

California One-Stop System Cost Study Report

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The California Workforce Investment Board



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Executive Summary

California's One-Stop Career Centers began with a bold vision of bringing together a host of federal, state, and local programs under one roof, with a common goal, to better serve people seeking to improve their lives through education, training or employment. In 2006 the California Workforce Investment Board's (CWIB) Accountability Committee was uncertain how well the vision had been realized and wanted to examine California's One-Stops through a new lens. The committee called for a cost study of the One-Stop Career System. In the committee's view:

The reality is that there is inconsistent integration of services and no centralized accounting process within the System that effectively controls or accounts for all resources utilized to produce the System's Outputs....As a result, the One-Stop System appears to some of its customers and outside observers as a fragmented and inefficient business enterprise.¹

The Study Approach

To complete a cost study of One-Stops, the CWIB contracted with a team of researchers in the College of Business and Economics at California State University, Northridge to analyze the costs and operations of California's One-Stop Career Centers. The comprehensive report of study and appendices are available on the CWIB Website at www.calwia.org. Working with staff from EDD and the CWIB, the Cal State Northridge team developed the following research questions to guide the study:

1. What resources do California One-Stops have and where do they spend them?
2. What do partners contribute to the operation of the One-Stop and how does the pattern vary between sites?
3. How much and what types of services do One-Stops produce, and how do sites vary from each other?
4. What do different One-Stop services cost to produce and how do costs vary between sites?
5. Can standard measures or service units and costs be developed and applied across One-Stops?

The study designed to answer these questions had two phases. In Phase I, the research team conducted four in-depth case studies. The goal of the case studies was to answer the research questions and develop methods that could be replicated in a state-wide survey of One-Stops. In Phase II of the study, the team conducted a survey of 18 comprehensive One-Stops, which when added to the case study data provided a study population of 22 full service One-Stops. To get the best response possible, we promised each One-Stop anonymity. In the report you will see sites are designated by generic names such as "large southern urban One-Stop" to protect each site's confidentiality.

¹ From: "Proposal by the California Workforce Investment Board Accountability Committee for a Cost Study of the One-Stop Career System", October 28, 2005.

This is the first study to look at the consolidated costs and the consolidated services across the full range of on-site partners in a group of One-Stops. The study used the Activity Based Cost (ABC) accounting model to conduct its analysis. The purpose of Activity Based Costing is to better understand the real costs of producing a product or service.² The ABC approach focuses on the processes and activities that produce specific services rather than the traditional line items found in government budgets. In short, ABC is a dramatic departure from traditional government budgets, and we believed it would provide valuable insights into the costs of One-Stops. The ABC accounting model begins by mapping the processes and activities that generate costs and produce services. Our case studies revealed that the One-Stops were built around four processes:

- A *universal services process*, where an person can walk in to One-Stop and use services to find a job or training opportunities;
- An *enrolled services process*, eligible clients formally enroll in programs such as the WIA Adult program, the Trade Adjustment Assistance Act program or CalWorks;
- A *business services process*, services to business ranging from workshops on writing a business plan to rapid response services for companies facing a layoff or closure;
- A *youth services process*, services to eligible youth that range academic support to case management, to help finding a summer job.

Within each process were multiple activities, and each process produced multiple services lines. Using this framework, the study estimated the costs of processes and the activities within them, and then estimated the cost-per-unit of services produced. It also estimated the costs incurred by partners within the One-Stops associated with each process.

Here's a quick word about what this study is *not*. This study is not an evaluation of the One-Stop system. It is not an attempt to make judgments about what costs are appropriate or what activities are most efficient; rather, we endeavor to describe as clearly as possible what we observed. There are no standards or regulations for what services should cost in One-Stops, or what partners should contribute, or which services should be produced in what volume. So there was no yardstick against which to evaluate what we found. Further, this is not a study of the larger workforce development system. This study is restricted to services provided by personnel who were based "under the roof" of the One-Stop at the time the services were provided. Services that were conducted off-site by personnel who were not based at the One-Stop, such as training at a local community college, were not included in the analysis.

With these limits in mind, here is a brief summary of our results for the research questions posed before.

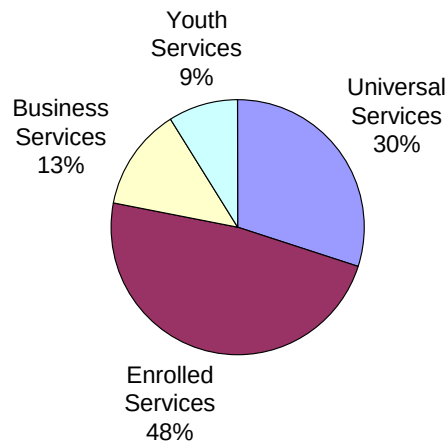
1. What resources do California One-Stops have and where do they spend them?

The 22 sites studied had annual costs of \$66.5 million, with an average cost of about \$3 million, but a median cost (the point at which half the sites were above and half below) of \$2.4 million. Costs ranged from a low of \$900,000 to a high of \$10 million.

² For a general introduction to ABC see Cokins, Gary, et.al (1992) *An ABC Manager's Primer: Straight Talk on Activity-Based Costing*, Irwin Publishing.

We found the activities that took place in the One-Stops could be placed within four processes noted above: “universal services process,” “enrolled services process,” “business services process,” and “youth services process.” We then estimated the percentage of total costs generated by each process. Summing across all 22 sites, we found that the “enrolled services process” accounted for the largest amount of costs at 48%, followed by “universal services”, “business services” and “youth services” (which were present in about half the One-Stops).

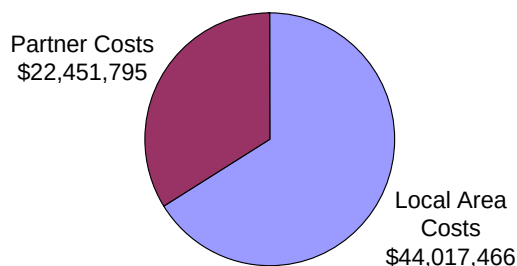
Figure E-1: Percent of Cost By Process Across All Sites



2. What do partners contribute to the operation of the One-Stop and how does the pattern vary between sites?

Across all 22 sites partners’ costs accounted for about 34% or \$22.4 million of total costs for the One-Stops studied.

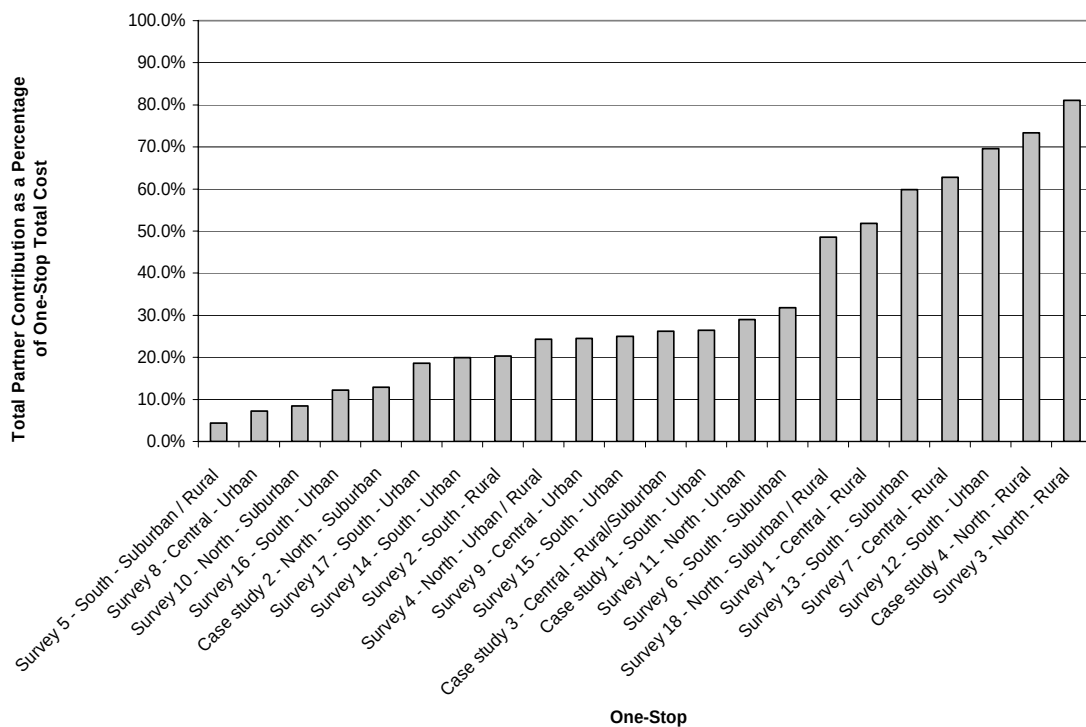
Figure E-2: Local Area Costs and Partner Costs



Contributions tended to be largest in the universal process and smallest in business services. The largest partner contribution was from EDD at about \$13 million, followed by a mixed group of local partners ranging from housing authorities to tribal councils to Goodwill, which as a group contributed slightly less than \$4 million. Health and Human Services Agencies (mostly county agencies responsible for CalWorks programs) contributed over \$2 million. No other partner contributed over \$1 million in costs across the sample of 22 One-Stops. It is important to note that our tabulation of partner contributions is directly affected by our “under the roof” definition.

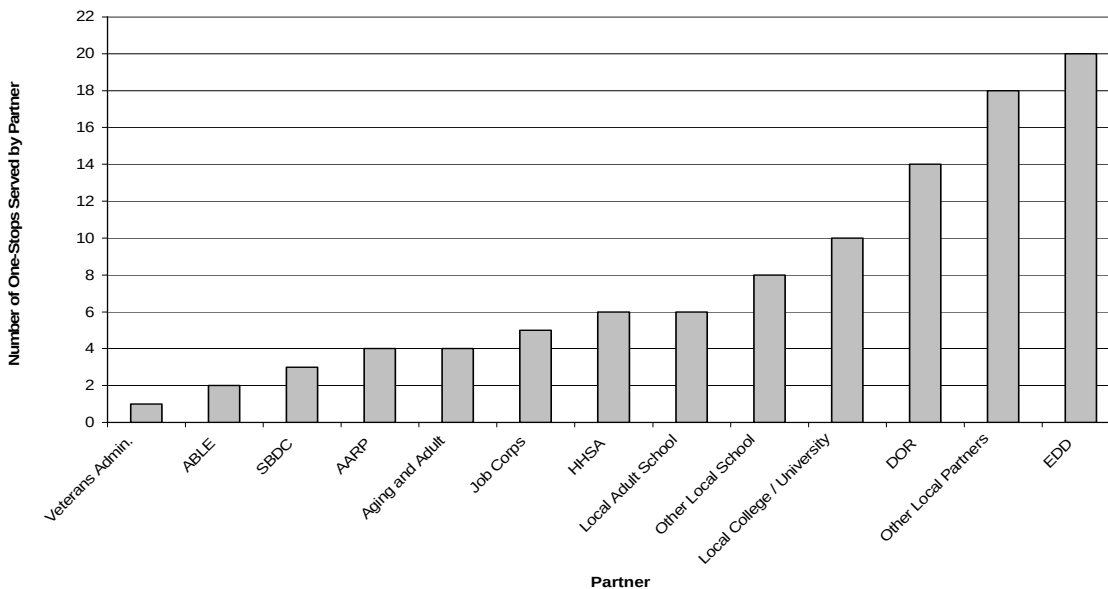
The pattern of partner contributions varied a great deal across One-Stops studied. The graph below indicates that while partners contributed 34% of all costs, in a few One-Stops partner contributions were equal to over 70% of total costs, while at the other end of the scale partner contributions made up less than 10% of total cost at some One-Stops in the sample.

Figure E-3: Percent of Total Costs Contributed by Partners by One-Stop



We also looked at how often partners appeared in the One-Stops. Below you can see that EDD was the most active partner, present in 20 of the 22 One-Stops studied, while the Department of Rehabilitation was in 14 out of 22. No other partner appeared in half of the One-Stops surveyed.

Figure E-4: Number of One-Stops Served by Partners



3. **How much and what types of services do One-Stops produce, and how do sites vary from each other?**
4. **What do different One-Stop services cost to produce and how do costs vary between sites?**

These are two complex and closely related questions. As a new enterprise, One-Stops do not have standard cost indicators like those found in more mature organizations. In the analysis, we developed a wide array of cost per-unit of service measures which can evolve into valuable management tools. From the case studies, we developed a standard set of services One-Stops produced and then estimated the per-unit cost of producing those services, by dividing the total costs of a service by the number of units produced at each One-Stop. In the table below we present what we believe are the most valuable “cost-per” measures for understanding One-Stop operations by process.

Table E-1: Services by Process: Median Cost and Range Of Cost Per-Unit of Service and Range

<i>Process/ Unit of Service</i>	<i>Median Cost Per</i>	<i>Range</i>
Universal Services		
Per Universal Client	\$166	\$33 - \$554
Per Universal Visit	\$41	\$8 - \$146
Per Coaching and 1-on-1 assistance	\$20	\$6 - 145
Event		

<i>Process/ Unit of Service</i>	<i>Median Cost Per</i>	<i>Range</i>
Enrolled Service		
Per Enrolled Client	\$2,671	\$579 - \$8,015
Per Client Receiving Case Management	\$1,208	\$218 - \$4,543
Per Enrolled Client Placed	\$7,012	\$739 - \$20,708
Business Services		
Per Rapid Response Employer Assisted	\$964	\$62 - \$18,127
Per Rapid Response Employee Assisted	\$157	\$3 - \$4,671
Per Mass Hire Event	\$2,934	\$355 - \$11,524
Youth		
Per Youth Served	\$3,837	\$546 - \$20,178
Per Youth Placed in Employment	\$2,526	\$617 - \$6,328

Universal Services

Universal services accounted for about 25% of the costs in the One-Stops in the sample. These services are open to anyone who walks into a One-Stop. In theory, Universal services are provided on a self-service basis, but much like the public library, many clients need help and One-Stops provide it by offering some one-on-one coaching, such as reviewing resumes or helping with computers.

From our case study experience we found that there were three key cost-per-unit measures for universal services: cost per universal client, cost per universal visit and cost per one-on-one assistance event. The median cost per universal client was \$166, with a range of only \$33 to \$554. The cost per client visit tends to cluster around \$40 a visit with a few outliers at higher and lower costs. This is not surprising, as we found in our case studies that most universal access processes deliver roughly the same types of services, and hence have similar costs.

The variance in cost-per-client is explained mostly by the average number of visits made by clients. The average number of visits by universal clients varies across the sites from one to twelve visits per client. Obviously, clients who visit many times on average will cost more to serve than clients who come a few times. Finally, we found the median cost of providing one-on-one assistance to be about \$20 per event.

Enrolled Services

The enrolled services process is the most costly process within the One-Stops, accounting for 48% of sampled One-Stop costs. We found three key cost-per-unit measures: the cost per enrolled client, cost per client receiving case management and cost per client placed. Cost per enrolled client had a median of almost \$2,700, with a wide range from less than \$600 to over \$8,000. The variance in cost was driven in part by the type of client. In sites where there was a large CalWorks program in which clients got extensive case management over many months, costs were higher than in One-Stops with only WIA clients. Similarly, if sites provided training services in the One-Stop rather than contracting them out, costs tended to be higher.

Business Services

One of the key business services we looked at were rapid response services, where One-Stops provide services to businesses facing a layoff or shut down. Another was mass hire events, where a large business such as a big box retailer is seeking a number of employees, and the One-Stop will advertise and provide a facility to the employer to meet and interview employees.

We examined rapid response from two perspectives: the number of employers assisted and number of employees assisted. As the table above indicates, the median cost of providing rapid response services to a business was \$964, but the cost ranged widely. When we looked at the cost of assisting an employee with rapid response service the median cost was \$157, again with a wide range. The wide variation is due to the variety of interventions offered and the size of the companies. In one case, the One-Stop may just provide some routine information to the company, while in another they may set up extensive on-site services. Similarly, the number of companies served affects the cost per company served; the number of companies served ranged from 450 to a handful.

The median cost of a mass hire event was \$2,934, with a median cost per applicant interviewed of \$48. The wide range in costs is driven by the number of clients interviewed and the amount of marketing and logistics that go into the event.

Youth Services

Only about half the One-Stops surveyed had a youth program housed under the roof, so our measures in this process are more limited and more variable. We saw two key indicators here; the cost per youth served, which is simply the total number of youth served divided by the total cost of the youth process and the cost of placing a youth in any type of employment experience.

The median cost per youth receiving services was \$3,837, substantially higher than the median cost for enrolled adults. The costs varied widely from only \$546 to over \$20,000, but most sites had costs between \$2,000 and \$7,000 per youth. Again, the wide variation in volume of service delivered may account for the different costs in large part. The median cost per youth who was placed in some type of employment (work experience, summer job, and regular employment) was \$2,526.

5. Can standard measures or service units and costs be developed and applied across One-Stops?

We believe the results of this study clearly show that such a set of standard measures can be developed. The full report shows the detailed definitions and calculations we used for measures we developed. Below we propose a process lead by the CWIB to develop a sophisticated measurement system for One-Stops.

Conclusions

This project is the first Activity Based Cost Accounting (ABC) analysis of One-Stop Career Centers and their finances and as such this project raises as many questions as it answers. Our goal was not to evaluate how the One-Stops manage their costs but to describe objectively what is happening in the field in terms of operations and finances and to provide a model for how One-Stop costs and operations could be measured. The study does have a few observations which will add some insight for policymakers and practitioners:

- Traditional federal, state and local funding streams still drive how One-Stops conceptualize costs and services, and undermine managers' ability to see their operation holistically.
- There are few standard measures for units of service produced, so comparison and benchmarking against other sites or over time is difficult.
- Partner relations vary widely, based on local conditions, funding and eligibility requirements for each program, and the personal networks of One-Stop managers.
- One-Stops tend to structure their processes around the WIA program, so the four processes we uncovered appear to be fairly consistent across sites.
- One-Stop services were customized to local needs and this accounts in large part for the differences in costs between sites.
-

Recommendations

Finally, we recommend that the State Board take the lead in developing a voluntary system of standard measures of costs and services for the One-Stops. Such a system can evolve over time into a powerful method for improving the performance of One-Stops. We see four specific steps the Board could take to promote the development of such a system:

- Extend the ABC analysis to different types of One-Stops, including satellite One-Stops and smaller, less-than-comprehensive One-Stops.
- Form a voluntary group of One-Stop managers and policy makers to develop a limited set of key "workforce industry measures" based on their expert opinion and the results of this study.
- Create a voluntary centralized data-base system where One-Stops can submit data on line and have key measures calculated and returned, benchmarked against other similar One-Stops.
- Link cost analysis to performance outcome measures that include all programs housed "under the One-Stop roof." These data can start to create a framework for reliable valid cost/benefit analyses and ultimately a return on investment analysis.

The complete report is available at www.calwia.org.

Acknowledgements

This project was designed to be a collaborative effort so we have many contributions to acknowledge. First, we want to thank to the 22 One-Stop Career Centers and their local WIA programs and partners for being willing to share their data with us and investing the time and effort it took to complete the survey. We particularly want to thank the case study sites who hosted our study team for several days each. Because we promised the sites strict confidentiality, we are unable to name them here. We would also like to thank the California Workforce Association and Virginia Hamilton for their instrumental role in communicating and garnering support from the Local Workforce Investment Boards.

Three EDD staff worked with us through out the study. Doug Orlando participated in all four of the case studies, and provided his invaluable accounting expertise, particularly about ABC accounting, and a deep knowledge of One-Stops. Doug also contributed significantly to the development of the survey instruments. Rod Addy participated in three of the case studies and lent us his in-depth knowledge of One-Stops, WIA and local EDD operations to help us develop our data collection approach. Both Doug and Ron are relentlessly cheerful and fun to be with in the field. Steve Saxton, of EDD provided some of the original thinking that went in to study and reliably came up with tough questions and new insights as the study progressed.

CWIB staff played and important in the project as well. Ray York, helped us plan our work and see the issues from state level perspective throughout the project. He helped us many times at critical junctures to gain cooperation from key parties and think through strategic decisions. Bev Odom of the CWIB staff played a vital role in keeping the project on-time and on budget; she helped manage our relationship with the steering committee and the CWIB, and most importantly proved very persuasive in getting One-Stops to participate in the survey.

Professor Ken Euske of the Monterey Naval Post-Graduate School and a leading national expert in the field of ABC accounting in the public sector served as a consultant to the project. He played a critical role in helping us shape our methods and reviewed our work products through out the project. His good humor and commitment to helping us get it “roughly right and not precisely wrong” are much appreciated.

Our steering committee provided advice and reviewed many work products through out the study. We thank them. The committee included:

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While many people contributed to the study the opinions expressed here and certainly any mistakes are those of the authors only.

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I Introduction

In 2006 the California Workforce Investment Board's Accountability Committee called for a cost study of the One-Stop Career System. In the committee's view:

The reality is that there is inconsistent integration of services and no centralized accounting process within the System that effectively controls or accounts for all resources utilized to produce the System's Outputs....As a result, the One-Stop System appears to some of its customers and outside observers as a fragmented and inefficient business enterprise.³

To complete a cost study of One-Stops, the California Workforce Investment Board (WIB) contracted with a team of researchers in the College of Business and Economics at California State University, Northridge to analyze the cost of California One-Stop Centers. Working with staff from EDD and the WIB, the Cal State Northridge team developed the following research questions to guide the study:

1. What resources do California One-Stops have and where do they spend them?
2. What do partners contribute to the operation of the One-Stop and how does the pattern vary between sites?
3. How much and what types of services do One-Stops produce, and do sites vary from each other?
4. What do different One-Stop services cost to produce and how do costs vary between sites?
5. Can standard measures or service units and costs be developed and applied across One-Stops?

The study subsequently designed to answer these questions had two phases. In Phase I, the research team conducted four in-depth case studies of four full-service One-Stops. The goal of the case studies was to answer the research questions and develop methods that could be replicated in a state-wide survey of One-Stops. In Phase II of the study, the team conducted a survey of 18 representative One-Stops.

This report presents the results of the case studies and the survey. We begin with a description of the methods we employed and then present the results of the surveys.

³ From: "Proposal by the California Workforce Investment Board Accountability Committee for a Cost Study of the One-Stop Career System", October 28, 2005

How To Read This Report

This was a complex project and produced a long report. To help readers find what they need we have some suggestions.

If you just want an overview of the report and key findings, read the executive summary.

If you are interested in ABC approach and how it can be applied to One-Stops, read Chapter II: Methods and look through the Appendices with our instruments and procedures.

In you are interested in partner contributions look at pages 42 to 50 in Chapter III: Results

If you want to see how One-Stops compare with each other look at the detailed graphs throughout Chapter III: Results

If you are interested in why One-Stops differ from each other, read the case studies in Appendix C .

If you are interested in where research should go from here, read Chapter IV: Conclusions and Chapter V: Recommendations

The entire report in whole or in sections can be downloaded from the web at www.calwia.org

II Methods

A major product of this study is the development of a method for conducting Activity-Based Costing (“ABC”) analysis of One-Stops. As we noted before, this is the first study of its type. Here we provide a fairly detailed description of the reasoning behind our analysis and the methods we employed to help other analysts who want to conduct similar studies. Readers more interested in the results may want move on to section III.

As noted above, the study had two phases. In Phase I, we conducted four case studies to develop an in-depth understanding of the One-Stop Career centers, how they operated, and how they were financed. We used the knowledge developed in the case studies to construct a survey method to capture standard data across 18 additional sites, providing a final benchmark group of 22 One-Stops. In both the case studies and the survey, our analysis method was based on “Activity Based Cost Accounting,” a method designed to help managers better understand their process and costs.

The ABC Approach

Throughout the study, we used Activity Based Costing (“ABC”) to analyze each One-Stop’s finances. The purpose of Activity Based Costing is to better understand the real costs of producing a product or service. It is a system designed to support effective management of resources rather than to provide reporting to outside auditors. A key insight of the ABC method is that certain activities may generate greater indirect costs than others, and that to really understand the cost of a product or service, these costs need to be accounted for with some precision rather than just spread as a general overhead rate.⁴ In short, ABC is a dramatic departure from traditional government budget reporting systems, but we believed it would provide valuable insights into the costs of One-Stops. The Figure below shows simply how an ABC analysis is different from a traditional government budget.

Figure II-1: Comparison of Traditional Views and ABC View

<i>Traditional Line Item Government Budget View</i>		<i>Activity Based Costing View</i>	
Salaries	\$375,000	Access to Resource Room	\$175,500
Benefits	\$92,000	Career Search	
Supplies	\$47,000	Workshops	\$82,000
Telephone	\$8,500	Case Management	\$103,000
		ESL Training	\$58,000
Travel	\$13,000	Rapid Response	
		Service	\$115,000
		Business Plan	
		Consulting	\$105,000
TOTAL	\$535,500	TOTAL	\$535,500

⁴ For a general introduction to ABC see Cokins, Gary, et.al (1992) *An ABC Manager’s Primer: Straight Talk on Activity-Based Costing*, Irwin Publishing.

At both the case study sites and the survey sites, it took a great deal of work for our team and the local staff to transform their traditional accounting records into an ABC analysis of costs.

Case Study Method

There is not any systematic study of One-Stop costs on which this study could directly build. Given the lack of previous studies in this area, the study team made two critical methods decisions. First, given the research questions, the team decided that the best approach for answering the questions was “Activity Based Costing,” commonly referred to as ABC accounting, as we described before. Second, given the many complexities of applying ABC accounting to One-Stops and the lack of previous research on which to model this study, the team decided to begin the project with four case studies. The over-arching goal of this research project is to use the grounded theory approach to develop a model of how One-Stops use their resources to produce services. The grounded theory approach developed by Glaser and Strauss uses case studies rich in detail to generate empirically based theory, which can then be tested by other research methods⁵. This approach seems particularly appropriate to this setting where there is little previous empirical work on which to build.

One-Stops are a novel type of organization. Studies of them are limited and research on their finances is virtually nonexistent. There are few standard definitions or a standard practices. We do know that One-Stops vary widely along a number of dimensions. Some One-Stops are large with many employees, while others are small with just a few staff. Some One-Stops are operated by local government employees, and others are contracted out to non-profit or for-profit organizations. Some One-Stops are co-located with many partners, while others have few partners active in the One-Stop. A recent report from researchers at the University of California, Davis made a first attempt at capturing the complexity and variation in how California One-Stops operate, but it did not study the financial aspects of One-Stop operations⁶.

When confronted with the task of performing an evaluation of a complex program about which little is known, evaluators have, as noted earlier, frequently use a case study approach.⁷ The case study approach allows researchers to enter programs with a blank slate and capture the reality of what actually exists in rich detail, rather than imposing a template of what they think exists or what they think should exist.

In this study, we entered each case study site and documented how each site was organized and how partners participated. We used whatever measures of service were collected at each site. Because of this case study approach, each case study report differs in a variety of ways from each other site. We do not have a complete set of standard measures across each site. Rather, the case study approach allows us to show each site as it is, as it operates. The case studies did

⁵ Glaser, B.G. and A.L. Strauss (1967) *The Discovery of Grounded Theory: Strategies for Qualitative Research*. New York: Aldine.

⁶ Cambell, David, et.al (2006) *Final Report: UC Davis Evaluation of California’s Workforce Development System*, Department of Human and Community Development, University of California Davis.

⁷ See for example Patton, Michael Quinn (1980) *Qualitative Evaluation Methods* Newbury Park, CA: Sage Publications.

show us the commonalities and differences found in the system, and provided a basis for designing a survey which did use a standard set of measures to collect data on a larger sample of One-Stops in the second phase of the research.

Below we elaborate the steps employed in conducting the case studies.

Case Study Site Selection

We wanted to select four sites that would capture a good part of the diversity found among California One-Stop Centers. We began by sending a letter to every WIA local area in California, from the State WIB and the Secretary of the EDD, asking for volunteers. We also made presentations at several professional meetings to explain the purpose of the study. As part of the project, the State WIB offered a \$10,000 payment to local areas who would volunteer one of their One-Stops to be a case study site. Sites were promised strict anonymity so that they would be willing to open their practices to the researchers. From the pool of volunteers we selected four full-service One-Stops, which represented a good cross-section across a variety of characteristics we were interested in. Due to restricted resources we were not able to include satellite One-Stops in our sample. We also required that, to be a case study site, One-Stops had to at least have counts of the number of universal access clients. It is important to note that our “unit of analysis” is full service One-Stops, not local areas. The table below profiles the case study One-Stops.

Table II-1: Profile of Case Study Sites

<i>Site Name</i>	<i>Local Area Characteristics</i>	<i>Service Area</i>	<i>One-Stop Characteristics</i>
So-Cal Urban	- Multi-city local area - Multiple One-Stops in local area - Large - Southern California	- Urban - Low Income - Large Metro area labor market	- Large - Staff: city employees
No-Cal Suburban	- Multi-city local area - Single One-Stop in local area - Northern California	- Suburban - High-tech area - Mid to high income - High levels of education	- Large - Staff: city employees
Central CA Urban	- County local area - Small city in rural area - Multiple One-Stops - Central Valley region of California	- Small city surrounded by rural area - High unemployment - Low levels of education - Agricultural area - Low income	- Mid-sized - Staff: county employees

<i>Site Name</i>	<i>Local Area Characteristics</i>	<i>Service Area</i>	<i>One-Stop Characteristics</i>
No-Cal Rural	- County local area - Small city and rural area - Multiple One-Stops - Northern California	- Rural - Small local labor market - High unemployment - Low income	- Small - Staff: non-profit employees

Implementing the ABC Approach at the Case Studies

Conducting an ABC analysis at each site was a complex process. The figure below shows the process we used to move through an ABC analysis.

As Figure II-2 indicates, the process had five steps⁸.

Step 1: We first found the annual expenditure report for the most recently closed year, which for the survey sites at the time of our visits was FY 2004-05. These expenditure reports were based on traditional line item budgets for the One-Stop and for all major partners such as EDD. This was not easy, as some One-Stops do not have separate budgets but instead are integrated into the local area budget. Most partner agencies did not have a budget for a particular One-Stop and therefore had to do some reverse-engineering to extract the One-Stop's data from a larger budget report.

Step 2: We had One-Stop managers identify the responsibility centers through which they managed the One-Stop's work. For example, the resource room that served universal access clients was often a responsibility center. Other responsibility centers typically were enrolled services, business services, and youth services. We also treated each partner as a responsibility center. We would then move 100% of costs, including support costs, from the Local Area into the responsibility centers. The largest item in every case was payroll. For a variety of practical reasons, each partner who provided services in the One-Stop was treated as its own responsibility center.

Step 3: We mapped all the processes and activities that went on in the One-Stop, in many cases these processes overlapped with the responsibility centers, and in others they did not. (See Figure II-3, for a sample process map with activities).

Step 4: In this step, for each responsibility center, we identified key cost drivers, usually staff time, space used, and equipment. We used these cost drivers to identify the cost of each activity in the process map, for each responsibility center. For example, a resume writing workshop would take staff time to plan and deliver, use some space in the One-Stop and consume some supplies. We kept going until 100% of each responsibility center's costs had been assigned to the set of activities.

⁸ Our method evolved and simplified as we went from case to case. For example, in the first case study we attempted to have every staff member estimate how they had spent their time in the previous year. This proved impossible. We did find that managers were able to estimate better how the effort of their unit was distributed.

Step 5: In this final step we took the costs of the various responsibility centers traced to various activities and added them together to get the cost of the activity. Then we took the units of service produced to calculate the cost per service unit. So, for example, if we found across all the responsibility centers that there was a cost of \$12,000 for delivering workshops during the year, and 10 workshops were produced, then the cost per workshop was \$1,200.

The approach described here was taken largely from *Service Process Measurement; Breaking the Code, Applying Activity Based Performance Measures to Service Processes*, by K.J. Euske et.al. Professor Ken Euske, of the Naval Post-Graduate School in Monterey, served as a consultant to this project and was instrumental in developing the methods employed.

Figure II-2: One-Stop ABC Analysis Process

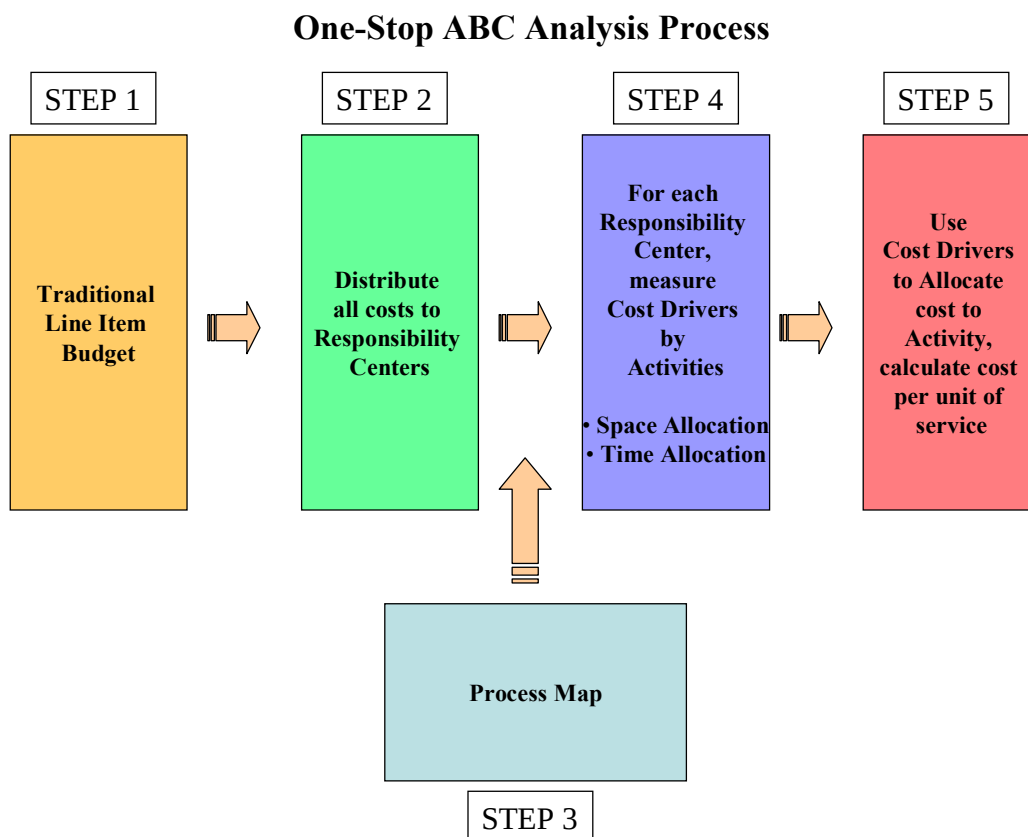
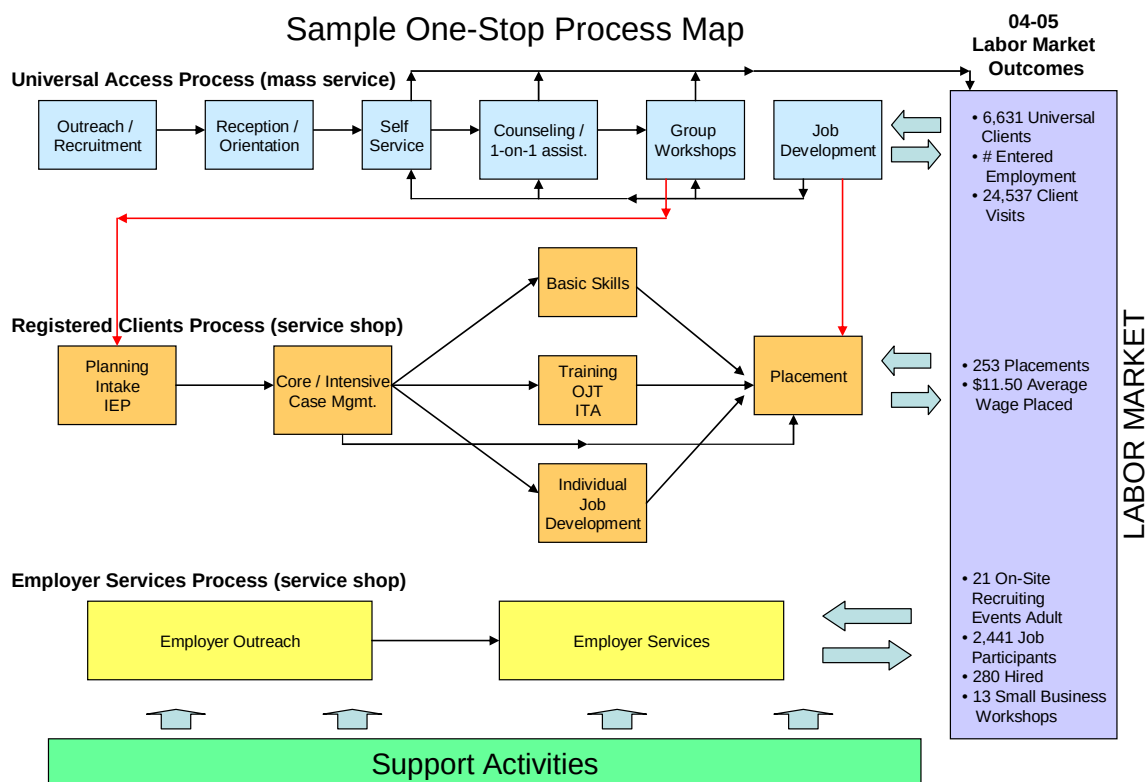


Figure II-3: Sample One-Stop Process Map



Conducting Case Studies

Conducting the case studies involved three stages. In the first stage we reviewed the available information on the site to familiarize ourselves as much as possible with the site. In the second stage we conducted the site visit. Some cases were done in a single multi-day visit, while other cases, particularly the first case, required multiple follow-up visits. In all four cases there were follow-up contacts by phone and email to collect additional data and clarify data collected. Data collection for a typical site visit consumed over 10 person-days of work by our team. In the third stage we analyzed the data collected, wrote up a case study report, reviewed the case study report with the staff of the case study site and made final revisions.

One important methods issue that emerged immediately in the field work was: what to count? Which costs and activities should be included and which excluded? This was a particularly significant issue in relation to partner costs. For example, if a One-Stop gives a participant an ITA, essentially a training voucher, to attend a local community college, should the costs of the voucher and the additional subsidies the client gets by attending the community college be included in our analysis? Similarly, if the local Salvation Army shelter is a partner and a universal client is referred there, and gets services, should that be counted in the cost analysis? After a lengthy discussion of the theoretical and practical issues involved in trying to trace all costs through the entire network of providers, we came up with a definition that we used across

all sites. We call the definition the “under the One-Stop roof” criterion. Simply put, we only measured costs and activities that took place physically in the One-Stop. Services that clients received away from the site, or services the One-Stop contracted for away from the site (including ITAs and OJTs) were not counted in this analysis. So by the “under the One-Stop roof” criterion, a community college counselor who spends time in the One-Stop advising clients is counted, but a community college counselor who provides counseling at the college campus does not. This definition was essential for us, since we needed a bright line that allowed us to know which costs are in our analysis and which are out.

Text Box II-1 below shows the detailed protocol we followed in conducting the case study analysis.

Text Box II-1: Case Study Protocol

Stage I: Pre-visit reconnaissance

- Obtain mission/vision/goals/objectives
- Obtain Annual Plan – current and for FY04-05
- Get performance on Federal performance measures FY04-05
- Survey One-Stop to gather descriptive data (organization chart, floor plan of site, partners on site, etc.)

Stage II: On-site

- Walk-through, including interviews with key personnel. Purpose:
 - Define the boundaries of the One-Stop
 - Validate Responsibility Centers
 - Define Activities
- Caucus to review data so far
- Meet with Director. Purpose:
 - Revise/refine the definition of the One-Stop, including Partners; validate the list
 - Revise/refine the list of Responsibility Centers; validate the list
 - Revise/refine the list of Activities; validate the list
- Get WIB budget w/ breakout by funding stream
- Get WIB staff time allocation (specifically, allocation to the One-Stop)
- Define responsibility centers (at One-Stop, and in WIB Central Office), identify the leader of each one
- Get salary data for existing employees and also for FY04-05 employees
 - Assign each employee to a Responsibility Center
- Map the activity/process flow
- Interview each Responsibility Center Leader; allocate time/effort across activities
- Define Activity measures
- Define Outcome measures; link to activities
- Identify Partner contributions
- Meet with people as needed to nail down budget spreadsheets

Stage III: Analysis and Reporting

- Get 100% of costs into responsibility centers
- Trace 100% of each responsibility center's costs to activities
- Calculate total cost of each activity
- Calculate total cost of each process
- Calculate partner contributions "under the roof" and assign their costs to specific activities
- Link best service measures to activities and calculate cost per service
- Draft report
- Review report with study team and site
- Final report revisions

Reports

Each case study was written up in a detailed report. The four case study reports can be found in Appendix C. These reports provide details on how our ABC analysis evolved and the local factors that affect costs and services at each site. We recommend these reports to readers who want a rich explanation of One-Stop costs.

Survey Methods

In the case studies we used the grounded theory approach where we tailored our analysis to how each site was organized, to the unique set of services provided and used whatever measures of services produced the site had. In the survey sites we needed to create standard data collection methods, and that meant creating a standard set of activities and measures of services produced. We had to clearly define the activities and the services produced so that sites could accurately report how resources were used and what services were produced. We also needed clear survey forms which would allow One-Stops to report their costs by responsibility centers reliably, and to then trace those costs back to specific activities. We would not have been able to do this without the rich experience we accumulated in the case studies. Using the case studies we developed a standard set of activities and services which would allow One-Stops to accurately describe their activities and services produced. These standard definitions were used to produce questionnaires for the surveys.

Activities Defined

In the case studies, we found that virtually all One-Stops organized their activities for adults into four processes that reflected WIA funding streams. There was a universal service process, an enrolled services process, and a business services process. A few One-Stops also served youth, which treated that as a distinct process. We found the activities of partners could be accounted for within these processes. For example, when EDD offered Veteran services, we fit those activities into the enrolled service process; and providing assistance with a UI claim fit easily into the universal services process. When a local Small Business Development Corporation offered a workshop on marketing for small businesses, it fit into Business services. Below is the standardized process map we developed for the survey.

Figure II-4: Standardized Process Map for Survey – Universal, Enrolled, and Business Services

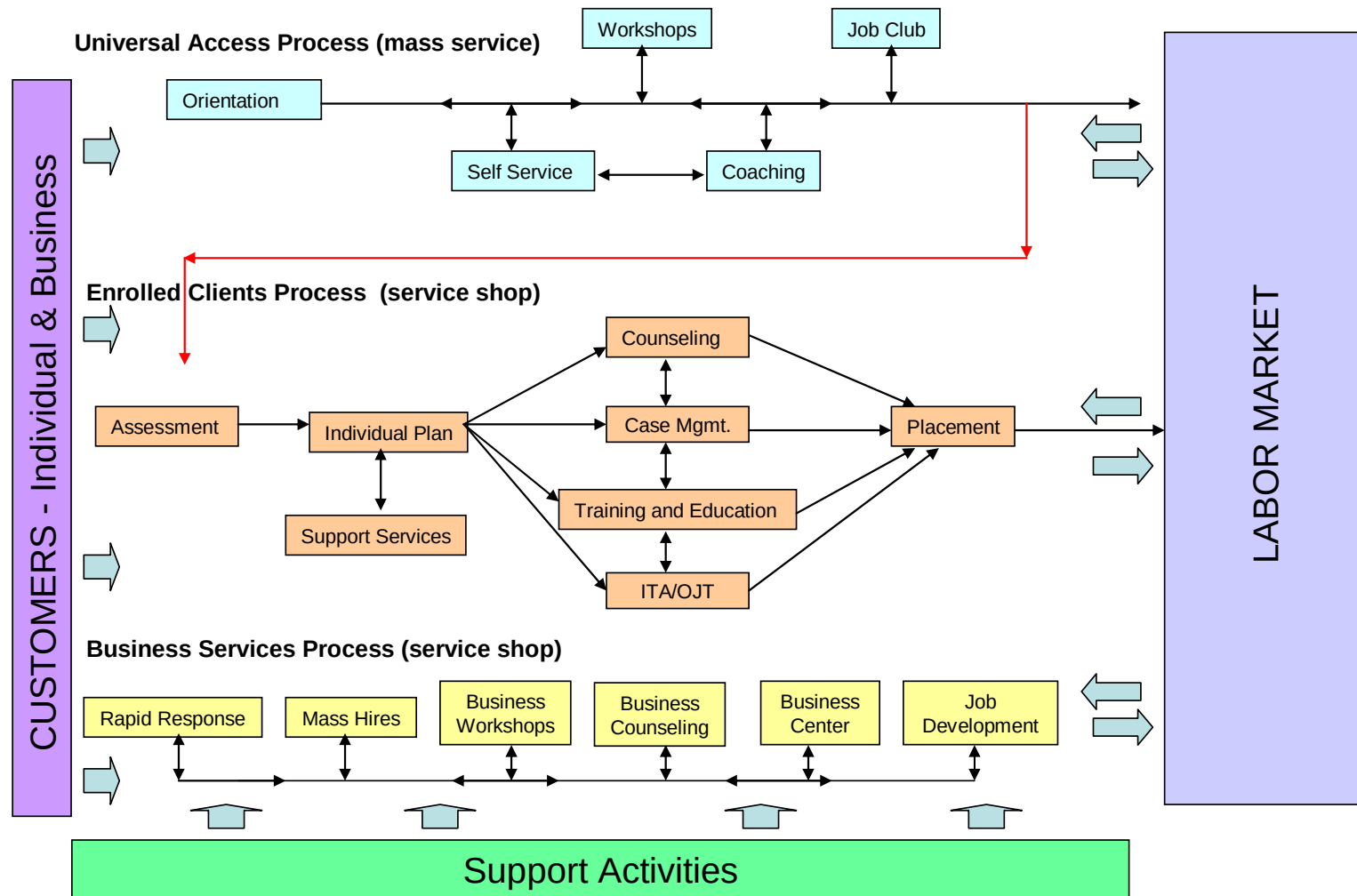
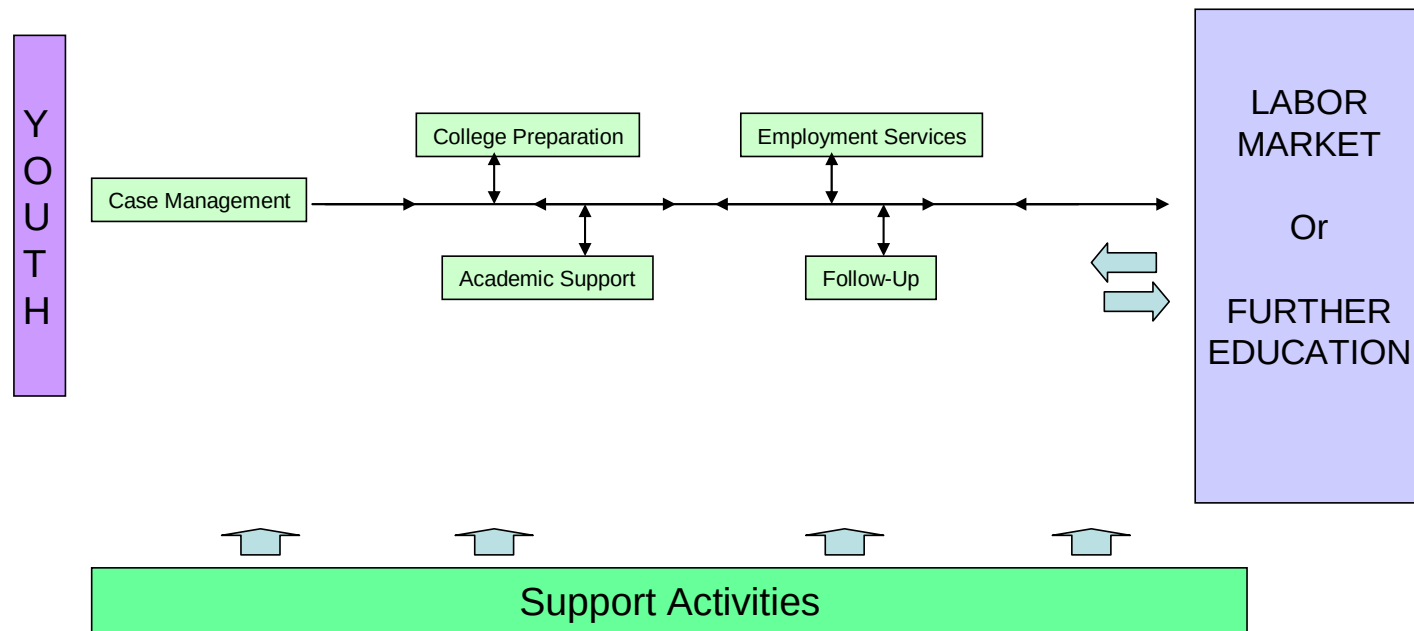


Figure II-5: Standardized Process Map for Survey – Youth Services



Each activity needed to be defined to make sure respondents knew what we were asking about. We made a preliminary list of activities and defined them. After reviewing them with our advisory committee we revised the list and honed the definitions. Below are the specific activities you see in the process map with the definitions we used in the survey.

Figure II-6: Activities by Process With Definitions

Process and Activities	Definition/ Notes
Universal Service Activities	
Self Service- Job Search Information and Support	This is what goes on in the resource room; people seek jobs and related information and use resources to support the job search such as faxing resumes, completing self administered assessments, self referral to other services, using word processing etc. One-on-one assistance is <u>not</u> included in this service line.
Coaching: For Job Search Information and Support	In the resource room clients get one-on-one help with a variety of activities, accessing information, quick informal coaching on resumes, help filing a UI claim etc. It may also include informal referral to other resources inside or outside the One-Stop.
Orientation to One-Stop	Introducing new clients to the resources in the One-Stop on their first visit; includes initial needs assessment.
Workshops: Job Search and Support	These are workshops that build skills or give support for job search. Workshops may serve universal clients, enrolled clients or both.
Job Seeking Networks	This would include traditional job clubs of any type, whether they are staff facilitated or peer facilitated. They must be open to universal clients.
Enrolled Service Activities	
Assessment	A comprehensive assessment of skills, background and interests for registered or potentially registered clients, interpreted by a professional.
Individual Service Plan, such as IEP	A service plan for an individual that involves one or more formal services leading to employment; that will be tracked by a staff member.
Case Management	Meetings, phone calls and other activities where a staff member helps a client complete their plan. It may involve problem solving, securing support services, or brief counseling. This includes follow-up after placement or exit.
Counseling	Counseling for specific personal problems in scheduled sessions – individual or group. For example, drug and alcohol counseling.
ITA/ OJT	Trainees receive an ITA or an OJT experience as part of a training plan.
Training and Education	Formal training or education which is part of a service plan. For example GED or ESL classes provided in the One-Stop.

Process and Activities	Definition/ Notes
Support Services	This is restricted to support services such as drop-in child care which are delivered under the roof.
Placement Assistance	Defined as staff provided assistance to locate and secure a job.
Business Service Activities	
Rapid Response Assistance	Meeting at the company site with employers or employees of companies considering a lay-off or closure.
Mass Hires/ Job Fairs	One-Stop staff arrange logistics, screen applicants for employer hiring a number of employees or Job Fairs where employers come and meet a number of potential applicants.
Workshops	Workshops to provide skills or information for businesses.
Business Consulting	One-on-one assistance to businesses to provide help with taxes, marketing, loan applications etc.
Business Center Service	Essentially office support for small businesses, faxing, internet access, office space etc.
Job Development	Contacting businesses to identify open positions and posting those positions in the One-Stop and elsewhere.
Youth Service Activities	
Employment Services	Youth placed in work experience, summer jobs or regular employment.
Counseling, Case Management Supportive Services	Services to counsel and support youth while they are enrolled in a program.
College Preparation	Activities to prepare youth for college, campus visits, SAT Prep, information session etc.
Academic Support	Services such as GED preparation, home work clubs, or tutoring to help improve academic achievement.
Follow-up	Follow-up services to see if youth have completed activities.

Services Defined

We needed a list of clearly defined services produced by One-Stops that would account for virtually all the services produced. Again we reviewed our case studies to develop a list of service measures we thought each One-Stop would know. We reviewed that list with the advisory committee, and revised it according to feedback we received.

A key problem in doing ABC analysis is the problem of joint costs. A detailed description of joint costs is provided in the case study reports. For now, we offer the following simplified definition of joint costs: Joint costs occur when there are two distinct outputs and it is difficult or impossible to accurately trace the portion of costs consumed in the production of each distinct output. To overcome this problem we created a list of services produced that either tied clearly to a single activity or were clearly produced by an entire process. For example, a workshop delivered is tied clearly to cost of workshops in the universal process, so the cost per workshop

could be calculated by simply dividing the number of workshops delivered into the fully loaded cost of workshops. On the other hand, the cost of serving a client in universal services could be calculated by dividing the total number of universal clients into the fully loaded cost of all universal service activities.

The following Figure lists the measures of services produced for which we collected data, and the activities to which the measures are linked in our cost analysis.

