and provide access to incentives, such as the Work Opportunity Tax Credit (WOTC).

Workforce boards provide the traditional layoff aversion, rapid response, and outplacement assistance and services, as well as the less traditional links to schools and career pathways. Workforce boards also support businesses through industry sector and cluster partnerships.

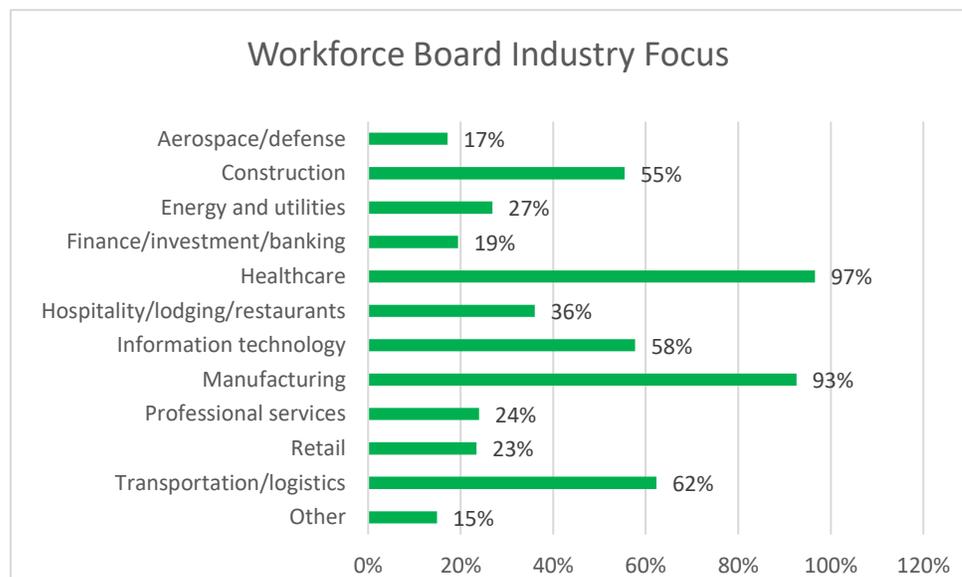
Many boards offer skill building opportunities for the employers themselves, with business training and briefings; business education courses and seminars; and presentations. They also offer networking opportunities and employer meetings.

Workforce boards are joining other employer service providers to form (informally or formally) business resource networks or multi-agency employer services committees so they can jointly provide business services outside of the workforce arena. They also help connect employers with a broader range of services by partnering with economic development and providing information about available government services.

Industry Focus. Most workforce boards have not only developed an industry focus, but are actively working with multiple industries.

The most common industries with which workforce boards are working are

1. Healthcare – 97 percent of workforce boards.
2. Manufacturing – 93 percent of boards.
3. Transportation/logistics – 62 percent of boards.
4. Information technology – 58 percent.
5. Construction – 55 percent.



The graph above identifies another six industries with which boards are working that were included in the Operations Survey. In addition to these, 15 percent of boards noted “other” industries. These include:

- Agriculture, agriculture business, and food processing;
- Business services;
- Education;
- High Technology, e-commerce, and call centers;
- Life Sciences, biotechnology, and biomedical devices;
- Oil and gas, and timber and forest products;
- Public service and government; and
- Recreation.

Business and Industry Selection. Several workforce boards indicated that they do not select specific businesses or industries to serve, but instead serve all. One board noted that it serves all sectors, “but focuses on a few.” Another that it has identified four “industries of growth,” but “will never refuse to serve a business located within [the county] who needs the board’s assistance or guidance.” A third provided an explanation for not adopting an industry focus:

Because we are such a small area, with a very low unemployment rate, we work with any of the employers in our area. Most are small businesses – we do not have many large employers other than [the government and a local university].

Several boards indicated that sectors are identified through the creation of their local, strategic plan. Some boards rely on recommendations from board members and business services staff, though one added that data analysis is used to validate board selections.

Quite a few workforce boards indicated that selection is made informally, based on outreach and discussions with business and workforce and community partners. Another indicated that board members and staff survey the counties’ elected officials, EDCs, and other partners to arrive at their selections.

The economic development community plays a large part in the selection of target industries. Board strategies include 1) adopting the targeted industries of the lead economic development agency; 2) creating a joint strategic plan with economic development; 3) consulting with economic development; and 4) basing decision on economic development projections.

One local workforce board noted that the state identified the sectors, while another board indicated that the state policy board provided sector strategic planning sessions, which prepared the local board to work with local community partners to determine the sector focus.