Figure II-7: Activities by Process; Services Produced and Measured

Process and Activities	Services Produced and Measured
Universal Service Activities	
Self Service- Job Search Information and Support	Number Universal Access visits
	Number Universal Access clients
	Number Universal Access Service Events (e.g. faxed a resume, accessed career information on internet)
Coaching: For Job Search Information and Support	Number of times one-on-one coaching events occur
Orientation to One-Stop	Number of new universal access clients.
Workshops: Job Search and Support	Number of Workshops
	Number of People attending
Job Seeking Networks	Number Job club or network members
	Total Job club or network attendance
Enrolled Service Activities	
Assessment	Number of comprehensive assessments
Individual Service Plan, such as IEP	Number of IEPs or other formal plans
Case Management	Number of clients getting case management Number of meetings with case manager (staff/ client ratio may be a meaningful measure as well)
Counseling	Number of client session
ITA/ OJT	Number of clients with ITA or OJT
Training and Education	Number of clients receiving training/education
	Number of hours of training/ education
Support Services	Number of clients receiving support services
Placement Assistance	Number of clients placed (entered employment)
Business Service Activities	
Rapid Response Assistance	Number of employees assisted
	Number of employers assisted
Mass Hires/ Job Fairs	Number of mass hire events
	Number of applicants interviewed at mass hire events
	Number of applicants hired from mass hires events
	Number of Job Fairs
	Number of companies participating
Workshops	Number of Job seekers participating in job fair
	Number of workshops
	Number of businesses attending

Process and Activities	Services Produced and Measured
Business Consulting	Number of companies serviced Number of hours of consulting
Business Center Service	Number of businesses served
Job Development	Number of jobs developed
Youth Service Activities	
Employment Services	Number of youth placed in any employment
Counseling, Case Management Supportive Services	Number of youth receiving services Number of meetings or appointments
College Preparation	Number of youth participating in college preparation events
Academic Support	Number of youth participating Number of participants attaining credential
Follow-up	Number of youth followed up

Survey Instruments

Once we had established standard definitions for processes, activities and services, we turned to designing questionnaires that would collect the needed data. The challenge in designing a survey of 18 One-Stops to collect data on costs, activities and services produced was three fold. First, we needed to develop instruments that were clear enough for sites to complete without a great deal of assistance from us. Second, the instruments had to allow for the existence of various numbers and types of partners and structures. Third, we needed to incorporate the standard set of processes, activities and services so that comparisons could be made across the sites.

To meet these challenges we developed the set of survey instruments which are included in the appendices. Here we provide a brief description of each instrument and its purpose. The cover letter sent to participating One-Stops and sample copies of the survey instruments are included in the Appendix D.

- “Sample Cover Letter and Instructions”
- “Expenditure Instrument for Subject One-Stop Center”

This instrument allows local areas to take their traditional line item expenditure report and move costs into responsibility centers within the subject One-Stop, so that costs can then be traced to various activities.

- “EDD Financial and Effort Worksheet”

Since EDD is the most prevalent partner, with a significant presence in the One-Stops we studied, we developed a specialized instrument on which EDD could report its costs in a standardized manner recognized by local managers. This instrument then shows local managers how to trace staff time and other costs to a standard set of activities. Finally, the EDD managers reported the volume of service produced in standard categories.

- “Services Lines Data Collection Instrument”

Based on the case study sites, we developed a standard list of services we believed met three conditions: first, they would cover almost all the services produced by One-Stops; second, they would be common across many One-Stops; and third, the One-Stops were likely to have counts of these services or be able to produce counts relatively easily. The service categories were designed to cover the activities of partners as well. We designed the list of service measures so that each service could be traced back to a single activity from the list of activities on the “Effort Allocation Instrument.” This was to solve the problem of joint cost described earlier in the case studies.

- “Effort Allocation Data Collection Instrument”

This instrument was designed so that each responsibility center manager could trace the effort of his or her unit back to a set of four standard processes (universal, enrolled, business and youth) with standard activities. This would allow us to calculate the costs within each responsibility center for each activity.

- “Partners Short Survey Form”

From our field work we learned that most partners play a limited role in the One-Stops; partners may provide some staffing in the resource room, or offer occasional workshops, or have a counselor on-site a few hours a week. The short form was designed so that partners could, in a single form, report their costs, the activities they were involved in, and the services produced.

Sample and Response

For the survey, we wanted to create a sample that would represent the wide diversity found among California’s comprehensive One-Stops. We wanted One-Stops that were large and small, located in rural, suburban and urban areas, and ones managed by public and private employees.

We began by sending letters to all local areas in the state and asked them to voluntarily participate in the survey portion of our study. In some cases a local area contacted us and expressed interest in participating in the survey, and in other cases an individual One-Stop expressed interest. In all we had sites from 21 local areas volunteer.

As we did when deciding the case study locations, we made a list of site characteristics that we wanted to have represented in our survey sample. These characteristics included which area of the state the One-Stop is located in (South, North, or Central California) and the local setting of the One-Stop (rural, suburban or urban). We specifically chose 20 sites from 11 different local areas in order to get a sample that represented all types of One-Stops from all areas of the state.⁹ During the course of the survey we lost five sites from our original sample because the site either could not or did not want to participate in the survey. We were able to add three replacement

⁹ We initially chose one One-Stop to be our pilot survey site. This proved beneficial because we found it necessary to make changes to several survey instruments after the pilot site had reviewed them.

sites. In the end, we had 18 complete, usable surveys. In the final benchmarking analysis we added in the four case study sites for a final sample of 22

The table below shows the breakdown of how the final sample of 22 survey sites satisfied our requirements.

Table II-2: Final Sample of One-Stops By Key Characteristics

	<i>Urban</i>	<i>Suburban</i>	<i>Rural</i>	<i>Totals:</i>
North CA	2	2	3	7
South CA	6	2	2	10
Central CA	2	1	2	5
Totals:	10	5	7	22

After we established our list of survey sites, we contacted the Director of each local area. We sent the Director a letter thanking him/her for volunteering and telling, them which of their sites we wanted to include in the survey. This was then followed up with a telephone call to the Director.

Reconnaissance Interview

We then contacted each of the volunteer One-Stop site and made arrangements for one of our interviewers to conduct a one-hour phone interview with the One-Stop manager. We refer to this one-hour initial phone interview as the Reconnaissance Interview. We conducted a Reconnaissance Interview with each One-Stop, to get a basic understanding of how the One-Stop was organized and to help customize the surveys to best reflect the particular One-Stop's operations.

There were several purposes to the Reconnaissance Interview:

- Get an overall feel for the One-Stop
- Establish a single point of contact (SPOC) at the One-Stop. In some cases we also identified the key fiscal person at the One-Stop.
- Establish the One-Stop's responsibility centers
- Get basic knowledge about the site (One-Stop size, staff size, locale, what the One-Stop operating agency is, where financial data is kept – locally or at head office, etc.)
- Identify who the One-Stop's partners were that provided services “under the roof”.¹⁰

¹⁰ Initially we asked the One-Stop to differentiate between Major and Minor partners. Partners who made a significant contribution to the One-Stop were to be considered Major partners and would be requested to complete two survey instruments, the ‘Expenditure Instrument’ and the ‘Effort Allocation Form’. Partners who did not make a significant contribution to the One-Stop were to be considered Minor partners and would be requested to complete one survey instrument, the ‘Secondary Partners Survey Form’. After distributing a complete survey to our survey pilot site we realized that making a distinction between Major and Minor partners was not necessary. We realized that all partners except for EDD need not complete the fiscal instrument, and that the Major partners would have a difficult time completing the two forms because of the complexity of the two forms. Instead we decided that all partners, except EDD, were to be given the ‘Secondary Partners Survey Form’, which we re-named the ‘Partner Short Survey Form’.

After completing the Reconnaissance Interview we took the information learned and used it to customize the survey instruments for each One-Stop. Customization of the survey instruments involved inserting the One-Stop's name where appropriate and adding the One-Stop's responsibility centers where appropriate.

Survey Procedures

Each One-Stop was then sent a package containing the full set of customized survey instruments for their site. A typical survey package included:

- Cover Letter and Survey Checklist (addressed to the SPOC, as identified in the Reconnaissance Interview, which was typically the One-Stop manager)
- Expenditure Instrument¹¹ (customization of this form included adding the responsibility centers as identified in the Reconnaissance Interview)
- Expenditure Instrument Instructions¹²
- EDD Financial and Effort Worksheet
- EDD Instructions
- Service Lines Data Collection Instrument (one form to be completed by the One-Stop and to include data from the One-Stop and all partner agencies)
- Effort Allocation Data Collection Worksheet (one Effort Allocation form was customized and sent for each of the One-Stop's responsibility centers.)
- Partner Short Form (one Partner Form was customized and included for each of the One-Stop's partners, not including EDD)¹³

Included with each survey package was a flash drive containing electronic copies¹⁴ of all the survey instruments and an overnight delivery return address envelope, postage paid.

The single point of contact at each site was asked to oversee the distribution of the survey instruments to whoever they felt was best suited to complete the forms. They were also asked to collect the completed instruments and return them all together to us. In the case of the EDD instrument, the One-Stop's SPOC was asked to forward the EDD Instrument to the EDD manager at their One-Stop. There were sites where an EDD manager contacted us directly with questions regarding the survey instrument, but typically they were able to complete the form

¹¹ During the survey we found that almost every One-Stop site was having trouble understanding and completing the Expenditure Instrument. We revised it, renamed it the 'Expenditure Short Form', and resent it to all the survey sites. We found this new form was much easier for the sites to complete.

¹² We found that with the development of the 'Expenditure Short Form' the 'Expenditure Instructions' were no longer necessary; however, much of the information contained in the instructions remained helpful to the person completing the fiscal form.

¹³ The California Department of Rehabilitation was not asked to complete a 'Partner Short Form' by each One-Stop where they contributed. Instead, this agency provided us information on their contributions to all participant One-Stops from the state level.

¹⁴ We requested that the fiscal instruments, the "Expenditure Instrument" and the 'EDD Financial and Effort Worksheet', be completed electronically. This was primarily because each instrument had features that could only be seen and used when viewed electronically. These features took advantage of options specific to Microsoft Excel.

without our assistance. The One-Stop's SPOC was responsible for contacting their partners and having them complete the Partner survey instrument. In many cases the SPOC completed their partner's forms themselves. In only one case were we contacted with questions directly by a One-Stop's partner.

When the survey package was sent out to each One-Stop we gave them a completion deadline of two weeks. Only one site met that deadline. Some sites were able to complete the survey within one month, but most sites required more than two months to complete the survey. In many cases the instruments that took the most time to complete were the partner's instruments. This was most likely due to the lack of control each One-Stop has over their partners.

Each One-Stop was encouraged to contact us should they have any questions or problems. At one point or another, every site contacted us with questions; some needed help with the fiscal form and others simply had a question regarding one of their partner's contributions.

We contacted local areas by phone and email to encourage responses and to answer questions. In the end it took five months to get all completed surveys in.

Once questionnaires were returned we reviewed obvious reporting errors and missing data. Sites were contacted and, to the degree possible, missing data was collected and errors corrected. Data were entered into a series of linked spreadsheets for analysis.

While the case studies examined the fiscal year July 1, 2005 – June 30, 2005, the survey happened some time after the case studies were completed. When the survey began, an additional fiscal year had been completed, so we decided in the survey to gather data for what was at that point the most recently closed fiscal year – July 1, 2005 – June 30, 2006.

Data Analysis

The goal of the data analysis was to answer the research questions posed earlier in the study. To accomplish this, the analysis went forward in two phases. First we defined a set of measures we could calculate from the data. Next we made the calculations for each One-Stop and then arrayed the data to create a benchmark group for each measure.

The measures fell in the following four broad categories:

- Overall costs
- Partner costs
- Costs per activity
- Costs per service unit produced.

In the following section we present the results by following the process map introduced earlier. Thus, we look separately at Universal Services, Enrolled Services, Business Services and Youth Services.

It is important to note that not all One-Stops provided every activity in our standardized list of activities, and not every One-Stop counted every service we identified. While all One-Stops reported some activities and services for the universal, enrolled and business services processes, most One-Stops did not have a youth program. As a result, we do not have data on every measure for every One-Stop in the sample.

Limits

Every research method has its inherent limits. By combining qualitative case studies with a quantitative survey we tried to reduce limits imposed by each method. Still, there are some limits to our analysis that need to be acknowledged and considered when interpreting the study's results.

Both the case sample and the survey sample are designed to capture the variety of full-service One-Stops found in the state, but it is not a "representational random sample" which could be weighted up to provide estimates for the entire state. Our sample is made up of volunteers and One-Stops who chose to volunteer, which may be systematically different from other One-Stops. We did not include satellite One-Stops or One-Stops that were not full-service. While we included One-Stops of different sizes and in different regions, we did not attempt to do so in proportion to the population.

Data are self reported. We did not audit the data provided. We essentially accepted what One-Stops reported about their resources expended and services produced. In some cases where One-Stops had not kept good records, for example had not tracked the number of workshops presented, we encouraged respondents to estimate rather than not report.

None of the One-Stops tracked how they spent their time by activity; we had to ask managers to estimate how their staff spent their time. While this approach is commonly used in this type of analysis, it means that the allocation of staff costs is only as good as the managers' estimates.

Most importantly, our study is descriptive not evaluative. There are no standards or benchmarks for how a much One-Stop's services should cost or how much partners should contribute. We do not attempt in this study to identify "good" or "poor" use of resources. Rather, we establish descriptive benchmarks for how resources were used and for the quantity of resources used.

Overall our goal was to create a description of One-Stop costs and services which is "roughly right rather than precisely wrong".

III Results

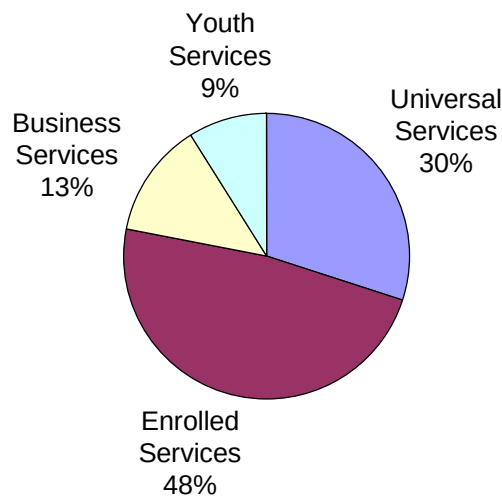
In this section we use data from our analysis to answer the research questions posed by the study. It is important to remember in interpreting the results that data presented in this report represent all the costs for all the partners that operated “under the roof” of the One-Stop. Partner costs and services delivered away from the One-Stop are not included. Hence, if a participant got training on a nearby community college campus, that cost is not included, but if the client met with a community college counselor in the One-Stop, that cost and that service are included.

We will begin each section by describing the median costs for measures discussed in the section. The median is the value at which half the sample was higher and half the sample was lower). We also show the range of costs. Then, we graphically display the full distribution of values for all 22 sites so the reader can see the complete distribution of costs. Readers who are interested in moving through the results quickly can just at the introductory tables and graphics and ignore the complete benchmarking distributions. On some of the following charts there are sites located on the *right* side of the chart that appear to have a zero value. These are sites where the applicable value was either not reported, not measurable, or not applicable.

What resources do California One-Stops have and where do they spend them?

In this section we analyze One-Stop costs by process and activity. We examine both the dollars spent by process/activity and the percentage of costs accounted for by each process/activity. Overall, the 22 sites had a total cost of \$66.5 million in the study year. As the graph below indicates, across all sites, almost half (48%) of all costs were incurred in the enrolled services process. Universal services was the second-largest cost component at 30%. Business service and Youth service processes accounted for a much smaller proportion of costs. It is important to note that many One-Stops in our sample did not have Youth services.

Figure III-1: Total Costs By Process, All Sites



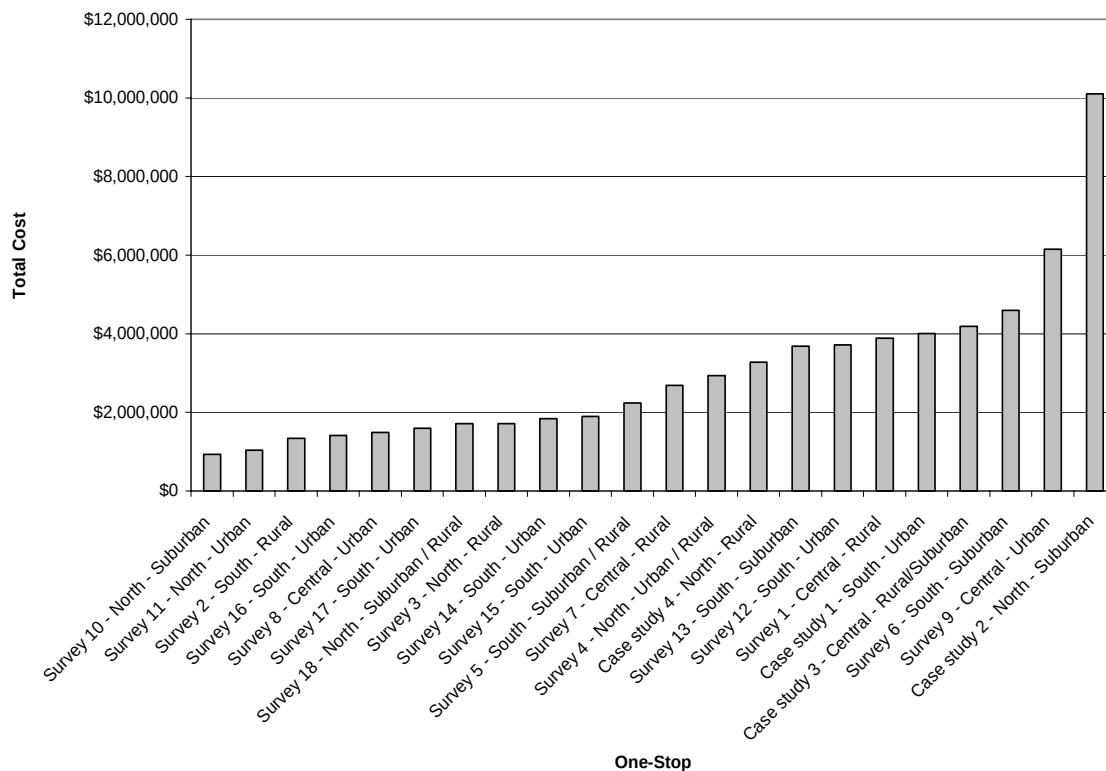
Total Costs By Site and Process

In this section, we analyze the range of costs found across all the One-Stops' data and benchmark the One-Stops against each other.

- **Total Costs**

As expected, we found a wide range of costs across One-Stops. Total costs varied from slightly over \$10 million to about \$900,000 among the 22 One-Stops. The median total cost was about \$2.4 million. This wide variation in cost reflects a similarly wide variation in size of communities served and the number of clients served by the different One Stops.

Figure III-2: Total Cost by One-Stop



- **Cost By Process**

Analysis of cost by the four major processes shows that One-Stops make very different decisions in how they spend their funds. This is driven in part by the partners who are under the roof. For example, if a One-Stop has a large Cal-Works project under the roof it may have a high percentage of its costs in enrolled services.

The data we collected show that the cost of the universal service process ranges from \$2.8 million to less than \$200,000. Typically, universal services represented 30% of the total One-Stop cost, but that figure ranged from a high of 47% to low of 19% within our sample of One-Stops.

Figure III-3: One-Stop Total Cost by Process: Universal Services

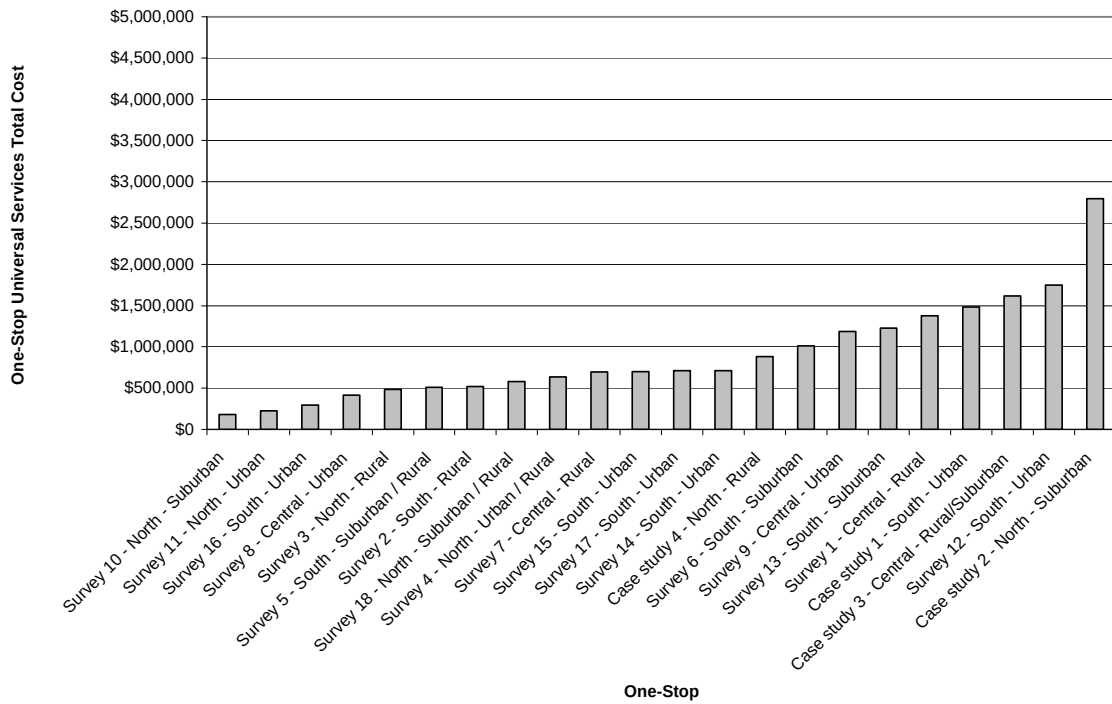
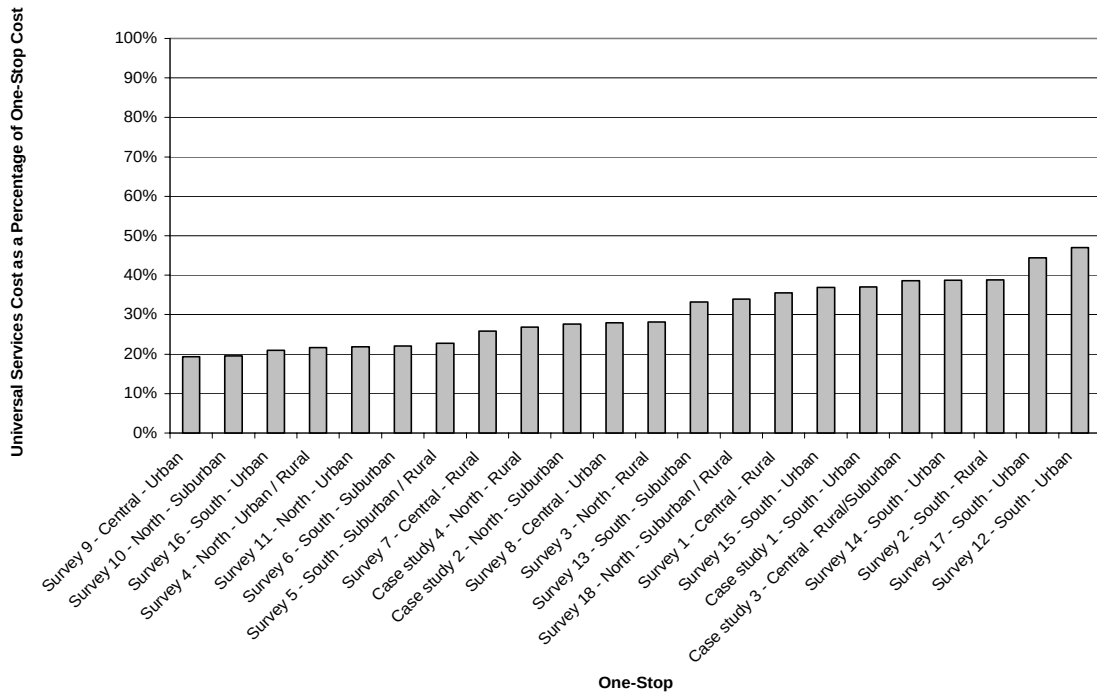


Figure III-4: One-Stop Total Cost by Process: "Universal Services" as a Percentage of One-Stop Total Cost



Enrolled services is where most One-Stops incurred their largest costs. Costs ranged from \$4.7 million to about \$400,000. Most One-Stops incurred between 40% and 50% of their costs in the enrolled process; the full range was from 31% to 71% of total One-Stop costs.

Figure III-5: One-Stop Total Cost by Process: Enrolled Services

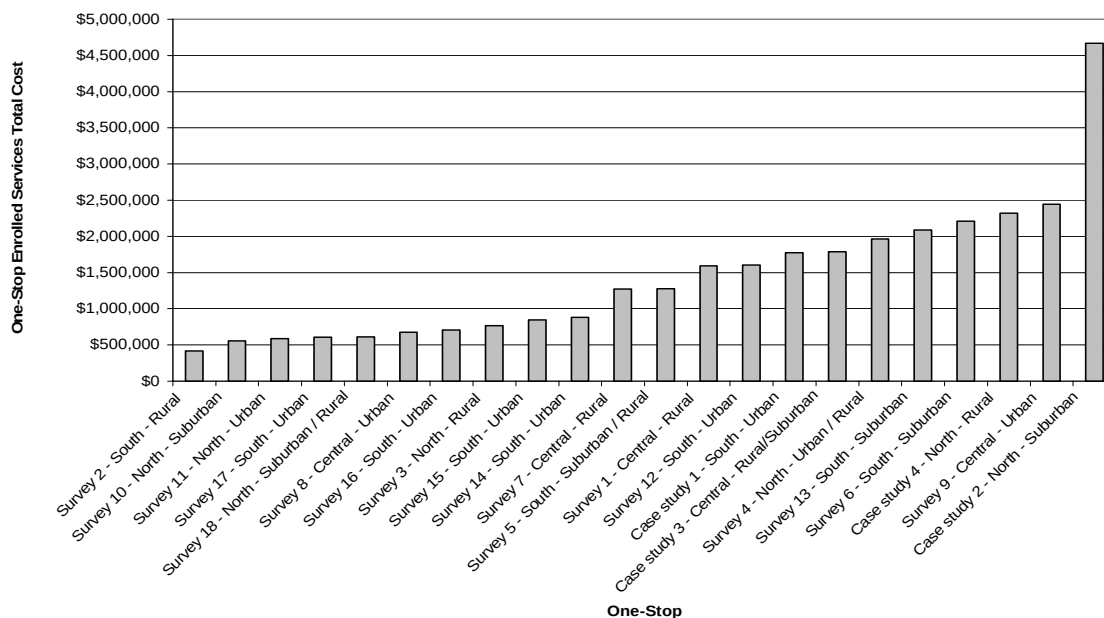
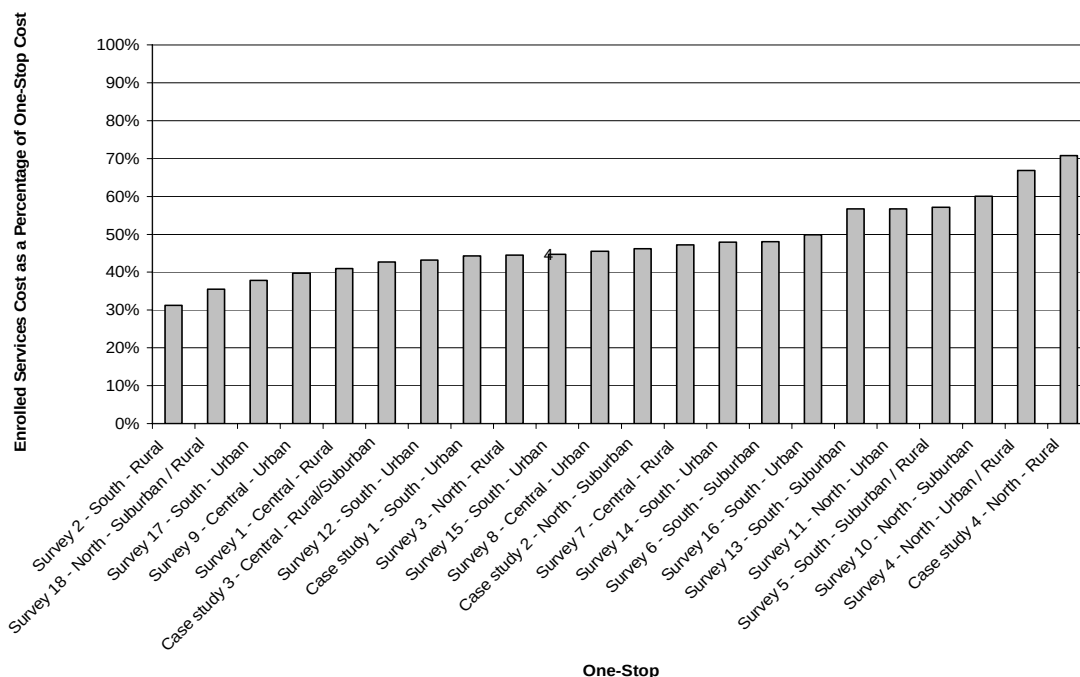


Figure III-6: One-Stop Total Cost by Process: "Enrolled Services" as a Percentage of One-Stop Total Cost



The costs of the business service process were substantially less than universal or enrolled services. Costs ranged from a few thousand dollars to \$1.3 million within the sample. Most One-Stops incurred less than 20% of their total costs in business services, with a substantial number of One-Stops incurring less than 10% of their total cost in business services.

Figure III-7: One-Stop Total Cost by Process: Business Services

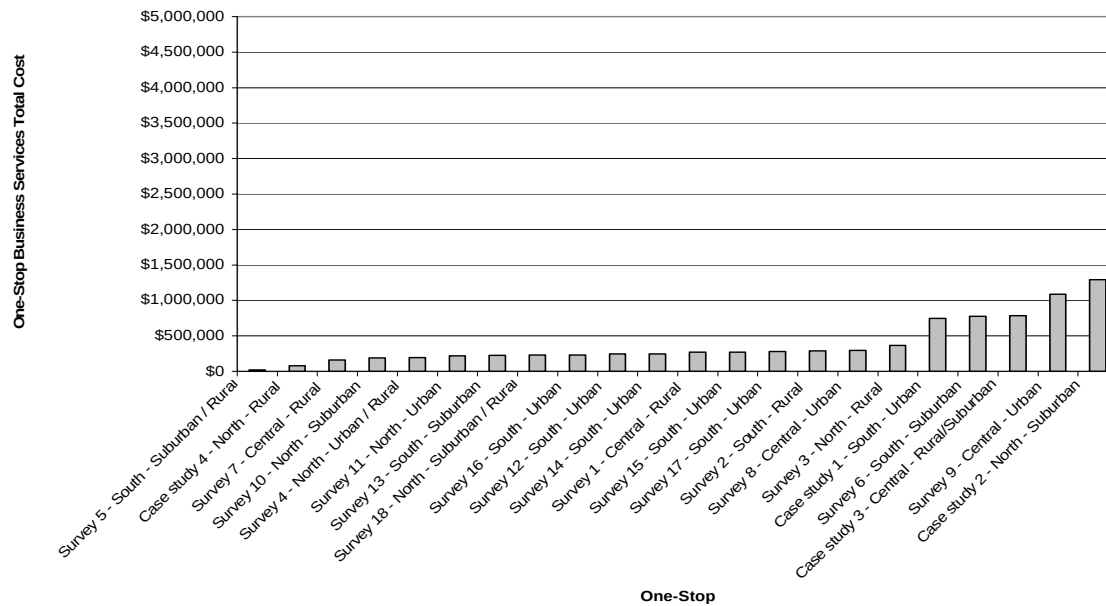
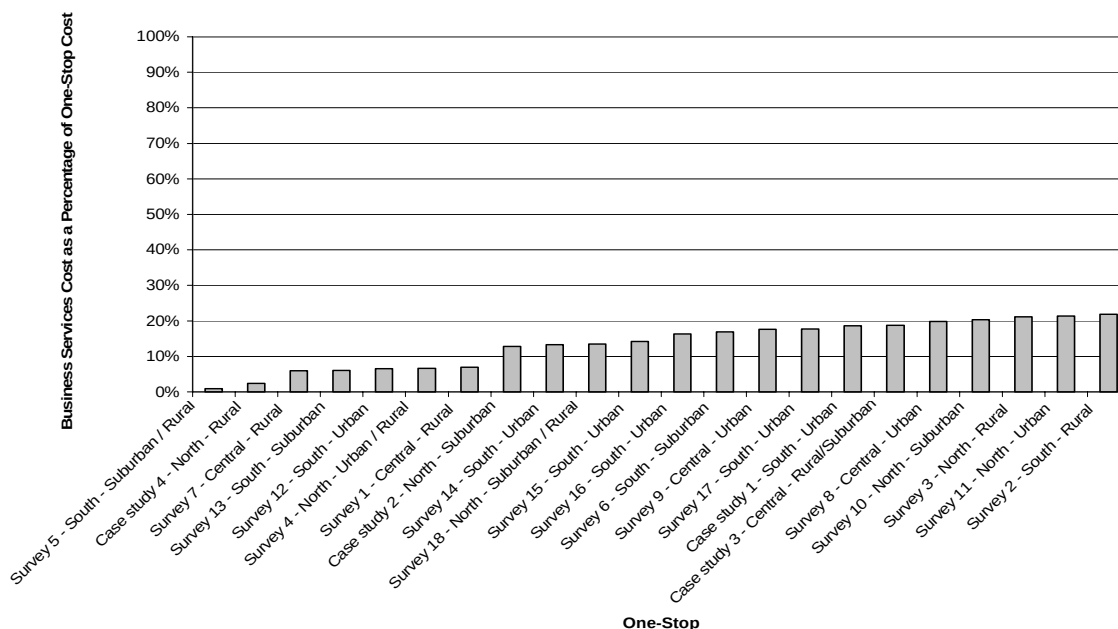


Figure III-8: One-Stop Total Cost by Process: "Business Services" as a Percentage of One-Stop Total Cost



Of the 22 sites, fifteen had youth services under the roof. Youth costs ranged from \$78,000 to almost \$1.5 million. Most One-Stops that had youth services spent between 8% and 20% of their total costs on youth services.

Figure III-9: One-Stop Total Cost by Process: Youth Services

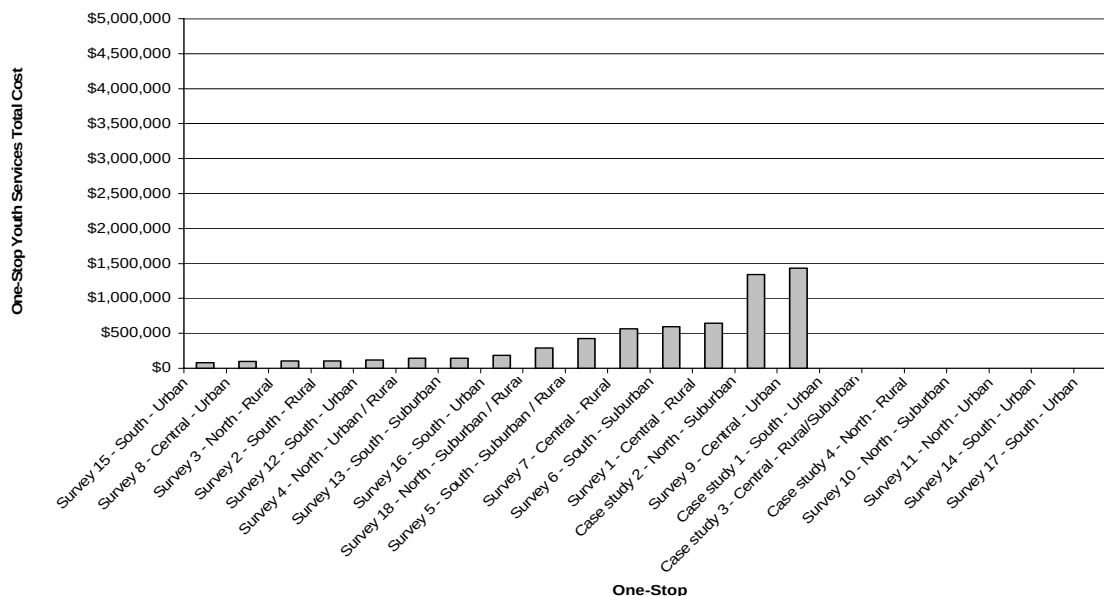
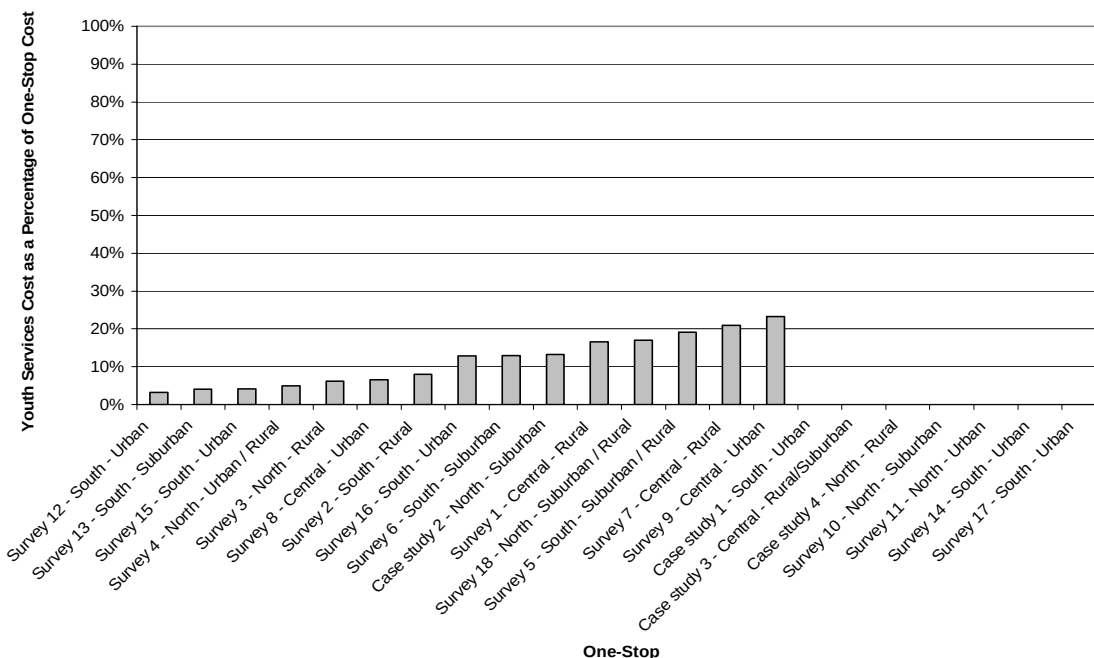


Figure III-10: One-Stop Total Cost by Process: "Youth Services" as a Percentage of One-Stop Total Cost



Total Costs by Site and Activity

We asked One-Stops to trace 100% of their costs to the standard list of activities within the processes that we introduced earlier. To provide a more detailed idea of where costs were incurred, we present here the percent of total costs from each site for each activity, by the four processes. We begin the analysis of each process by showing the median percentage of costs¹⁵ for each activity, and the range of percentages across the sites. Then we display the complete benchmarked data for all 22 sites. We begin with universal service activities.

- **Universal Process Costs By Activity**

Overall, universal services costs accounted for between 19% and 47% of all costs. The median was 28%. Costs were relatively evenly divided across the activities. Seldom did any One-Stop invest more than 20% of its total costs in any particular universal activity. In some activities there was a wide variation in costs. For example, the data show that in “Self Service Job Search Information and Support” costs ranged from 3% to 24 % of total cost, with a median of only 7%.

Table III-1: Universal Activities: Median Percent of One-Stop Costs and Range

<i>Activity</i>	<i>Median Percent Of Cost</i>	<i>Range of Costs</i>
Self Service Job Search Information and Support	7.2%	2.9 – 24.1%
Coaching and 1-on-1 assistance	8.9%	1.9 - 21.2%
Orientation to One-Stop	5.0%	1.3 – 16.3%
Workshops: Job search and Support	4.3%	1.4 – 11.7%
Job Seeking Networks	1.0%	0.1 – 11.6%
All Universal Activities	28.1%	19.3 – 47.0%

A major cost item which we uncovered in the case studies is “Coaching and 1-on-1 Assistance”. It appears that much universal activity is not completely self-service but in fact involves staff spending a good deal of time helping individuals. As Table III-1 indicates, “Coaching and 1-on-1 Assistance” was the most expensive activity in the universal process with a median cost of almost 9% of the total One-Stop cost.

About two-thirds of the One-Stops provided job clubs or other networking activities for job seekers. This activity was not very costly overall, with half the One-Stops reporting they spent less than 1% of total costs on this activity. The low costs may be due to the fact that job clubs and networks are largely self-managed by the participants.

All but one of the One-Stops provided workshops to clients as part of the universal services process. Costs ranged from 1% to almost 12% of total costs with a median of 4.3%. Orientation

¹⁵ In calculating the median and the range we eliminated One-Stops that reported they did not have the particular activity rather than include 0s, hence median and ranges are for the One-Stops that reported some level of activity.

to the One-Stops represented a substantial cost, with a median value of 5% of total One-Stop costs.

Figure III-11: Activity Cost as a Percentage of Total One-Stop Cost: "Universal - Self Service - Job Search Information and Support"

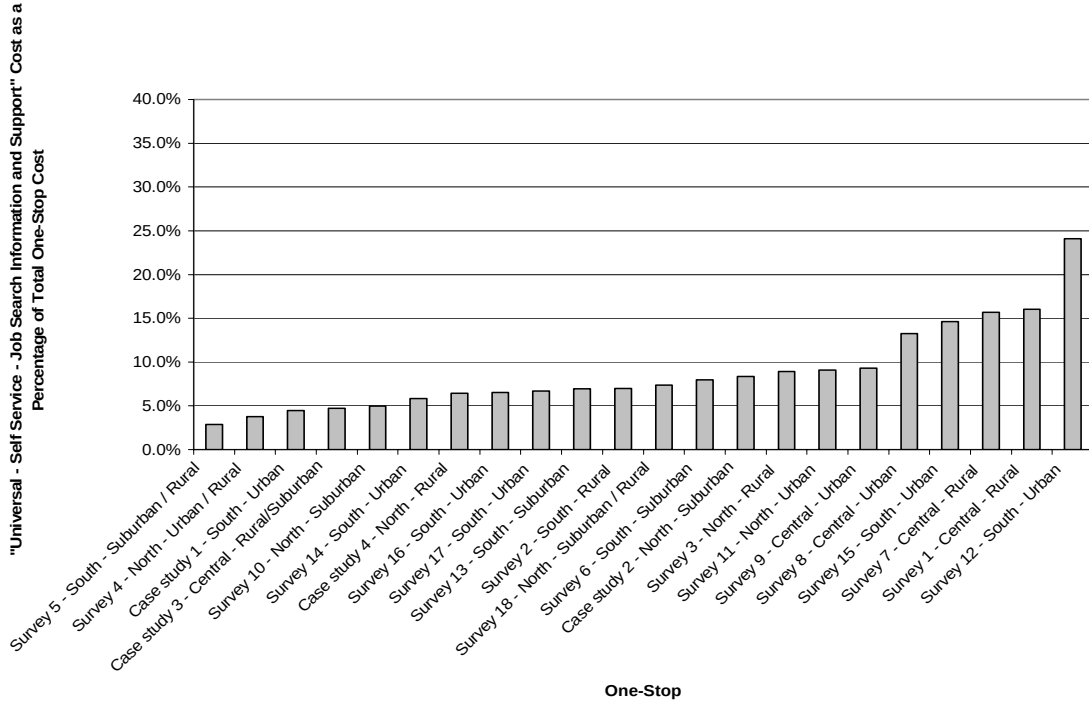


Figure III-12: Activity Cost as a Percentage of Total One-Stop Cost: "Universal - Coaching and 1-on-1 Assistance"

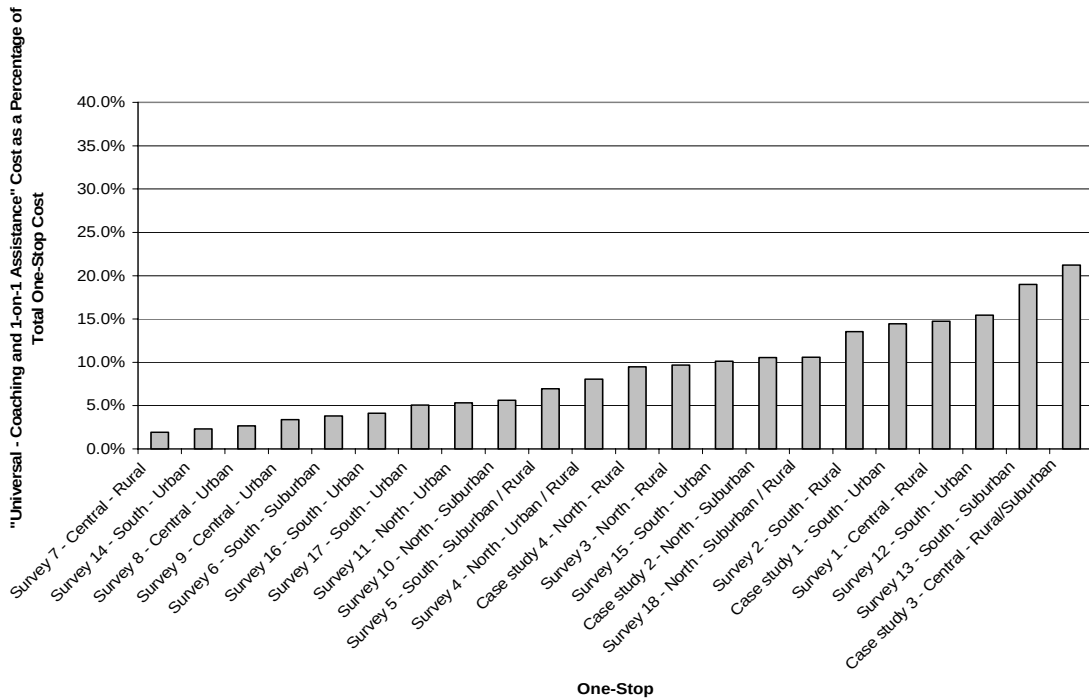


Figure III-13: Activity Cost as a Percentage of Total One-Stop Cost: "Universal - Orientation to One-Stop"

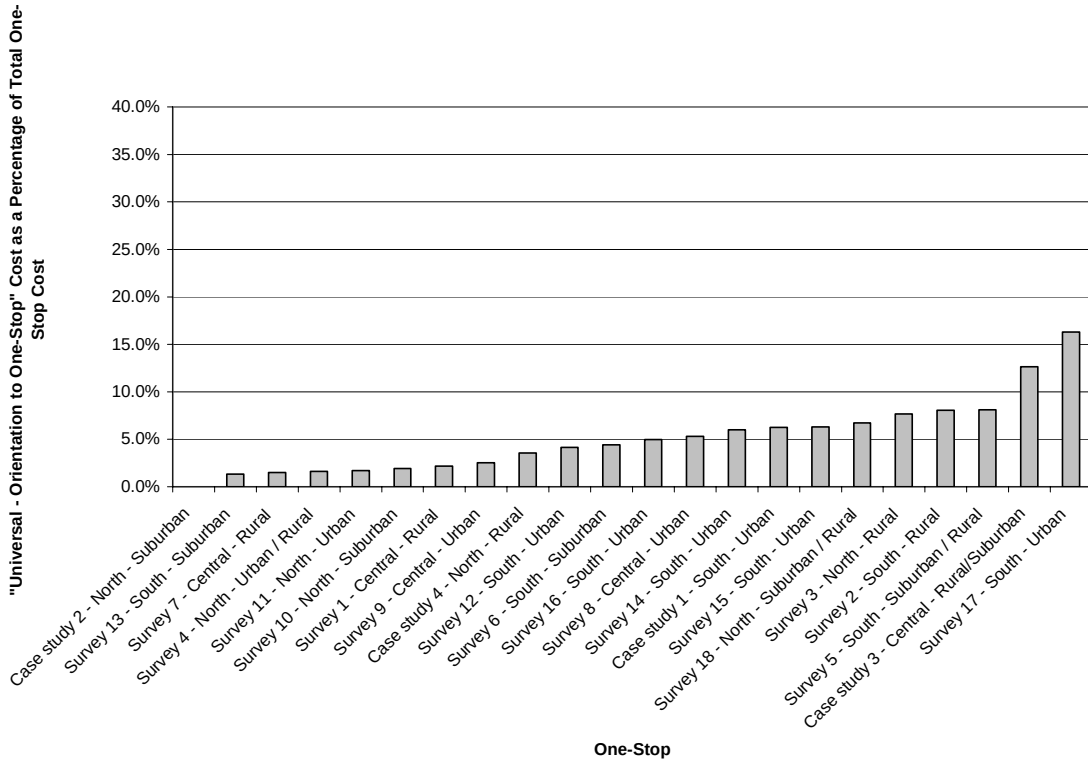


Figure III-14: Activity Cost as a Percentage of Total One-Stop Cost: "Universal - Workshops: Job Search and Support"

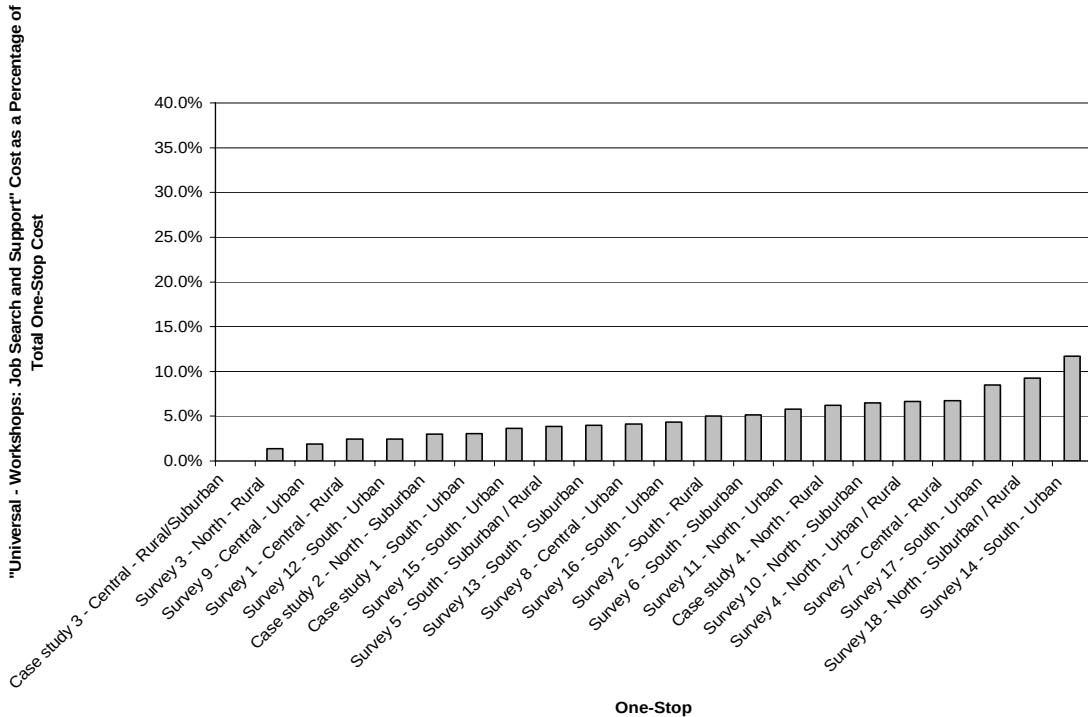
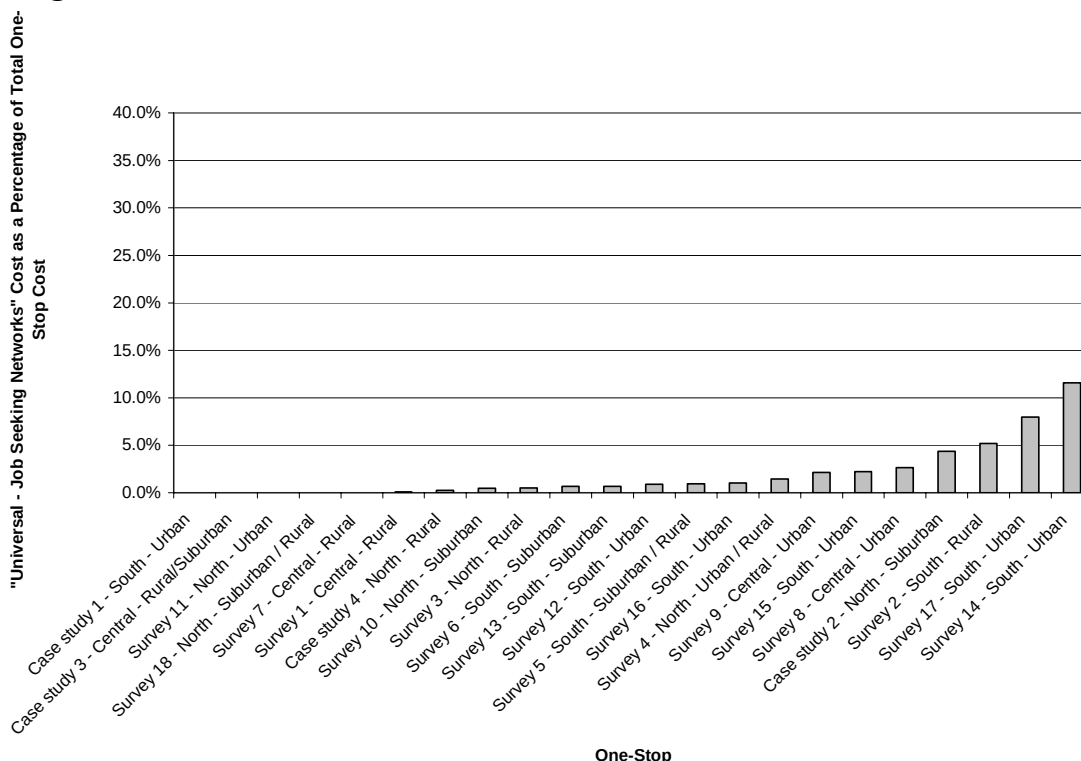


Figure III-15: Activity Cost as a Percentage of Total One-Stop Cost: "Universal - Job Seeking Networks"



- **Enrolled Process Costs By Activity**

The enrolled services process was the highest-cost process for most One-Stops, with a median cost of over 46% of total One-Stop cost. The most costly activity, by far, in the enrolled process was case management, with a median cost of over 20% of total One-Stop costs. Case management costs ranged from 7% to 38% of One-Stop costs. These data clearly show the high cost of working intensively with participants enrolled in a formal program. They also indicate that case management is the primary service for enrolled clients that occurs in the One-Stop. We made several attempts to unbundle the case management activity into sub-activities to get a better understanding of this large cost item, but we found the One-Stops generally were not able to break this activity down further. As is true throughout this report, all costs and activities that took place outside the One-Stop, such as training at a near-by community college, are not included in our cost estimates.