A few boards suggested what appears to be a somewhat circular process, suggesting that they target businesses and industries based on employer engagement and feedback, and focusing on those industries participating in sector partnerships.

Most of the boards that identified the characteristics they want in target industries mentioned high growth and occupational demand. They look for industries that demonstrate the most opportunities for employment, including vacancy projections. A number of boards also focus on industries containing

occupations with self-sufficiency level wages or a career path that could lead to self-sufficiency, as well as occupations with benefits. One workforce board looks for the “existence of entry and mid-level job opportunities,” and another for “occupations requiring less than a baccalaureate degree.”

One workforce board looks at gross regional product and location quotients, and another the impact of the industry on the region. A third board factors in “resources available” in an area, perhaps to support entry into the industry.

Workforce boards use a variety of data sources as part of their industry target selection process. Some boards create their own data, conducting focus groups, surveying local employers and industries, and conducting a skills gap analysis and annual data review. One board mentioned using consultants, and another proprietary economic analysis software.

Workforce boards also consult data produced by other organizations in their region, including data from community stakeholders, economic development, chambers of commerce, and universities. One noted that it relies on data from regional studies.

Workforce board data sources include the U.S. Department of Labor, Bureau of Labor Statistics (BLS), and the Census; state and local labor market information; and local studies. Those boards using privately developed data mentioned Burning Glass, Chmurra Analytics and Jobs EQ, EconoVue, EMSI, MERIC, and Wanted Analytics.

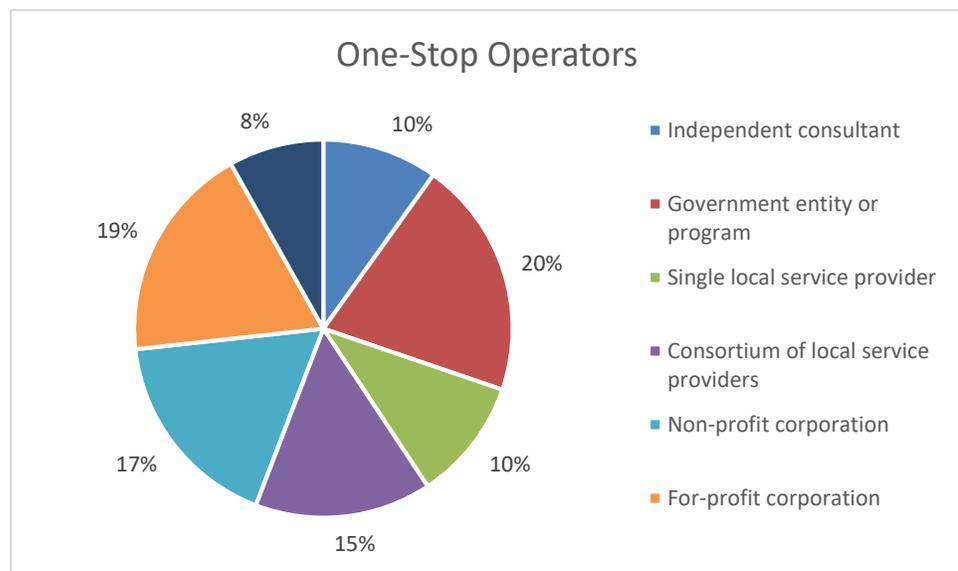
While most workforce boards focus on labor market statistics, one mentioned using career information as well. And, one board noted that it uses data and then has that “validated by discussions with industry.”

Services to Individuals

One-Stop Operators.

Workforce boards are using a dazzling array of entities as the one-stop operators, including:

1. Government entity or program – 20 percent of workforce boards.
2. For-profit corporation – 19 percent of boards.
3. Non-profit corporation – 17 percent.
4. Consortium of local service providers – 15 percent.
5. Single local service provider – 10 percent.



6. Independent consultant – 10 percent.

Most of those who identified the government entity, identified a state department (7 boards); almost half of these were from single board states (3), but over half were from multi-board states (4). One listed a county department, and two listed the center partners or managers.

Most of those that identified the for-profit corporation identified ResCare Workforce Services (8 boards). Other identified for-profit corporations (one board for each) were Career Team, Complete Technology Solutions, Dynamic Workforce Solutions, and KRA Corporation.

The only identified non-profit corporations were Lake Cumberland Area Development District, Star Strategies, West Piedmont Workforce Board, and Workforce Solutions, two of which are the boards themselves.