Table III-2: Enrolled Activities: Median Percent of One-Stop Costs and Range

<i>Activity</i>	<i>Median Percent Of Cost</i>	<i>Range of Costs</i>
Assessments	3.3%	0.2 – 22.6%
Individual Service Plan	4.6%	0.5 – 11.7%
Case Management	20.2%	6.7 – 38.5%
Arranging and Managing ITA/ OJT	2.7%	0.7 – 12.0%
Delivering Training and Education	1.8%	0.4 – 11.4%

<i>Activity</i>	<i>Median Percent Of Cost</i>	<i>Range of Costs</i>
Support Services	1.8%	0.1 – 15.1%
Placement Assistance	7.0%	2.0 – 14.0%
All Enrolled Activities	45.9%	31.3 – 70.8%

Other significant cost items in the enrolled process and found in most One-Stops include: conducting assessments (median cost 2.3% of One-Stop total cost), developing an individual plan (median cost 4.6%), and providing placement assistance (median cost 7.0%). Training costs were much lower and were not found in all the One-Stops. This is probably because much of the training activity was conducted outside the One-Stops. We learned from the case studies that very little training, other than brief workshops and some limited class room training such as ESL training, takes place under the roof of the One-Stops. Most of the costs reported for skill training such as WIA Individual Training Accounts (ITA) or on-the-job Training (OJT) placements probably represent the cost of setting up and managing ITAs and OJT funded under WIA.

Support services were also a minor cost item in most One-Stops, with median cost just 1.8%. Only four sites report spending more than 5% of costs on support services.

Figure III-16: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Assessment"

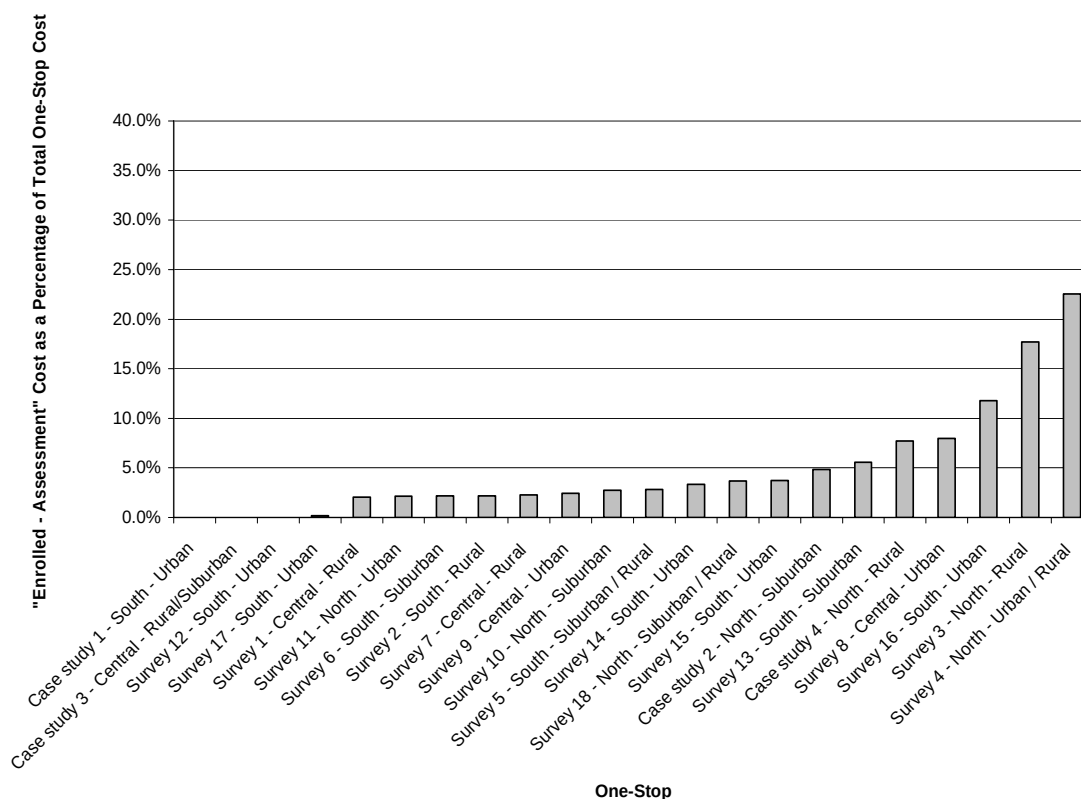


Figure III-17: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Individual Service Plan, such as IEP"

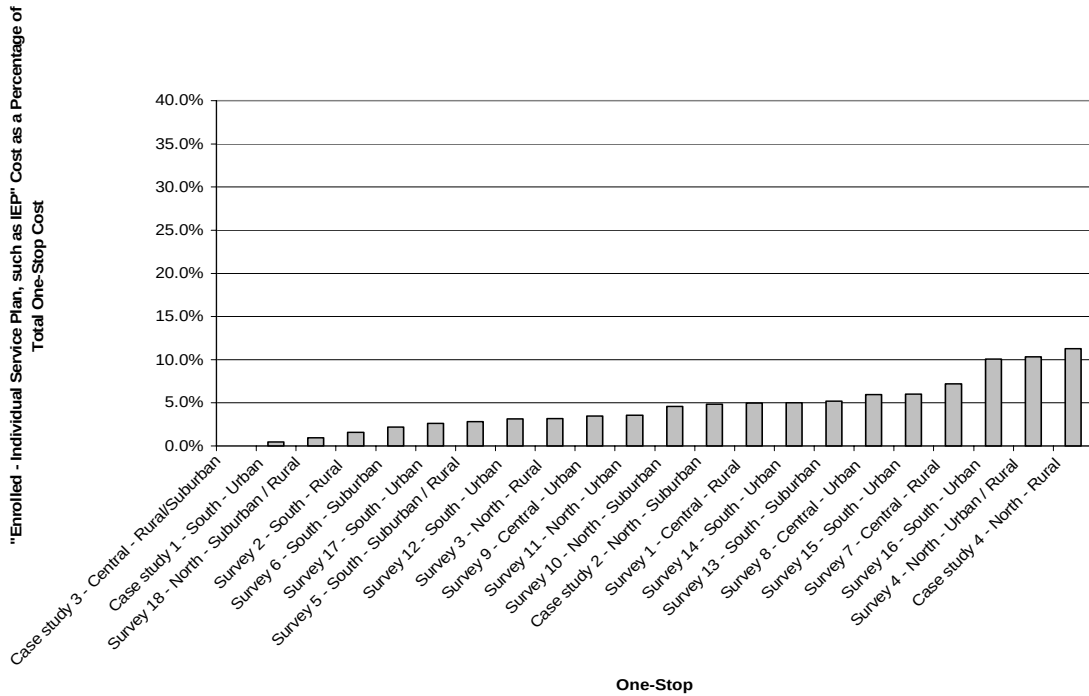


Figure III-18: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Case Management"

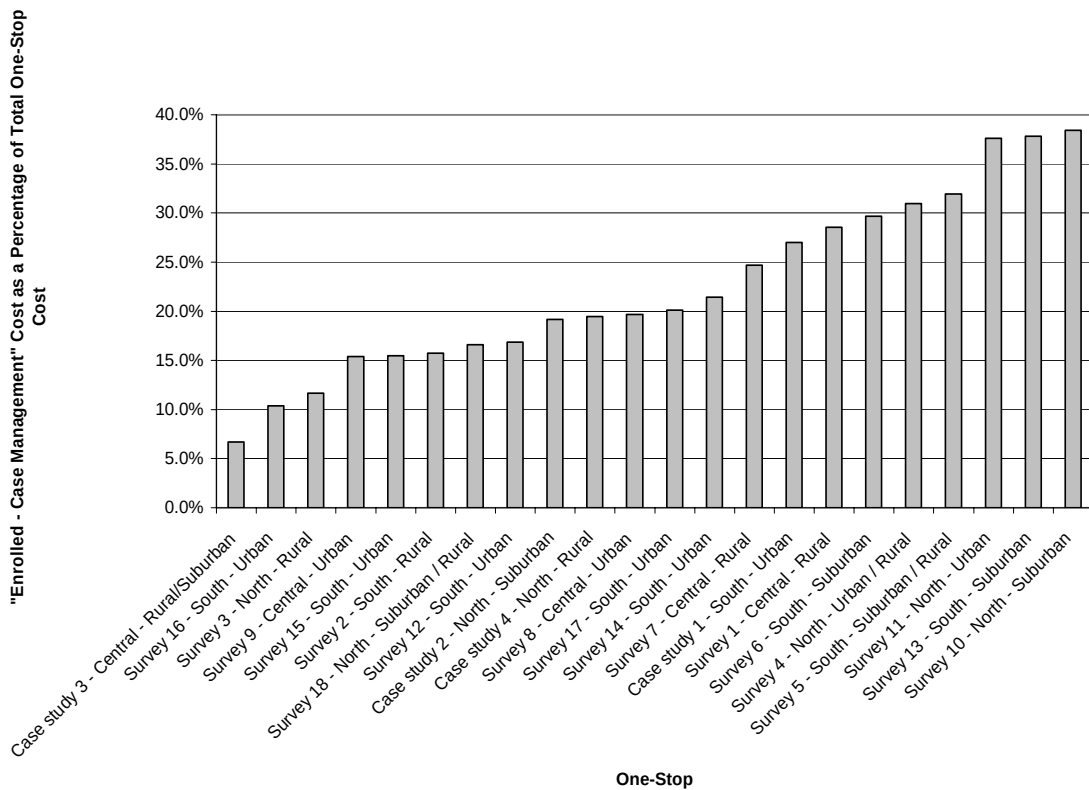


Figure III-19: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - ITA/OJT"

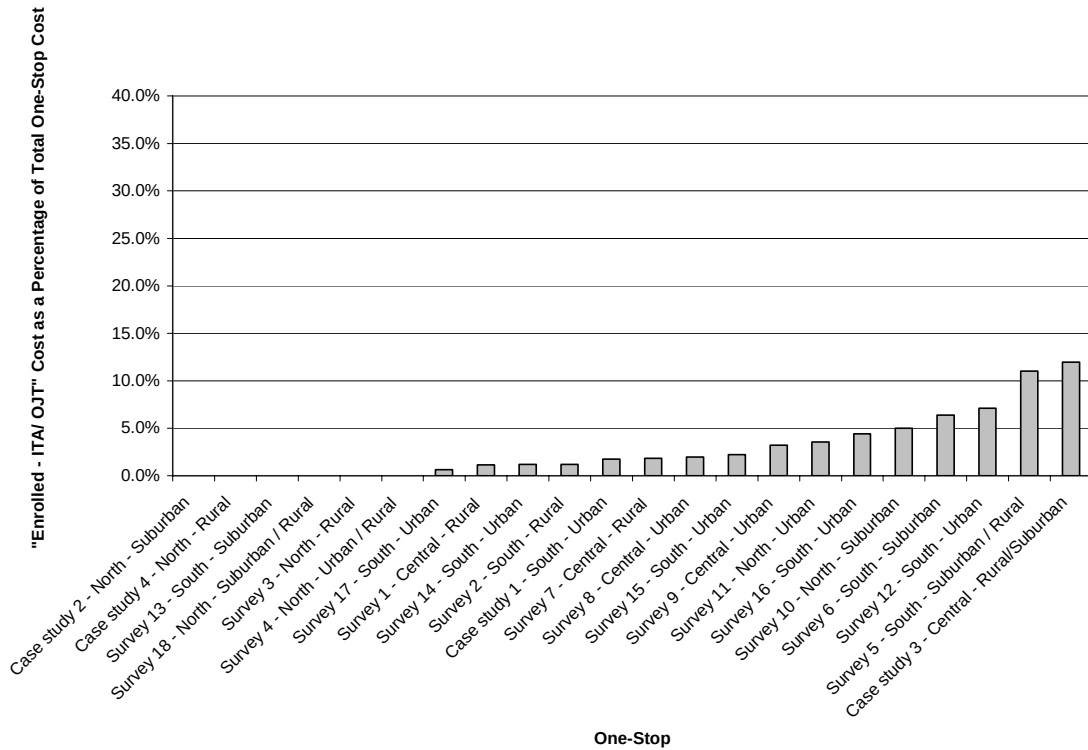


Figure III-20: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Training and Education"

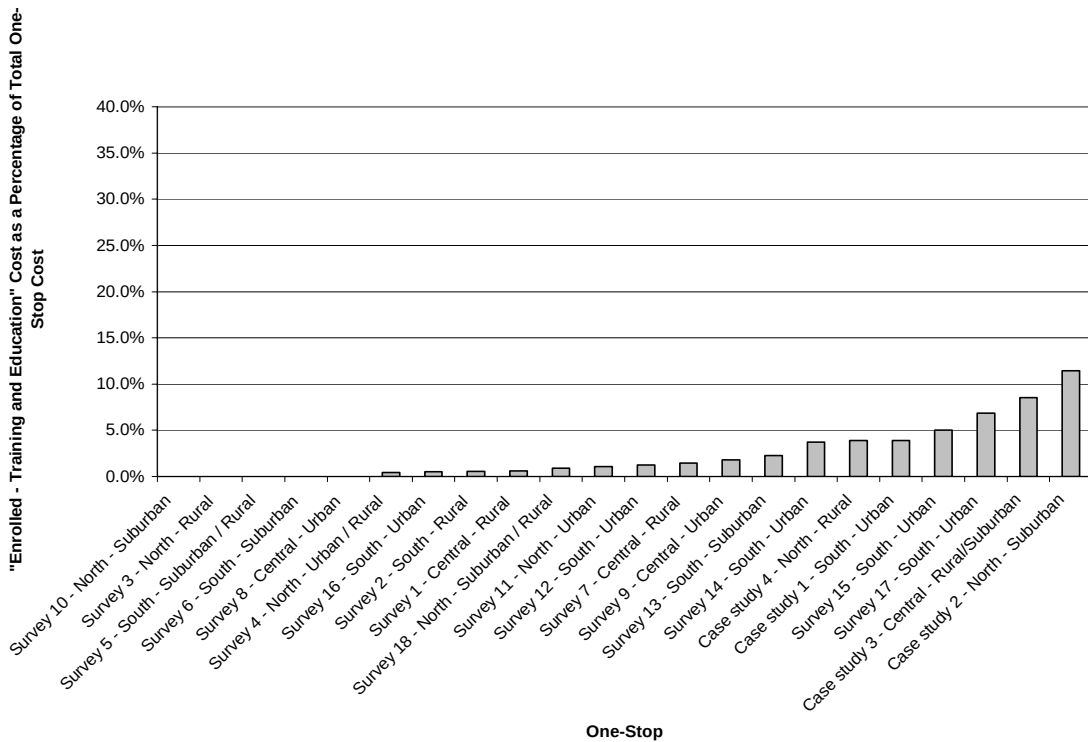


Figure III-21: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Support Services"

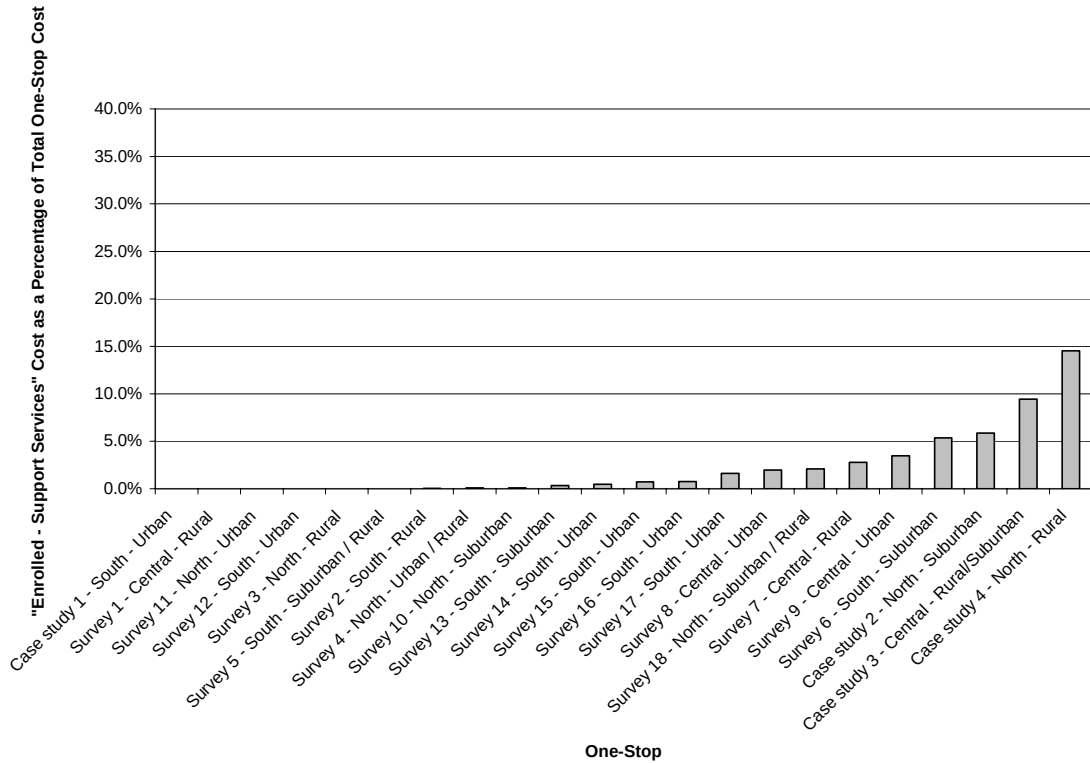
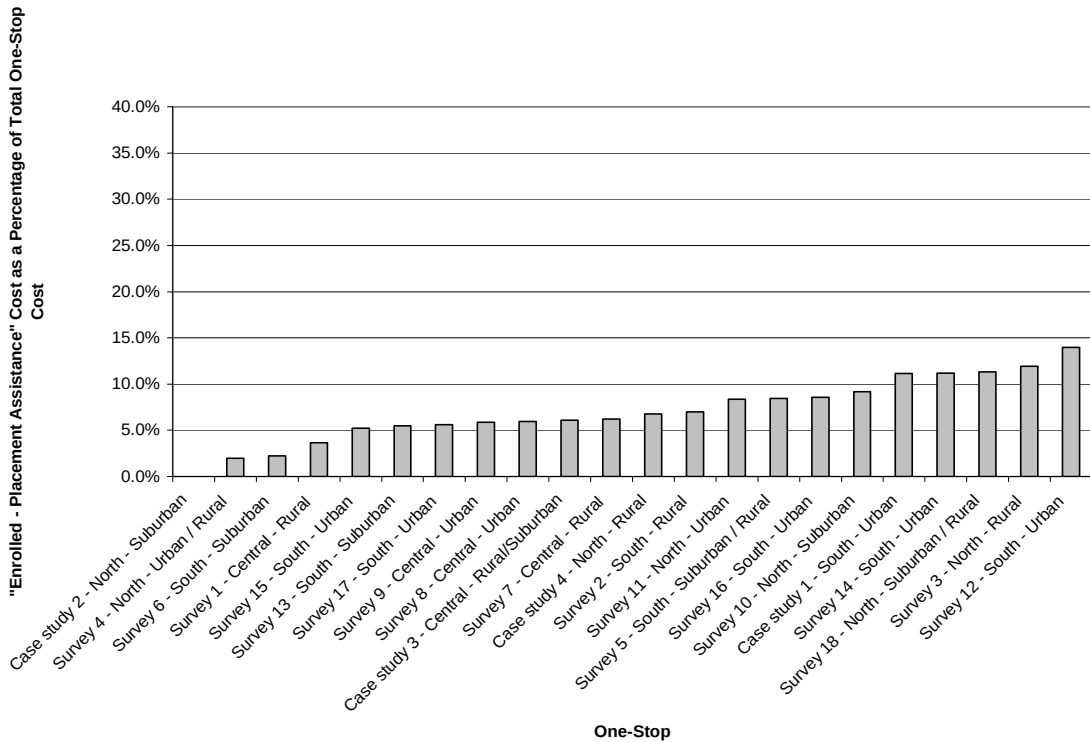


Figure III-22: Activity Cost as a Percentage of Total One-Stop Cost: "Enrolled - Placement Assistance"



- **Business Process Cost By Activity**

Virtually all One-Stops had some business service activities, but for most it was a relatively low cost area; the median percentage of One-Stop total costs spent on business services was 15.3%. The highest cost activity within the business service process was “Job Development”, with a median cost of 5% of One-Stop total cost. Job development was an activity that we located in business services, but which in reality often serves business clients, enrolled clients, and universal clients. Rapid response services were one of the most common business services activities, but it accounted for only small portion of total cost, with a median cost of about 1%. Providing mass hire services or job fairs to match local employers with job seekers was another common activity with median cost of 3.1%. Nine One-Stops reported they spent close to 5% or more of their total costs on this activity. Thirteen of the 22 One-Stops reported costs for business workshops, with typical costs accounting for less than 1% of total costs. Similarly, 14 One-Stops reported providing consulting services for business but typically this represented only of 1% of total costs. Fifteen One-Stops reported having a business center that provided walk-in services to business; median cost of these walk-in services totaled less than 1% of all One-Stop costs.

Table III-3: Business Activities: Median Percent of One-Stop Costs and Range

<i>Activity</i>	<i>Median Percent Of Cost</i>	<i>Range of Costs</i>
Rapid Response Assistance	0.9%	0.0 – 5.9%
Mass Hires Job Fairs	3.1%	0.2 – 9.6%
Workshops	0.7%	0.2 – 3.6%
Business Consulting	1.1%	0.0 – 3.1%
Business Center Services	0.7%	0.0 – 10.7%
Job Development	5.0%	0.1 – 16.8%
All Business Activities	15.3%	1.0 – 21.9%

Figure III-23: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Rapid Response Assistance"

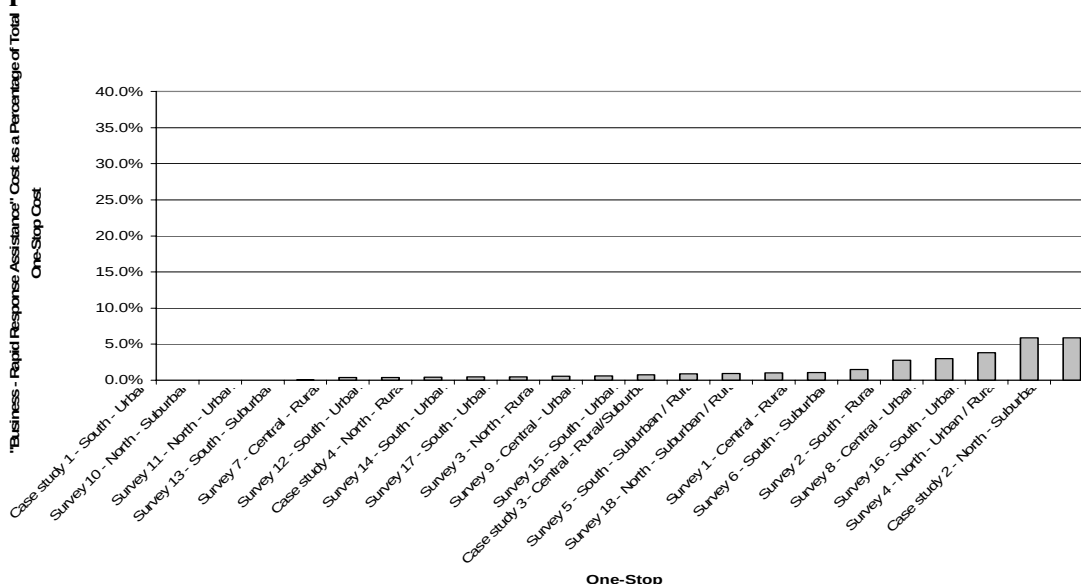


Figure III-24: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Mass Hires / Job Fairs"

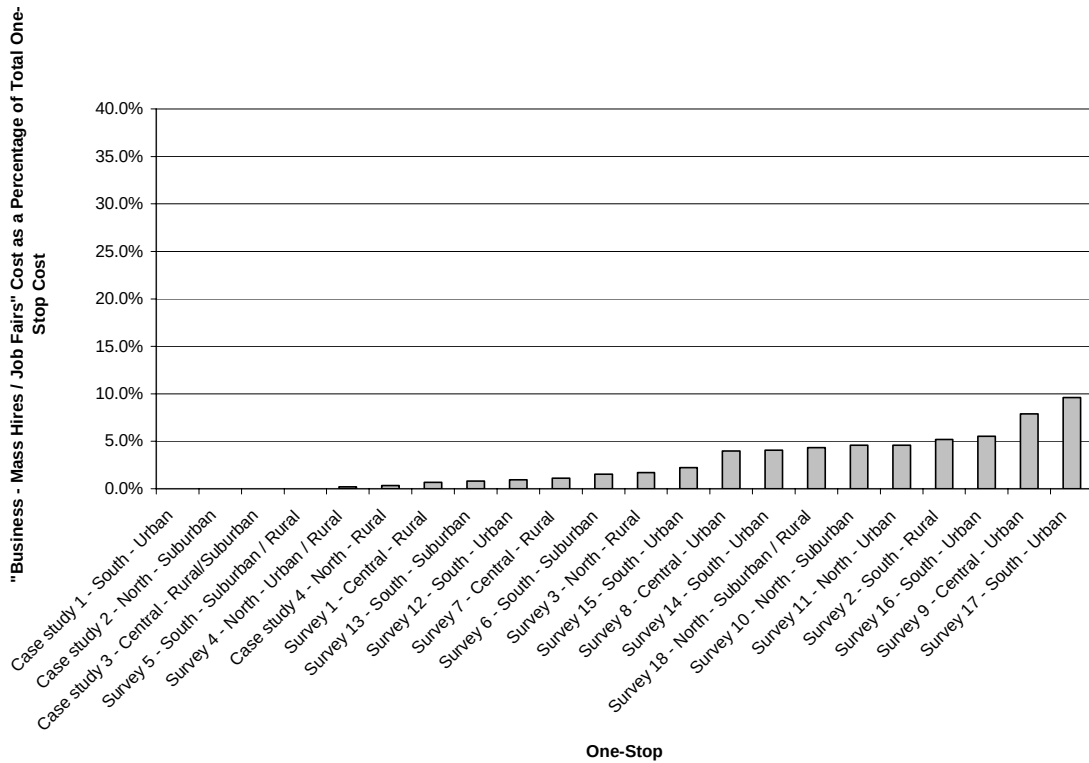


Figure III-25: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Workshops"

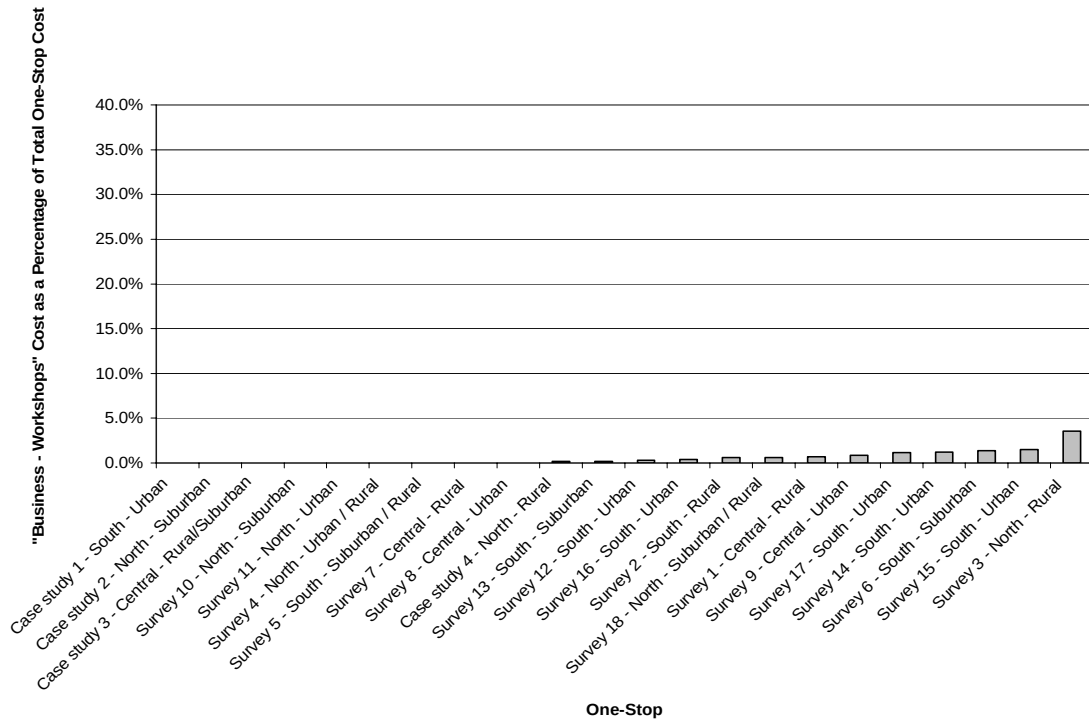


Figure III-26: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Business Consulting"

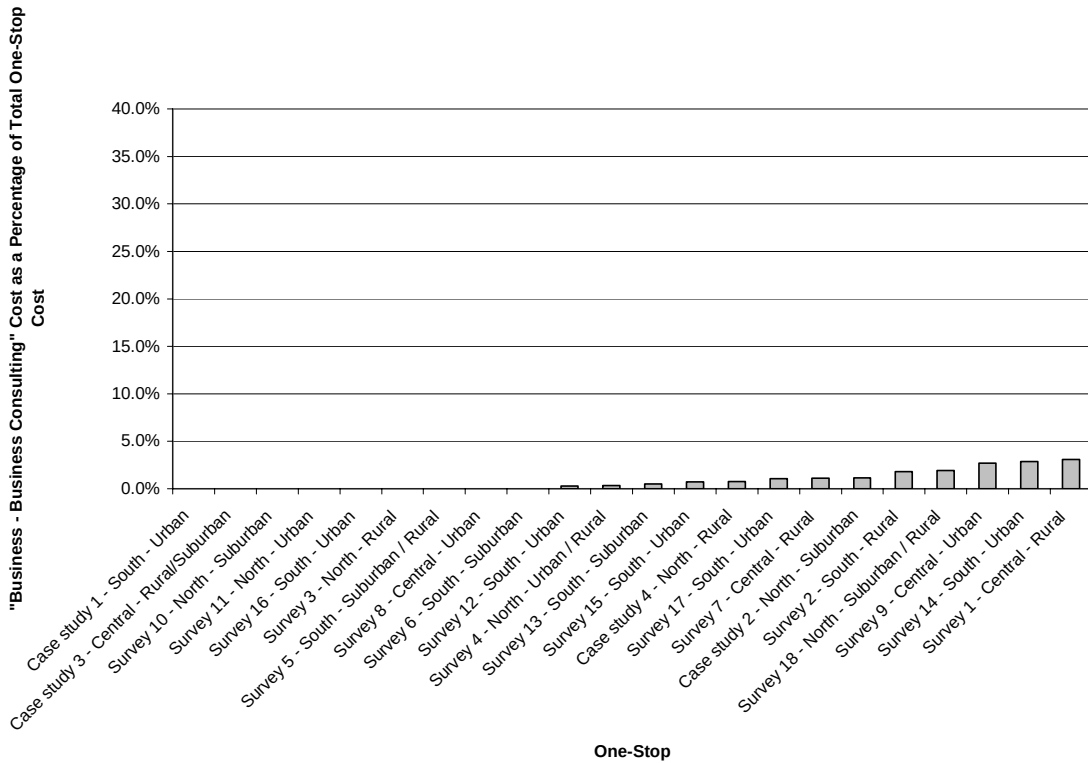


Figure III-27: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Business Center Service"

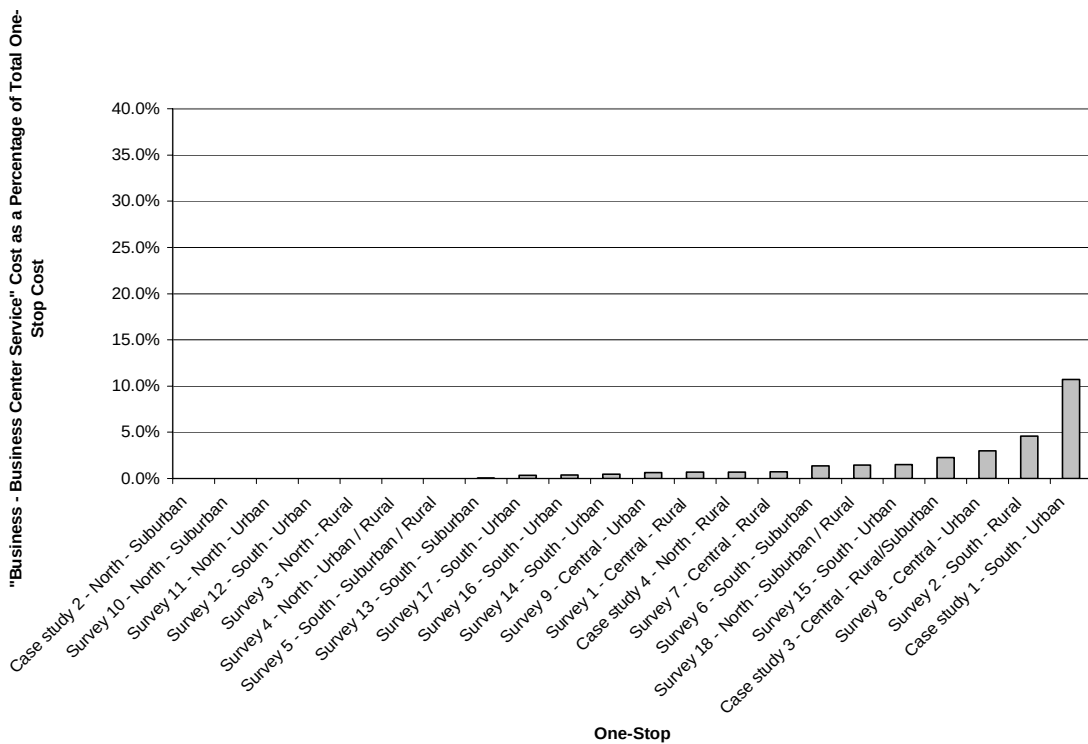
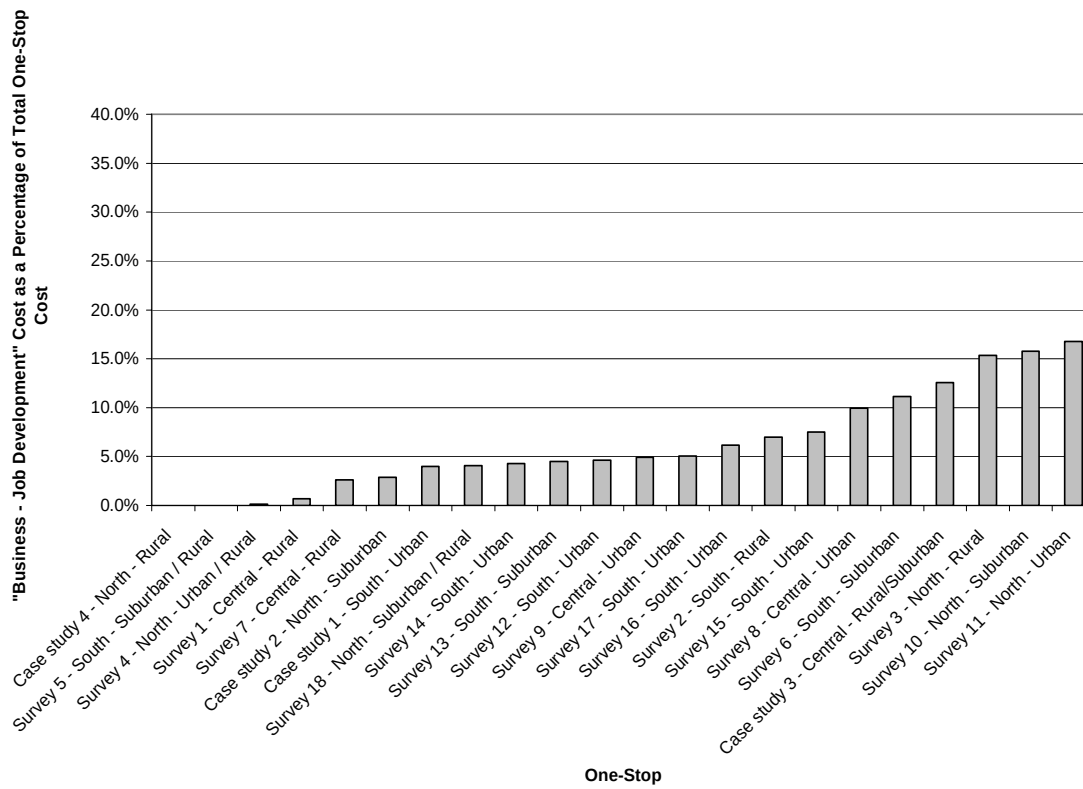


Figure III-28: Activity Cost as a Percentage of Total One-Stop Cost: "Business - Job Development"



- Youth Process Costs By Activity**

Fifteen of the One-Stops in the sample had a youth process. In those One-Stops, the median percentage of cost accounted for by the youth process was just under 13%. The range was broad, from 3% to 23% of One-Stop total cost. It's important to note that not every One-Stop with a youth process provided every activity, so data on several activities is limited. "Counseling and Case Management and Supportive Services" was the highest cost activity, with a median cost of 3.5% of One-Stop cost. "Employment Services" and "Follow-up" were the next most costly activities.

Table III-4: Youth Activities: Median Percent of One-Stop Costs and Range

Activity	Median Percent Of Cost	Range of Costs
Employment Services	2.0%	0.9 – 12.6%
Counseling, Case Management, Supportive Services	3.5%	0.2 – 8.6%
College Preparation	0.3%	0.0 – 3.8%
Academic Support	0.8%	0.2 – 3.8%
Follow-up	1.8%	0.2 – 8.8%
All Youth Activities	12.9%	3.3 – 23.3%

Figure III-29: Activity Cost as a Percentage of Total One-Stop Cost: "Youth - Employment Services"

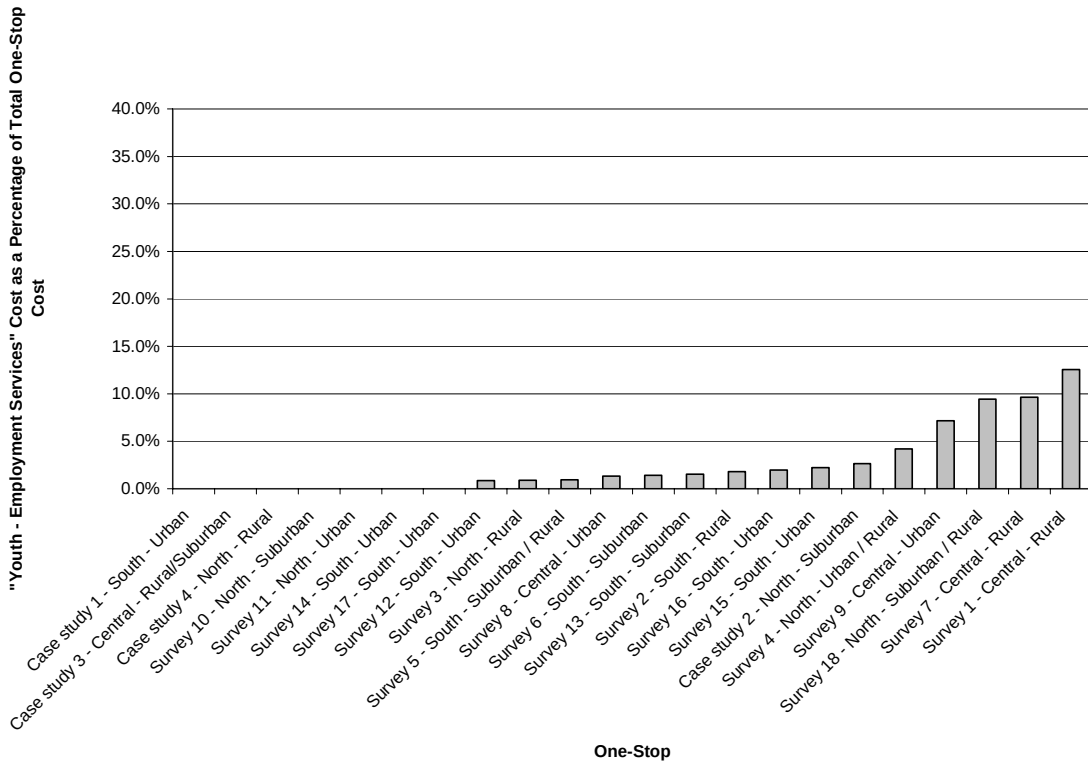


Figure III-30: Activity Cost as a Percentage of Total One-Stop Cost: "Youth - Counseling, Case Management Supportive Services"

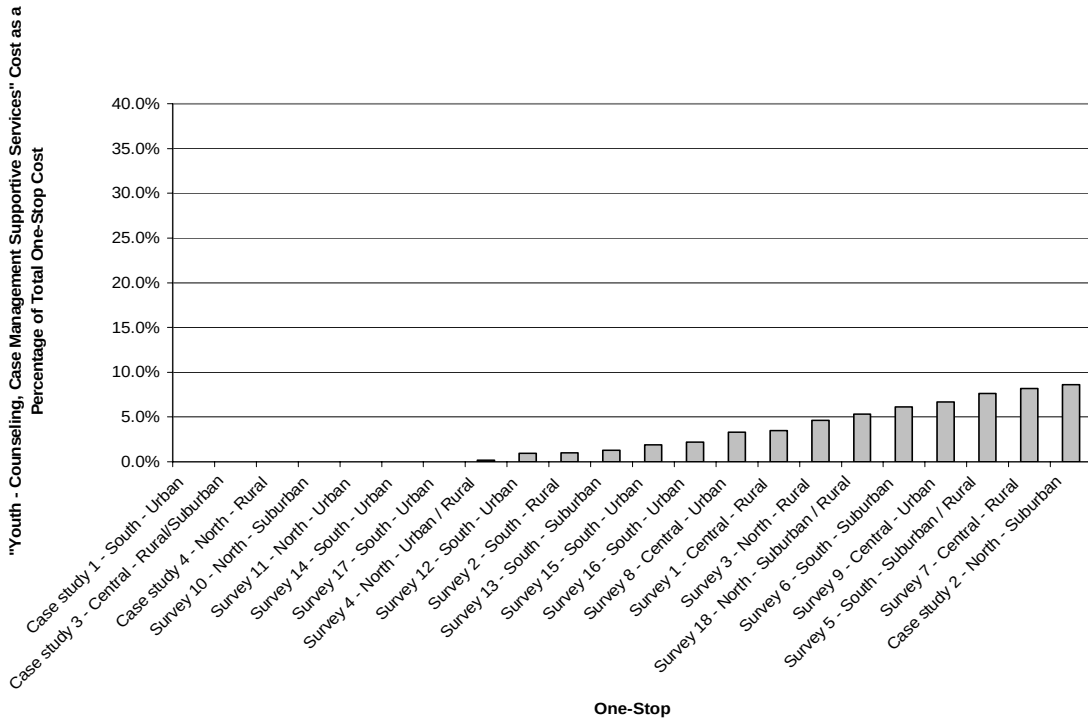


Figure III-31: Activity Cost as a Percentage of Total One-Stop Cost: "Youth - College Preparation"

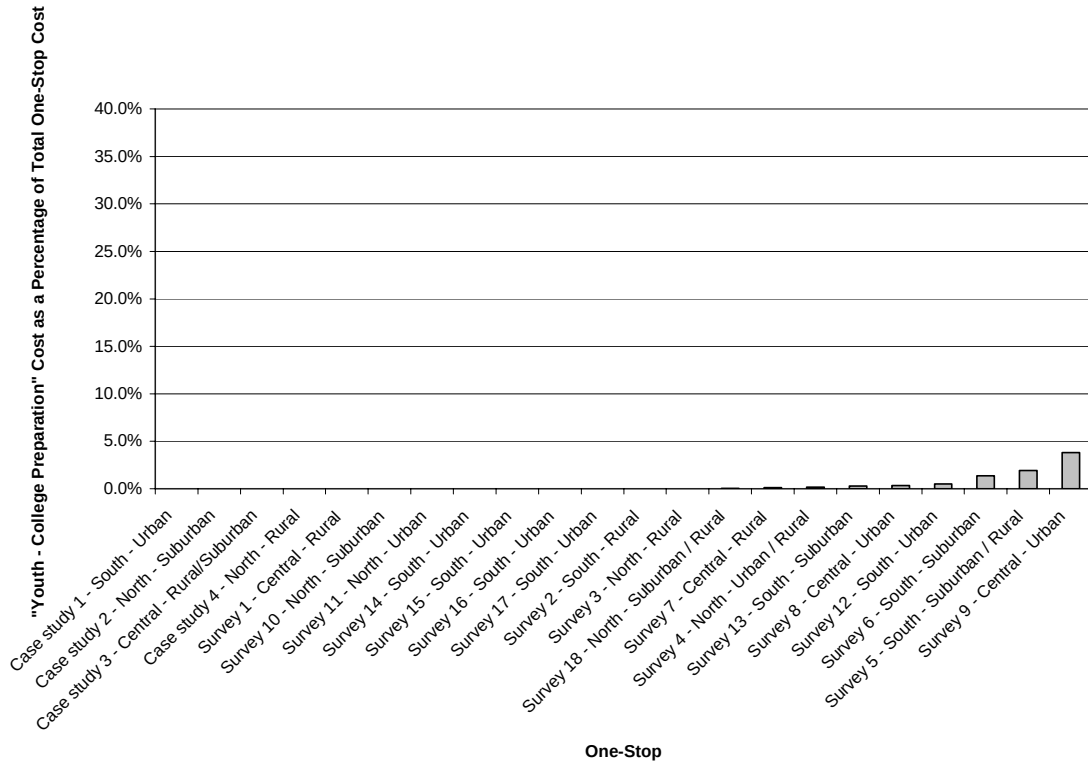


Figure III-32: Activity Cost as a Percentage of Total One-Stop Cost: "Youth - Academic Support"

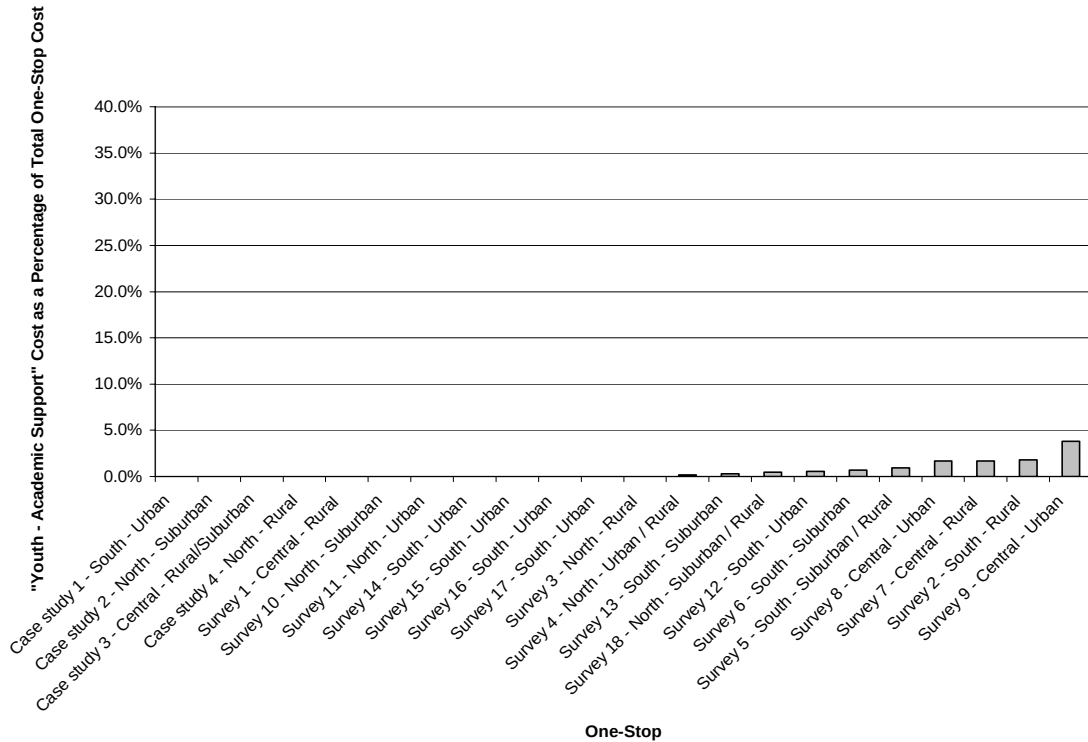
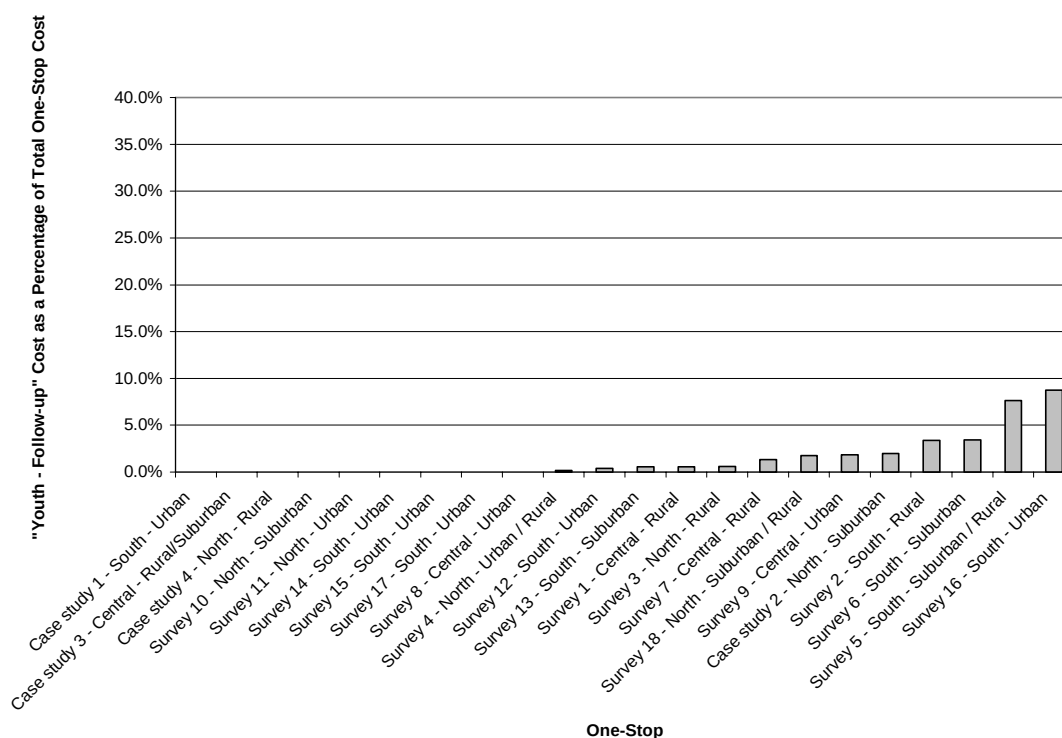


Figure III-33: Activity Cost as a Percentage of Total One-Stop Cost: "Youth - Follow-up"



What do partners contribute to the operation of the One-Stop and how does the pattern vary between sites?

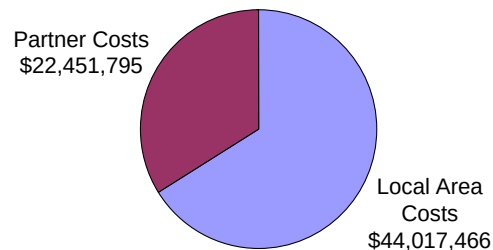
One-Stops were designed to bring together a host of federal, state and local programs. Despite this grand vision of service integration, funding sources flow from a variety of distinct pipelines. In our experience, One-Stops generally do not have an integrated budgeting or accounting system. We had to ask each partner to estimate the fully loaded cost of their activities under the One-Stop's roof in order to calculate partner contributions at each site. Here, we analyze how much partners contributed and what activities those contributions supported in each One-Stop. In determining the amount of partner contributions, it is important to note that different partners have different relationships to the One-Stop. Some partners such as EDD Job Service Division have missions that are closely aligned with One-Stops' missions, and one might expect to see a lot of joint activity under the One-Stop roof. Other partners such as local housing authorities have missions only tangentially related to One-Stops' missions and one might not expect to see them play a major role in the One-Stop. Similarly, some partners may provide valuable support to the One-Stop and valuable services to clients, but if they do so away from the physical One-Stop they are not included in our calculations.

We want to be very clear in stating that we have not attempted to make, nor have we made, any judgment as to whether or not partners should make contribution "under the roof" of the One-Stop. Our purpose here is simply to describe what partners contributed under the roof of the One-Stops we studied, not to evaluate whether the partner contributions should have been larger or smaller or somehow different.

Overall Partner Contributions

As the graph below indicates, of the \$66.5 million in costs reported by our sampled One-Stops, \$22.4 million (or 34%) of total costs were partner costs. These partner costs were generated by a wide array of partners, and the partner costs were incurred in a variety of different processes and services.

Figure III-34: Local Area Costs and Partner Costs



In this section we look at how partner contributions were distributed across the various processes and activities, how much partners contributed at each One-Stop, and how much individual agencies or groups of agencies contributed.

In our sample One-Stops, partner contributions varied from a high of 81% to a low of 2% of One-Stop total costs. The median contribution was about 25%. The dollar contribution ranged from over \$2.5 million to just a few thousand dollars. We emphasize again that in our analysis we only measured costs that occurred under the roof, and we did not measure contributions that partners made to One-Stops and their clients away from the One-Stop. The wide variation in contributions is due to the individual arrangements partners have with each One-Stop. For example, if an EDD operation was located within a One-Stop, we found there was always a large partner contribution. In several rural One-Stops the One-Stop was co-located with the CalWorks programs, again creating a large partner contribution. We haven't made any judgment that either a large or small partner contribution is "good" or "not as good."

It is important also to understand how we define what was not a partner contribution. We assumed that the contract to operate the One-Stop between the operator and the local area was not a partner contribution, although we recognize that WIA is one of many partners in the One-Stop. All other resources coming into the One-Stop were considered partner contributions.

Partner Contributions by Process

When we look at partner contributions within the four processes (see Table III-5), we find that partner contributions were largest as a percentage of total process cost in the universal process,

with partner contributions accounting for a median of about 35% of total universal costs. From our field work we know that many partners come into One-Stops and offer services in the resource room to universal clients, thus generating this relatively large contribution in the universal process. EDD is the largest partner by far, and the bulk of the EDD contribution is in the universal process.

Table III-5: Partner Contributions as a Percentage of Process Costs: Median Percent of One-Stop Costs and Range

<i>Activity</i>	<i>Median Percent Of Cost</i>	<i>Range of Costs</i>
Universal Process	34.8%	3.0 – 94.4%
Enrolled Process	24.5%	1.3 – 78.1%
Business Process	7.2%	0.0 – 100.0%
Youth Process	22.4%	0.0 – 100.0%
Total One-Stop Costs	25.6%	4.4 – 81.1%

Enrolled services was next highest in terms of partner contribution percentage, with a median partner contribution of 24.5% of total enrolled services cost. Partner contributions to enrolled services tended to be large when the One-Stop had other large enrolled programs under the roof, such as a CalWorks program or a large Trade Adjustment Act program managed by EDD. At a number of One-Stops, youth services were often provided primarily by a partner, and thus there are some sites where the partner contribution was 100% of youth costs. It may be that the local area contracted separately for youth services and then located that contractor in the One-Stop, rather than contracting with the agency that operated the One-Stop for youth services.

Business services had the lowest median partner contribution, just 7.2% of total business services cost. In many One-Stops, business services were a relatively small operation, with most services being delivered by a few One-Stop staff, with few partners.

Below we display the partner contributions overall and by process in both percentage and dollar terms, and by sites to show the full distribution of contributions.

Figure III-35: Total Dollar Partner Contribution by One-Stop

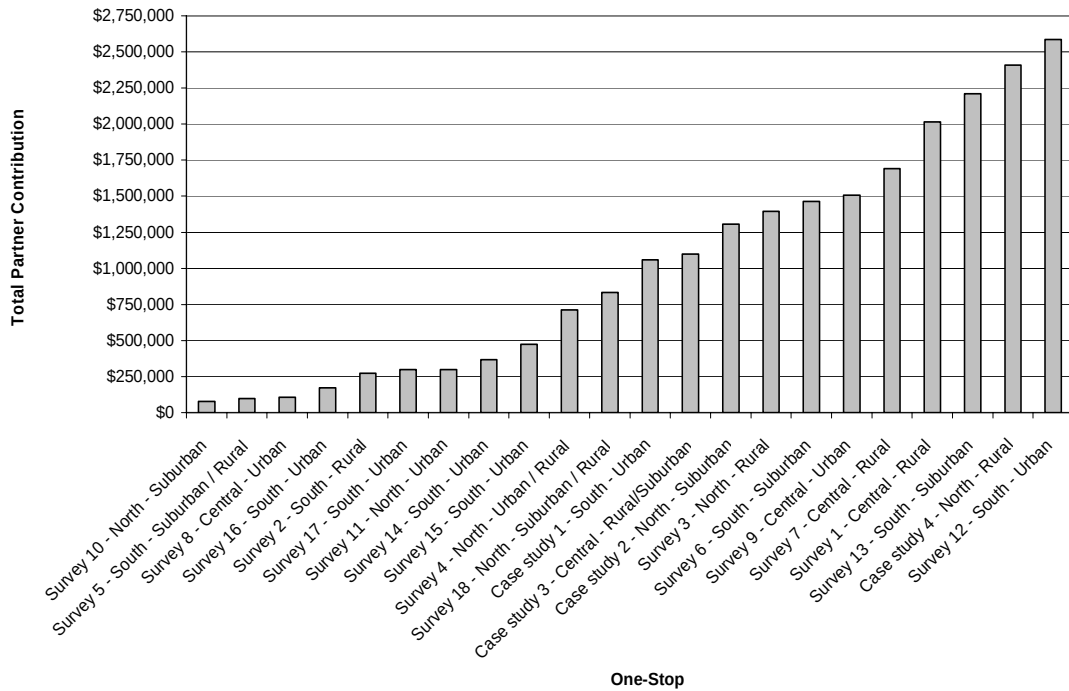
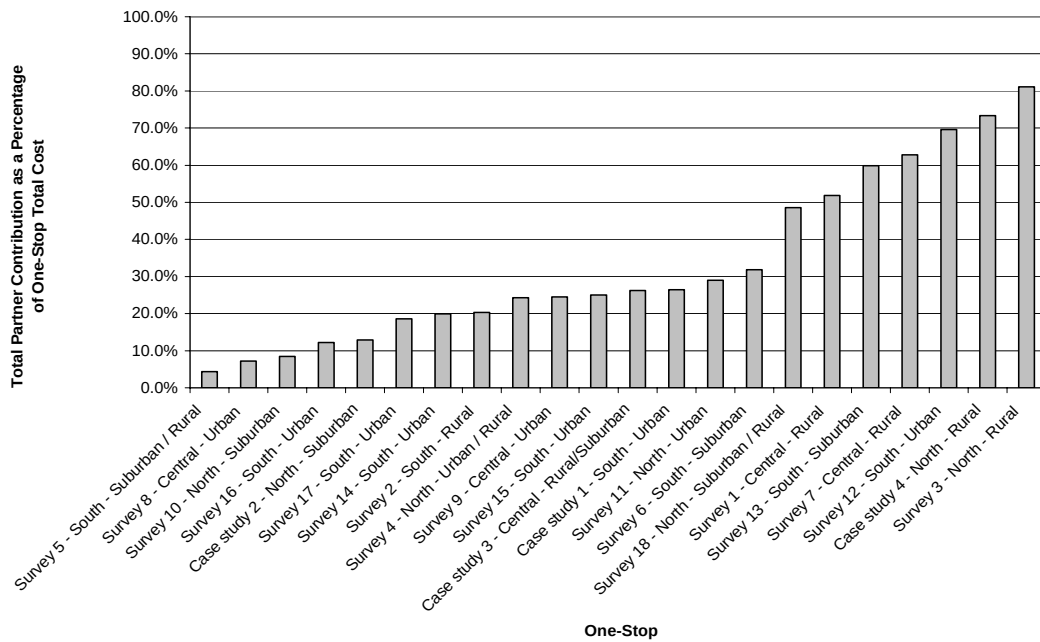


Figure III-36: Percent of Total Costs Contributed By Partners By One-Stop



Here we show the full distribution of costs in both dollar and percentage terms that partners contributed to each of the four processes.

Figure III-37: Total Partner Dollar Contribution to "Universal Services" by One-Stop

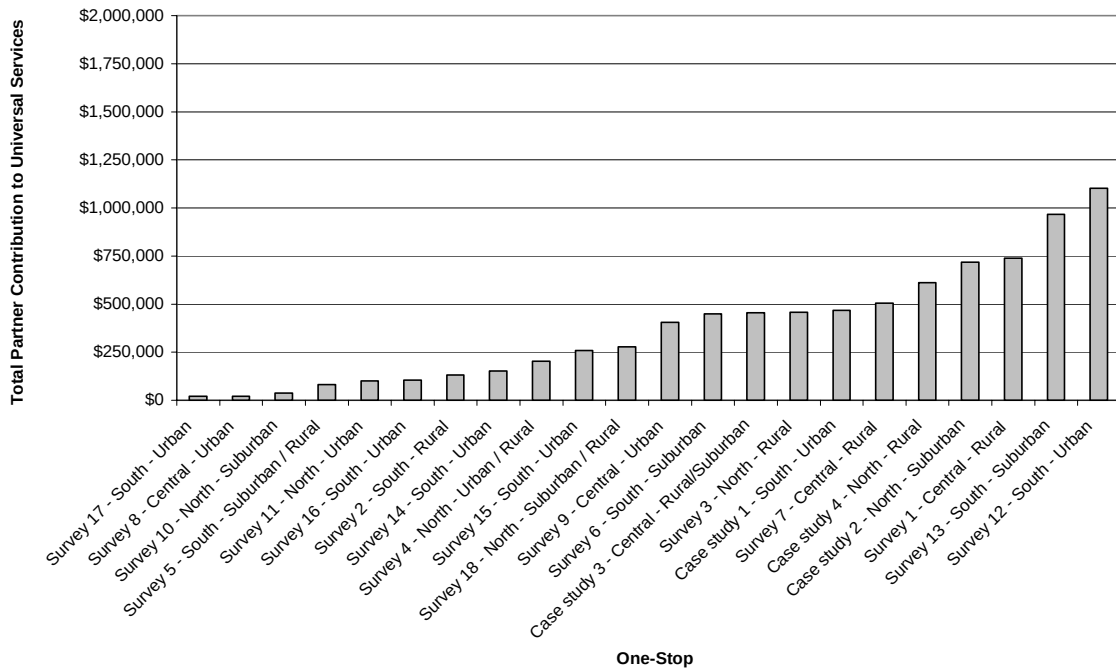


Figure III-38: Total Partner Contribution to "Universal Services" as a Percentage of One-Stop Total Universal Services Cost

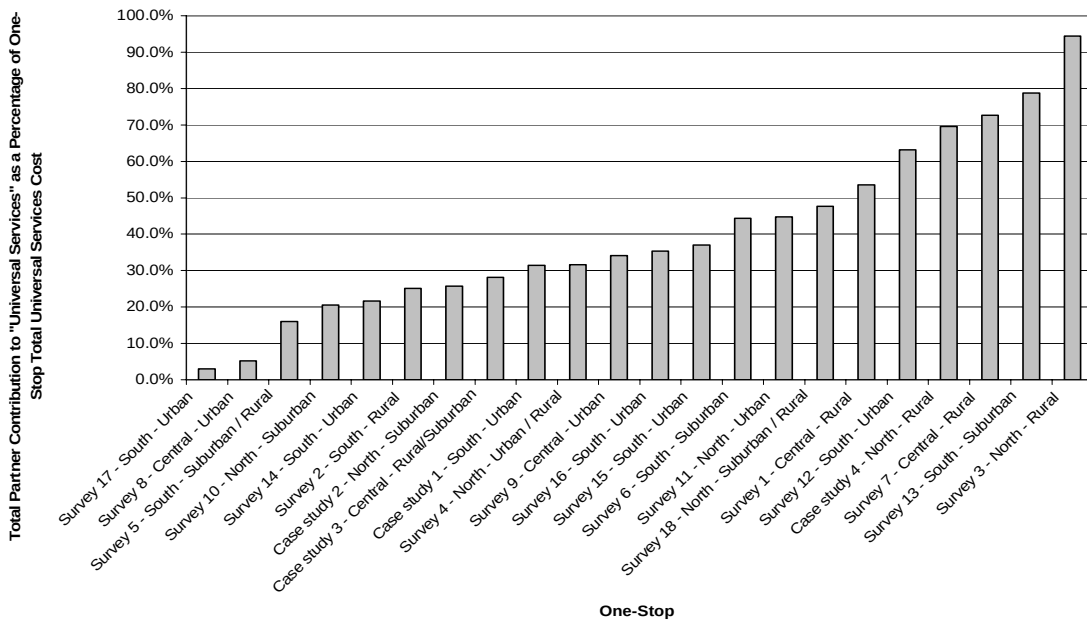


Figure III-39: Total Partner Dollar Contribution to "Enrolled Services" by One-Stop

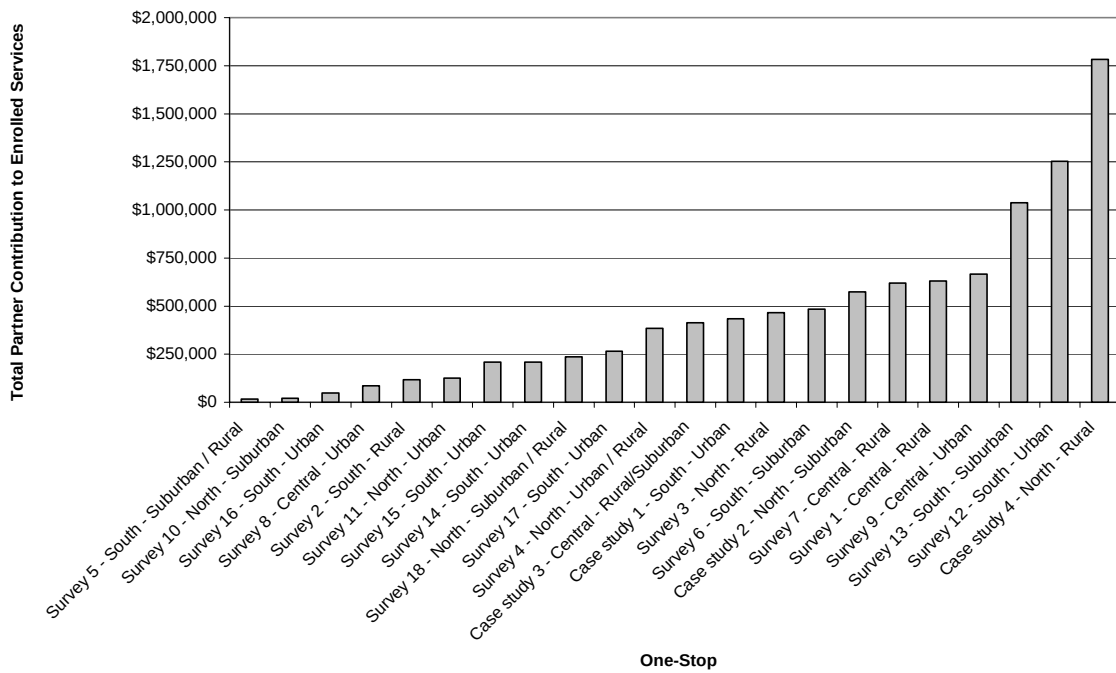


Figure III-40: Total Partner Contribution to "Enrolled Services" as a Percentage of One-Stop Total Enrolled Services Cost

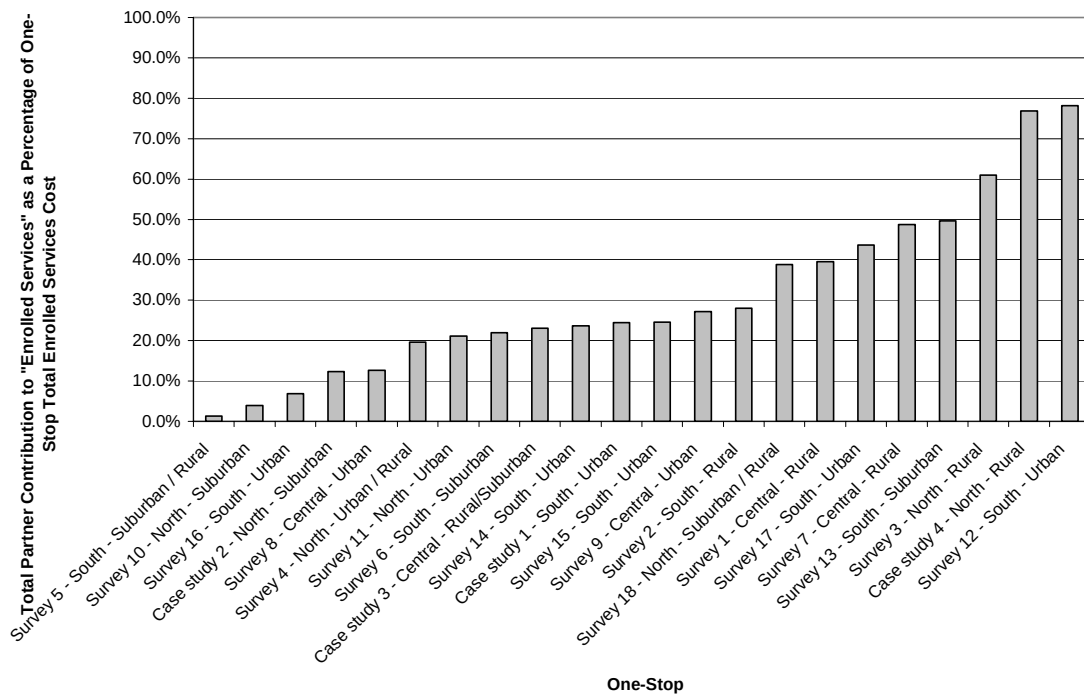


Figure III-41: Total Partner Contribution to "Business Services" by One-Stop

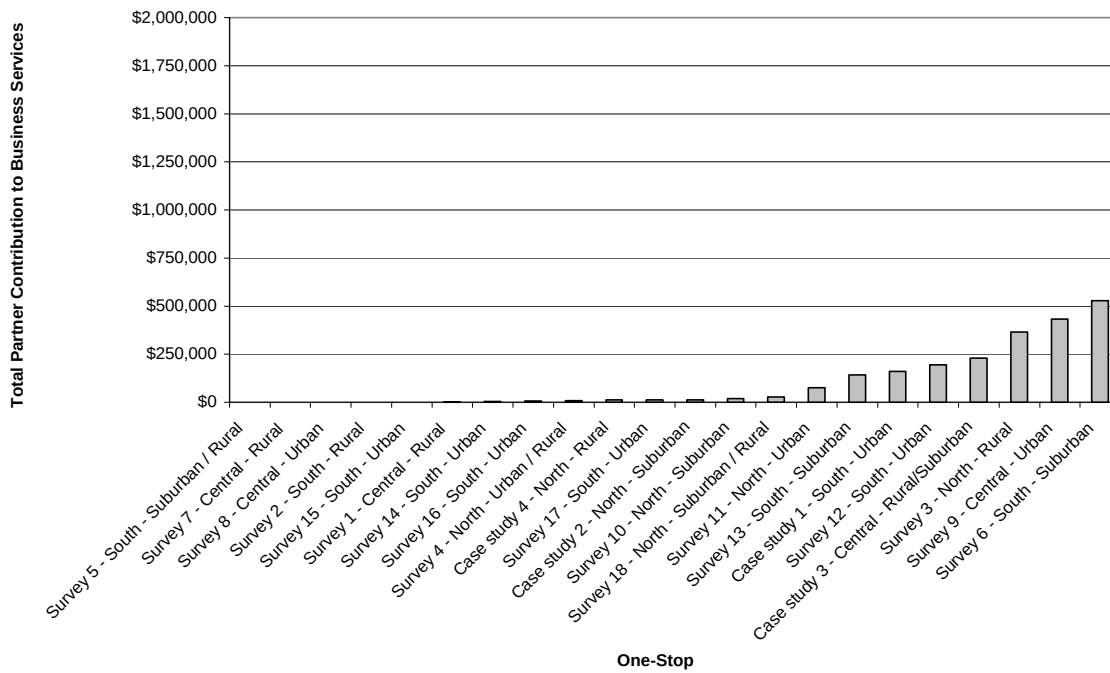


Figure III-42: Total Partner Contribution to "Business Services" as a Percentage of One-Stop Total Business Services Cost

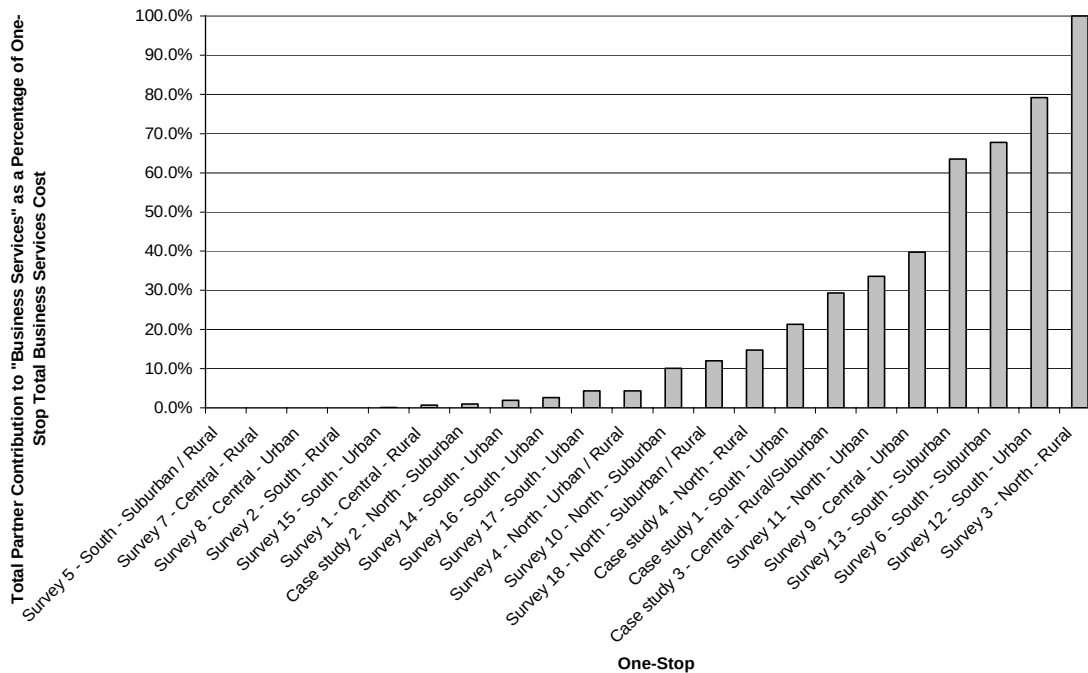


Figure III-43: Total Partner Contribution to "Youth Services" by One-Stop

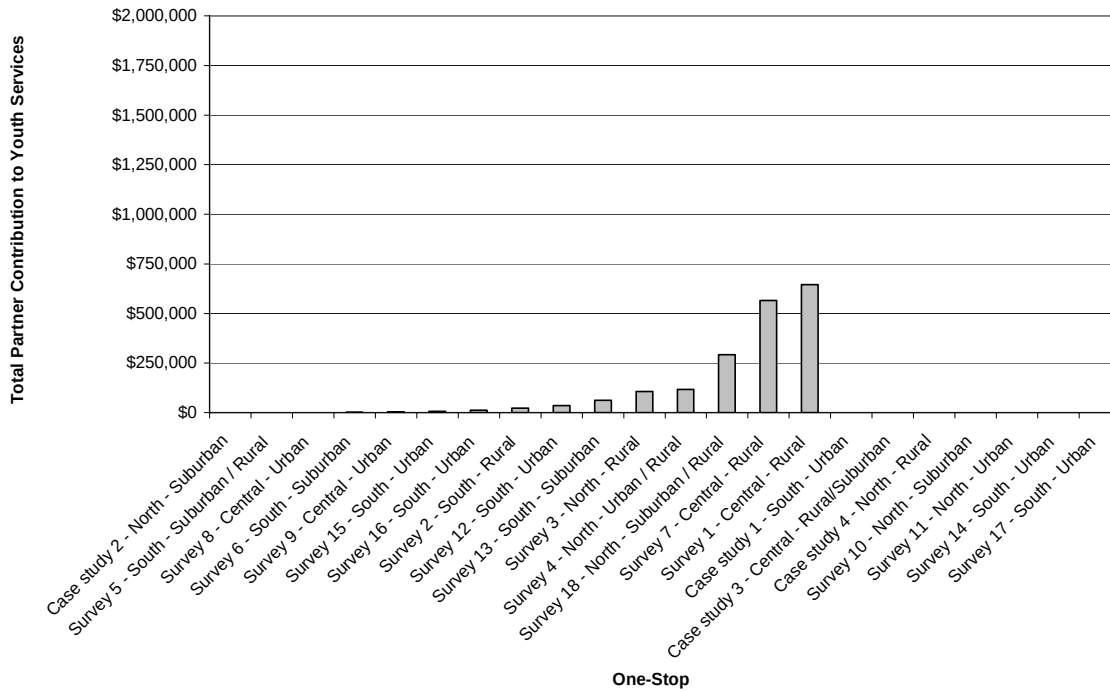
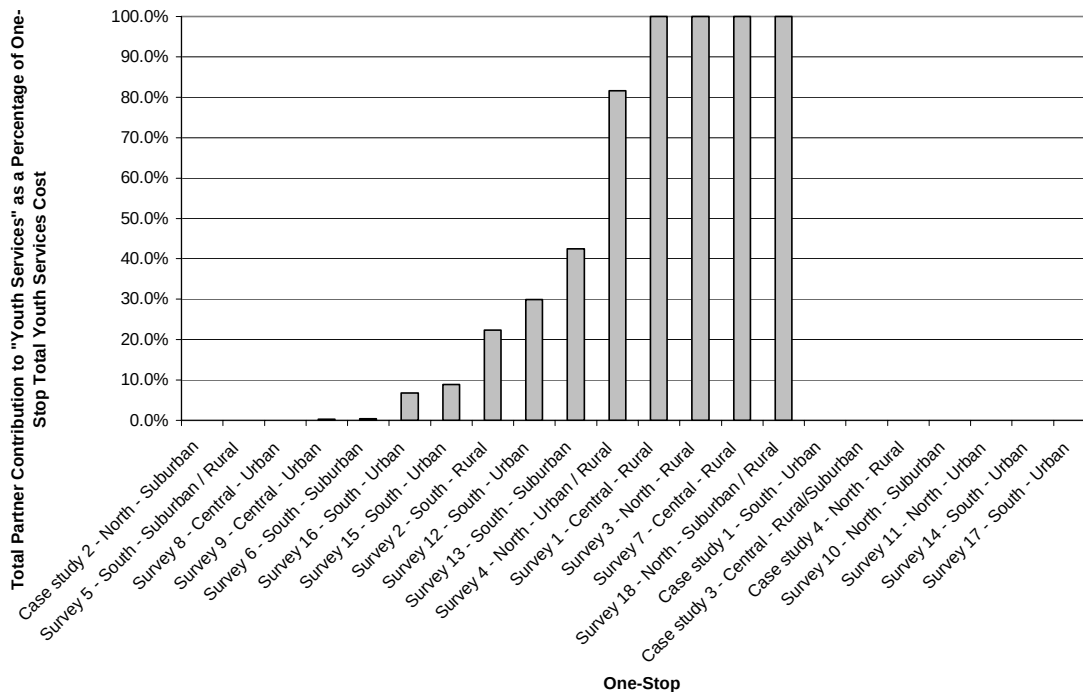


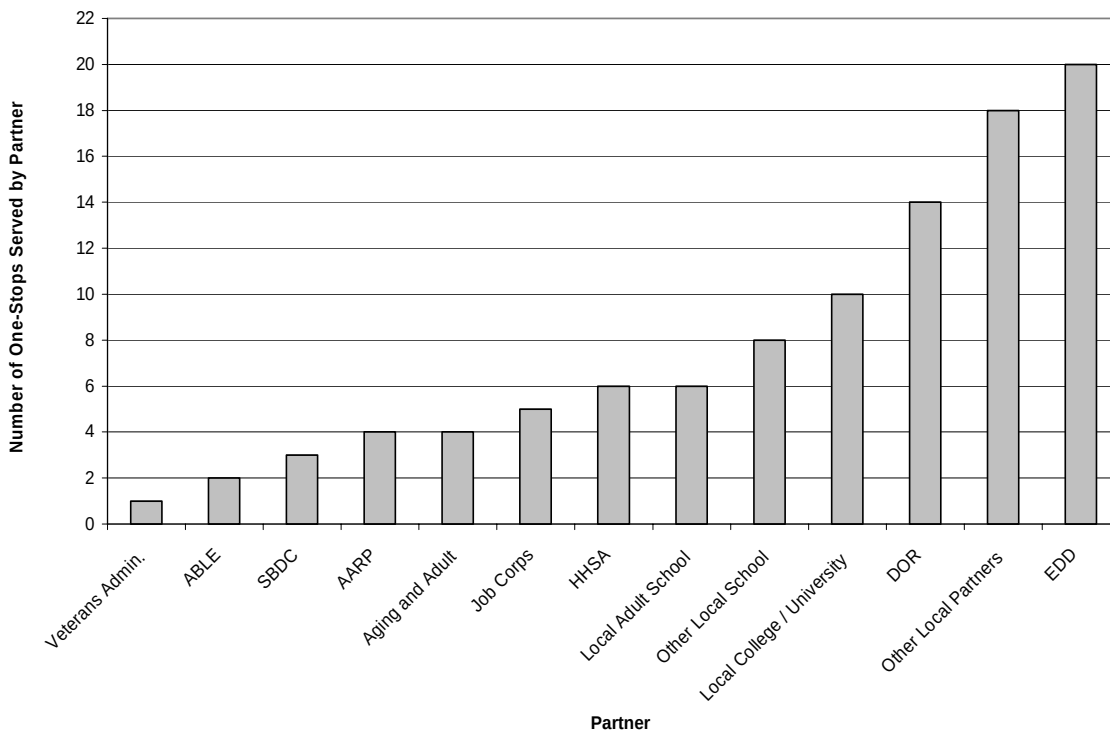
Figure III-44: Total Partner Contribution to "Youth Services" as a Percentage of One-Stop Total Youth Services Cost



Specific Partner Contributions

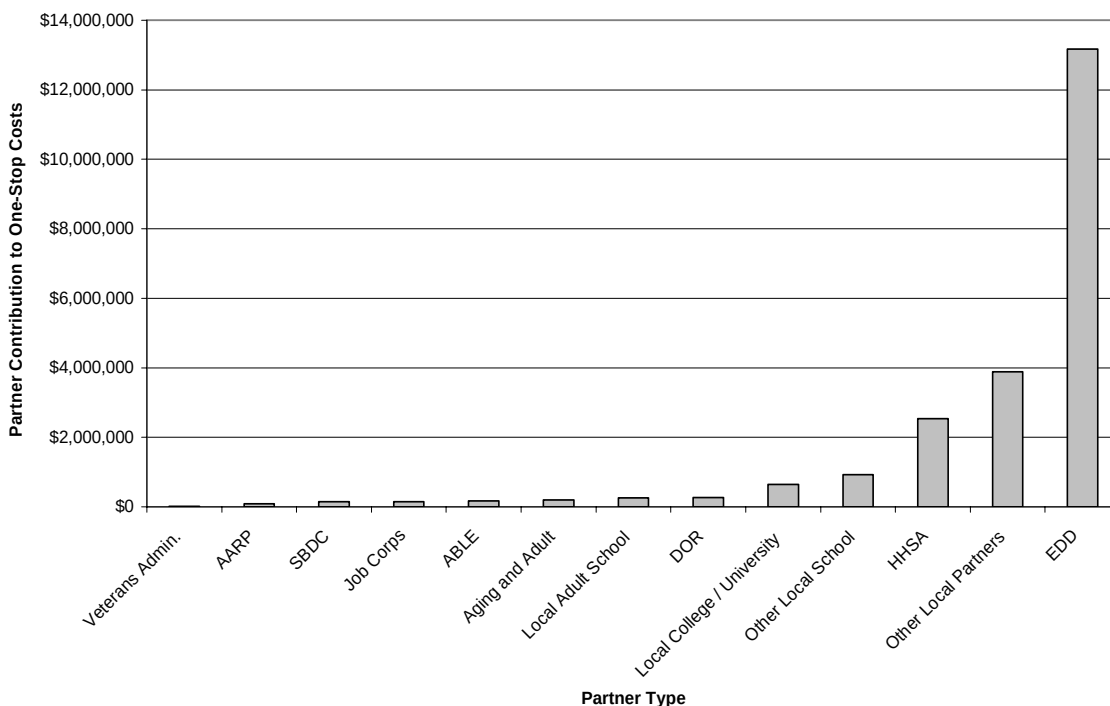
The next aspect of partnership we examined was the contribution of specific partners or types of partners. To do this, we identified federal and state agencies that appeared in our sample One-Stops, such as the Department of Rehabilitation and EDD. We put local partners such as local adult education agencies together as a group, as well. The figure below shows the number of sites in which each agency made a measurable contribution. EDD was by far the most common partner, appearing in 20 out of 22 One-Stops, followed by a variety of local programs ranging from Goodwill to local tribal councils to housing associations. The Department of Rehabilitation was active in 14 sites. Community Colleges or other higher education institutions were found in about half the sites. Local educational agencies and local adult education programs each were found in fewer than 10 One-Stops.

Figure III-45: Number of One-Stops Served by Partners



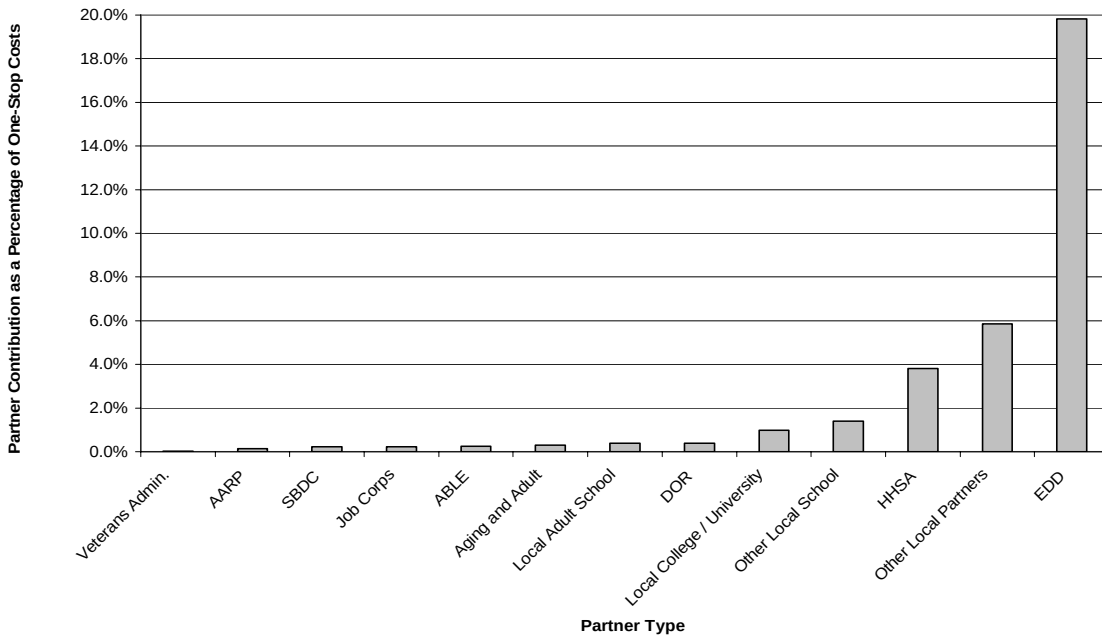
The dollar contributions of partners shed more light on these relationships. We looked at dollar contributions from two different angles. First we looked at the actual dollar value of contributions and next as a percentage of total One-Stop costs. Again EDD is by far the largest contributor to One-Stops, with costs of over \$12 million in the 22 One-Stops studied. The next largest group of partners was the mixed local agencies which contributed slightly less than \$4 million. Health and Human Service Agencies, including many local CalWorks programs contributed over \$2 million in costs. No other partner contributed even \$1 million across all the 22 sample sites.

Figure III-46: Total Partner Contribution for All One-Stops in the Sample



Looking at these contributions as a percent of the total \$66.5 million in our sampled One-Stops' costs, we see that EDD accounted for almost 20% of all the costs in the sampled One-Stops. The next largest contribution was 6% by a mixed group of local agencies. Health and Human services accounted for almost 4% of total costs, while all other partners accounted for less than 2% of total costs.

Figure III- 47: Partner Contributions as a Percent of All One-Stop Costs



In the following figures, we show the contribution of key partners to each of the survey sites in dollar amount to illustrate how costs varied across the sites.

Figure III-48: Partner Contribution by One-Stop: EDD

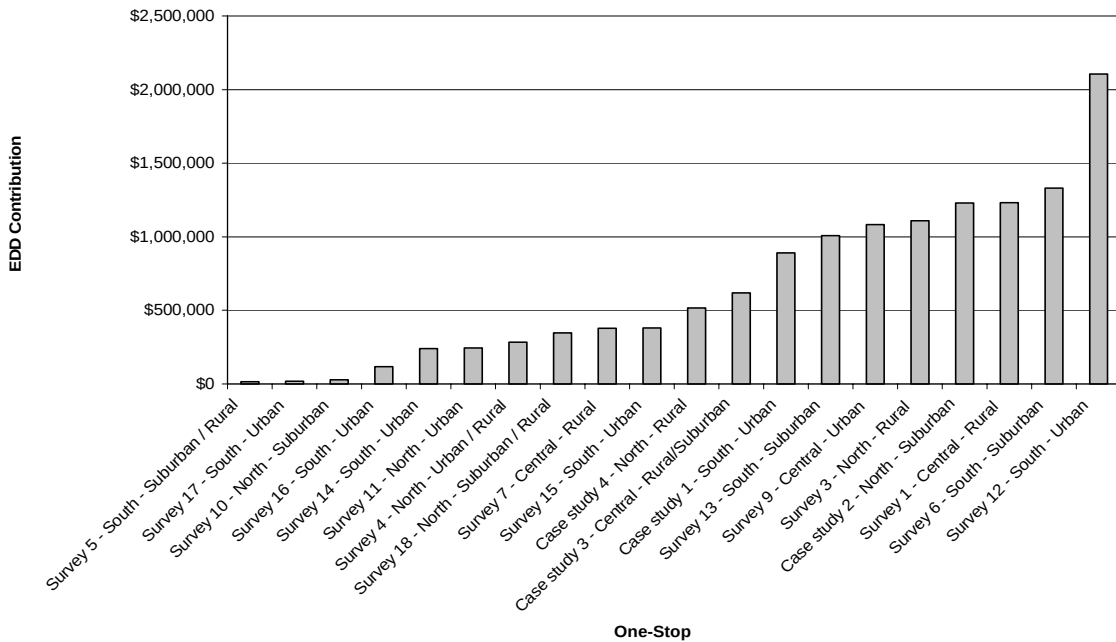


Figure III-49: Partner Contribution by One-Stop: Partners Not Otherwise Categorized

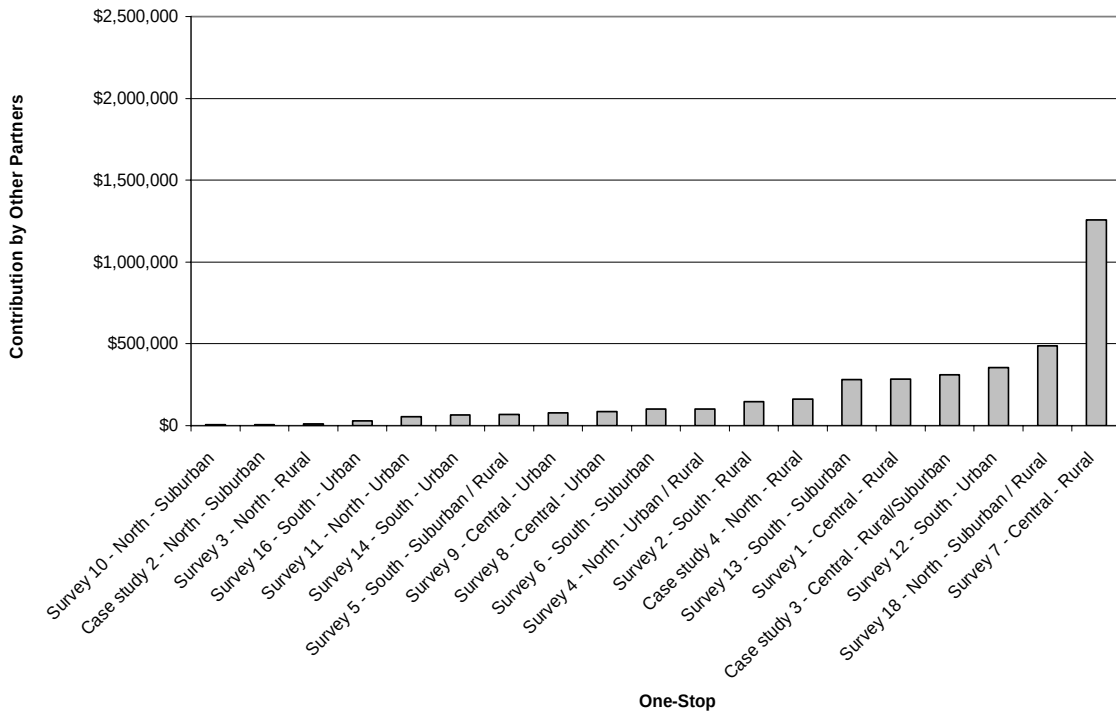


Figure III-50: Partner Contribution by One-Stop: Health and Human Services Agency (HHSA)

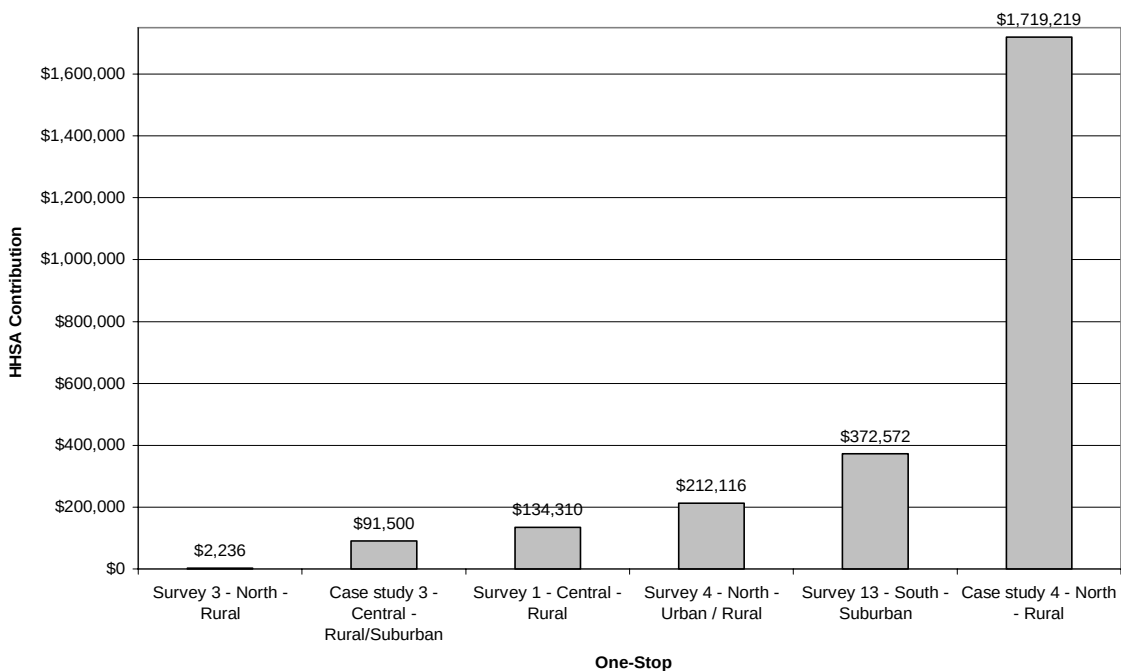


Figure III-51: Partner Contribution by One-Stop: Local College or University

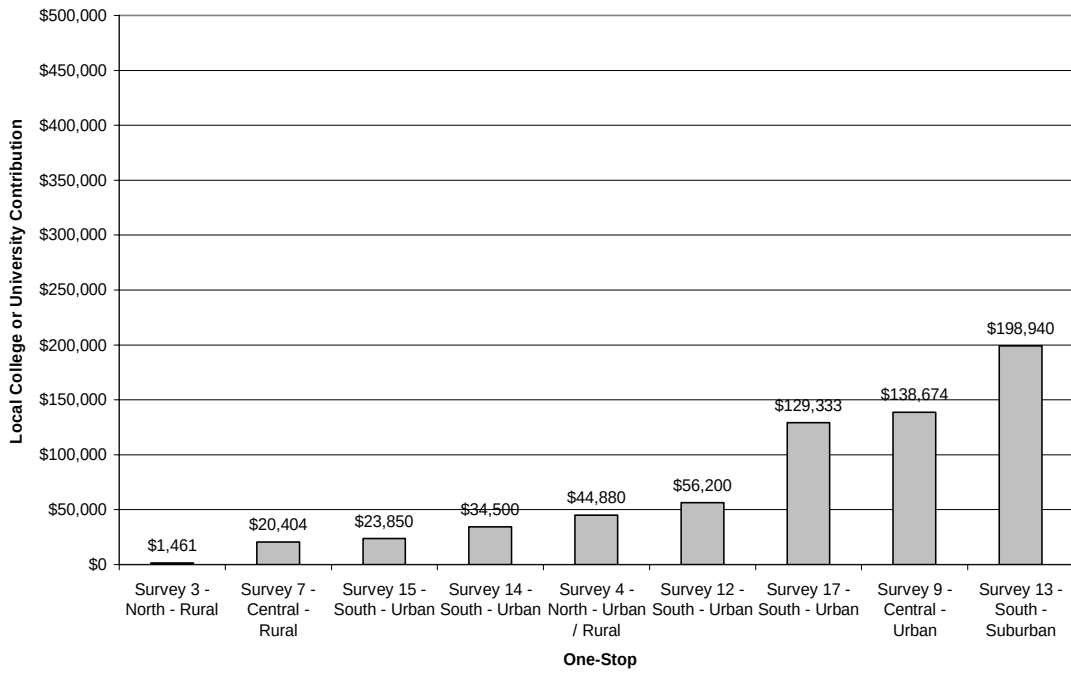


Figure III-52: Partner Contribution by One-Stop: Department of Rehabilitation

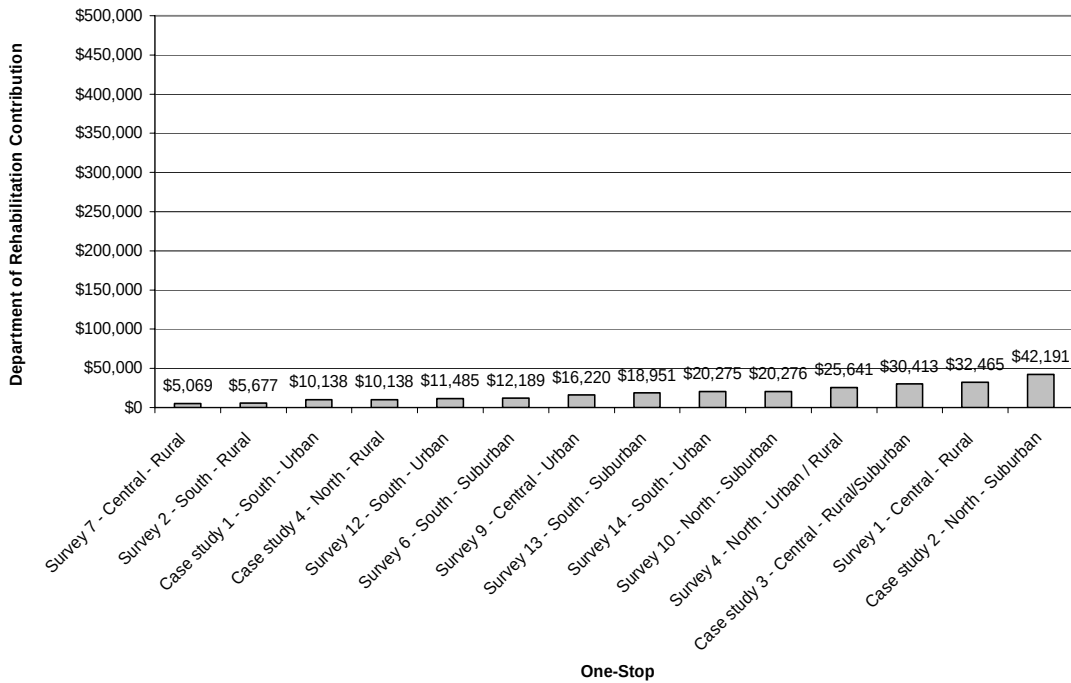
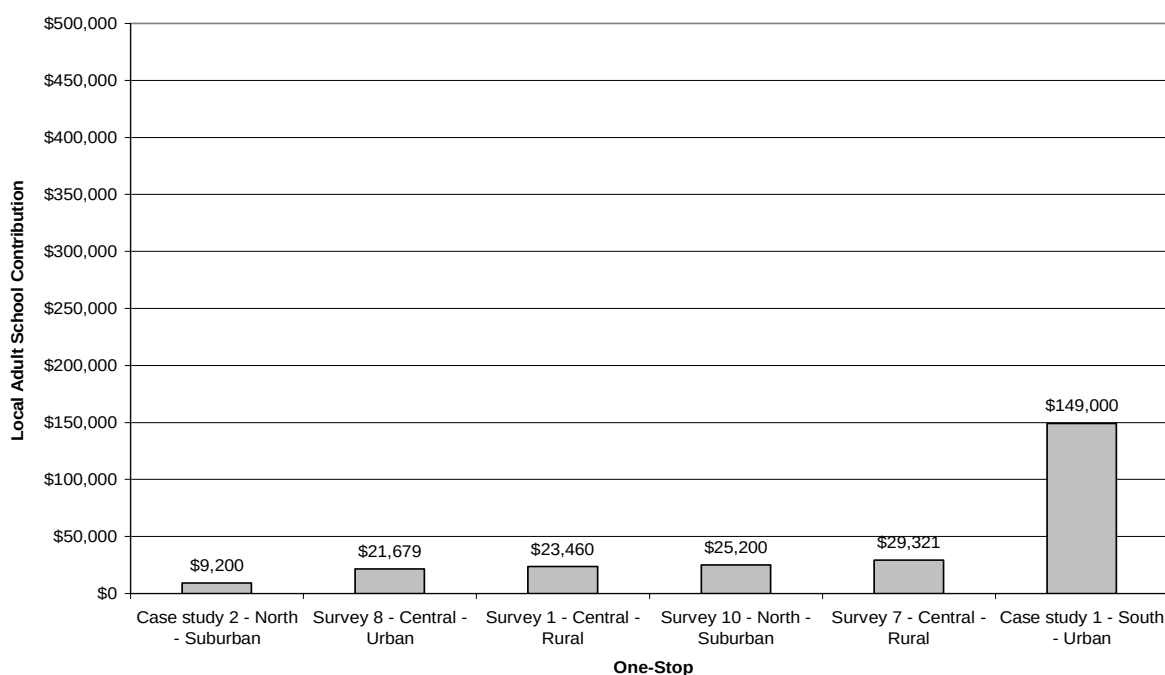


Figure III-53: Partner Contribution by One-Stop: Local Adult School



What do different One-Stop services cost to produce and how do costs vary between sites? How much service do One-Stops produce and how does volume vary by site?

A key objective of our study was to develop some “cost per unit” measures for One-Stops to better understand their cost structures and to begin to develop some measures of efficiency that managers could use to improve. Most industries have standardized cost per unit measures, auto companies know the cost per car produced, airlines know the cost per passenger mile flown, public libraries know the cost of purchasing and shelving a new book and colleges know the cost per enrolled student. Knowing these “cost-pers” allows organizations to compare their performance to other similar organizations and track their performance over time, and identify areas where improvement is needed. In this section we make the first effort to define and measure cost per unit of service produced in One-Stops. Because this is a first effort, we attempted to measure everything we could. Over time, through feedback and discussion, we expect the field will arrive at a limited number of cost per unit of service measures which will become standard management indicators recognized and used throughout the system.

We have organized our measures around the four processes as we have other sections.

Universal Services

Universal services accounted for about 25% of the costs in One-Stops surveyed. These services are open to anyone who walks into a One-Stop. In theory, Universal services are provided on a

self-service basis, but much like the public library, many clients need help and One-Stops provide it by providing orientations on how to use the available services. Most sites provide some One-on-one coaching, such as reviewing resumes or help with computers, and most One-Stops provide various workshops which may serve both universal and enrolled clients.

From our case study experience we found that there were two key cost per-unit measures for universal services: cost per universal client and cost per universal visit. The median cost per universal client was \$166, with a range of \$33 to \$554. The cost per client visit clustered around \$40 per visit, with a few outliers at higher and lower costs. This relatively tight clustering in cost per universal access visit is not surprising in retrospect, as we found in our case studies that most universal access processes deliver roughly the same types of services, and hence might be expected to have similar cost structure.

The variance in cost per client is explained by the average number of visits made by clients. As we see in the figure below, the average number of visits by clients varies from one to twelve. Obviously clients who visit many times on average will cost more to service than clients who come a few times. The management insight here is that managing the number of client visits is a way to manage universal costs.

Table III-6: Universal Services: Median Cost and Range Of Cost Per-Unit of Service and Range

<i>Unit of Service</i>	<i>Median Cost Per</i>	<i>Range</i>
Per Universal Client	\$166	\$33 - \$554
Per Universal Visit	\$41	\$8 - \$146
Per Universal Service Event	\$8	\$2 - \$30
Per Coaching and 1-on-1 assistance Event	\$20	\$6 - 145
Per Client Orientated to One-Stop	\$34	\$8 - \$308
Per Workshop	\$942	\$135 - \$5,838
Per Client Attending Workshop	\$118	\$23 - \$612
Per Attendee at Job Club or Networking Event	\$61	\$10 - \$318

Within the universal process we were able to cost some additional activities, the median cost of a self-service event was only \$8, median cost of orienting a new client to universal services was \$34, while coaching clients in universal services had a median cost of \$20 per coaching event. Workshops had a median cost of \$942 per workshop and a median cost of \$118 per attendee. The substantial range in workshop costs is driven largely by the length of the workshop which could be one hour or several days, and the number of clients attending. Most One-Stops have job clubs or other types of networking activities where job seekers meet and help each other search for employment and build skills. Only a few survey sites could provide data on this activity. Most of these activities are run by volunteers and require little staff assistance but the median cost is still \$61 per attendee at an event.