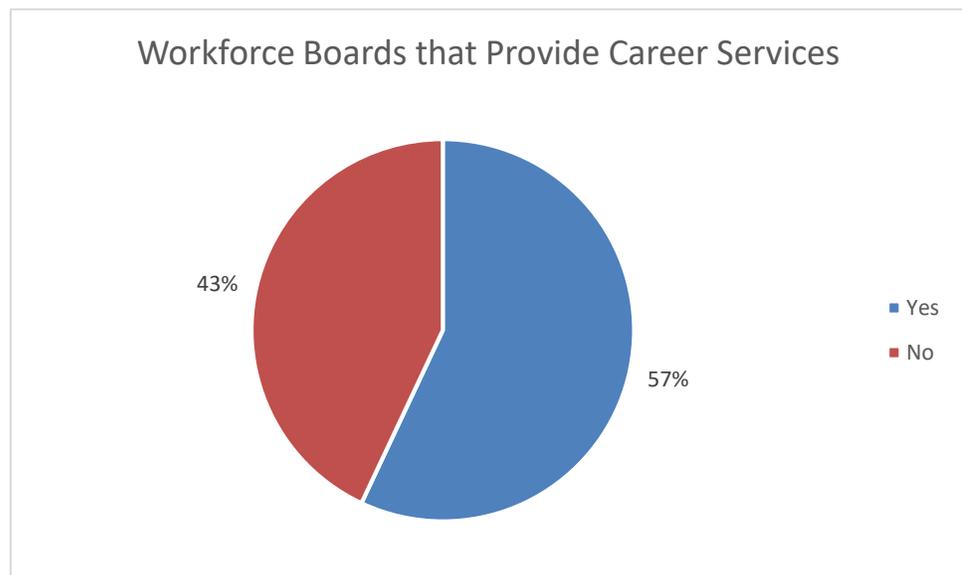
Those that identified the consortium of local service providers identified 1) county agency and DOL representatives; 2) Eastern Maine Development Corporation and ACA - Early Care and Education; and 3) Department of Job and Family Services and a local Community Action Council.

The only identified single local service provider was Goodwill Industries (2 boards). Identified independent consultants were GoTo Strategies, Strategic Policy Consultants, and Lori Strumpf.

Another 8 percent of boards identified “other” as their one-stop operator. Specified “other” entities were 1) the board (with a waiver); 2) the board (temporarily); 3) community college (2 boards); 4) economic development consortium; 5) consortium of state government, county government, and community college; 6) CLJ Associates, LLC, and 7) not yet determined (2 boards).

Career Services.

Almost 60 percent of workforce boards provide career services.



Service Priorities.

Some workforce boards determine priority of service based on federal dictates, using WIOA guidelines, grant requirements, or federal objectives. Other boards suggested that the state or the state workforce development board set their service priorities. One board said that its priorities are determined by the city government.

A few respondents indicated that service priorities are established through development of the local board strategic plan, and reflect local priorities and input from focus groups. One suggested that priorities are staff driven, with board approval.

Some workforce boards said that priorities are set with assistance from partners, citing “partner relations,” “discussions with partner agencies,” and “anecdotal feedback from partners.” Another board cited “community inputs.”

A number of workforce boards suggested that priorities are set *endogenously*, that is by the system of service itself. These boards look at an analysis of customers, customer demand, or customer traffic; referrals, enrollment, eligibility, and case management; ground intelligence and anecdotal evidence in the centers; and historical data.

Many workforce boards said that their priority populations are based on barriers to entry in the workforce; income and poverty; un- or under-employment; and low skill levels. Some specific groups mentioned were individuals on TANF, SNAP, or Unemployment Insurance; individuals with disabilities; veterans; the reentry population; and migrant and seasonal farm workers. One board noted that, while they target those most in need, they also take into consideration those most likely to succeed.

Some workforce boards noted that their primary customer is business, and that priorities are set through engagement with business, serving individuals that can meet business’ needs or have career goals in demand occupations.

A few respondents indicated that their workforce boards want to offer services to everyone, and at least one respondent indicated that this led them to serve on a first come, first served basis. One workforce board noted that they need to satisfy geographic demands, pro rating service across counties.