In the next section we present the complete cost distributions the universal services produced in most One-Stops, which we could measure. In most cases there are a substantial range of costs which are driven in part by the number of clients who receive the service, so we have included the volume of service produced by each One-Stop and matched it with the costs

Figure III-54: Total Cost per Universal Client

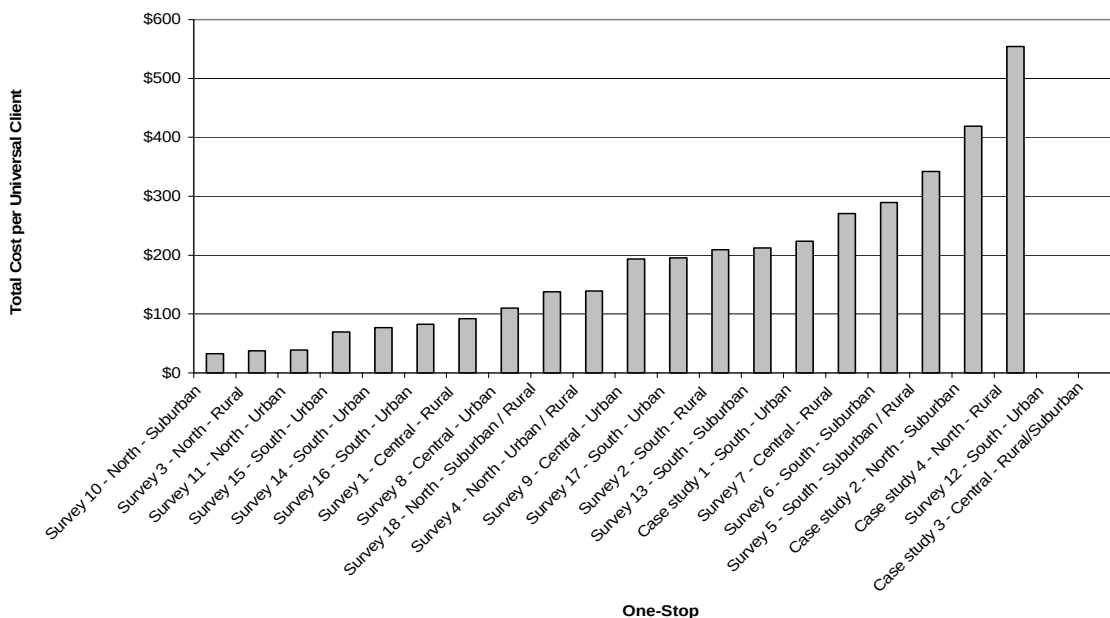


Figure III-55: Total Number of Unique Universal Clients

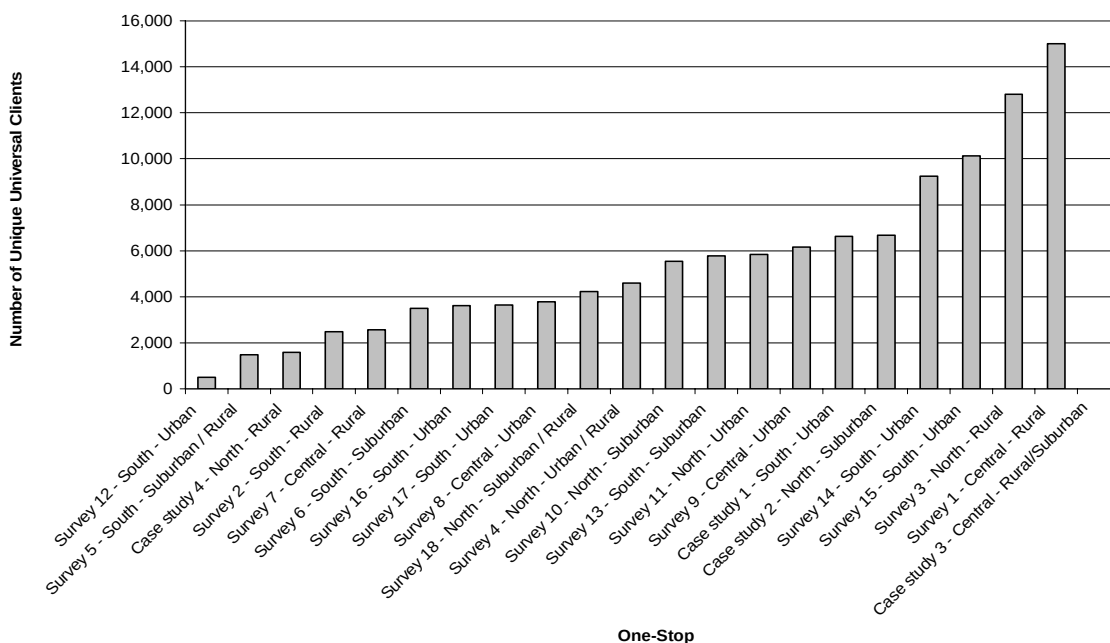


Figure III-56: Total Cost per Universal Visit

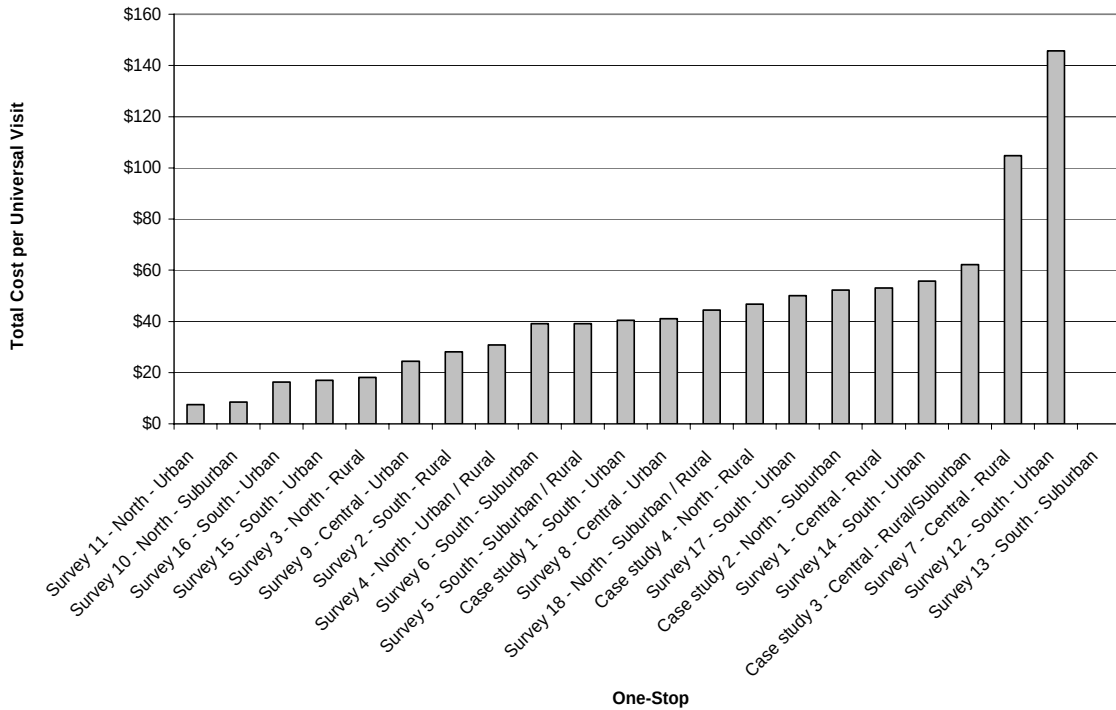


Figure III-57: Total Number of Universal Visits

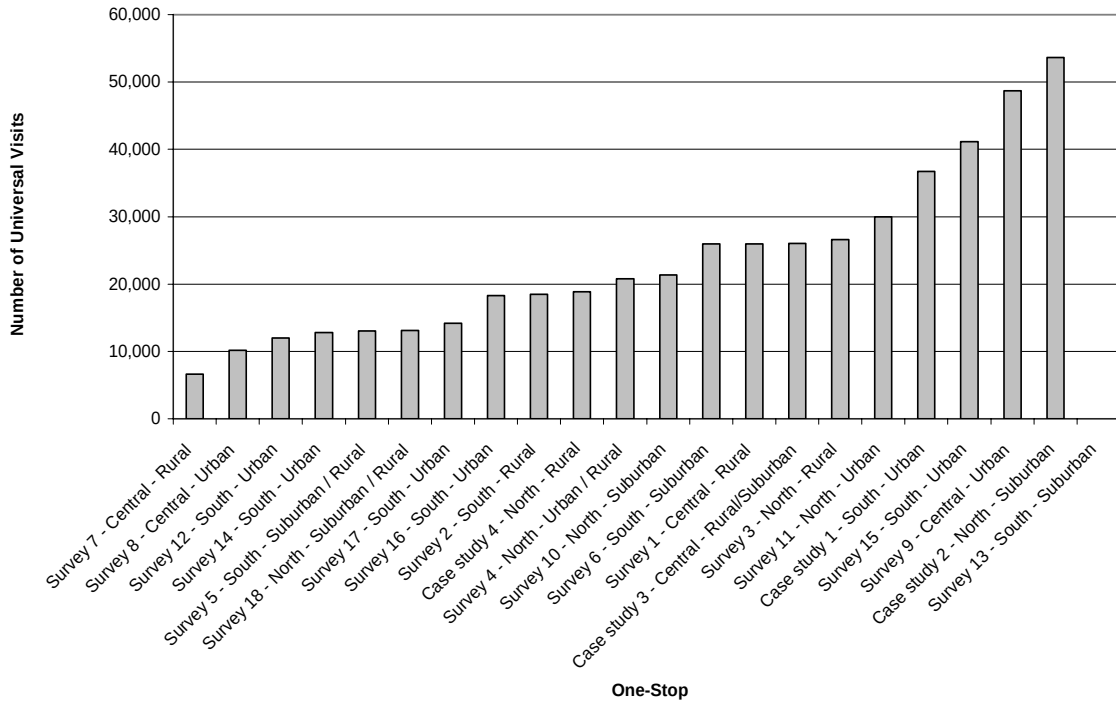


Figure III-58: Average Number of Visits per Universal Client

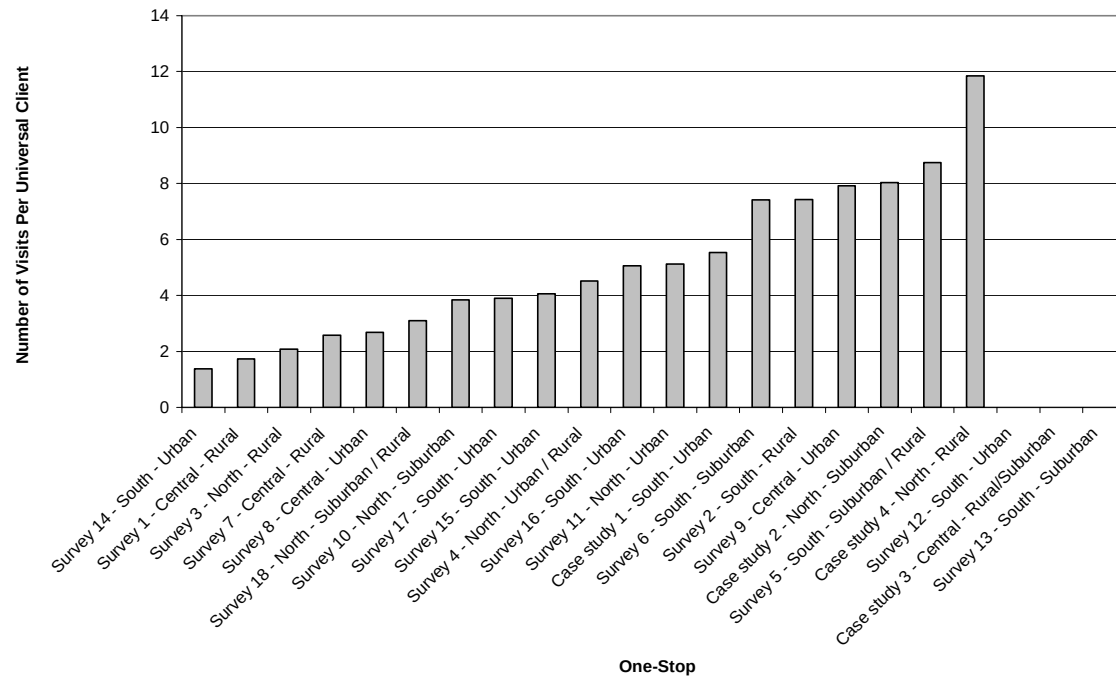


Figure III-59: Cost per Self-Service Activity: Universal Service Event (e.g. fax a resume, access career information on internet)

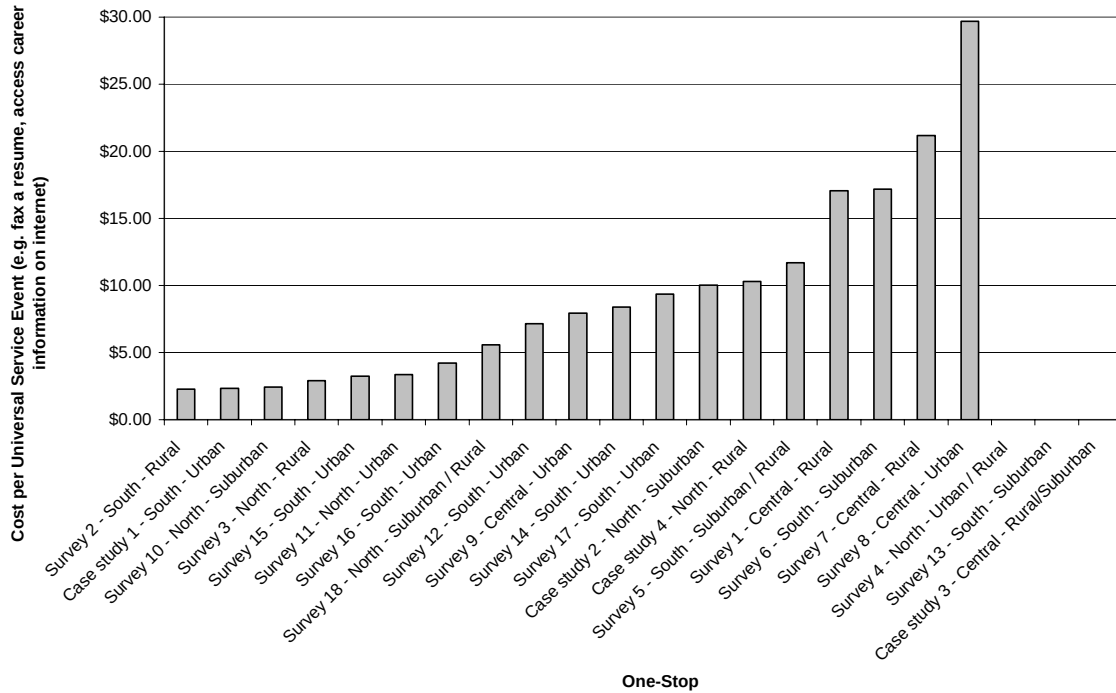


Figure III-60: Volume of Universal Service Events (e.g. faxed a resume, accessed career information on internet)

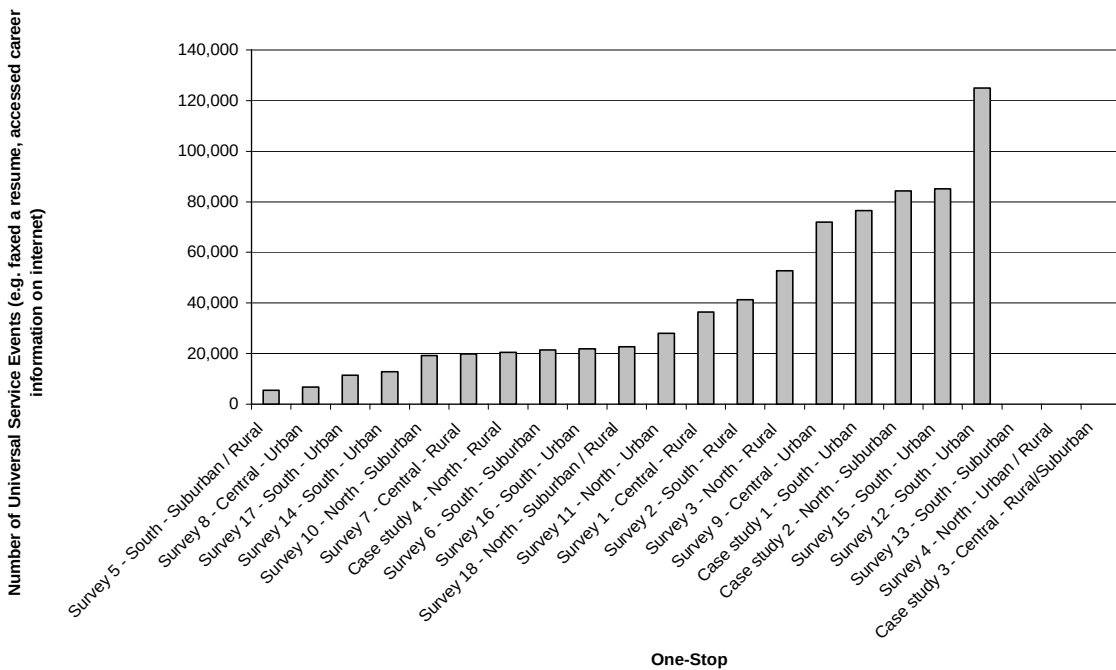


Figure III-61: Cost per Universal One-on-one Coaching Event

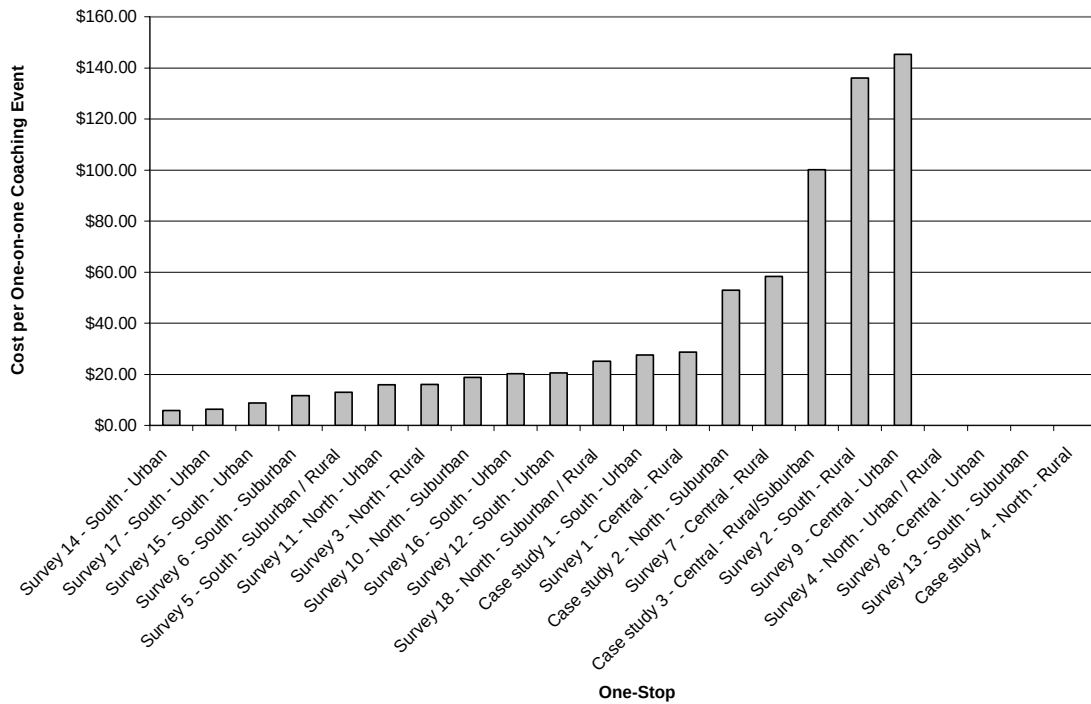


Figure III-62: Volume of Universal One-on-one Coaching Events

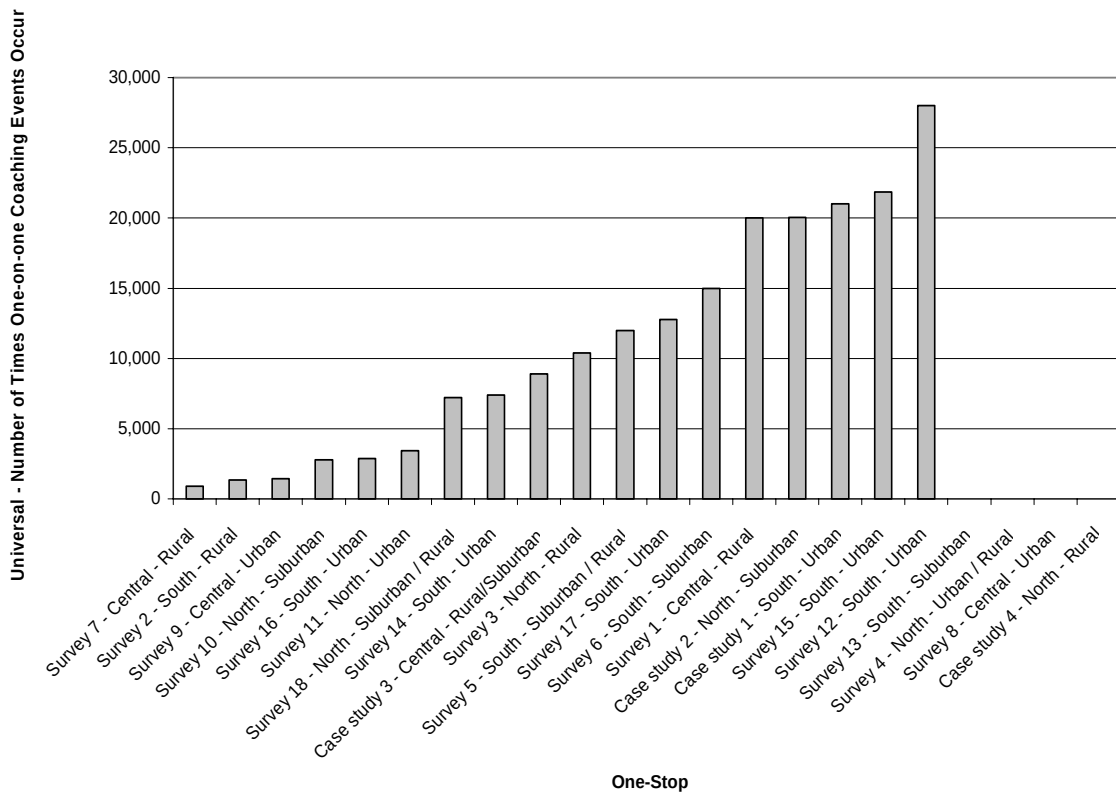


Figure III-63: Cost per New Universal Client

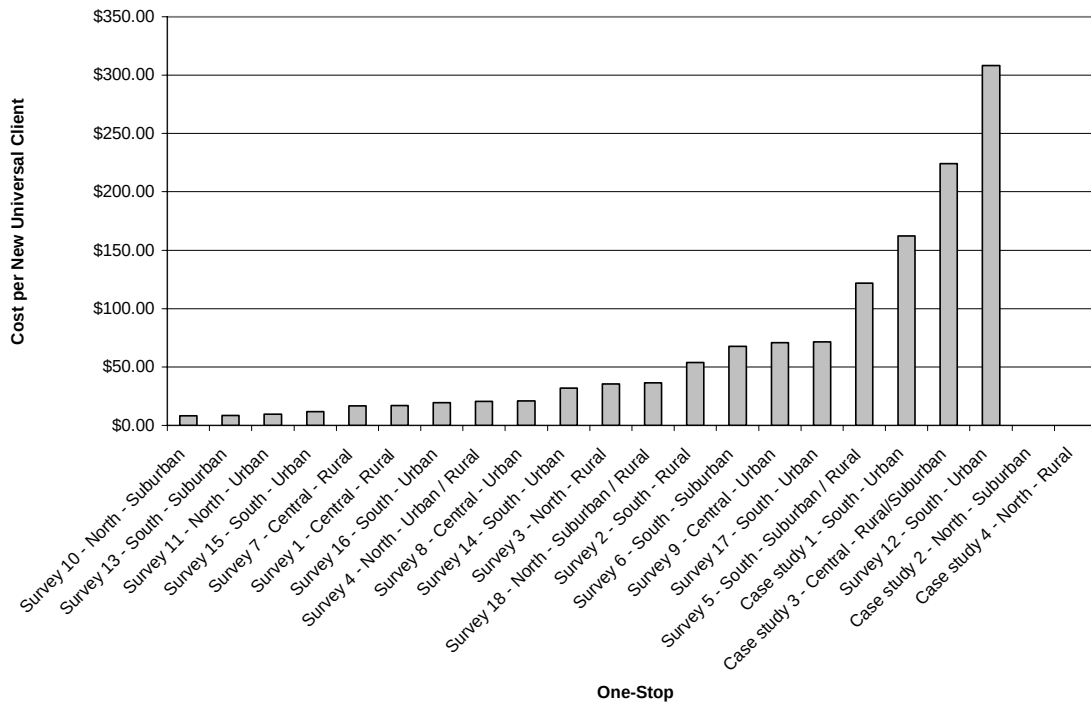


Figure III-64: Volume of New Universal Clients

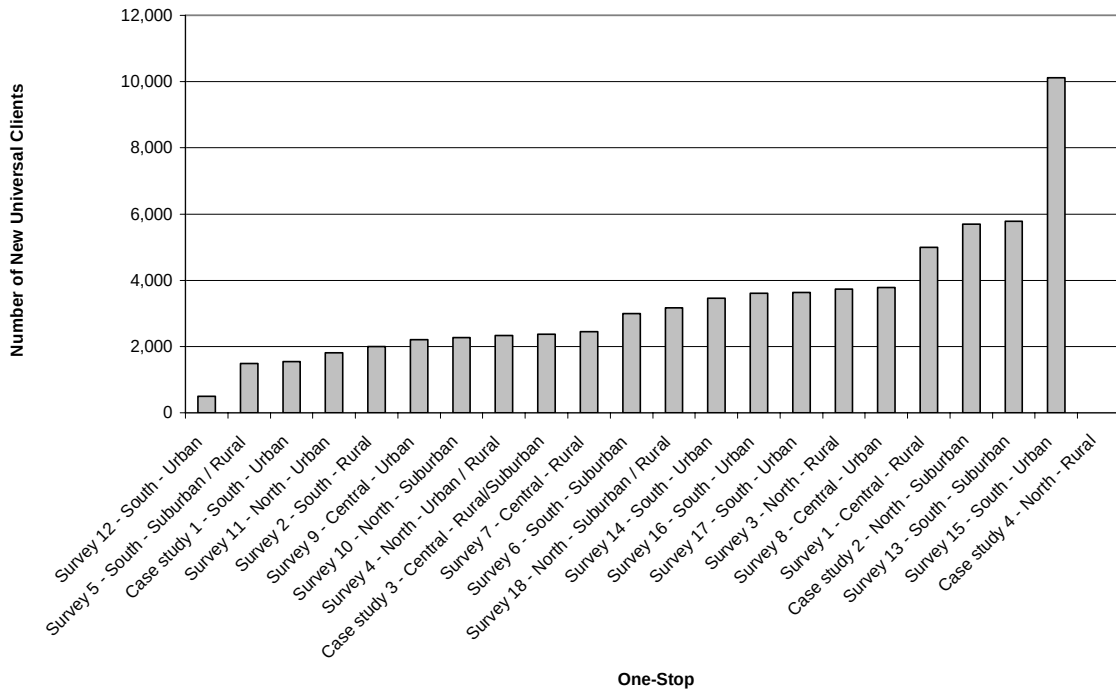


Figure III-65: Cost per Universal Workshop

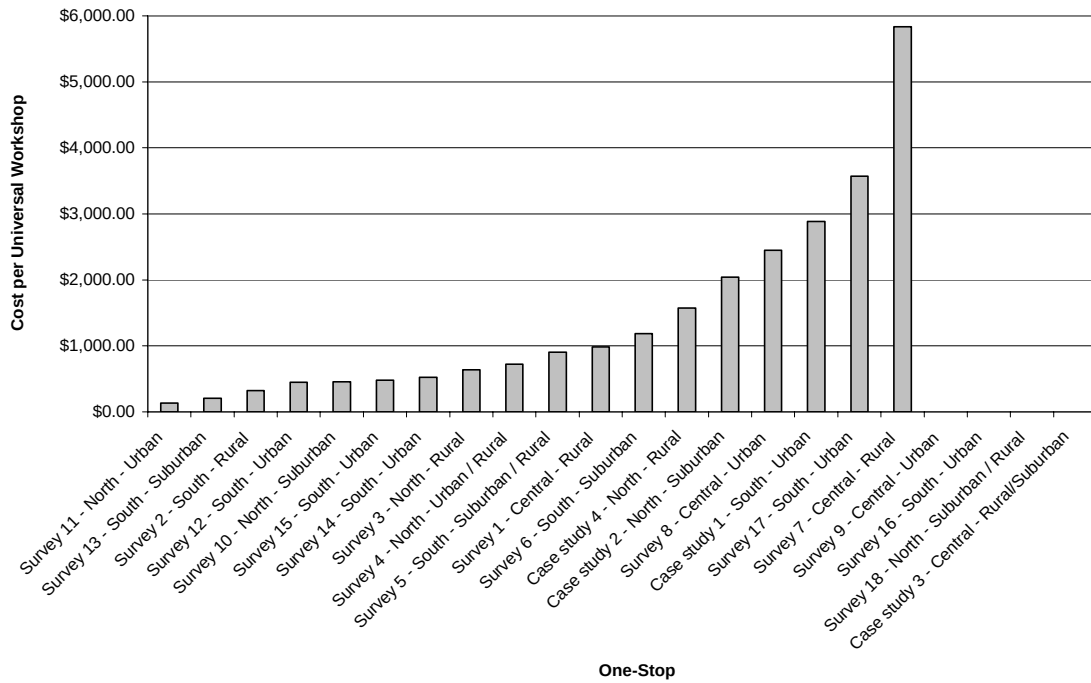


Figure III-66: Volume of Universal Workshops

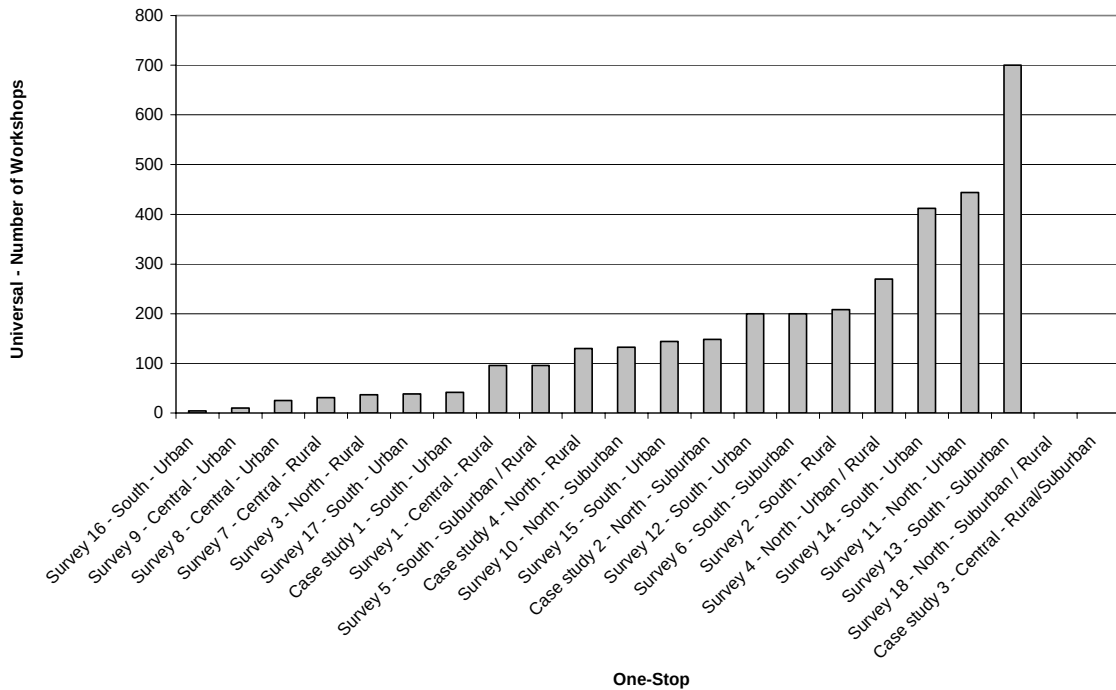


Figure III-67: Cost per Person Attending a Universal Workshop

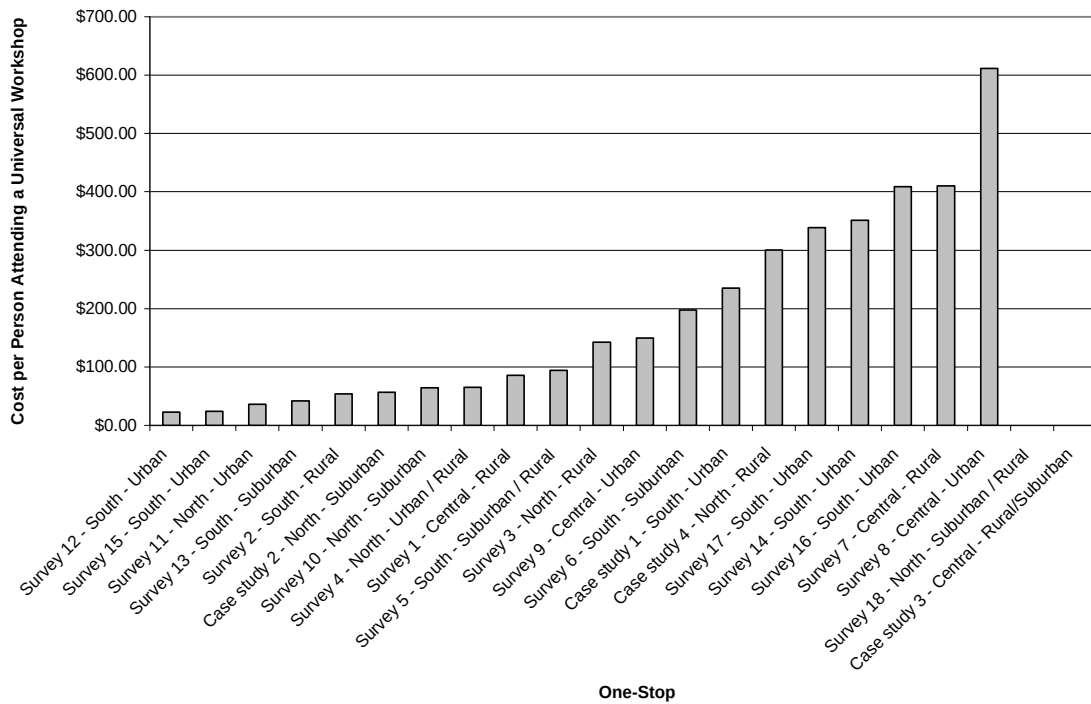


Figure III-68: Total Attendance at Universal Workshops

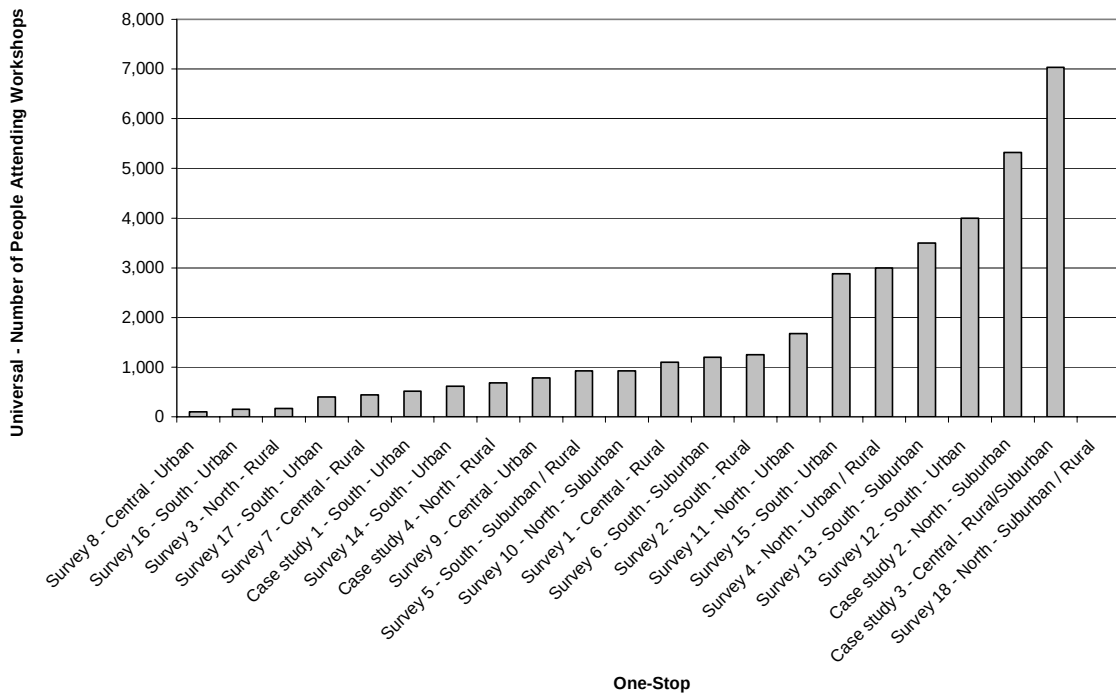


Figure III-69: Cost per Universal Job Club or Network Attendee

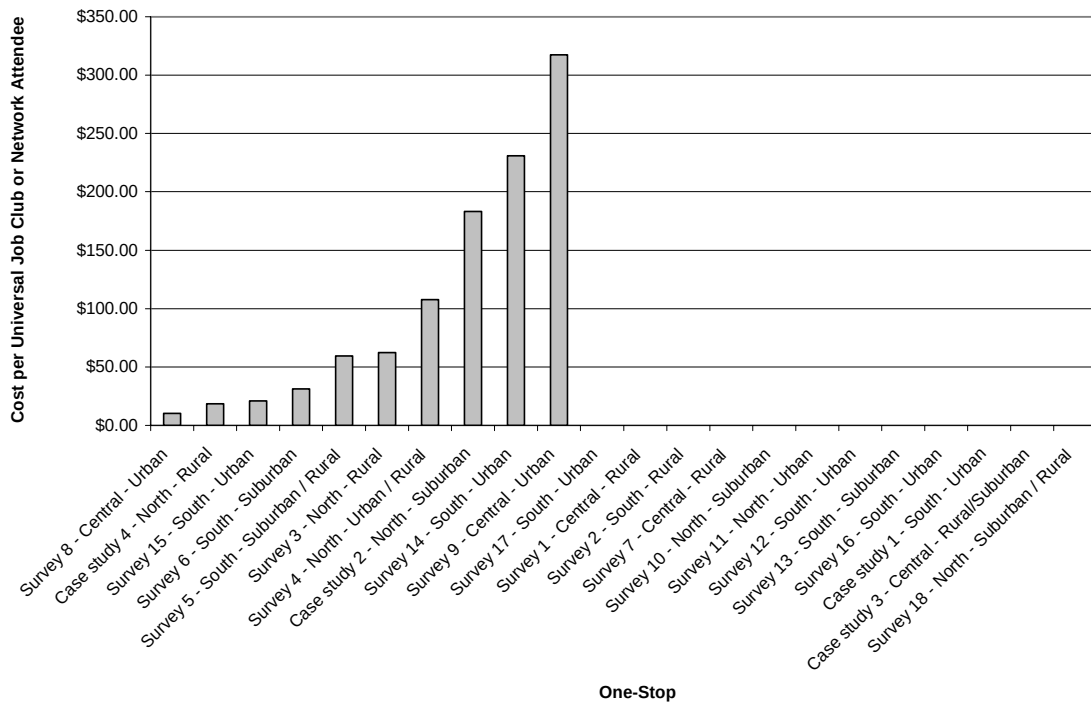
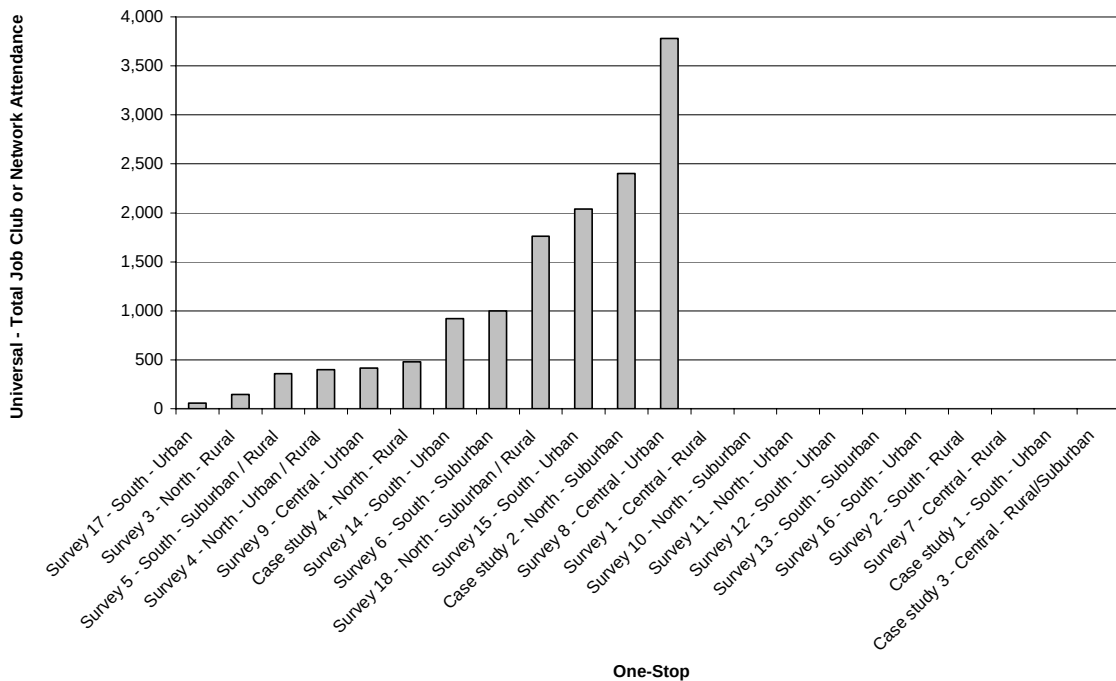


Figure III-70: Volume of Universal Job Club or Network Attendance



Enrolled Services

The enrolled services process is the most costly process within the One-Stops, accounting for 48% of sampled One-Stop costs. In this section we break out the various services produced in the enrolled process and estimate their costs. Again, we begin with an overview of the median cost and range of costs by service unit, and then we present the complete distribution of “cost per unit,” with volume produced to help interpret the costs. Three key cost per unit measures we found in the analysis are the cost per enrolled client, cost per client receiving case management, and cost per client placed.

Cost per enrolled client had a median of almost \$2,700, with a wide range from less than \$600 to over \$8,000. The variance in cost was driven in part by the type of client. In sites where there was a large CalWorks program where clients got extensive case management over many months, costs were higher than in One-Stops with only WIA clients. Similarly, if sites provided training services in the One-Stop rather than contracting them out, costs tended to be higher.

Table III-7: Enrolled Activities: Median Cost and Range of Cost Per-Unit

<i>Cost Per Unit of Service</i>	<i>Median Cost Per</i>	<i>Range</i>
Per Enrolled Client	\$2,671	\$579 - \$8,015
Per Client Receiving Case Management	\$1,208	\$218 - \$4,543
Per Enrolled Client Placed	\$6,957	\$739 - \$20,708
Per Assessment	\$409	\$77 - \$2,226
Per IEP or Other Formal Plan	\$350	\$75 - \$1,609
Per ITA/ OJT Arranged and Managed	\$616	\$116 – \$5,305
Per client Trained or Educated	\$168	\$23 - \$528
Per Client Receiving Support Services	\$48	\$5 - \$525
Cost per Client Getting Placement Assistance	\$937	\$105 - \$3,133

Case management generally is at the core of enrolled services. The median cost of providing case management to a client was \$1,208 but the range was substantial. The goal of most One-Stop programs is to help people find a job. To measure this important service we took the total cost of the enrolled services process and divided by the number of enrolled clients placed. Costs varied widely, from a high of over \$20,000 to a low of less than \$1,000 with a median cost of around \$6,957. Again the number of clients placed, the services actually delivered in the One-Stop, and the characteristics of clients served drive these differences. But given the emphasis put on serving enrolled clients in the One-Stops we believe this is an important measure for the system.

The following graphs show the cost per unit measures and the volume of services produced for other enrolled services for which we had sufficient data to calculate cost per measures.