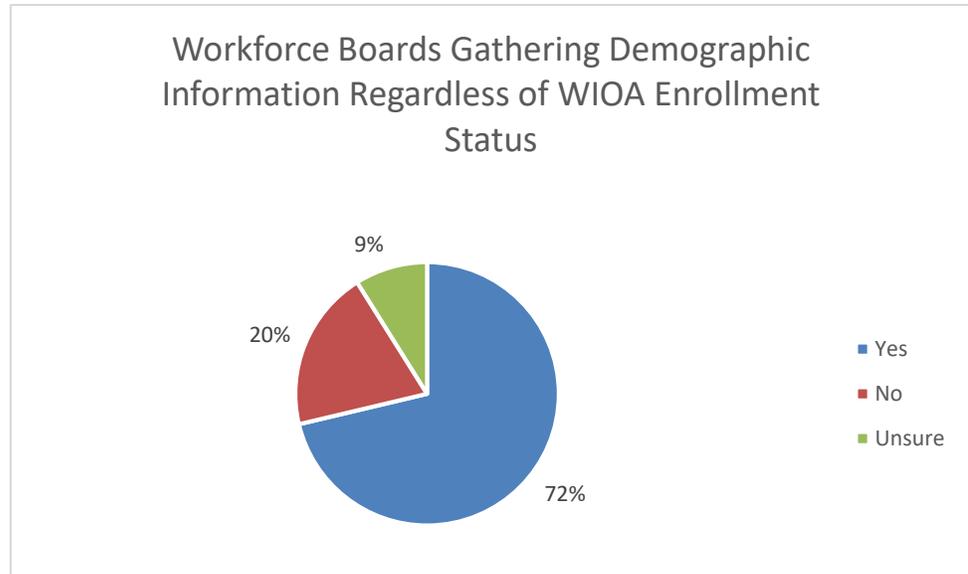
Boards reported using program and demographic data, as well as labor market statistics, the lower living standard income level, and poverty guidelines to determine eligibility. They access data from the Bureau of Labor Statistics (BLS) and the Census, state data compiled by regional analysts and economists, county planning data, and data from a community action needs survey and community assessments.

Many workforce boards are now using data developed by private companies, including Chmura Analytics and Jobs EQ, EMSI, and MERIC.

One workforce board noted that data is difficult to gather for smaller counties and communities.

Demographic Data.

Almost three-fourths of boards are gathering demographic information on the individuals to whom they are providing services, regardless of whether or not they are enrolled in WIOA.

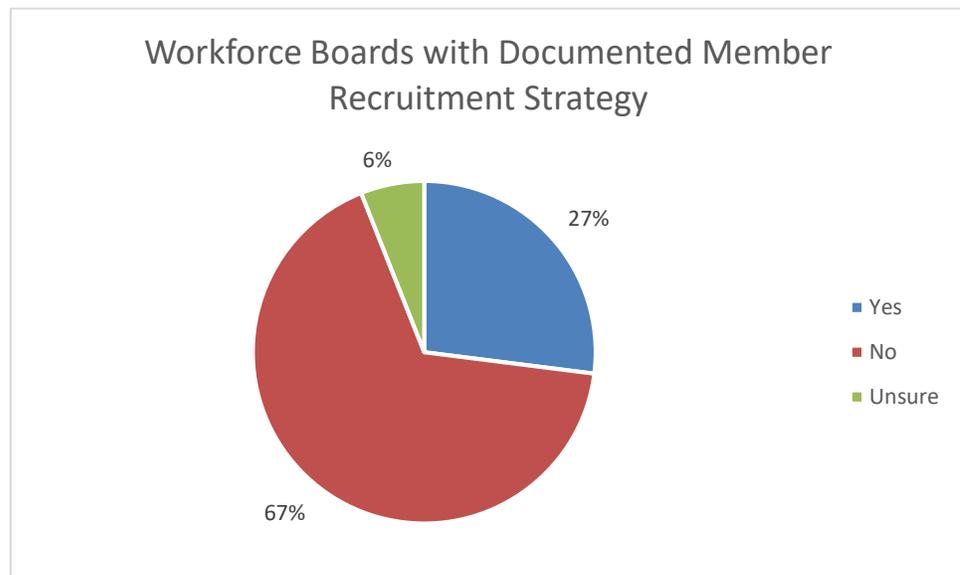


Board Relations

Board Recruitment.

Less than one-third of boards have a documented member recruitment strategy.

Some boards try to balance coverage by geography, industry sector, and size of business, looking for a cross section of representation. Other boards focus on targeted or growing sectors, or try to mirror the business retention and expansion strategy employed by the economic development agency.



Boards look for potential new business board members from chamber of commerce and economic development nominees, existing board member and business services team recommendations, business participants in board projects and events, and survey respondents.

For non-business members, workforce boards ask for recommendations from board members, organizations that provide services, partners, education, and one-stop partners.