Figure III-71: Cost per Enrolled Client

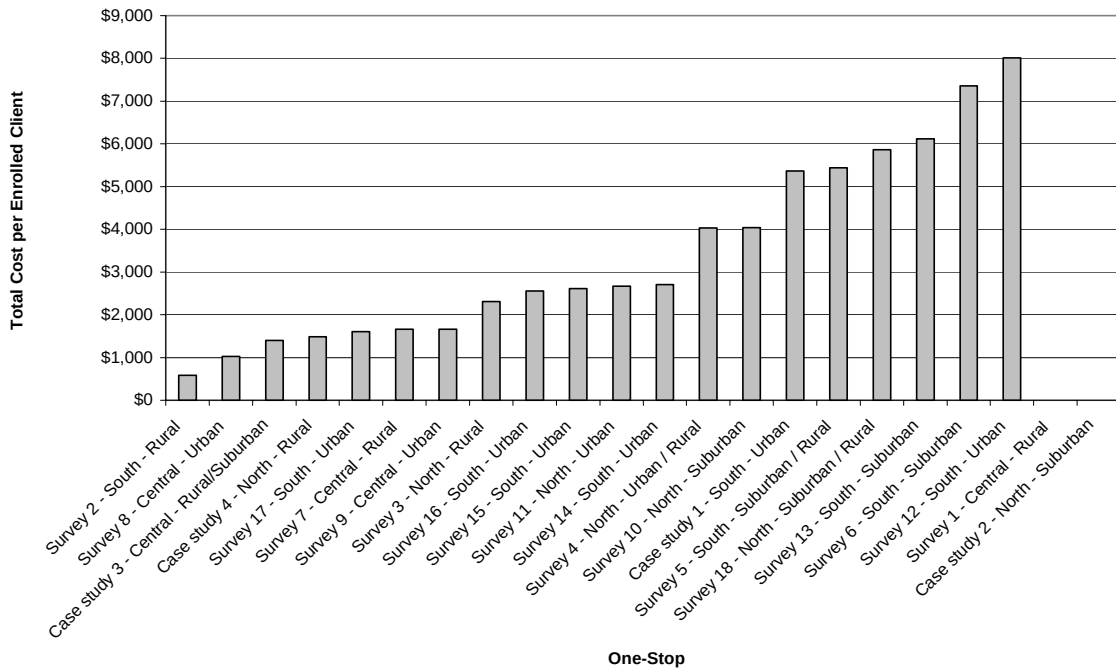


Figure III-72: Cost per Client Receiving Case Management

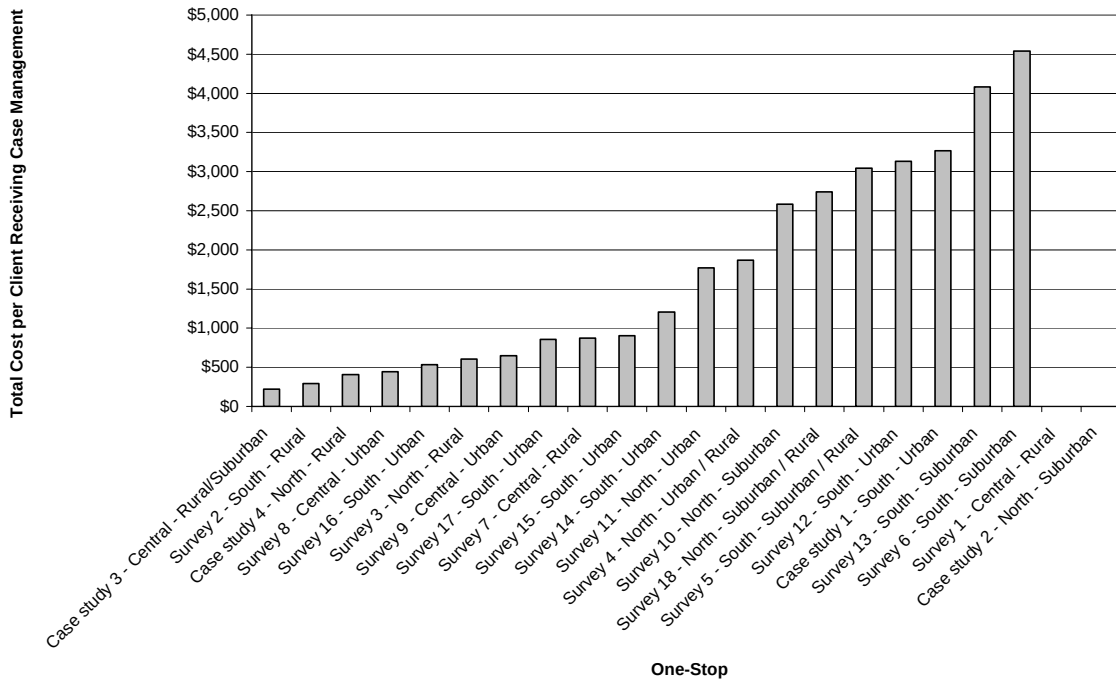


Figure III-73: Volume of Enrolled Clients Receiving Case Management

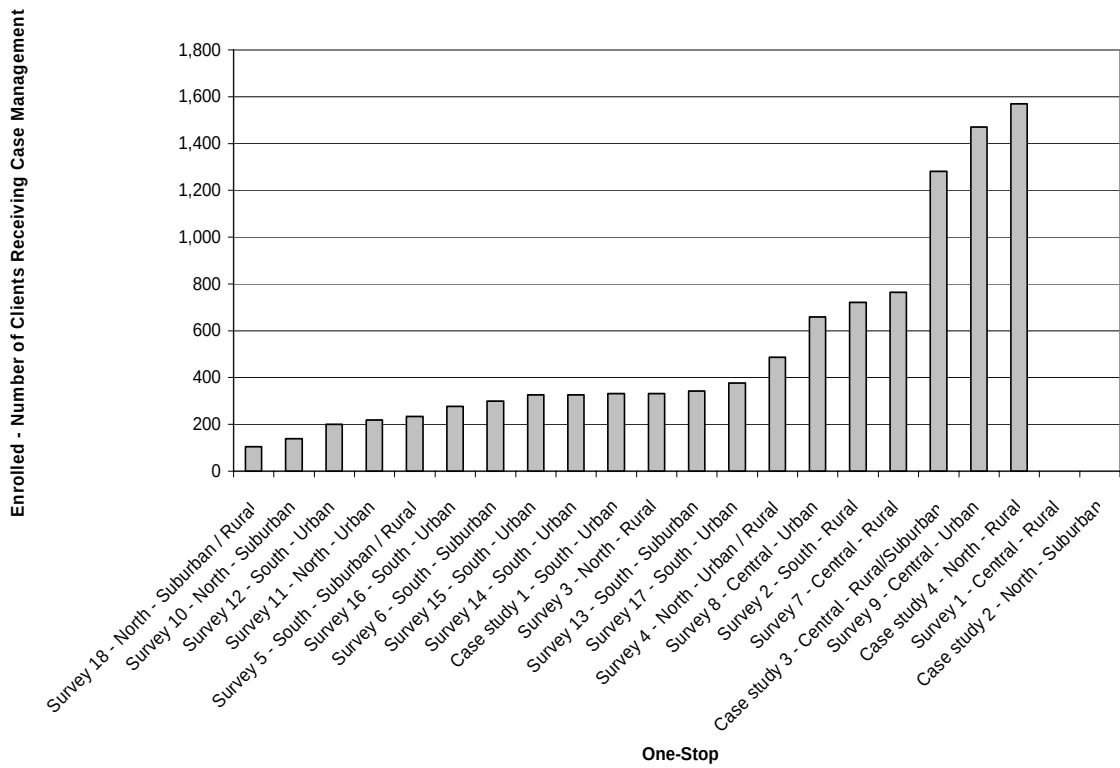


Figure III-74: Total Cost per Enrolled Client Placed in Employment

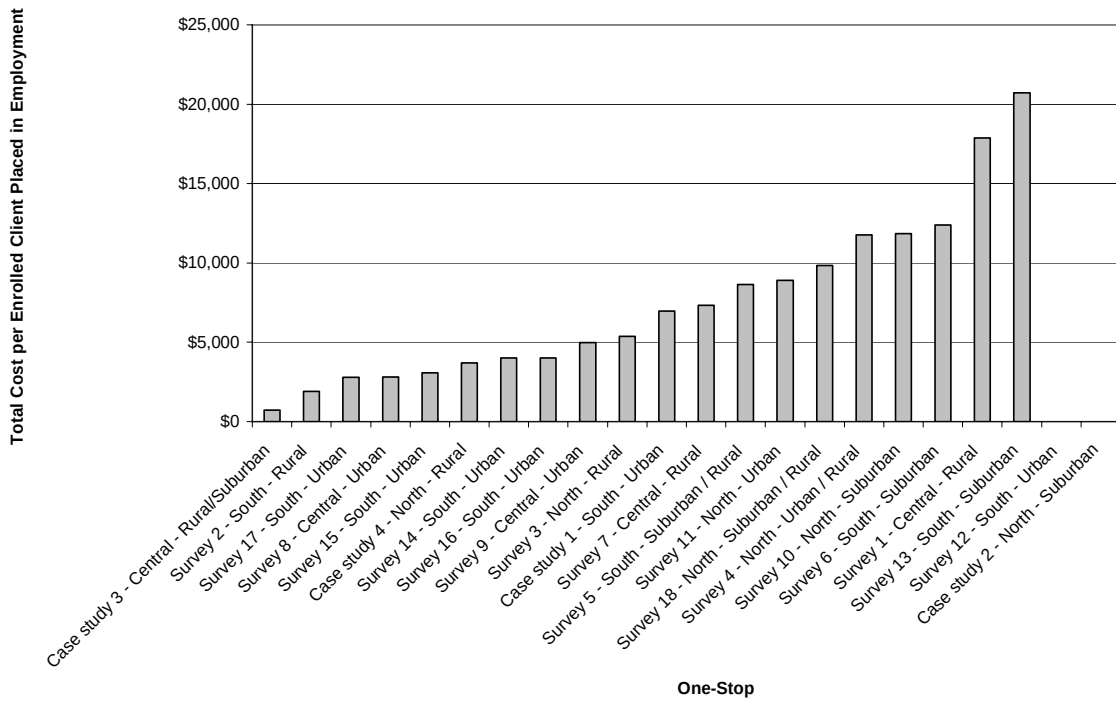


Figure III-75: Volume of Enrolled Clients Placed in Employment

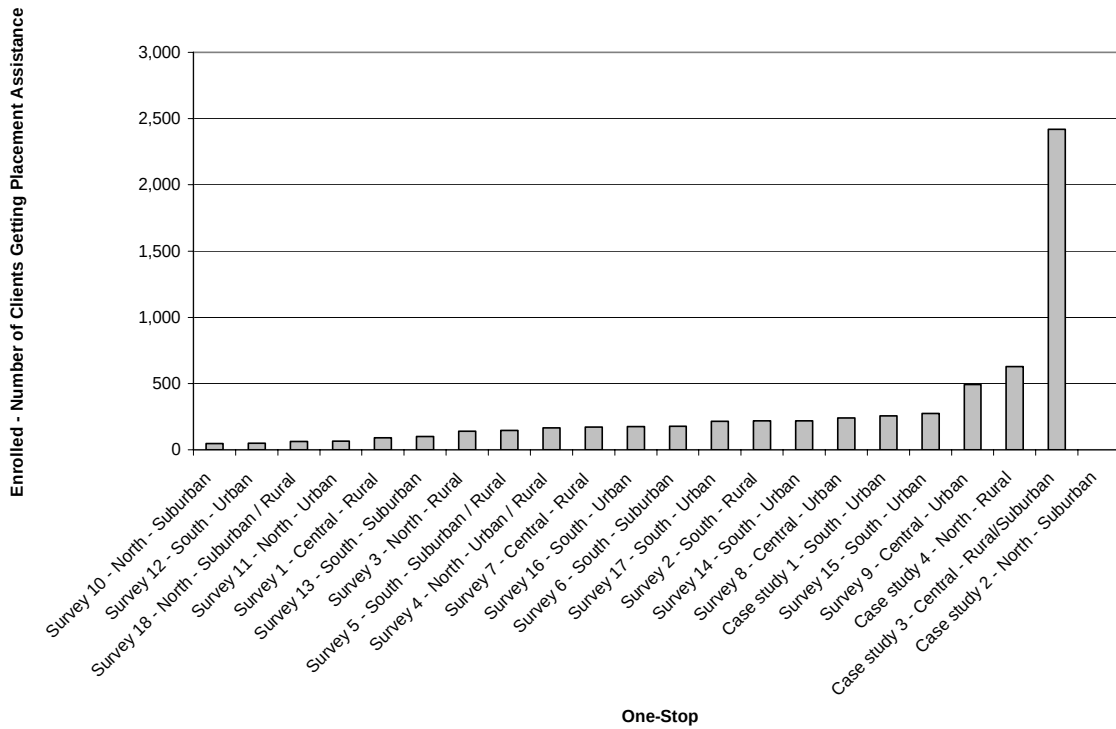


Figure III-76: Cost per Enrolled Assessment

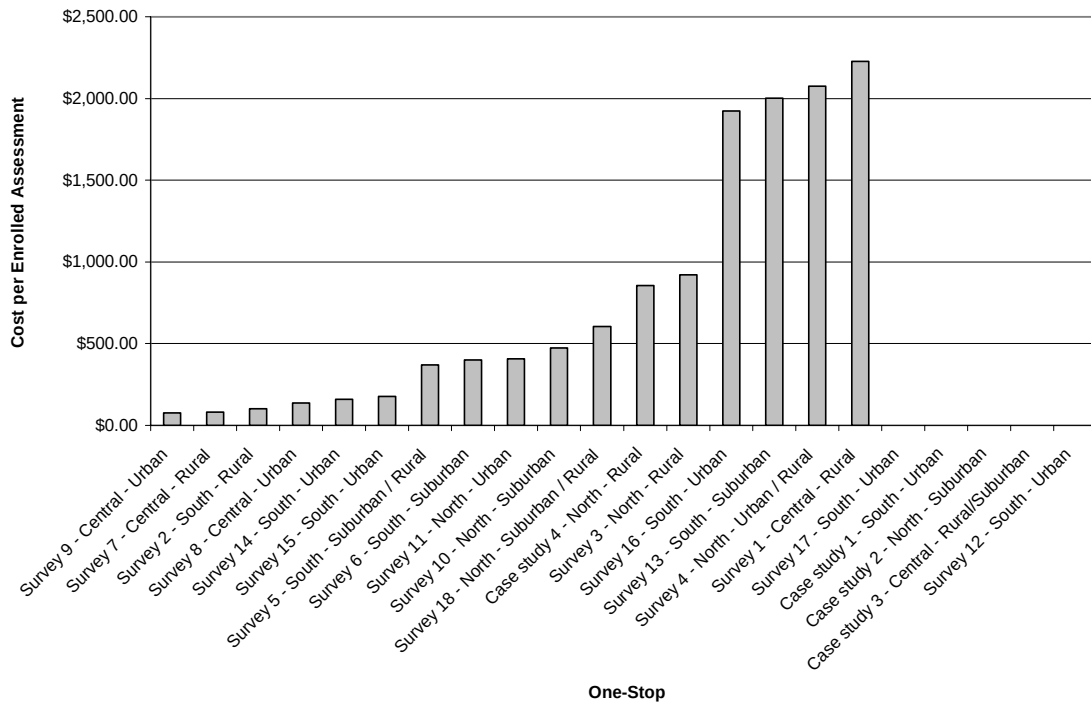


Figure III-77: Volume of Enrolled Assessments

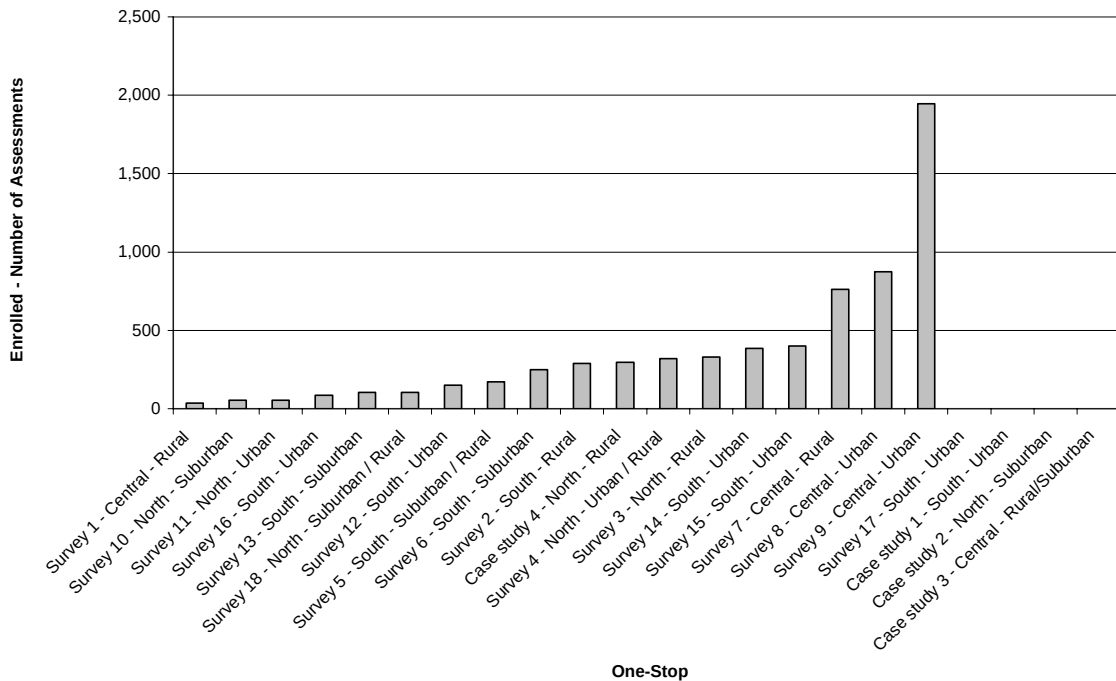


Figure III-78: Cost per Enrolled IEP or Other Formal Plan

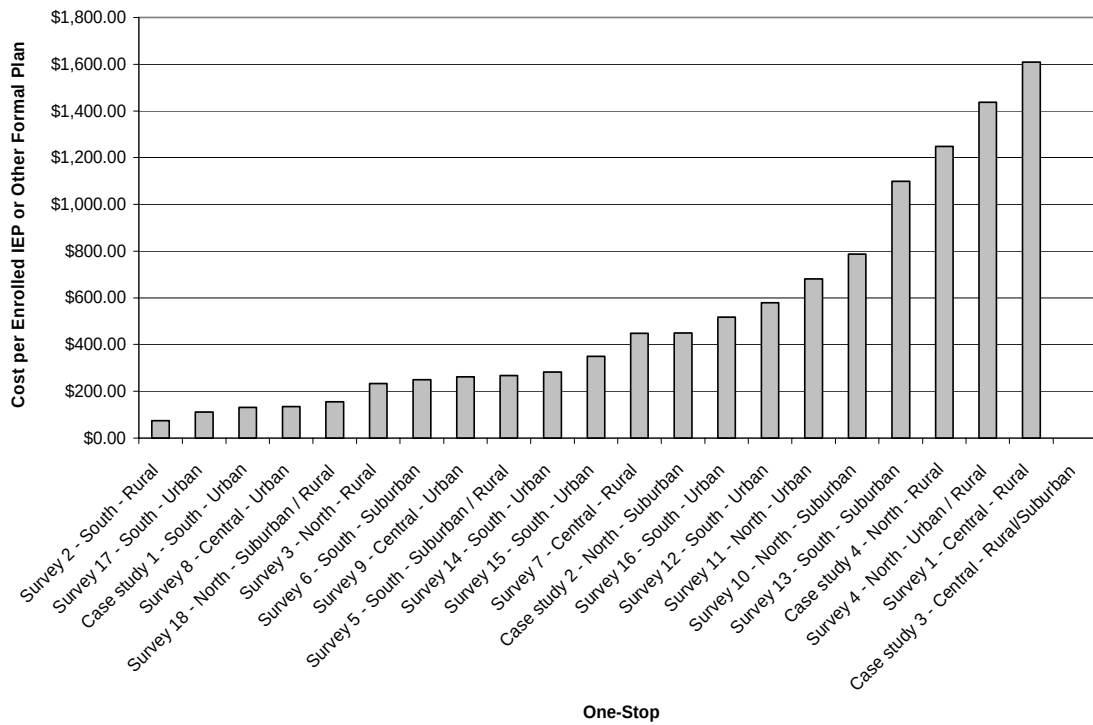


Figure III-79: Volume of Enrolled IEPs or Other Formal Plans

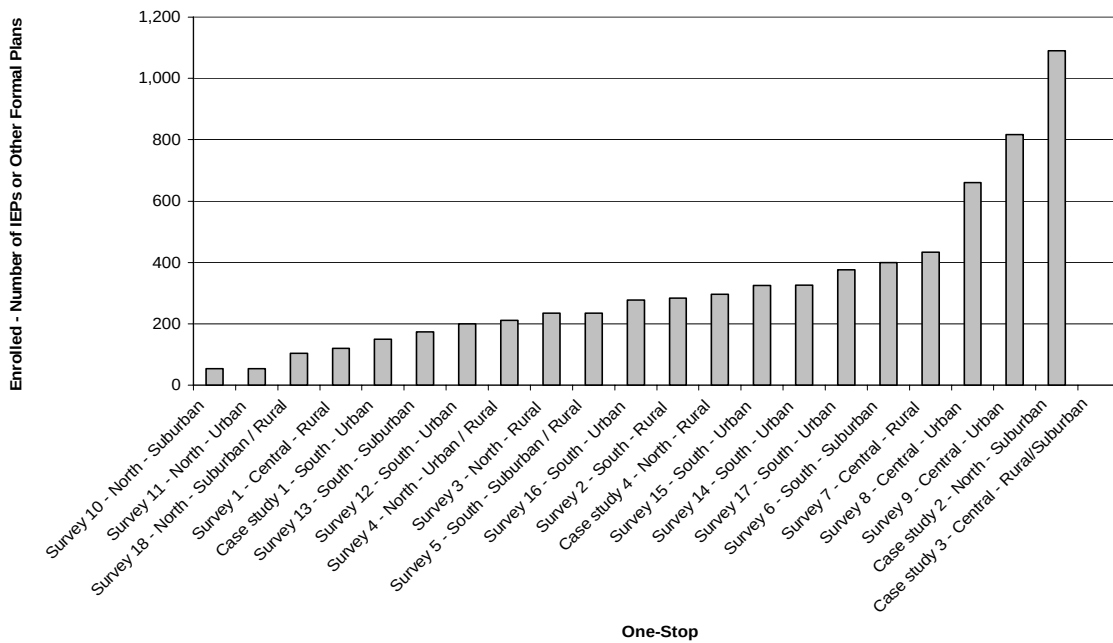


Figure III-80: Cost per Enrolled Client with ITA or OJT

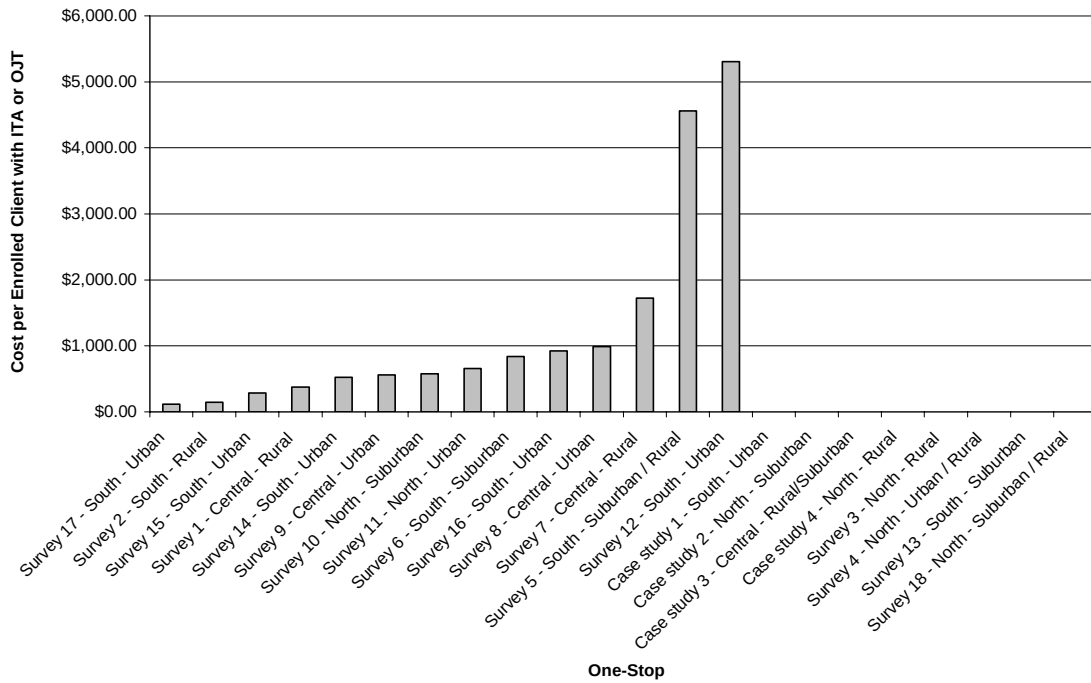


Figure III-81: Volume of Enrolled Clients with ITA or OJT

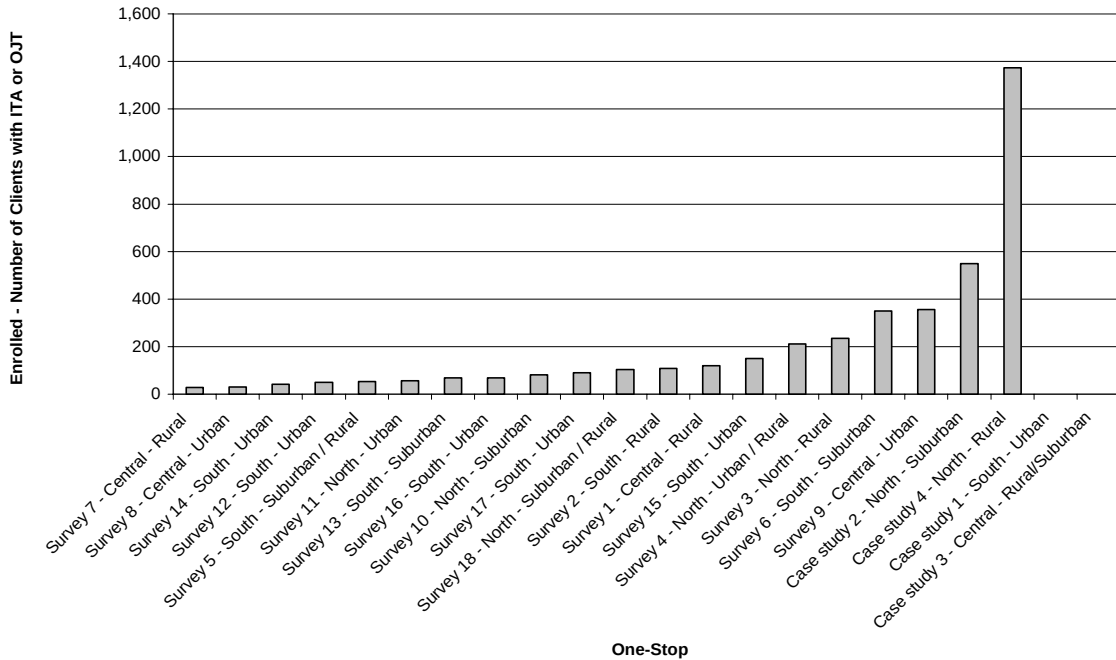


Figure III-82: Cost per Enrolled Client Receiving Training / Education

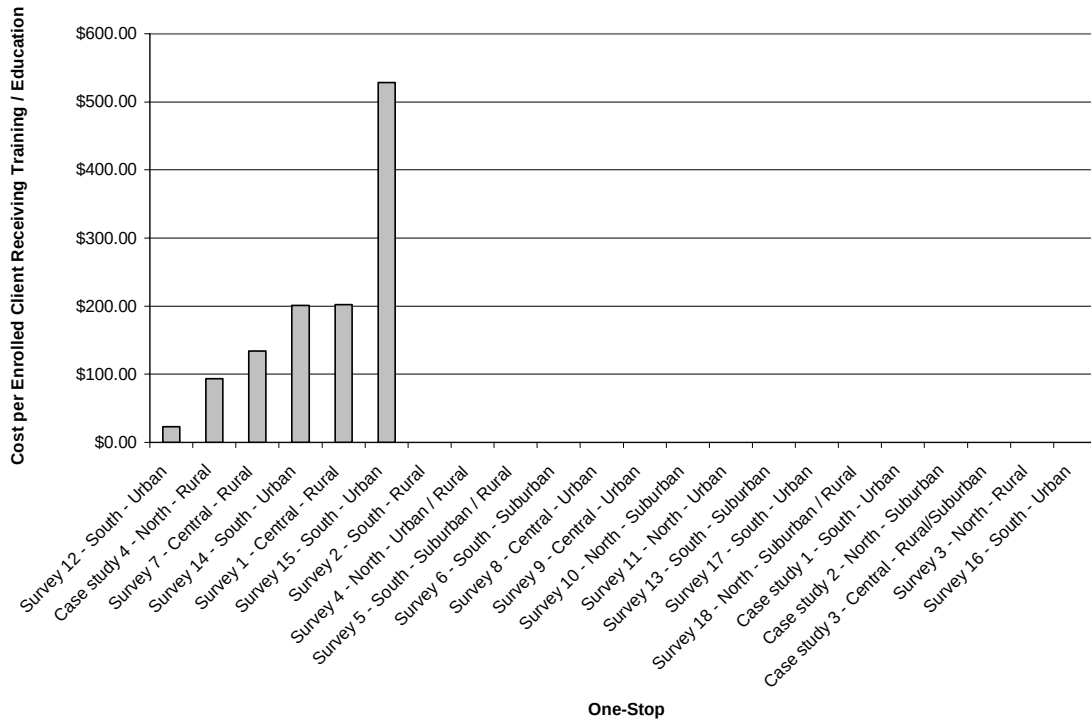


Figure III-83: Volume of Enrolled Clients Receiving Training / Education

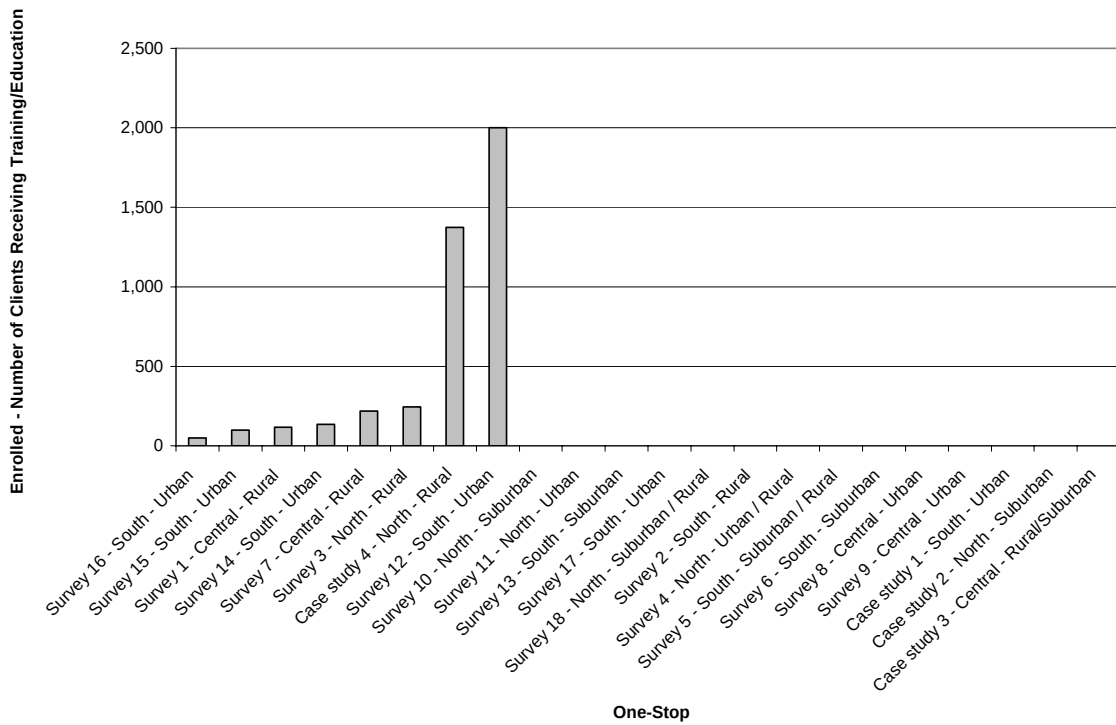


Figure III-84: Cost per Enrolled Client Receiving Support Services

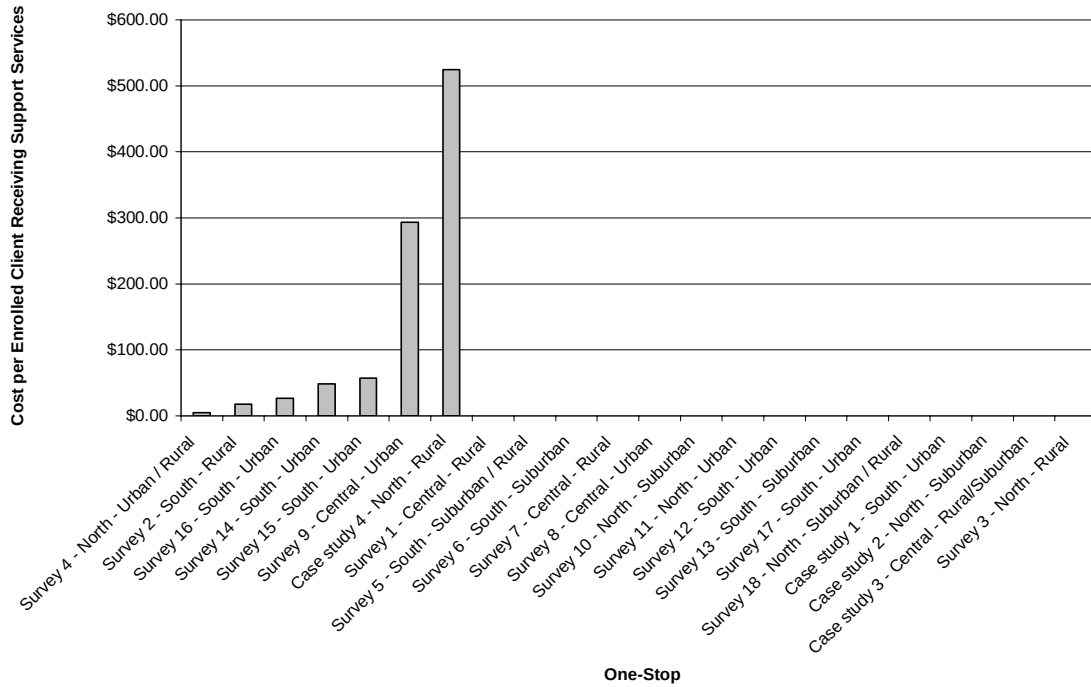


Figure III-85: Volume of Enrolled Clients Receiving Support Services

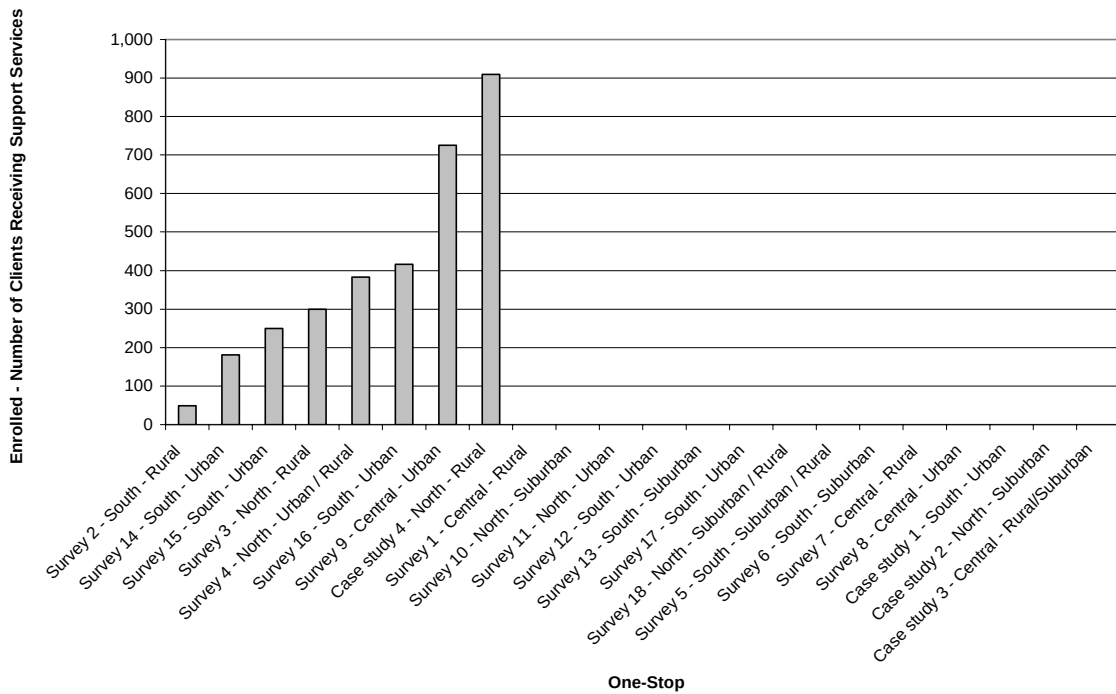
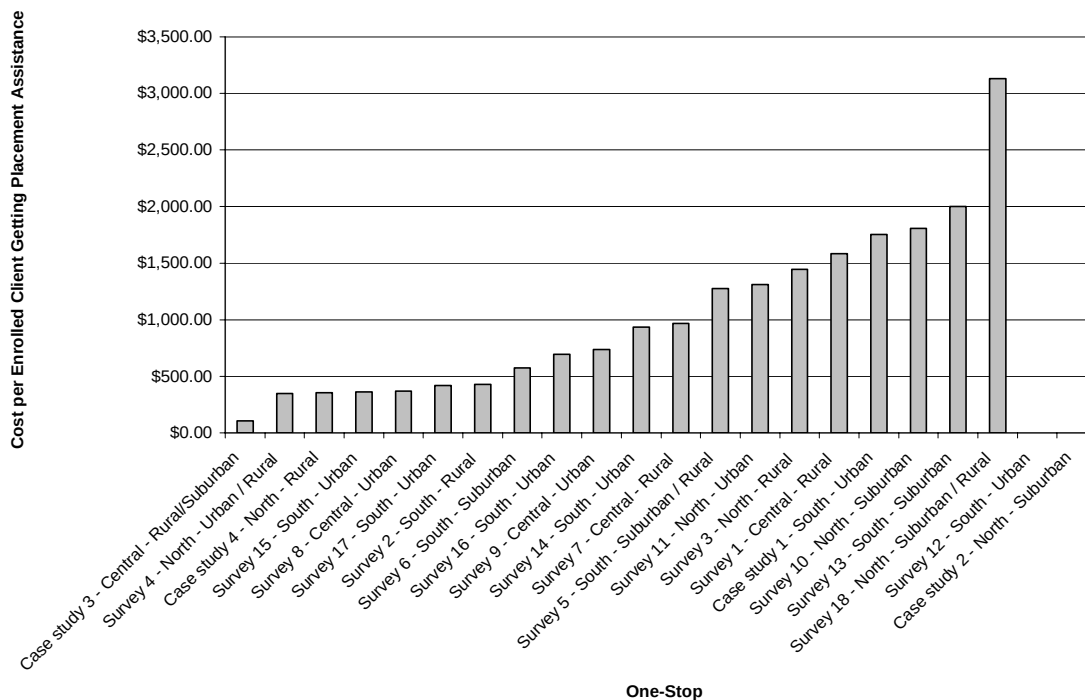


Figure III-86: Cost per Enrolled Client Getting Placement Assistance



Business Services

The business services process is the area where One-Stops differ the most from each other in both the amount of costs and the variety of services offered. So the number of One-Stops reported costs and services produced vary substantially from one service to another. The key cost per unit measures we found in this area are related to Rapid Response, which is the service most commonly produced.

We looked at rapid response from two perspectives: the number of employers assisted and number of employees assisted. As the table below indicates, the median cost of providing rapid response services to a business was \$964, but cost ranged widely. When we look at the cost of assisting an employee with rapid response service the median cost was \$157, again with a wide range. The wide variation is due to the range of interventions offered and the size of the companies. In one case the One-Stop may just provide some routine information to the company and in another they may set up extensive on-site services. Similarly the number of companies served affects the cost per company served; the number of companies served ranged from 450 to a handful.

In the table below we show the services for which we could estimate costs. Overall we can see that on a per unit basis Business services tend to cost more than services to individual job seekers.

Table III-8: Business Services: Median and Range of Costs Per-Unit of Service

<i>Unit of Service</i>	<i>Median Cost Per</i>	<i>Range</i>
Per Rapid Response Employer Assisted	\$964	\$62 - \$18,127
Per Rapid Response Employee Assisted	\$157	\$3 - \$4,671
Per Mass Hire Event	\$2,934	\$355 - \$11,524
Per Applicant interviewed at Mass Hire Event	\$48	\$18 - \$1,148
Per Job Fair Event	\$17,778	\$354 - \$38,380
Per Business Participating In Job Fair	\$1,423	\$468 - \$17,286
Per Job Seeker Participating in Job Fair	\$205	\$9 - \$2,427
Per Business Services Workshop	\$4,285	\$565 - \$12,905
Per Business Attending Workshop	\$344	\$28 - \$912
Per Business Receiving Consulting Services	\$313	\$0.27 - \$1,127
Per Business Using Business Center Services	\$536	\$47 - \$12,504
Per Job Developed	\$161	\$63 - \$987

Many One-Stops provide mass hire events where a large business such as a big box retailer is seeking a number of employees, and the One-Stop will advertise and provide a facility to the employer to meet and interview employees. The median cost of one of these events was \$2,934, with a median cost per applicant interviewed of \$48. The wide range in costs is driven by the number of clients interviewed and the amount of marketing and logistics that go into the event.

Similarly, One-Stops host job fairs where various employers and training agencies will have booths and disseminate information. The median cost of a Job Fair was substantial at \$17,778, the median cost per business participating was \$1,443, and median cost per job seeker was \$205.

Finally, job development--the process by which One-Stops communicate with employers to uncover the need for employees, finding out about what skills are needed for the job, and disseminating such information--is a service we placed in the business services process. We found the median cost to develop a job was about \$161.

In the following graphs the reader can look in detail at distribution of cost per service and the volume produced for all Business services. One-stops provide an array of business services we described earlier, here we present the best cost per unit estimates we could calculate for the One-Stops which reported data; both the costs and the volume of services produced.

Figure III-87: Cost per Business Services Rapid Response: Employer Assisted

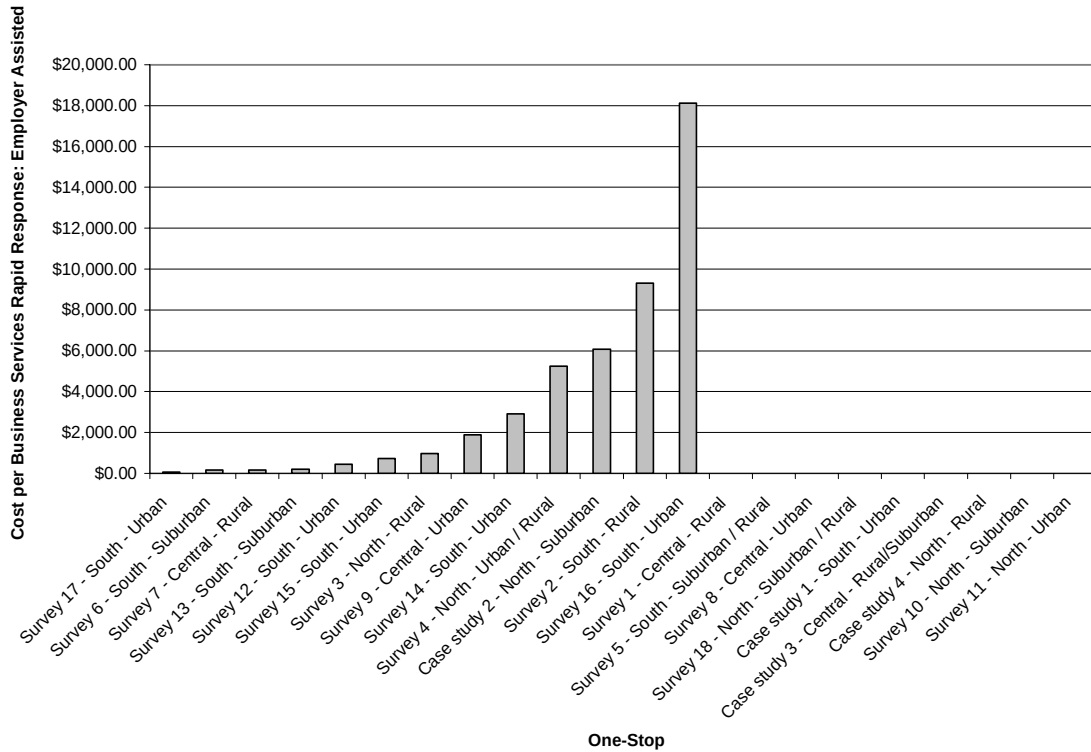


Figure III-88: Volume of Business Services Rapid Response: Employers Assisted

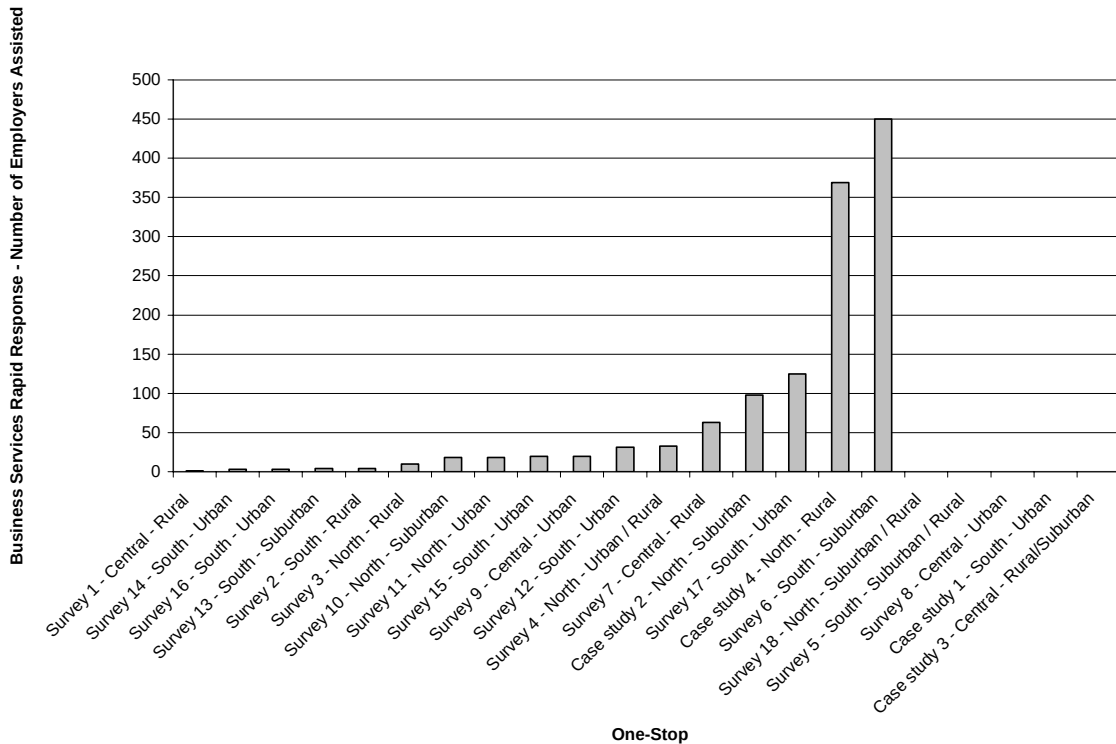


Figure III-89: Cost per Business Services Rapid Response: Employee Assisted

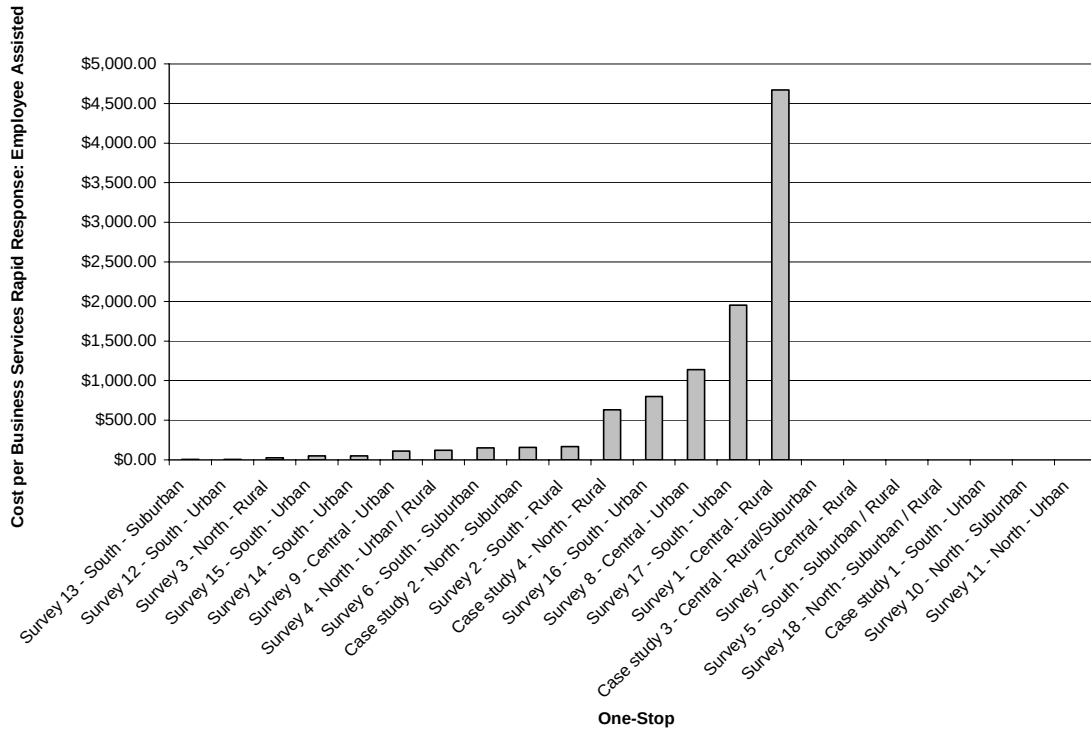


Figure III-90: Volume of Business Services Rapid Response: Employees Assisted

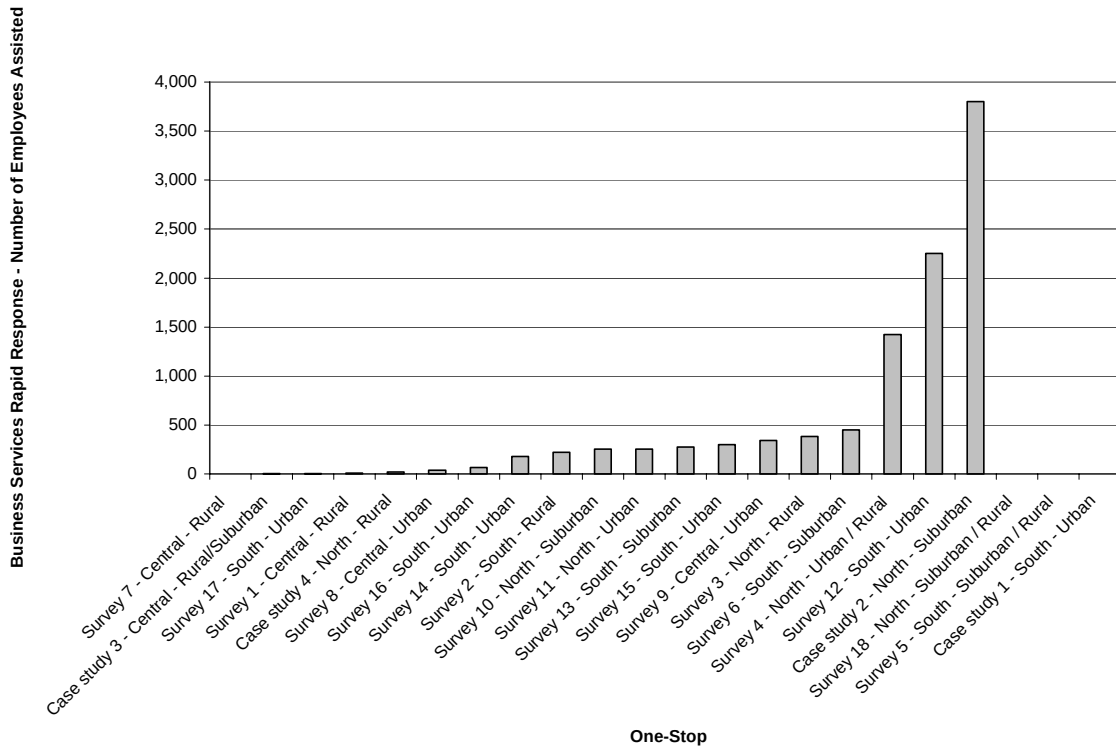


Figure III-91: Cost per Business Services Mass Hire Event

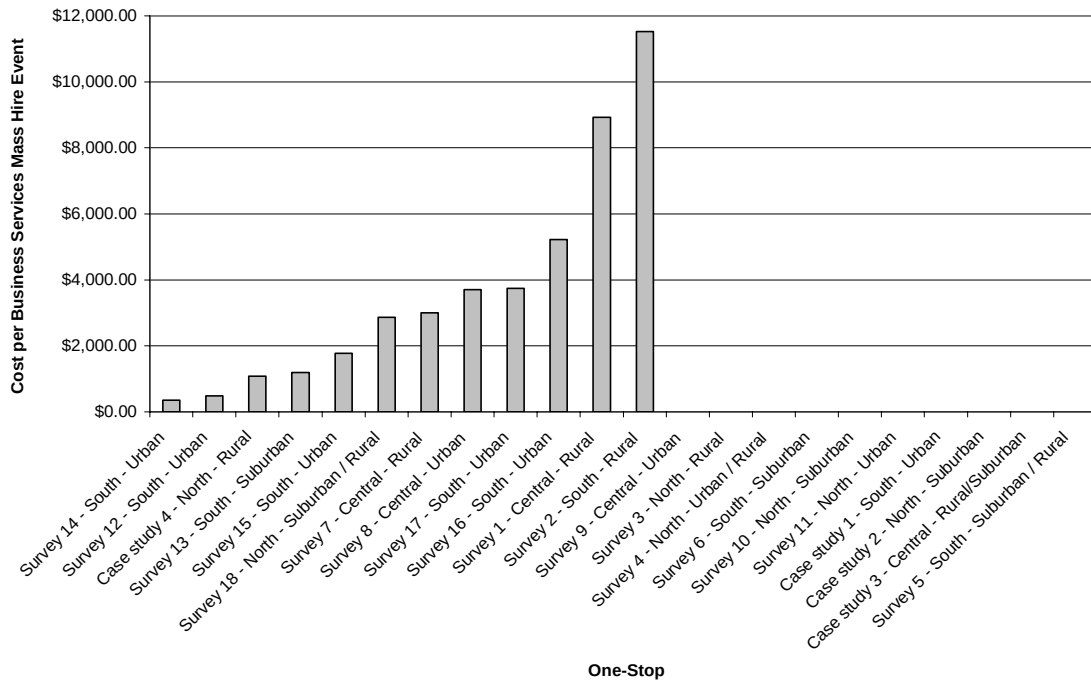


Figure III-92: Volume of Business Services Mass Hire Events

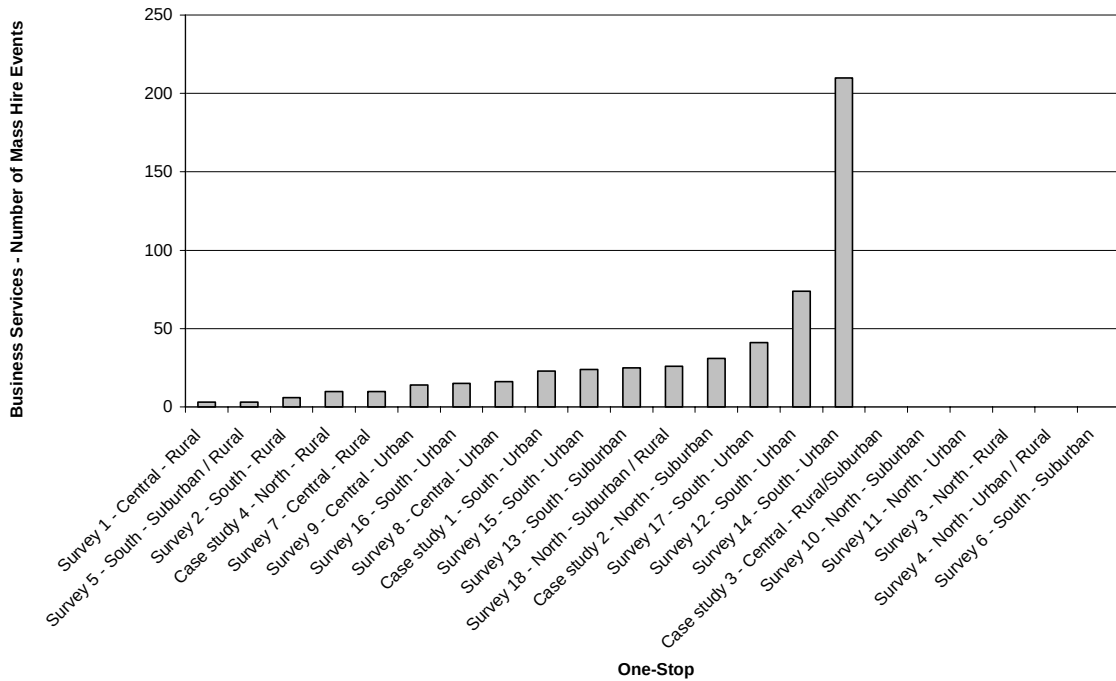


Figure III-93: Cost per Business Services: Applicant Interviewed at Mass Hire Event

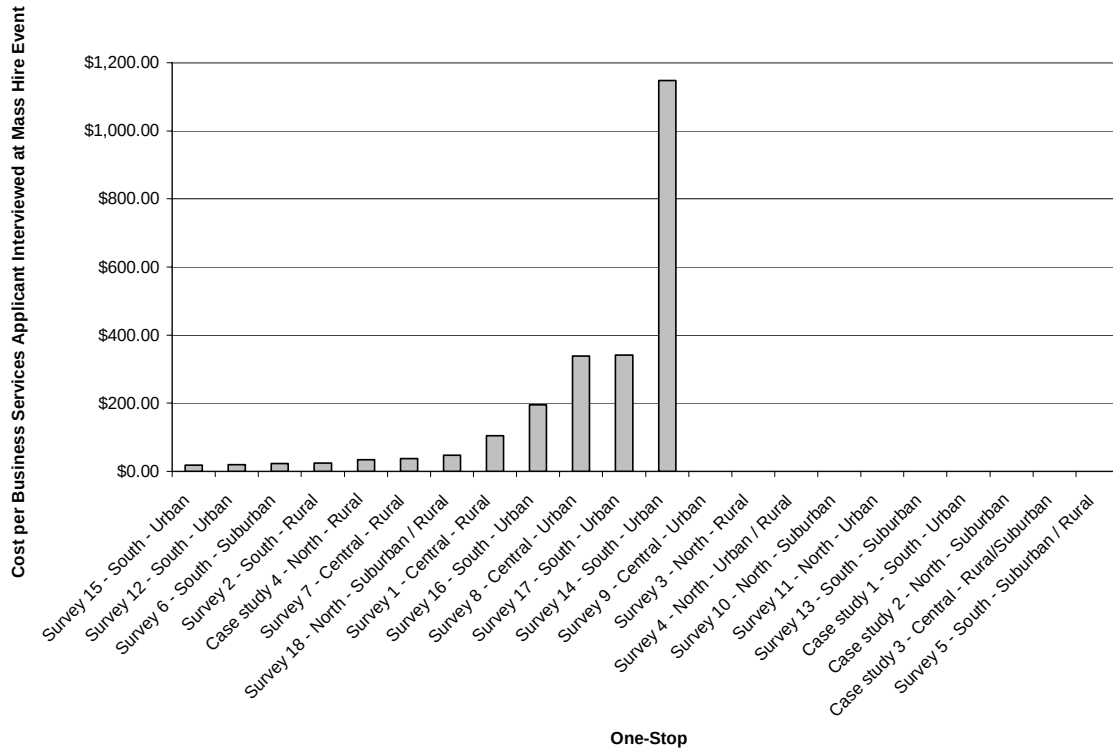


Figure III-94: Volume of Business Services: Applicants Interviewed at Mass Hire Events

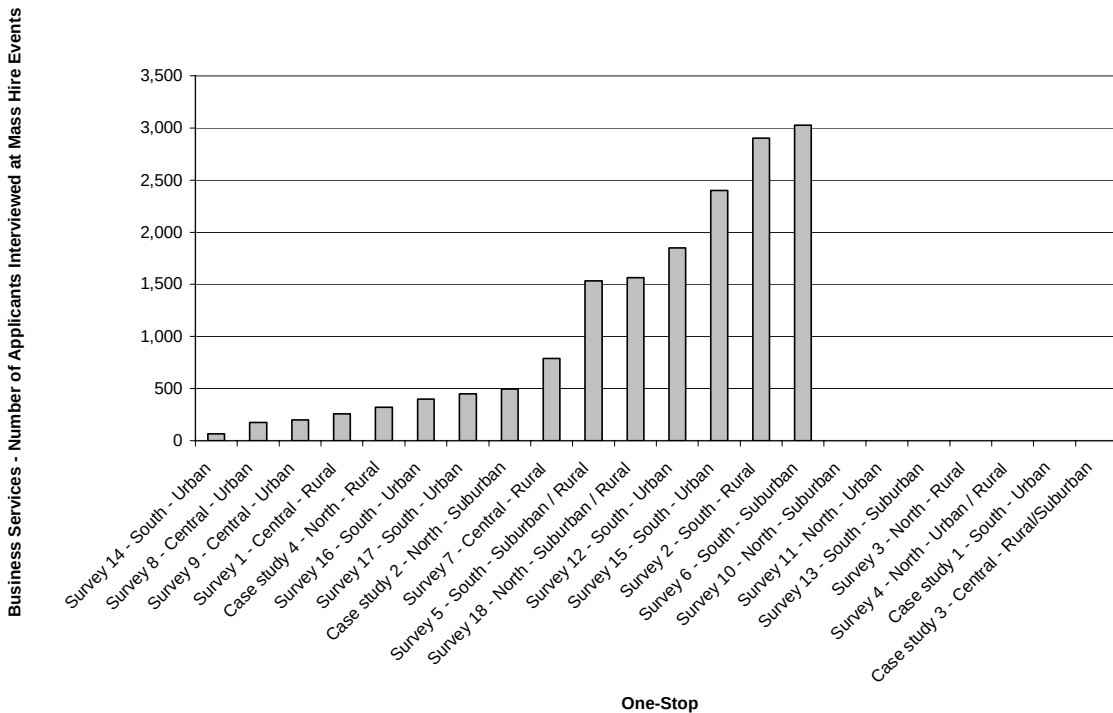


Figure III-95: Cost per Business Services Job Fair Event

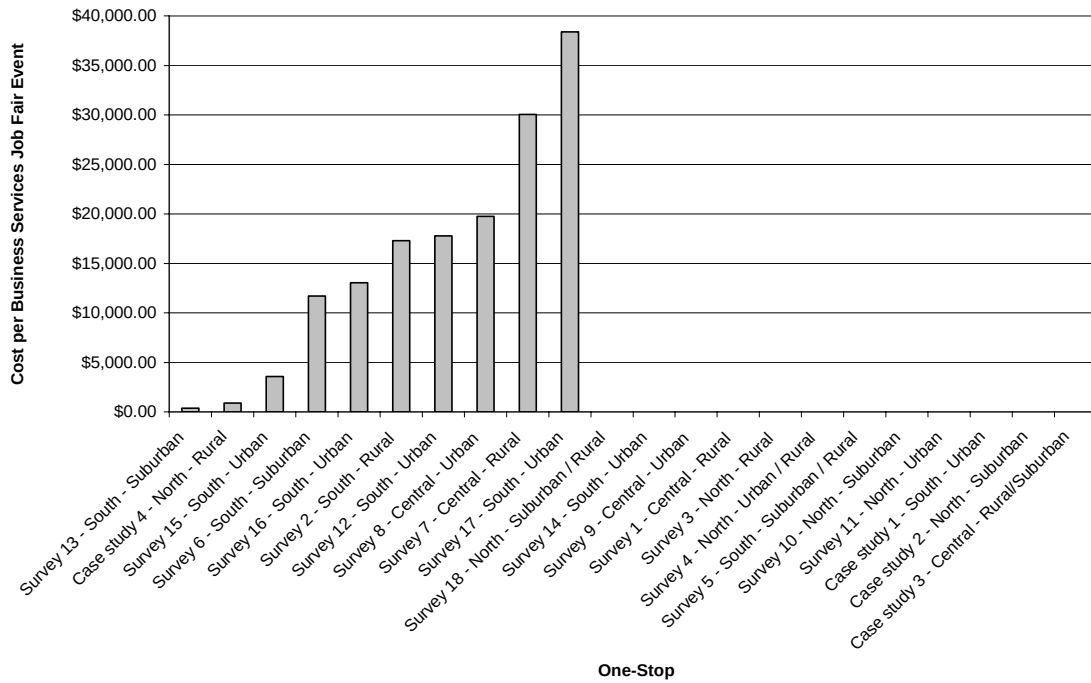


Figure III-96: Number of Business Services Job Fair Events

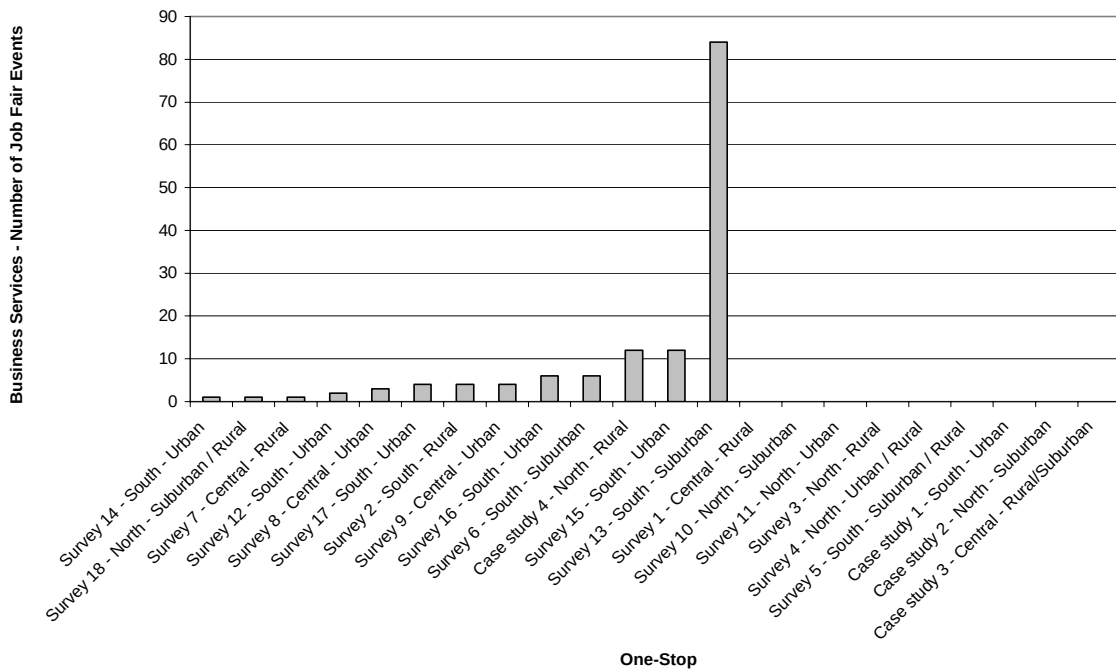


Figure III-97: Cost per Business Services: Business Participating in a Job Fair

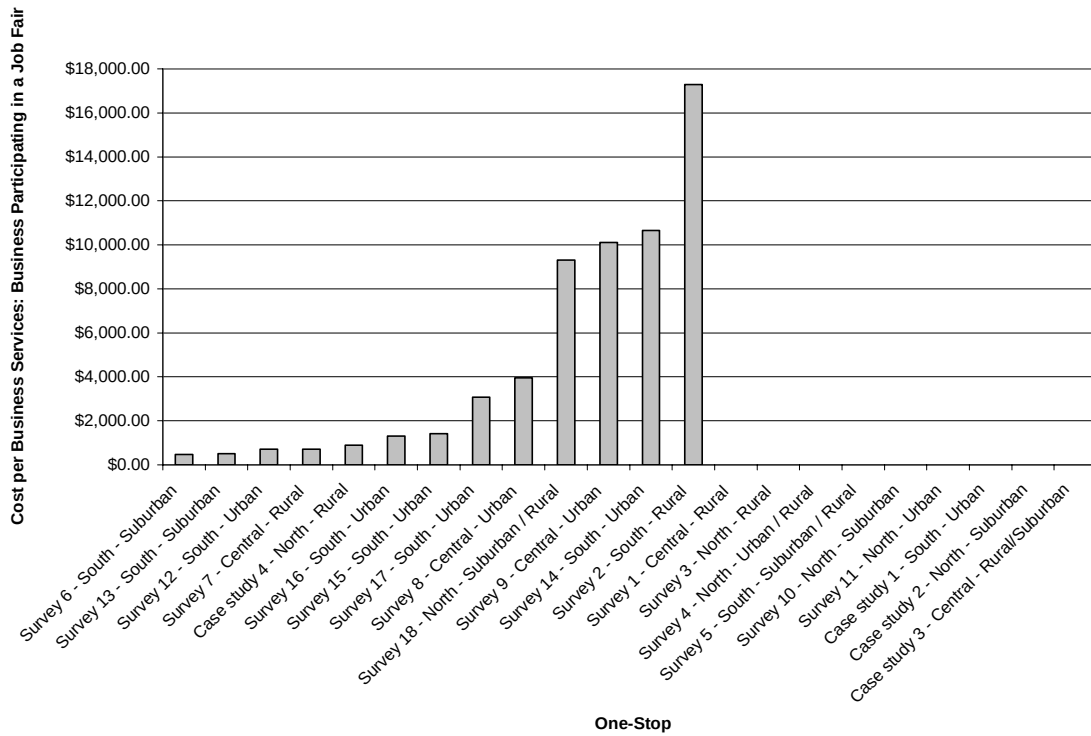


Figure III-98: Volume of Business Services: Businesses Participating in Job Fairs

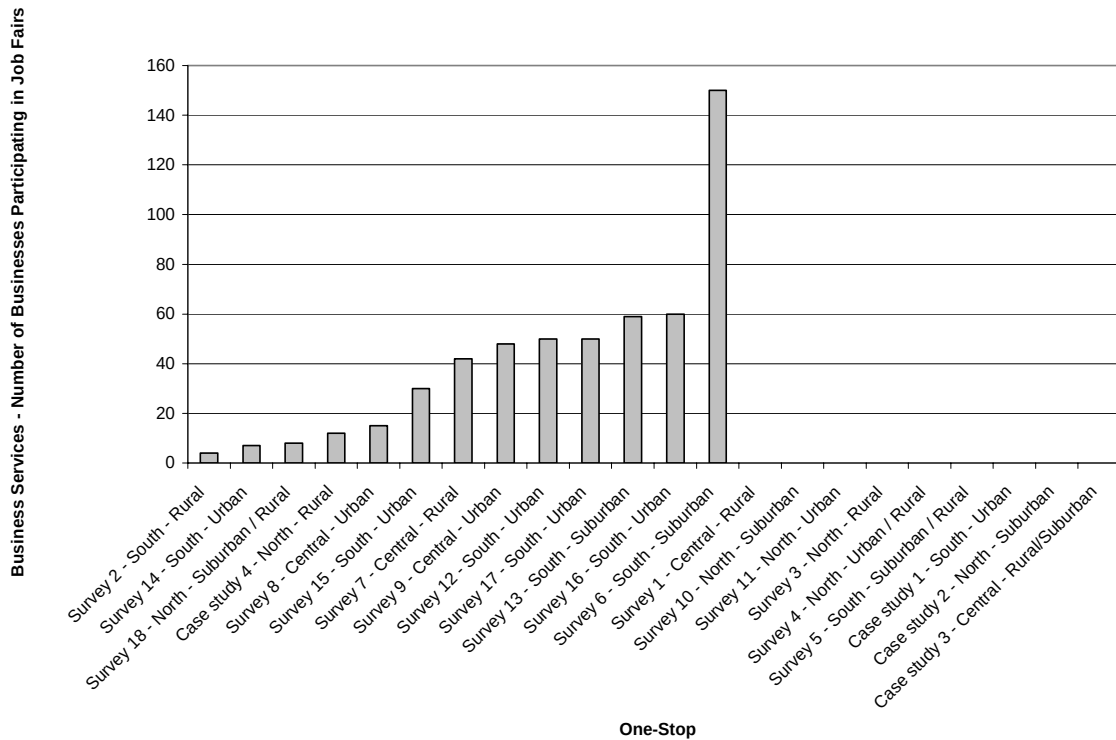


Figure III-99: Cost per Business Services: Job Seeker Participating in a Job Fair

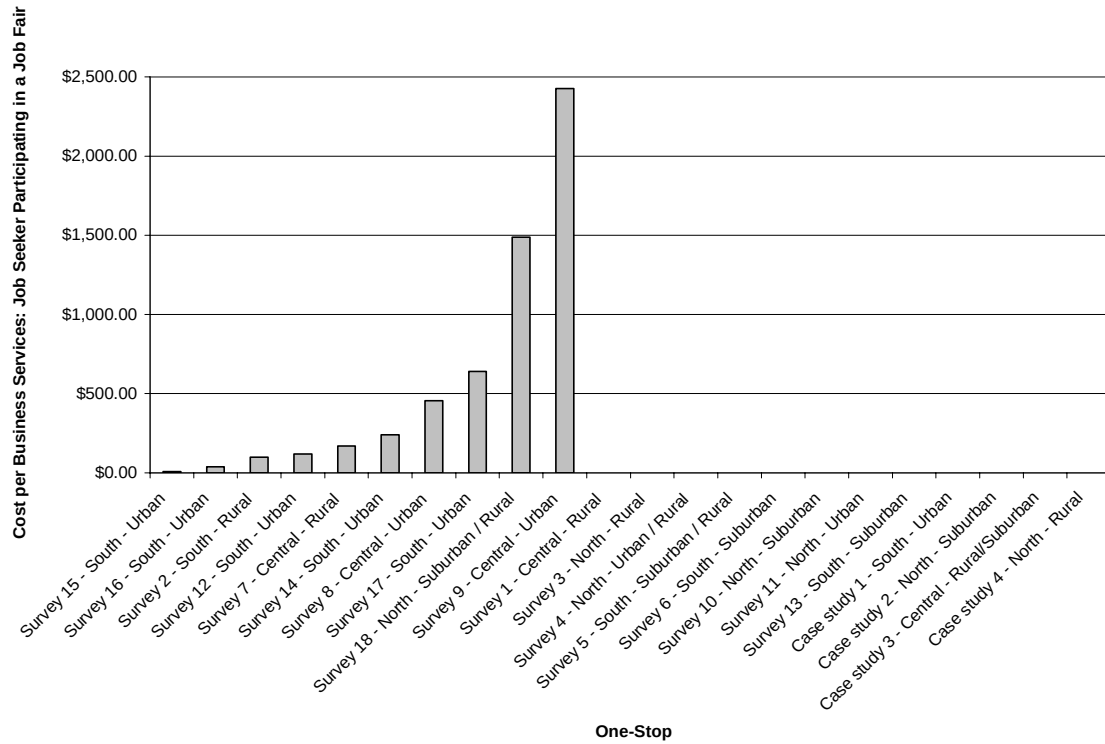


Figure III-100: Volume of Business Services Mass Hires/Job Fairs: Job Seekers Participating in Job Fairs

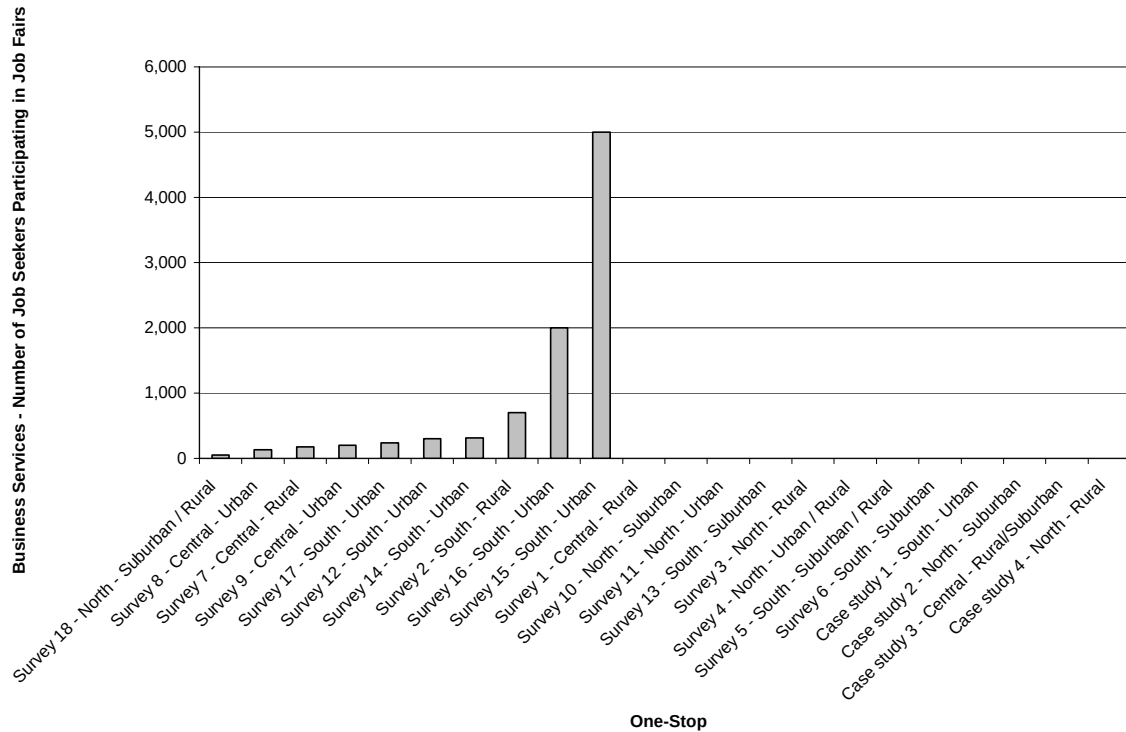


Figure III-101: Cost per Business Services Workshop

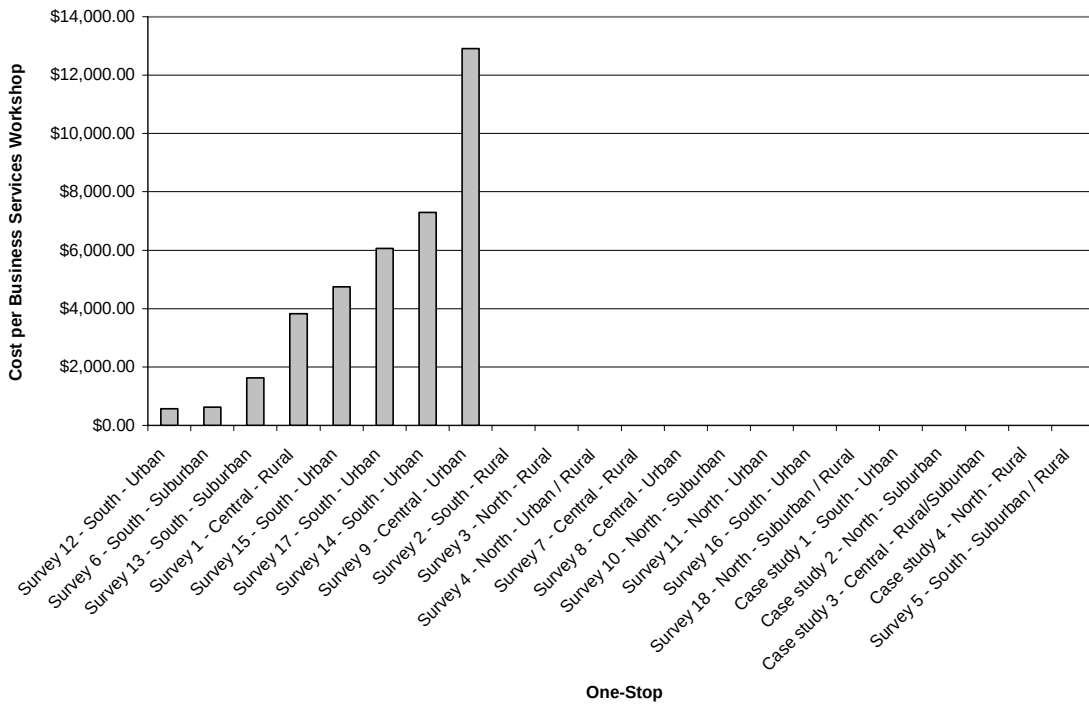


Figure III-102: Volume of Business Services Workshops

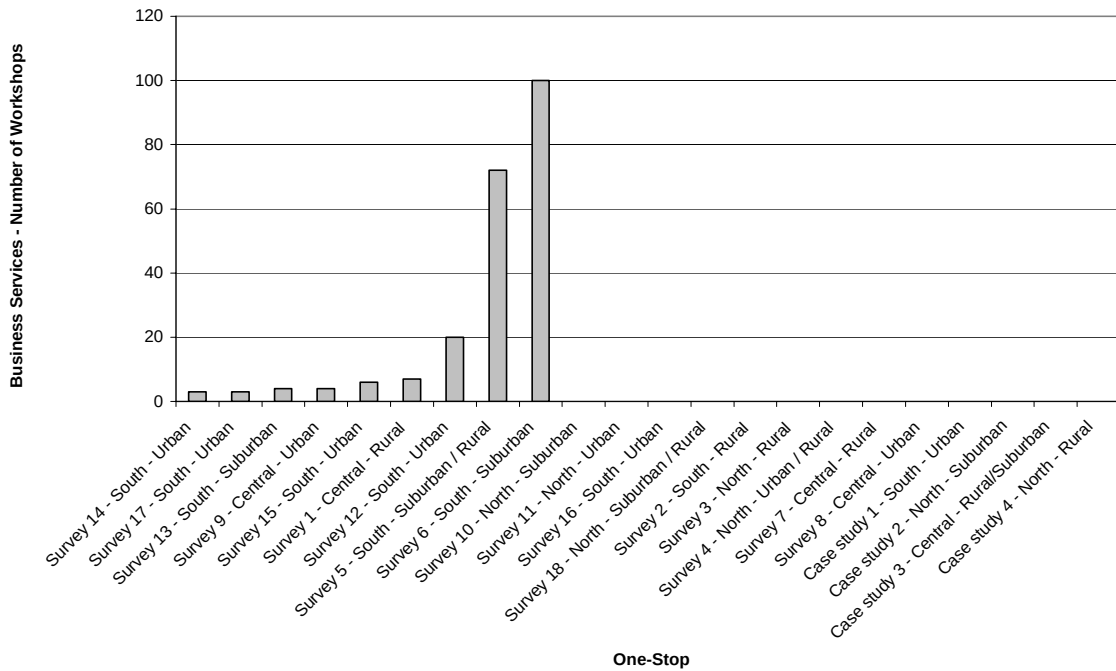


Figure III-103: Cost per Business Attending a Business Services Workshop

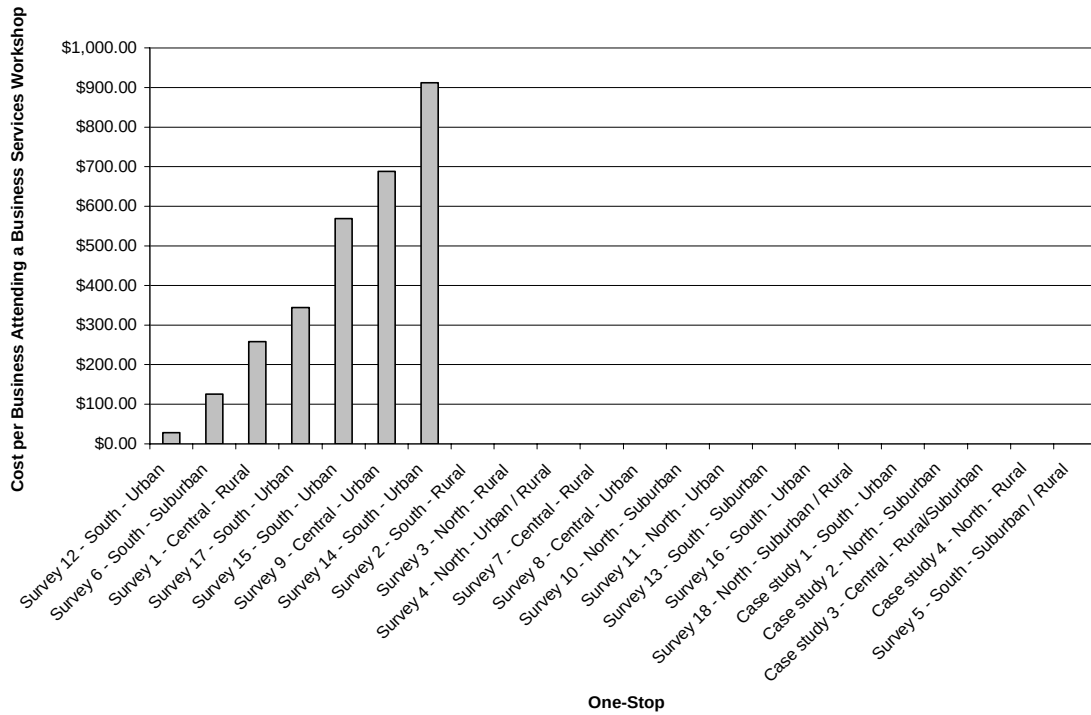


Figure III-104: Volume of Business Services Businesses Attending Workshops

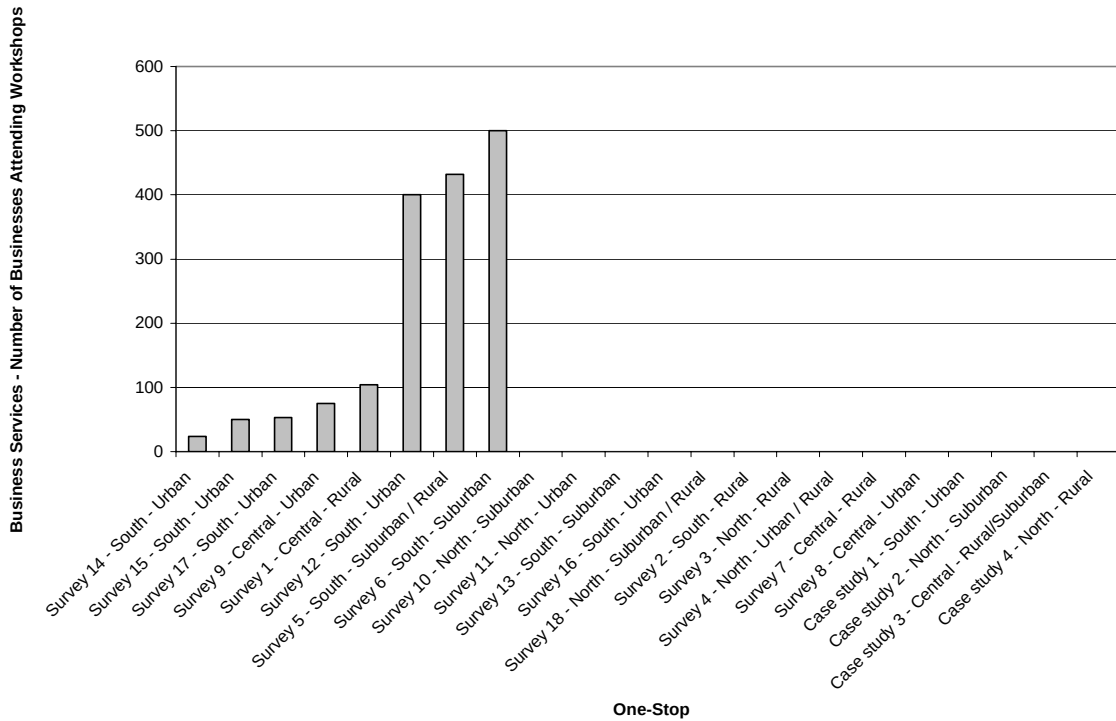


Figure III-105: Cost per Business Receiving Consulting Services

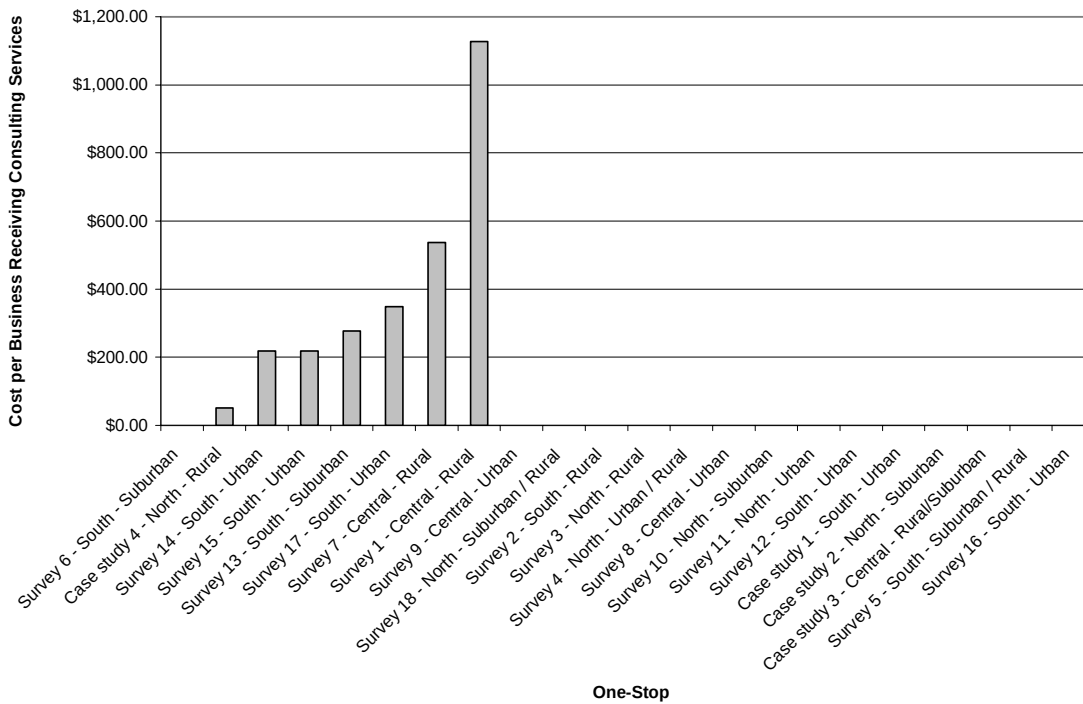


Figure III-106: Volume of Businesses Receiving Consulting Services

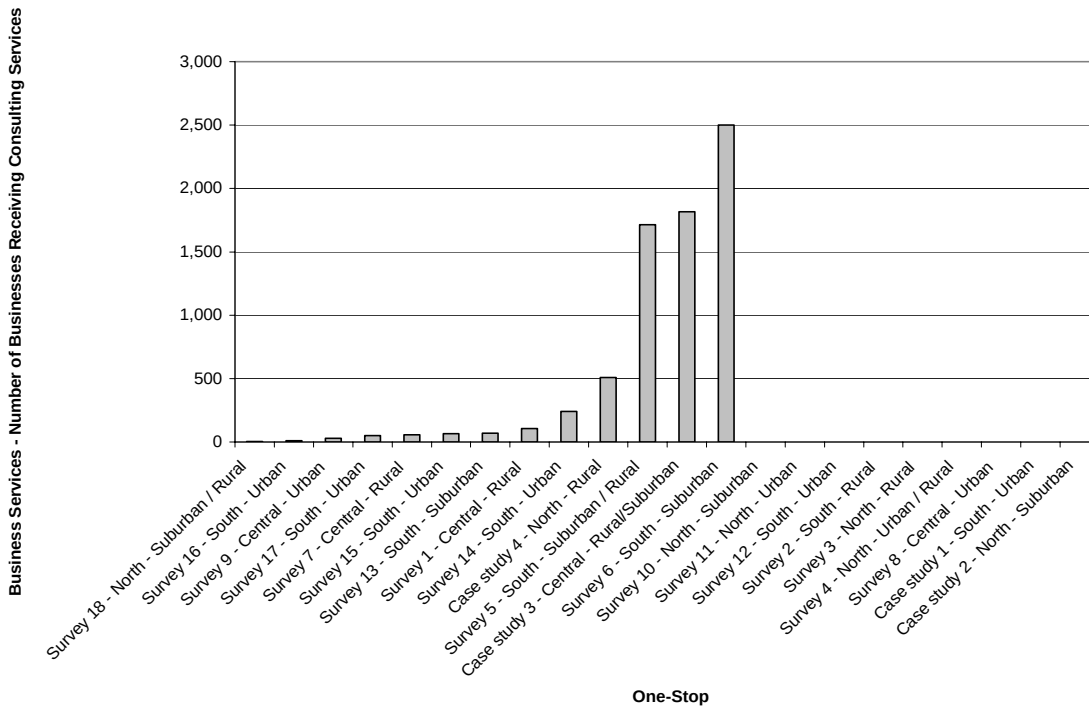


Figure III-107: Cost per Business Using Business Center Services

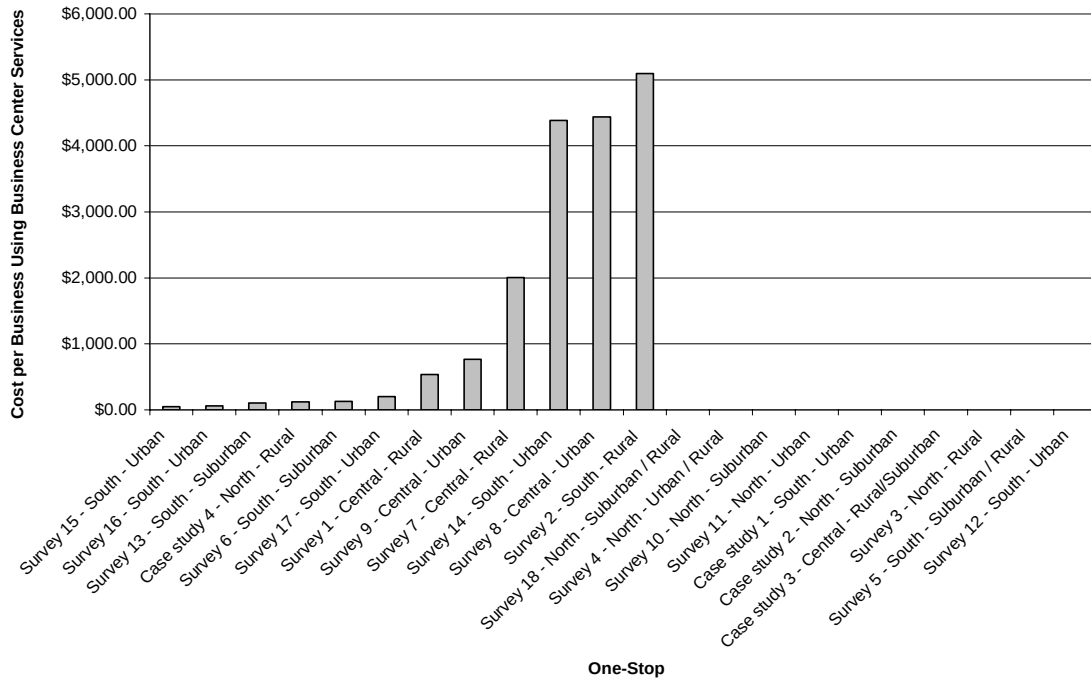


Figure III-108: Volume of Businesses Using Business Center Services

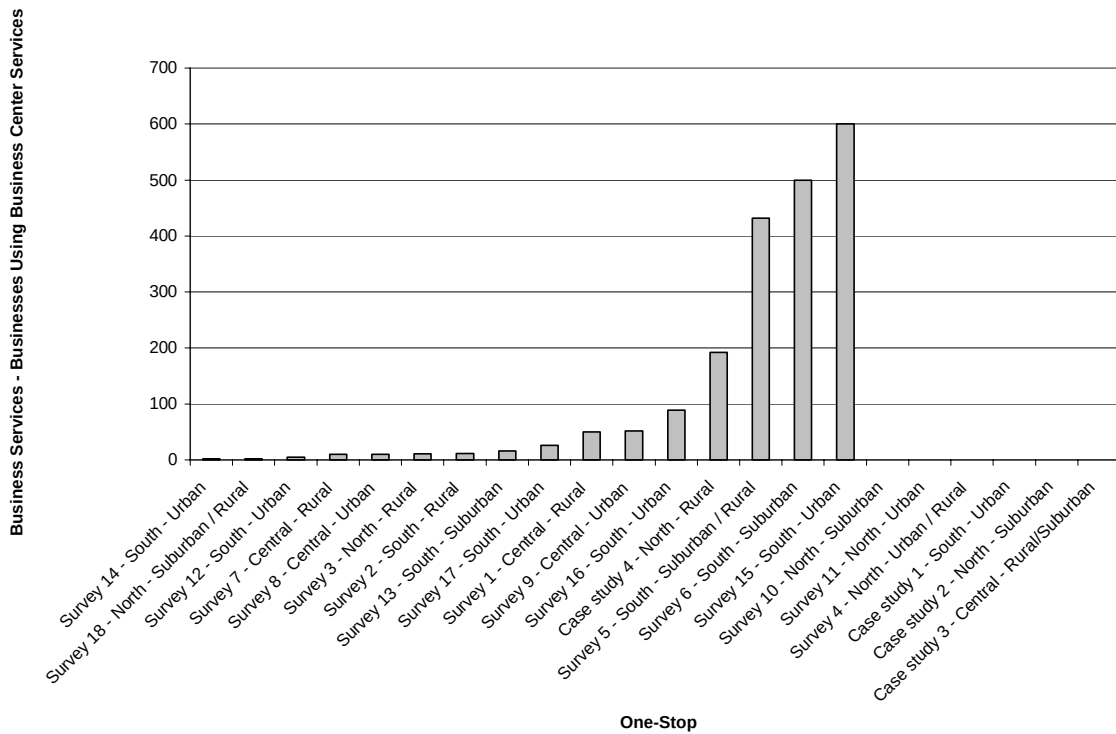


Figure III-109: Cost per Business Services: Job Developed

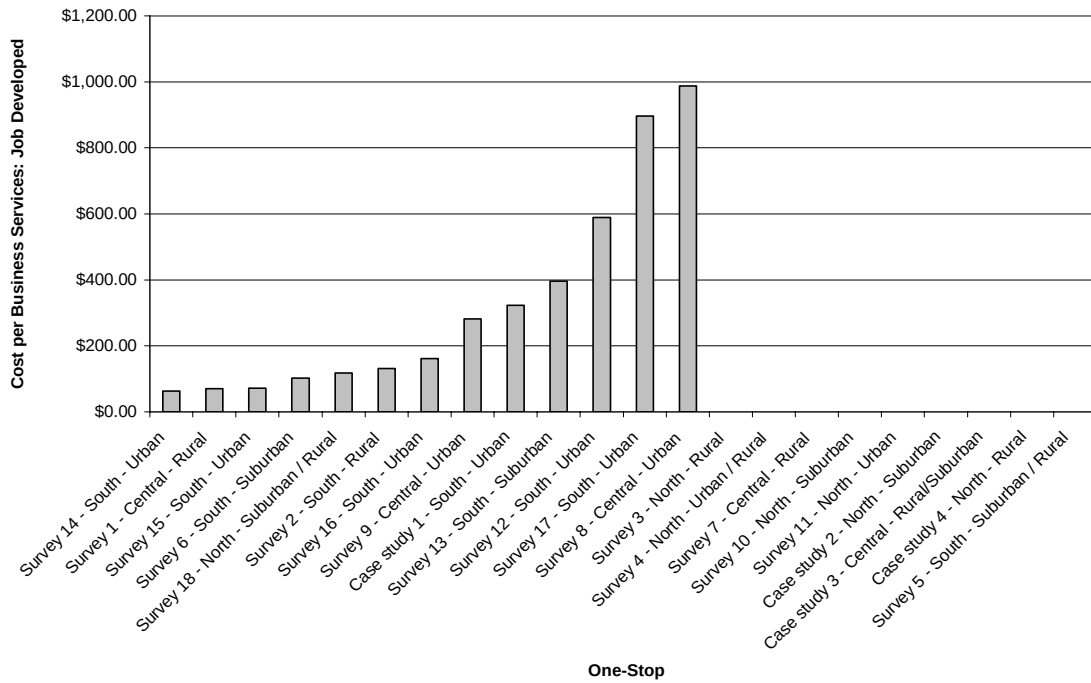
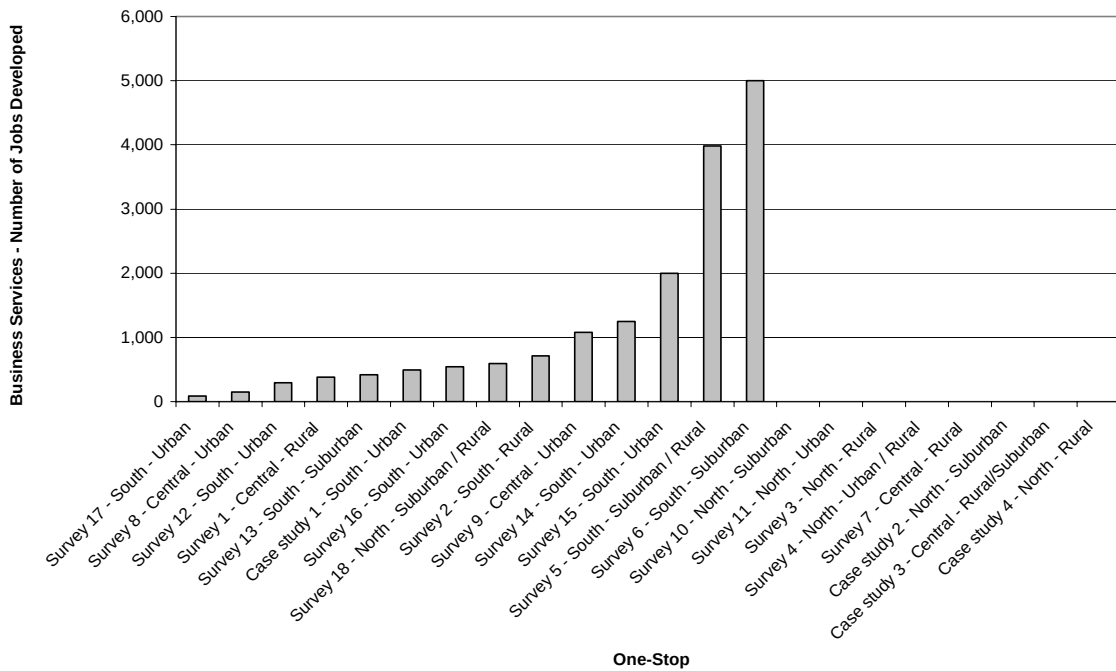


Figure III-110: Volume of Business Services: Jobs Developed



Youth Services

Half the One-Stops surveyed had a youth program under their roof, so our measures in this process are more limited and more variable. We saw two key cost-per indicators here. The first was the cost per youth served, which is simply the total number of youth served divided by the total cost of the youth process. The second was the cost of placing a youth in any type of employment experience.

The median cost per youth receiving services was \$3,837 substantially higher than the median cost for enrolled adults. The costs varied widely from only \$546 to over \$20,000, but most sites had costs between \$2,000 and \$7,000 per youth. Again the wide variation in volume of service delivered may account for the different costs in large part.

The median cost per youth who got placed in some type of employment (work experience, summer job, and regular employment) was \$2,526. The median cost of providing a case management and counseling to youth as \$1,260, with a wide range, showing again the intensity of these services probably varies a great deal from site to site. College preparation was a more costly item, median cost per youth of \$3,350 because relatively few youth participated. Providing academic support had a median cost of \$1,425 per youth. Finally following up youth cost \$522 per youth.

Table III-9: Youth Services: Median Costs and Range Per-Unit of Service

<i>Service Unit</i>	<i>Median Cost Per</i>	<i>Range</i>
Per Youth Served	\$3,837	\$546 - \$20,178
Per Youth Placed in Employment	\$2,526	\$617 - \$6,328
Per Youth receiving Counseling, Case Management, Supportive Services	\$1,260	\$28 - \$5,709
Per Youth Participating in a College Preparation Event	\$3,350	\$32 - \$4,976
Per Youth Participating in Academic Support	\$1,426	\$265 - \$5,825
Per Youth Followed-up	\$522	\$146 - \$2,468

Again, the following graphs provide a complete distribution of costs and volume of service for the site which had youth programs.

Figure III-111: Cost per Youth Served

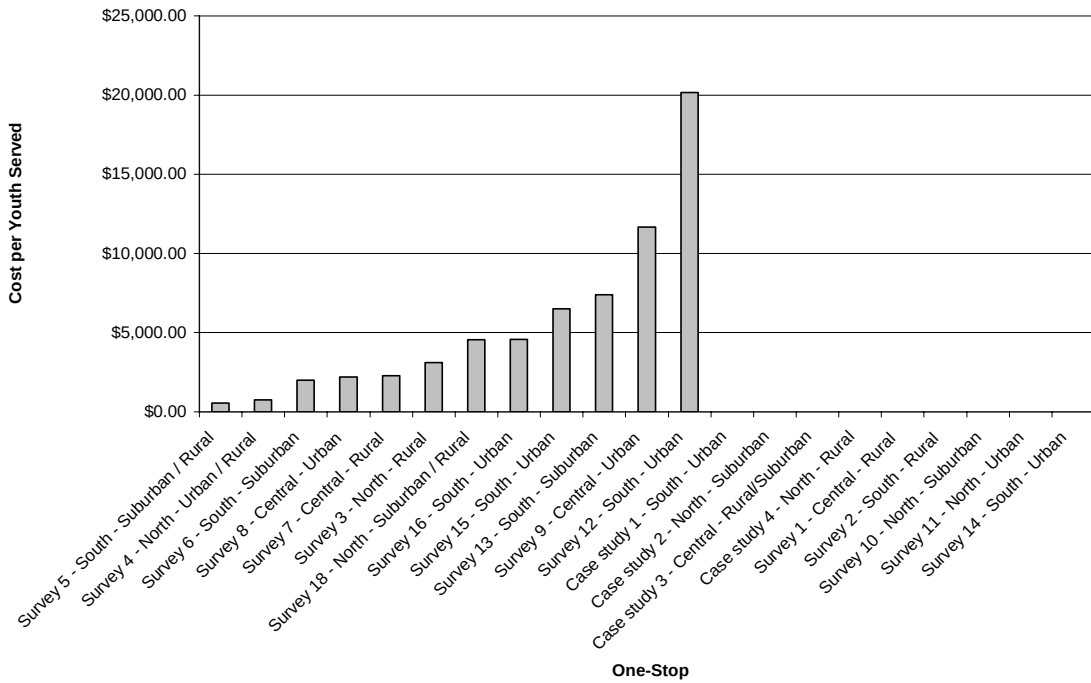


Figure III-112: Volume of Youth Served

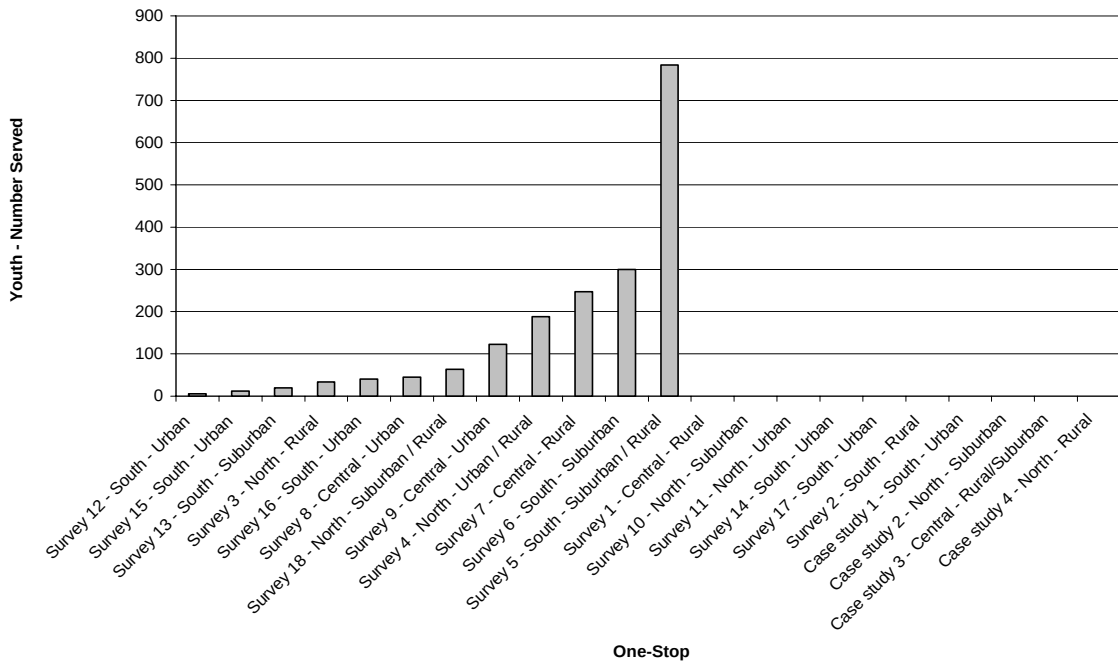


Figure III-113: Cost per Youth Placed in Any Employment

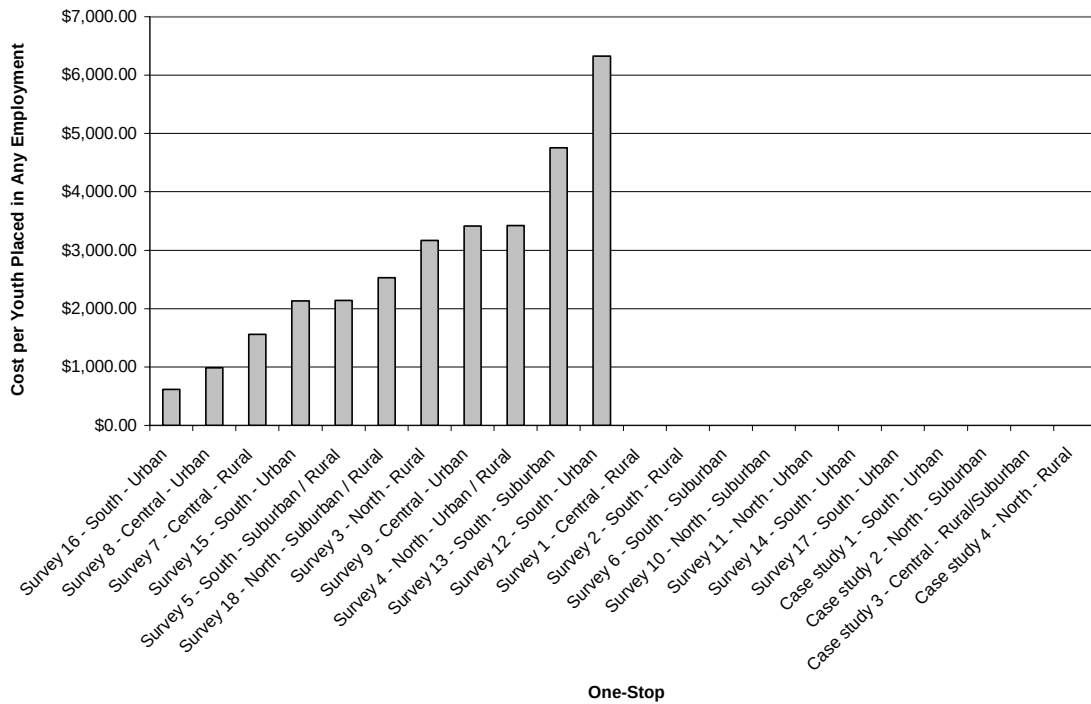


Figure III-114: Volume of Youth Placed in Any Employment

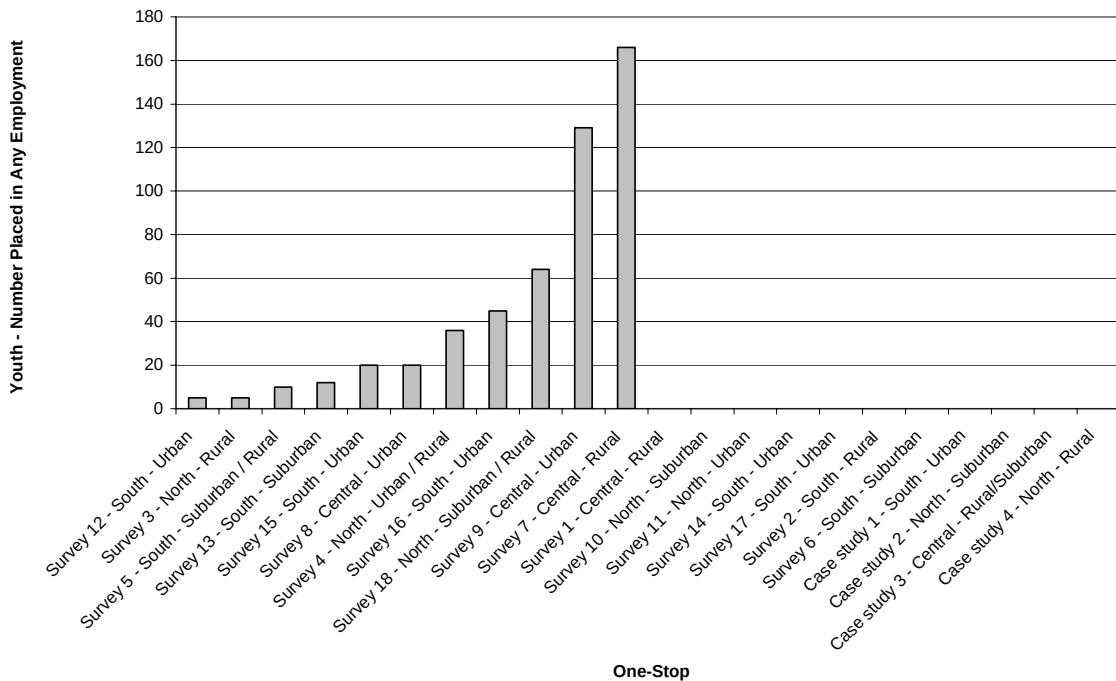


Figure III-115: Cost per Youth Receiving Counseling, Case Management Supportive Services