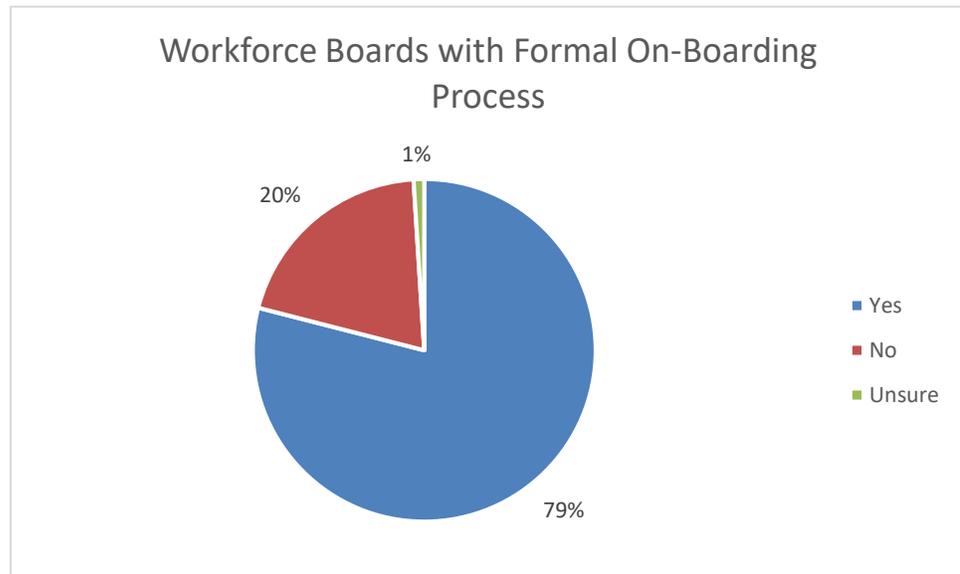
One respondent indicated that it uses a brochure to recruit board members.

In general, boards seek members that are decision makers in their organization, and they try to ensure diversity among the full slate of board members.

On-Boarding Process.

Almost 80 percent of boards have a formal on-boarding process.

Most workforce boards have developed some type of orientation packet, described variously as a manual, resource manual, handbook, guide book, or binder of materials. A couple of boards mentioned the material was accessible electronically, on a thumb drive or the website.



In addition to orientation packets, most workforce boards provide some type of orientation session, referred to as a presentation, a meeting, an orientation, a seminar, or a training class. Some orientations are provided one-to-one, and others in a group. Some boards offer orientations at set times, once or twice a year, and one schedules an “introductory retreat.”

The length of these orientations varies between an hour and a full day. Some boards hold orientation follow-up meetings over the course of the year, or have the executive director check in with new members periodically. Over half of the boards have experienced board members serve as mentors to new members.

Most orientations are face-to-face, though one board utilizes a slide show and one has an online presentation. The people conducting the orientations vary. Some are staff led, consisting of some combination of the executive director and senior staff. Some involve the executive director and a board member working together. One board conducts orientations with the board chair, legal counsel, and the executive director together. Another has the new member meet with the board chair, and then participate in training with the executive director. A third has orientation conducted with the executive committee.

Several boards include a tour of the one-stop center as part of the orientation.

The topics covered in the orientation sessions and materials contained in the orientation packets vary widely. Some boards provide an overview of the workforce system. They may cover the structure of the local, state, and federal workforce system; the Workforce Innovation and Opportunity Act; federal, state, and local regulations; state and regional partner agency relationships; and funding streams.

Some workforce boards provide an introduction to their agency, with information on staffing, policies, key documents, and the website. They may also cover the organization's history, mission, and strategies, as well as the local workforce plan. Some boards include their annual report and program performance information, and one uses labor market information to provide background on the region.

Boards going into more detail cover programs and services and one-stop operations, as well as the budget and the budget process. Some boards provide information on contracts with providers, memoranda of understanding (MOUs) with partners, and local elected official consortium agreements.

Orientations for new workforce board members also include information on the board itself, including board makeup, introduction to members, and member contact information; board structure; a discussion of full meetings, committee meetings, and board retreats; board member roles and responsibilities and expectations for board members; bylaws and conflict of interest guidance; meeting schedule and sample board packet; and the board's strategic plan.

Boards with kindness of forethought also include a glossary of terms, acronyms, and definitions.

Two boards noted that their on-boarding process was dictated by the state. One said that it "follows the state regulations," the other noted that the "state requires open meetings, training, and certification of provided curriculum completion."

One board took a completely different approach to on-boarding, noting:

Prospects are recruited to serve on a committee of the board then elevated to the full board with an orientation.