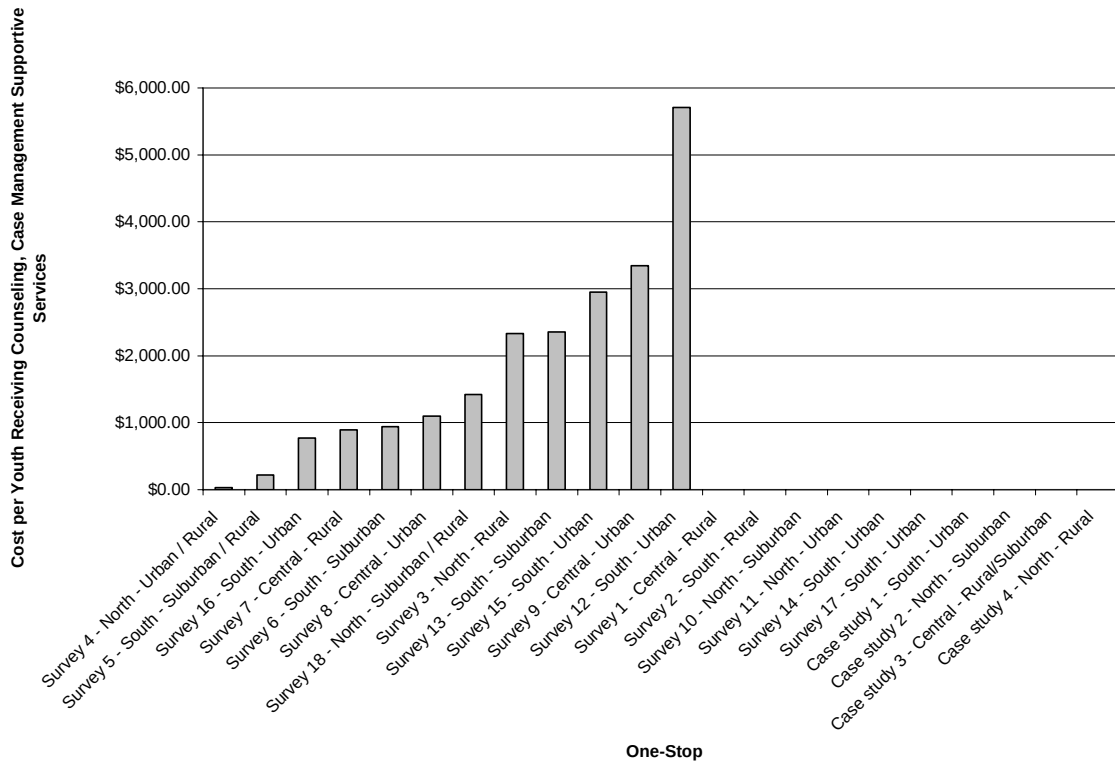


Figure III-116: Volume of Youth Receiving Counseling, Case Management Supportive Services

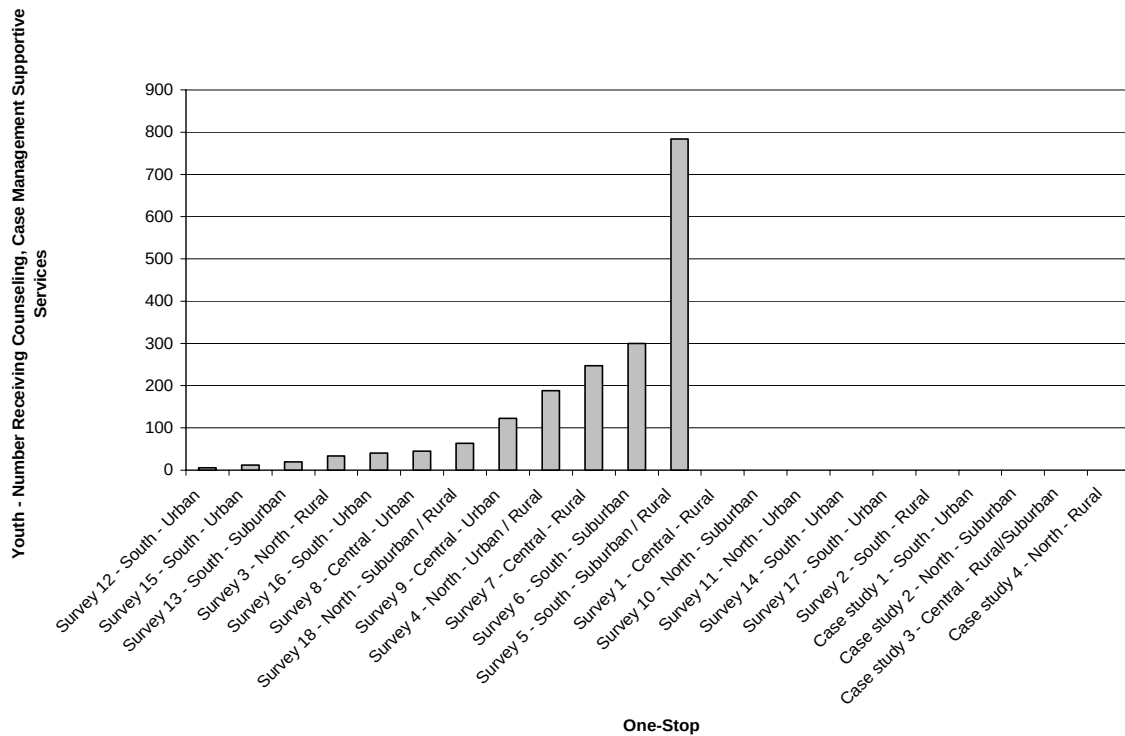


Figure III-117: Cost per Youth Participating in a College Preparation Event

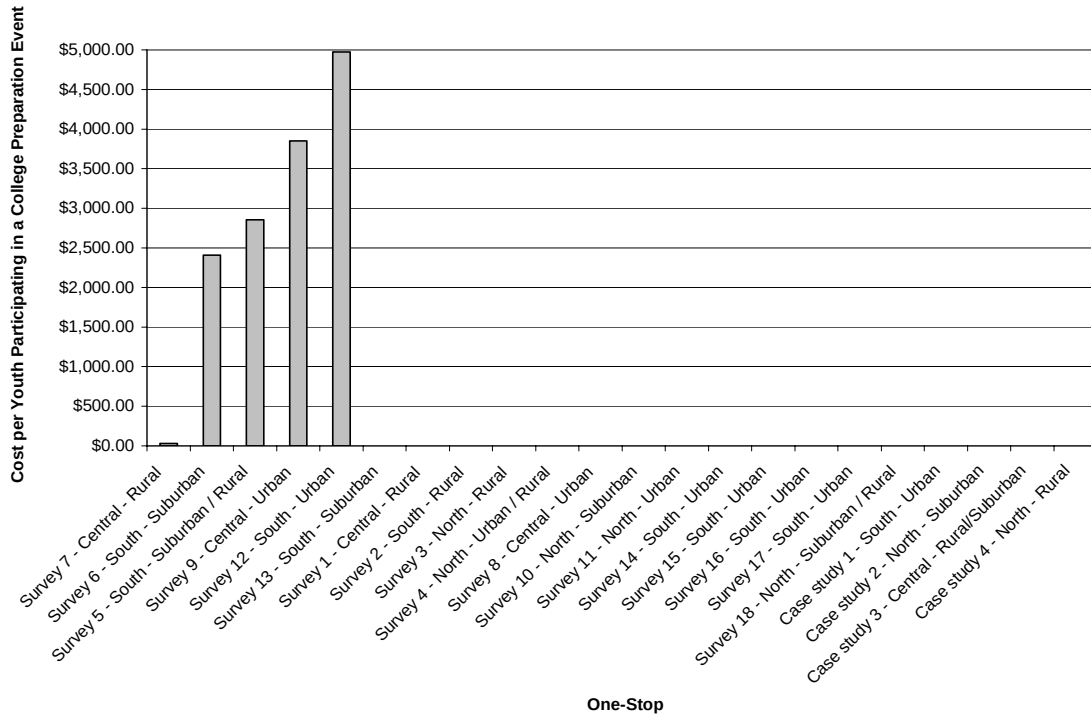


Figure III-118: Volume of Youth Participating in a College Preparation Event

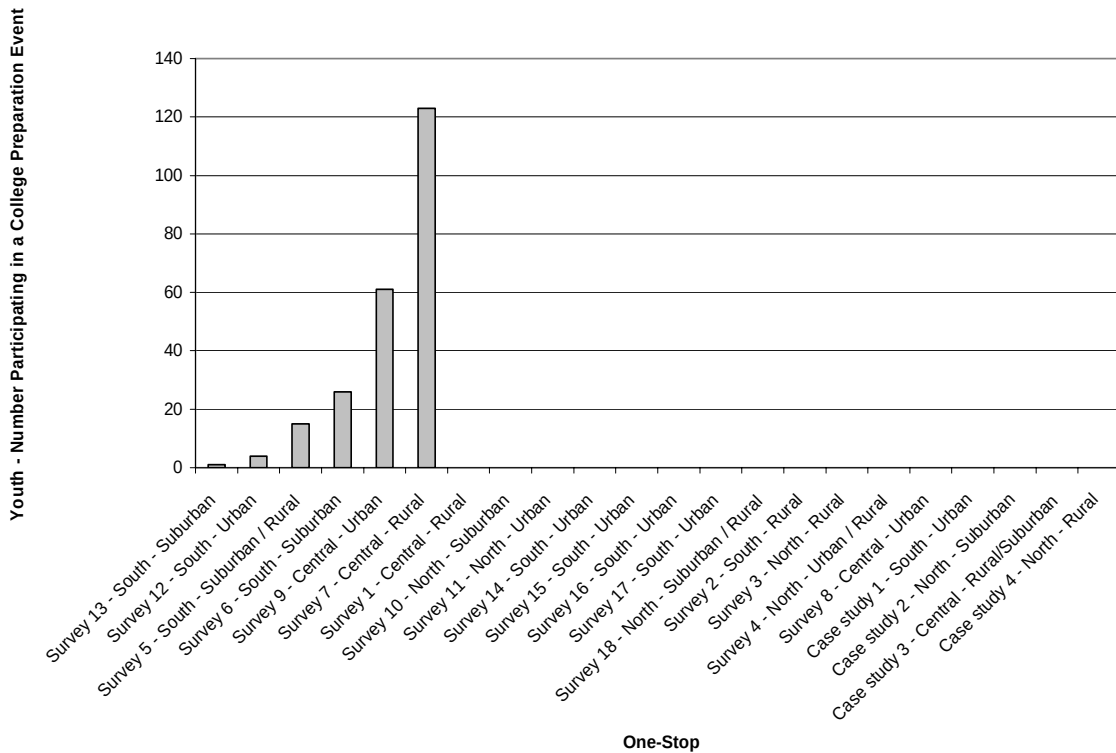


Figure III-119: Cost per Youth Participating in Academic Support

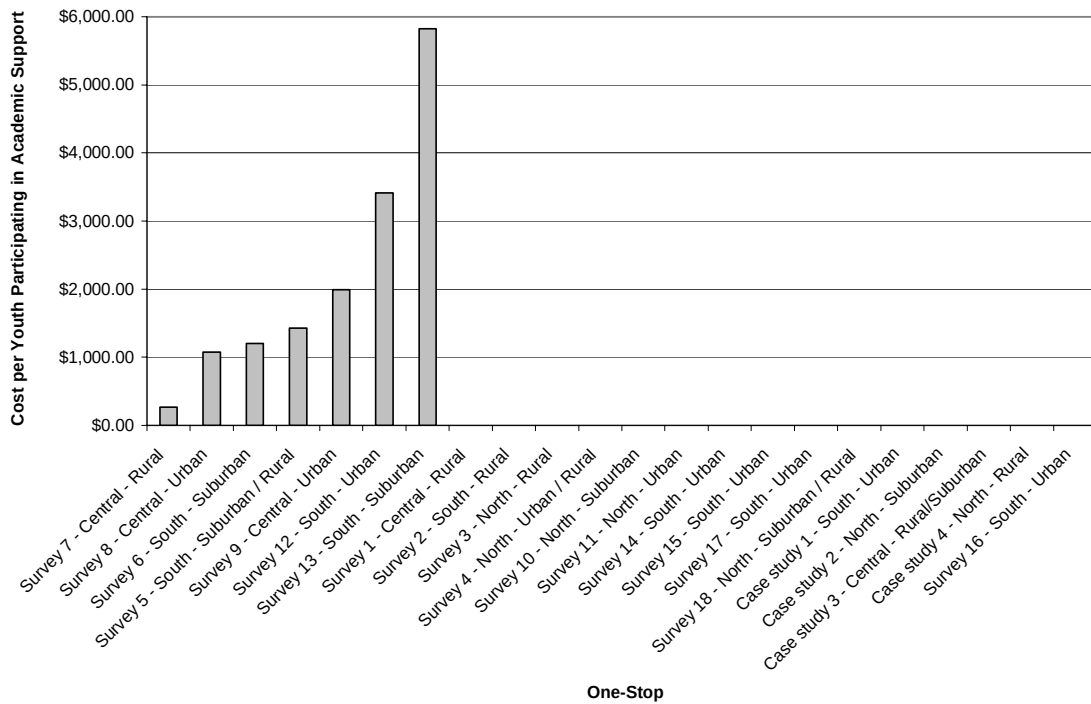


Figure III-120: Volume of Youth Participating in Academic Support

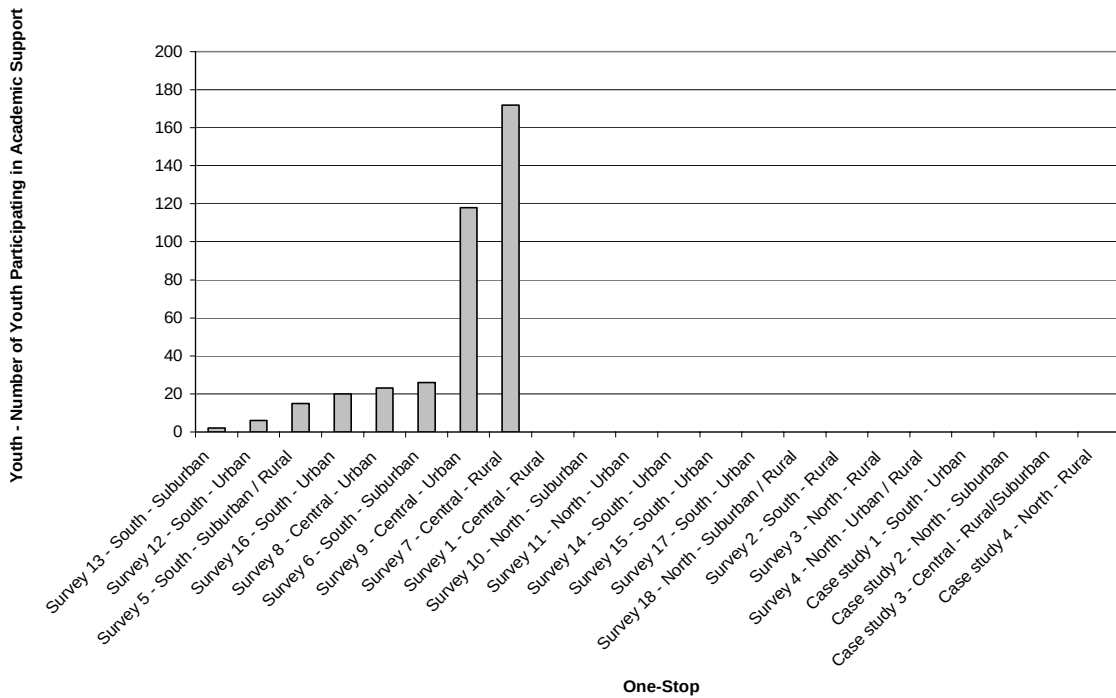


Figure III-121: Cost per Youth Followed Up

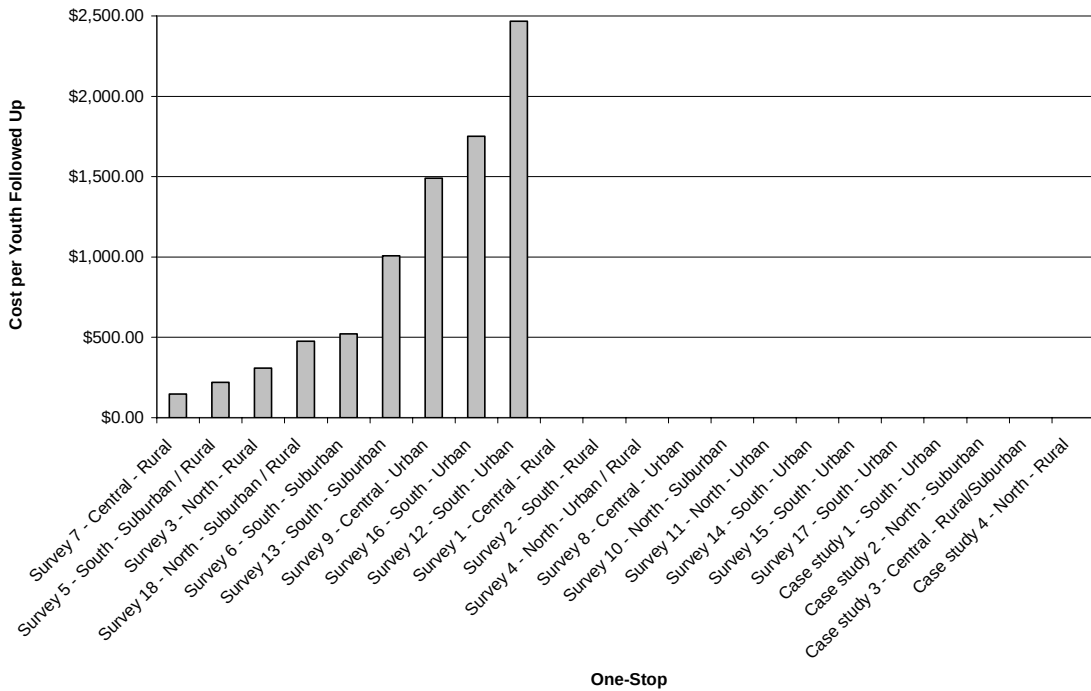
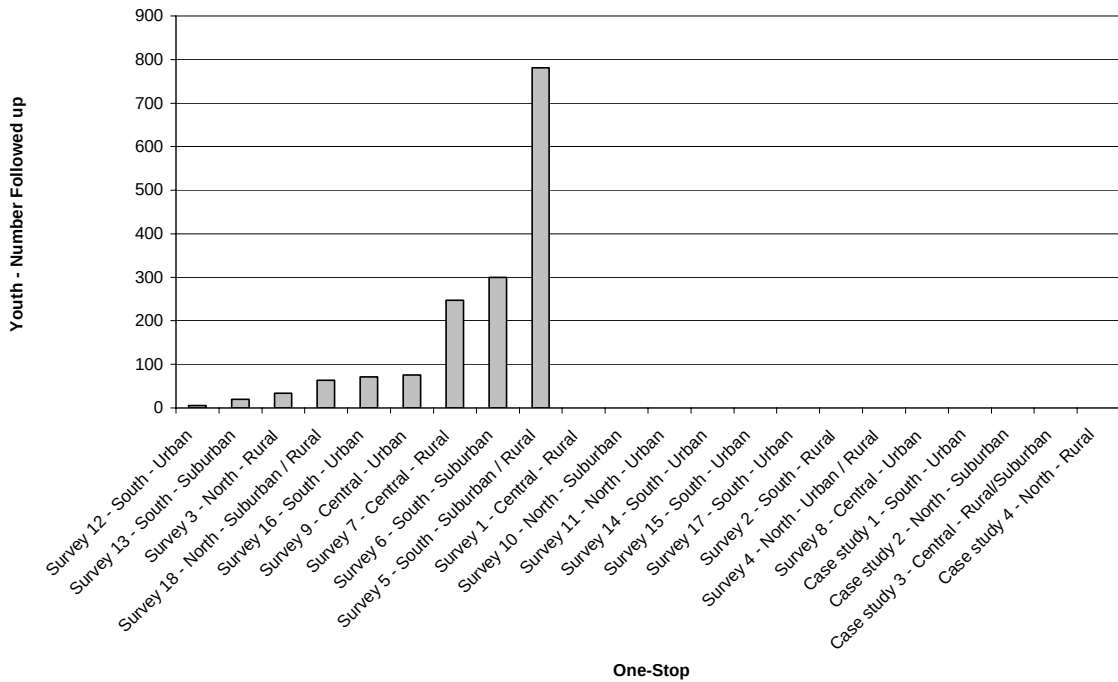


Figure III-122: Volume of Youth Followed up



IV Conclusions

As we noted before, this project is the first Activity Based Cost Accounting (ABC) analysis of One-Stops Career Center (One-Stops) and their finances, and as such this project raises as many questions as it answers. Our goal was not to evaluate how the One-Stops manage their costs but to describe objectively what is happening in the field in terms of operations and finances. Here we present our conclusions about One-Stops and their costs that emerged from our research.

- Traditional federal, state and local funding streams still drive how One-Stops conceptualize costs and services.

While One-Stops are charged with bringing together a host of federal, state and local programs, they still must account separately for the money received from and the services produced for each program. The system brings together several programmatic responsibility centers, independently managed to accomplish specific goals. So a client served by multiple programs will be counted multiple times, and will often have multiple records. There is no unified accounting of costs incurred under the One-Stop roof. To make a reasonable accounting of costs, we often had to contact six or seven partner agencies who themselves did not know what they had spent in the One-Stop since they often deliver their services in-kind by locating staff in the One-Stop or by delivering services such as a workshop in the One-Stop. We had to take these partners through the steps of estimating the costs they incurred in the One-Stop to get a full accounting of their costs. So we found, literally, at every site that no one knew what the total costs of operating the One-Stop were. Similarly, partners often report the services they produced to managers not attached to the One-Stop and not to the One-Stop manager. One-Stop and non-One-Stop activities were often co-mingled, so if a community college counselor enrolls students at the One-Stop those enrollments will be reported to the Community College but often not to the One-Stop Manager.

This arrangement creates rigidities in operating the One-Stops. It is not realistic to expect One-Stop managers to make cost efficient decisions when they don't know their costs and don't control all the resources under their roof. Similarly, we found managers often don't know all the activities that are taking place in the One-Stop or what services were produced by partners. We found a number of managers and fiscal staff who had difficulty understanding the ABC framework and the analysis and information it would produce.

- There are few standard measures for units of service produced.

We found that each One-Stop had their own methods for counting, or frankly, not counting the services produced. Different One-Stops had invested in different client tracking software and had a wide variety of paper and pencil tracking systems for measuring services produced. Complicating this is the reality that One-Stops and their partners must report to a variety of funding sources each with their own requirements. To calculate the total volume of service produced at any One-Stop we needed to collect service data from multiple partners. For example, to get the number of clients receiving case management service we needed to collect the number of clients getting case management in the WIA program, in EDD programs such as the Trade Adjustment Act, in CalWorks program (if it was in the One-Stop) and any other

programs that provided case management. At none of the case study sites was there a central location which collected all this data, rather, each program was maintaining the records for their funding stream. Similarly, One-Stops could usually tell us how many businesses they served with WIA funds, but were likely not to know how many businesses were reached by other programs, such as a small business development corporation, if it was in the One-Stop.

The capability of One-Stops to produce counts of services delivered varied widely. Some One-Stops, for example, had readily available counts of workshops delivered, with number of attendees, while at other sites staff had to go back through their personal calendars to create a count of workshops and then estimate the number of attendees.

We were particularly struck by the fact that the universal process consumed substantial resources at every One-Stop yet there were no performance measures for this aspect of the program, and no standard measures of service produced, not even the simple counting of clients. Fortunately, we found that each One-Stop did have some measures of universal services produced.

In two of our case studies, the One-Stops had software for maintaining case records on enrolled clients but the software could not produce a count of the number of case management meetings. Some local areas could not break down WIA performance measures to the individual One-Stops since they are collectively held accountable to the state as a local area, making it impossible to link cost and performance at the One-Stop level.

As noted before, business services varied the most, with one site counting every flyer sent out and others having difficulty counting up the number of Rapid Response events that occurred in the year.

- Partner relations vary widely

Our analysis showed clearly that partner contributions vary widely. This is largely driven by the strategic decision to co-locate. Most partner relationships appear to be driven by the local context, institutional arrangements and history. For example, in a case where the CalWorks program is co-located with the One-Stop, it is because both the One-Stop and CalWorks are county programs in a small county. Similarly, if there is a history of subcontracting WIA to local Non-profits, many services may take place away from the site.

Even if partners are under the One-Stop roof, the actual management of services varies a great deal. We saw some sites where EDD and WIA jointly provided services, and were well integrated and seamless to the client. Managers worked closely together and were aware of each others activities. In another site, WIA and EDD managers seldom spoke, staff of the two agencies worked in separate areas and there was little integration of services.

- One-Stops tend to structure their processes around the WIA program.

We did find some substantial commonalities in how One-Stops were structured. Since the WIA program dominated three of the four case study sites, we found the service process was built around the WIA service categories of universal services, registered services (adult and dislocated

worker) and business services. Services provided by partners usually fit into one of these processes. For example, if EDD provided a resume writing workshop, it fit naturally in the “universal services process” if it was open to everyone. English-as-a-Second-Language (ESL) classes provided by the local educational agency fit into the “enrolled services process”, as students had to enroll in school to attend the class. If a small business development corporation provided training on business plan writing, that was a natural fit for business services. Thus, despite the wide variance in size, local economic conditions, and partner relations, we found that these processes could be used to classify activities and costs.

It is important to note the emphasis and scope of each of these common processes did vary dramatically across the sites, but all three processes were present at each site.

- One-Stop services were customized to local needs.

The UC Davis evaluation cited earlier¹⁶ found that under WIA local areas did adapt their programs to local conditions. We made a similar observation. The mix and types of services developed within the One-Stops varied based on the community the One-Stop served, while staying with a fairly common framework of the three processes described before. Thus the Central California Urban One-Stop Case Study, which served a large number of agricultural workers, contracted a substantial amount of case management out to a local non-profit that specialized in this population. In the NoCal Rural One-Stop Case Study, where the market is dominated by very small businesses, there was a walk-in service for small business owners. Thus this customization to local needs may account in part for the variation in costs and volume of service we observed.

¹⁶ Campbell, et.al. (2006)

V Recommendations for Policy and Further Research

One-Stops began with a bold vision of bringing together a host of federal, state, and local programs under one roof, with common goals, to better serve people seeking to improve their lives through education, training or employment. Realizing this vision requires new ways of thinking and managing. Unfortunately, agencies managing One-Stops and their partners are still supported by a traditional system of rigidly separated funding streams and accountability systems. Real integration of services can only be achieved voluntarily at the local level by local WIBs, One-Stop Managers and local partners. Recent research has found that local history and even local personal relationships drives these partnerships¹⁷.

Given the ad hoc local nature of partnerships and the traditional funding streams that finance One-Stops it is not surprising that most of the One-Stops studied did not have a good grasp on what it cost to produce specific services or how they could most efficiently share costs with partners. Further, these managers have little or no data available on the costs of comparable One-Stops on which to benchmark their performance or identify best practices. The typical One-Stop manager we encountered had no idea if it cost more for her One-Stop to serve a universal client than the next One-Stop down the road. Similarly, One-Stop managers have little information about what factors drive their costs. In short, One-Stop managers are – in a strategic sense—managing in the dark. They do not have reliable and valid fiscal data and the accounting tools to perform effective analysis to improve their performance.

Similarly, policymakers at the state and local level are frustrated by a lack of information about costs and partner contributions. Local WIB members work with budgets that cover only a portion of the services actually delivered in their One-Stops and know little about the costs of producing services. This lack of information makes it difficult for them to make strategic choices based on good evidence. The situation at the state level is similar.

This study represents a first step towards creating some industry standards for One-Stops that will allow individual One-Stops to systematically measure how they spend their resources and what those resources produce. One-Stop Managers will now have some benchmarks to see if they are generating more support or less support from their partners than their peers. They will be able to know if the services they produce are more costly or less costly than other One-Stops. Policymakers will similarly have a rough picture of how partners contribute to One-Stops, what services One-Stops produce, and at what cost. We believe the analysis produced by this report will provide a foundation for a vigorous discussion on how to improve One-Stop operations and develop effective policies at the state and local level. But this is a first step. Here we recommend some next steps to build on this study.

¹⁷ Campbell, et.al. (2006)

1. Extend the ABC analysis to different types of One-Stops.

Given our resource constraints we were able to collect data from a limited number of full-service One-Stops. To develop a more complete picture we recommend extending the study to smaller One-Stops and satellite One-Stops that make up a substantial part of the One-Stop System.

2. Form a voluntary group of One-Stop managers and policy makers to develop a limited set of key “industry measures” based on their expert opinion and the results of this study.

Industry standards tend to evolve over time through trial and error. As a new set of institutions, One-Stops are just beginning to develop standard measures which are widely understood and used to manage effectively. It has taken 100 years for the auto industry to establish quality and productivity measures that are commonly used internationally. This study provides a wide array of potential measures for tracking partner contributions, services produced and cost per service produced. In fact, it produced too many. It is up to practitioners and policymakers to work with these measures and identify the limited number that are critical indicators that should be tracked universally. Further practitioners need to provide suggestions for refining the measures and the data collection that support them to improve the quality of the measures.

Once measures are established they can provide data to improve the performance of individual One-Stops, and the performance of the entire system. The measures can be used to track changes over time. In the long term, as more data are collected and analyzed, the system will be able to evaluate the efficiency and effectiveness of individual One-Stops and evaluate particular policy initiatives.

It seems logical to us that the California Workforce Investment Board (CWIB) take the initiative to convene and support such a group.

3. Create a voluntary system where One-stops can submit data and have key measures calculated and returned benchmarked against other similar One-Stops.

Each One-Stop and local area can not develop and maintain an Activity Based Cost accounting system of its own system. Using our survey as a model, an online system should be developed where individual One-Stops can submit data in a standard format and receive back a benchmarked report for a set of standard measures, much as we have done here.

This will also create a database for state-wide analysis that can be used for policy and management purposes at the state level. Such a system should produce regular reports for policy makers tracking a few critical measures at regular intervals,

4. Link cost analysis to performance measures that include all programs “under the One-Stop roof”.

It is critical in the long run that process and cost measures be linked to the system’s ultimate outcomes. We could not do that in this study as there were standard outcomes only for enrolled

WIA participants. Participants in Universal services or in other programs did not share the same outcome measures. For example, we could not calculate cost for every universal access client who found a job as we did not know how many of the universal clients found a job. The federal government is promoting a system of “common measures” which are to cut across all federal training programs, this is a start. The CWIB should consider developing outcome measures that apply to all participants who pass through a One-Stop and incorporate such measures into a benchmarking system.

Appendix A: Other Partner Contributions

Table A-1: Partner Presence Across all Sites

	EDD	Other Local Partner	DOR	Local College / University	Other Local School	Local Adult School	HHSA	Job Corps	Aging/ Adult	AARP	SBDC	ABLE	V.A.
Case Study 1	x		x			x					x		
Case Study 2	x	x	x			x		x					
Case Study 3	x	x	x				x			x			
Case Study 4	x	x	x				x						
Survey 1	x	x	x		x	x	x			x		x	
Survey 2		x	x		x			x					
Survey 3	x	x		x	x		x			x	x		
Survey 4	x	x	x	x			x			x			x
Survey 5	x	x							x				
Survey 6	x	x	x						x				
Survey 7	x	x	x	x		x							
Survey 8		x				x							
Survey 9	x	x	x	x	x						x		
Survey 10	x	x	x			x							
Survey 11	x	x											
Survey 12	x	x	x	x	x			x					
Survey 13	x	x	x	x	x		x	x				x	
Survey 14	x	x	x	x					x				
Survey 15	x			x	x			x					
Survey 16	x	x			x								
Survey 17	x			x					x				
Survey 18	x	x											

x – denotes partner presence in subject One-Stop

Figure A-1: Partner Contribution by One-Stop: Aging & Adult

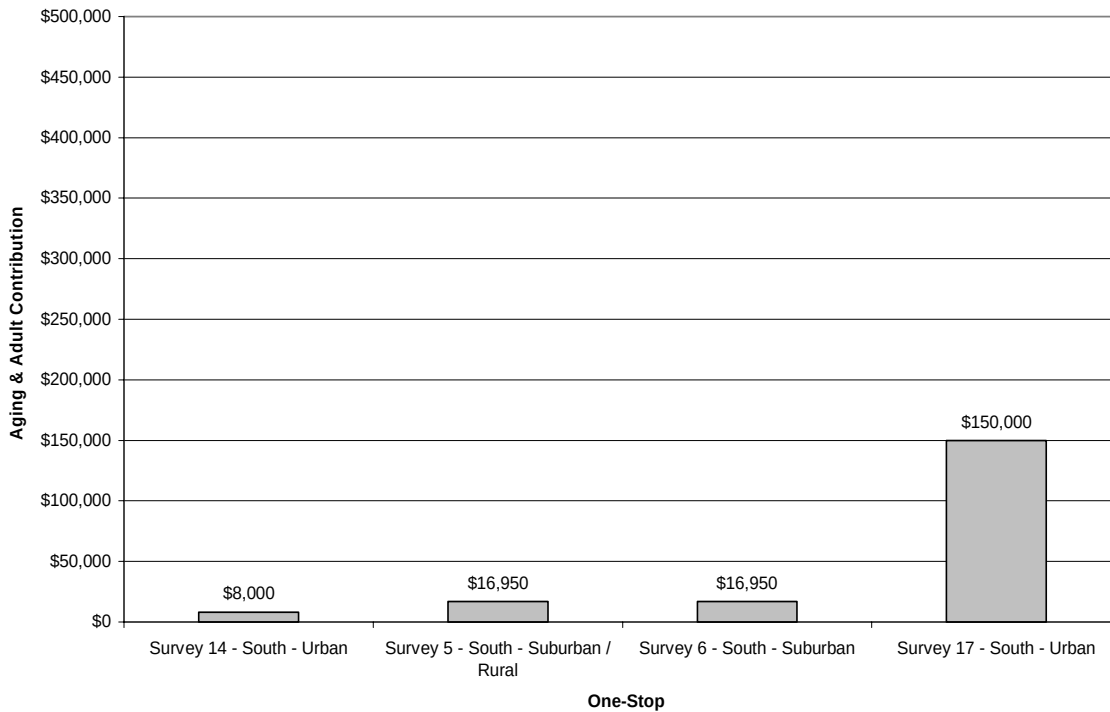


Figure A-2: Partner Contribution by One-Stop: ABLE

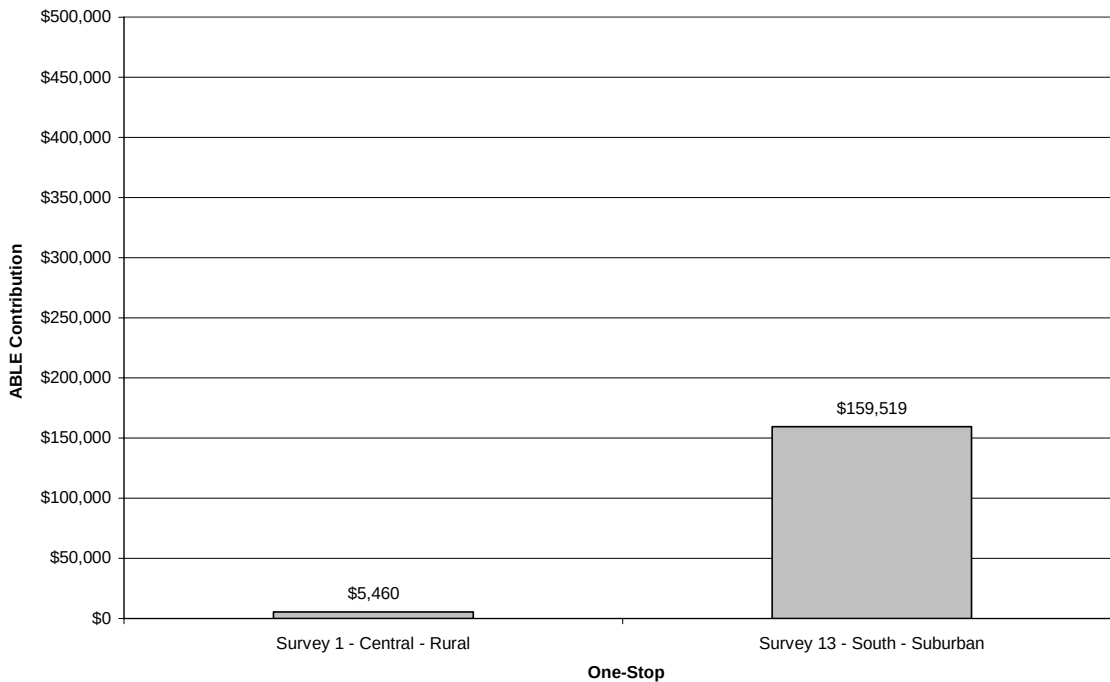


Figure A-3: Partner Contribution by One-Stop: SBDC

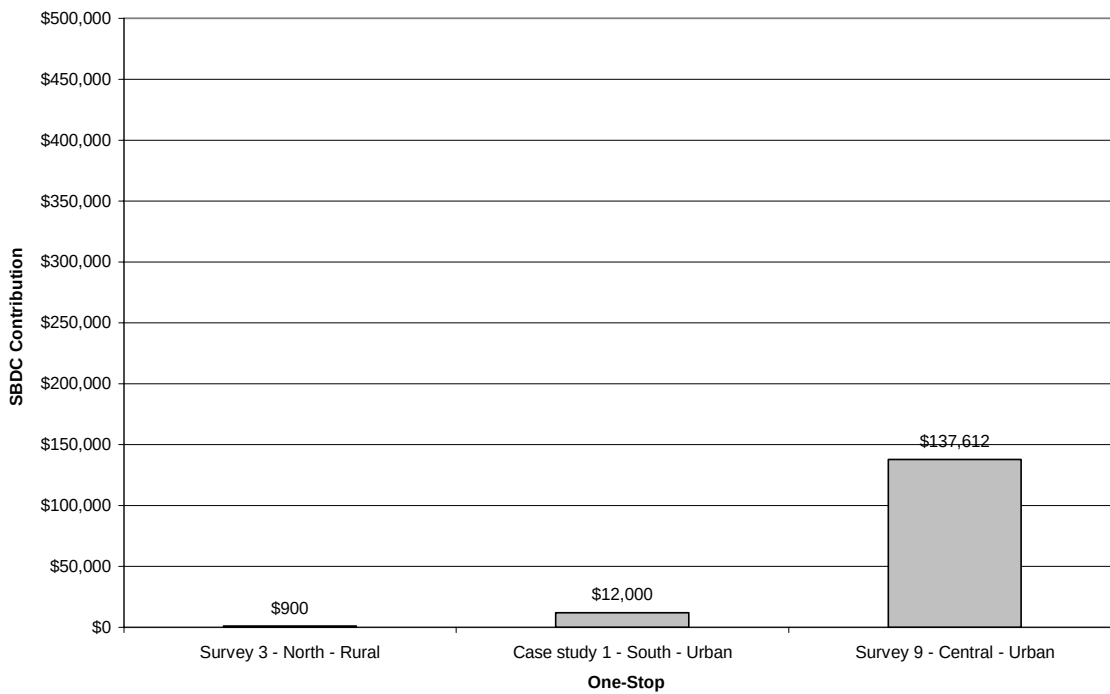


Figure A-4: Partner Contribution by One-Stop: Job Corps.

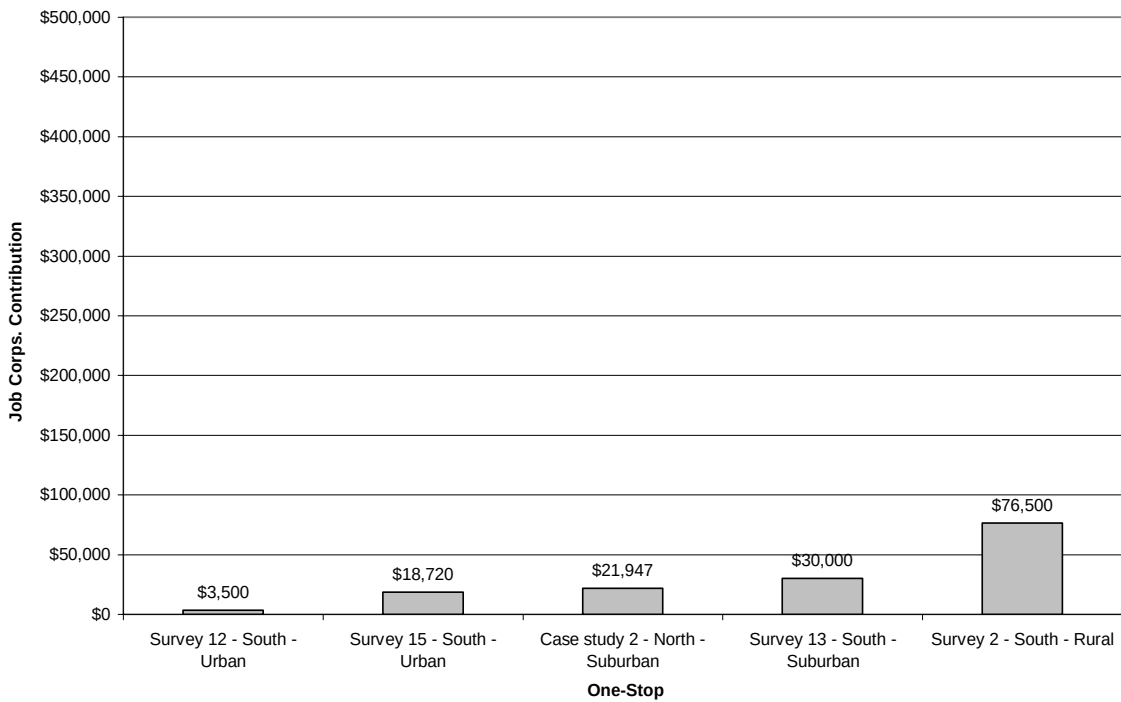


Figure A-5: Partner Contribution by One-Stop: AARP

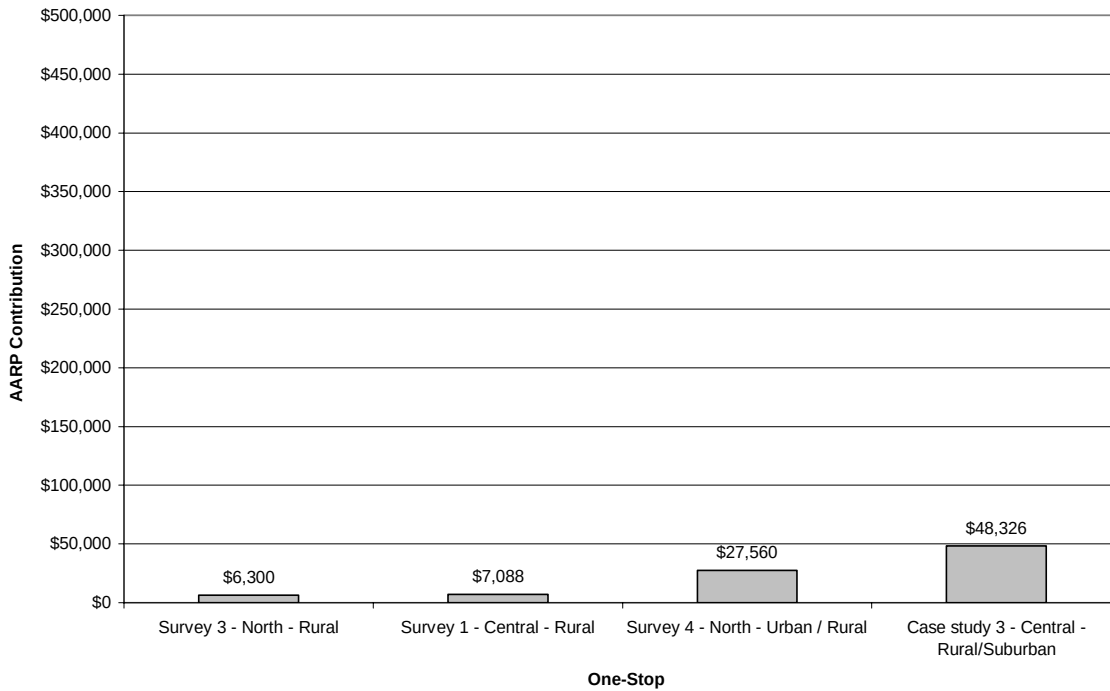
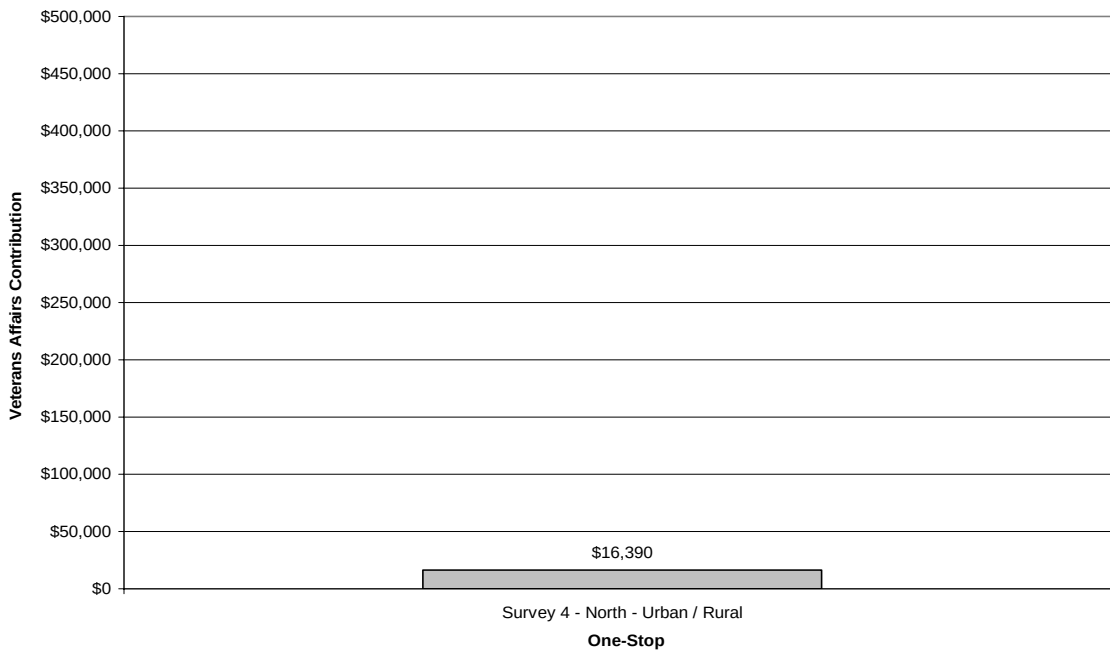


Figure A-6: Partner Contribution by One-Stop: Veterans Affairs



Appendix B: Other Cost-Per Measures

Figure B-1: Cost per Enrolled Client Meeting with Case Manager

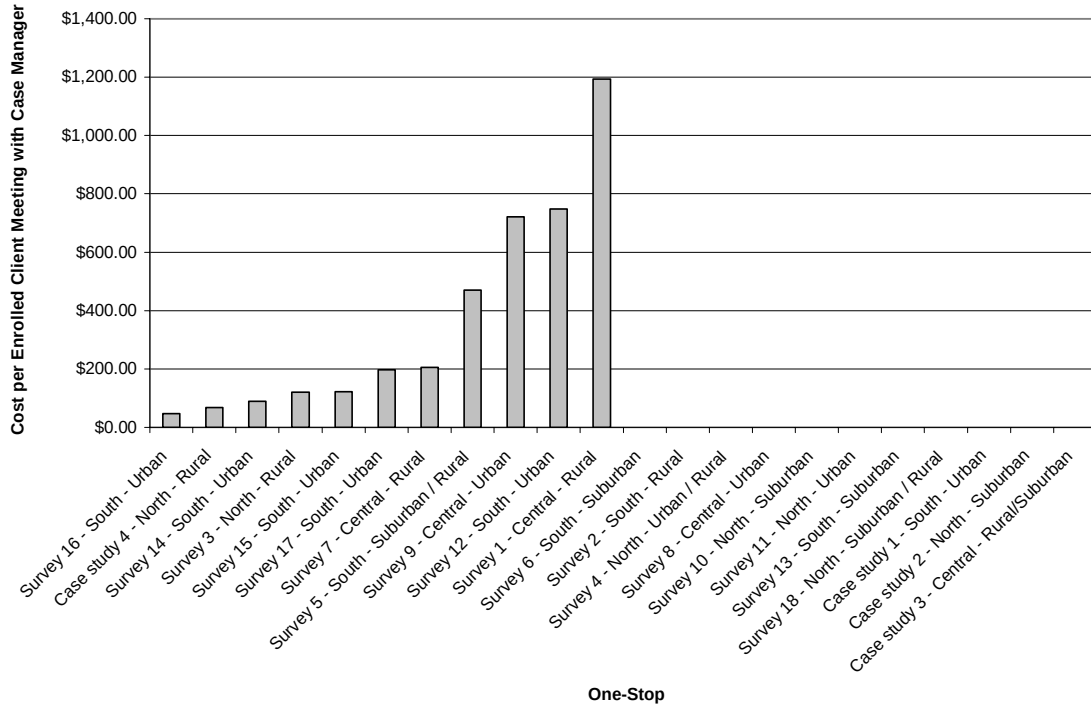


Figure B-2: Volume of Enrolled Client Meetings with Case Manager

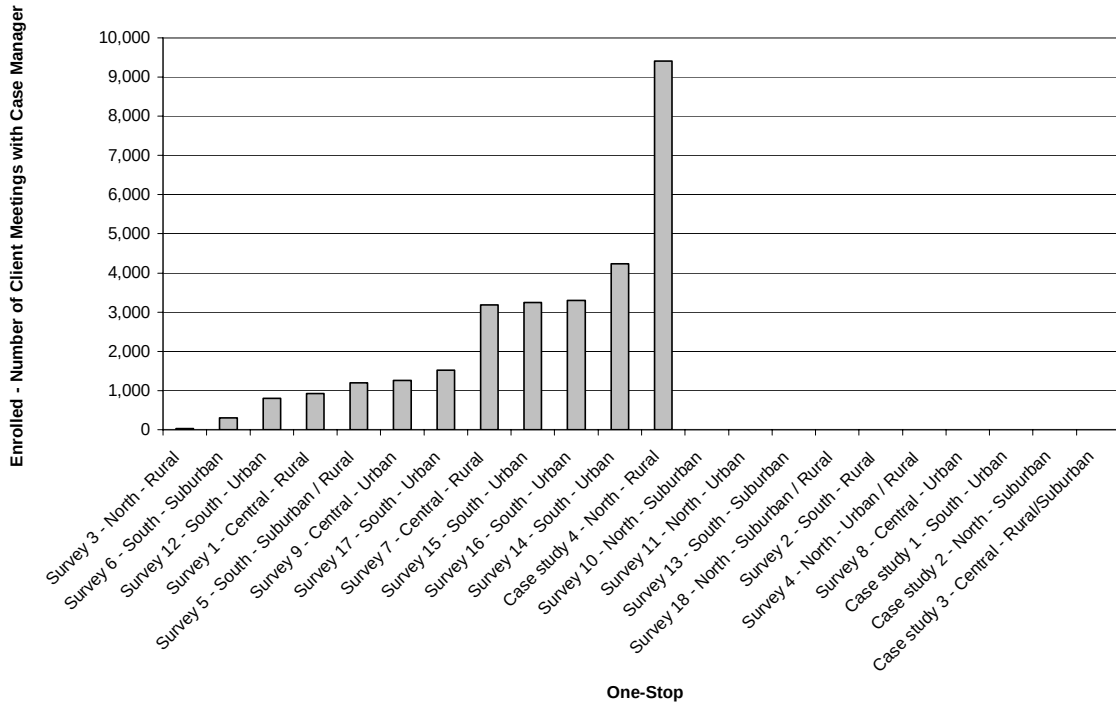


Figure B-3: Cost per Business Services: Applicant Hired from Mass Hire Event

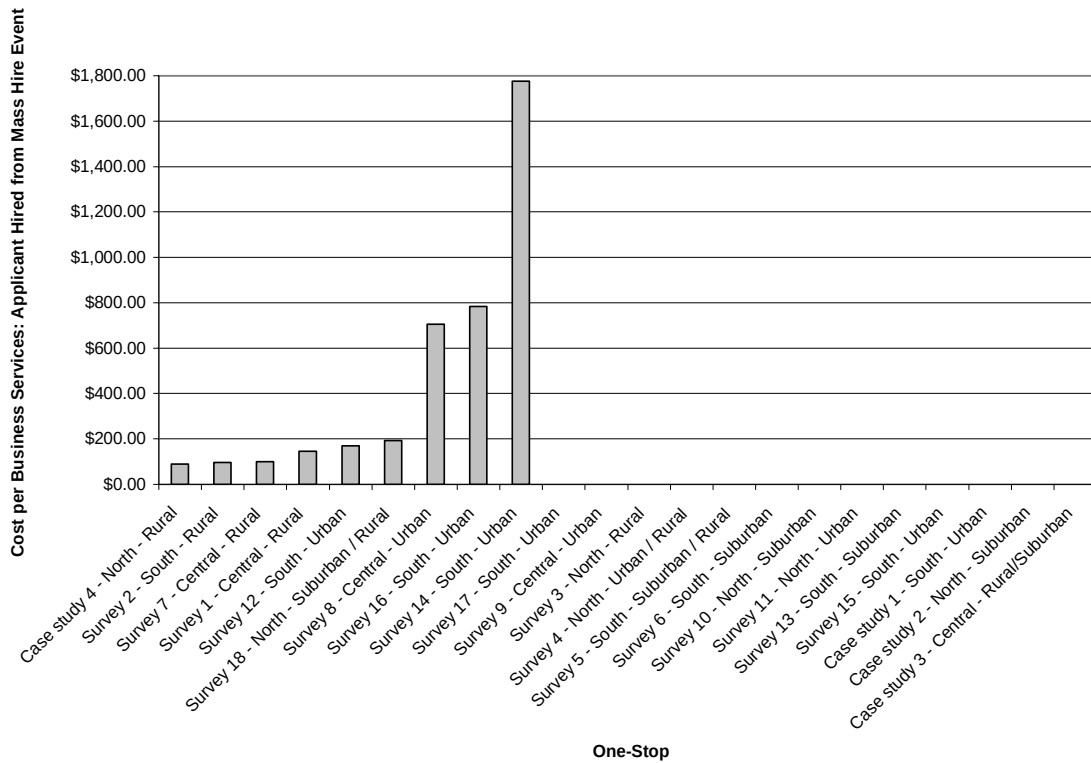


Figure B-4: Volume of Business Services Mass Hires/Job Fairs: Applicants Hired From Mass Hire Events

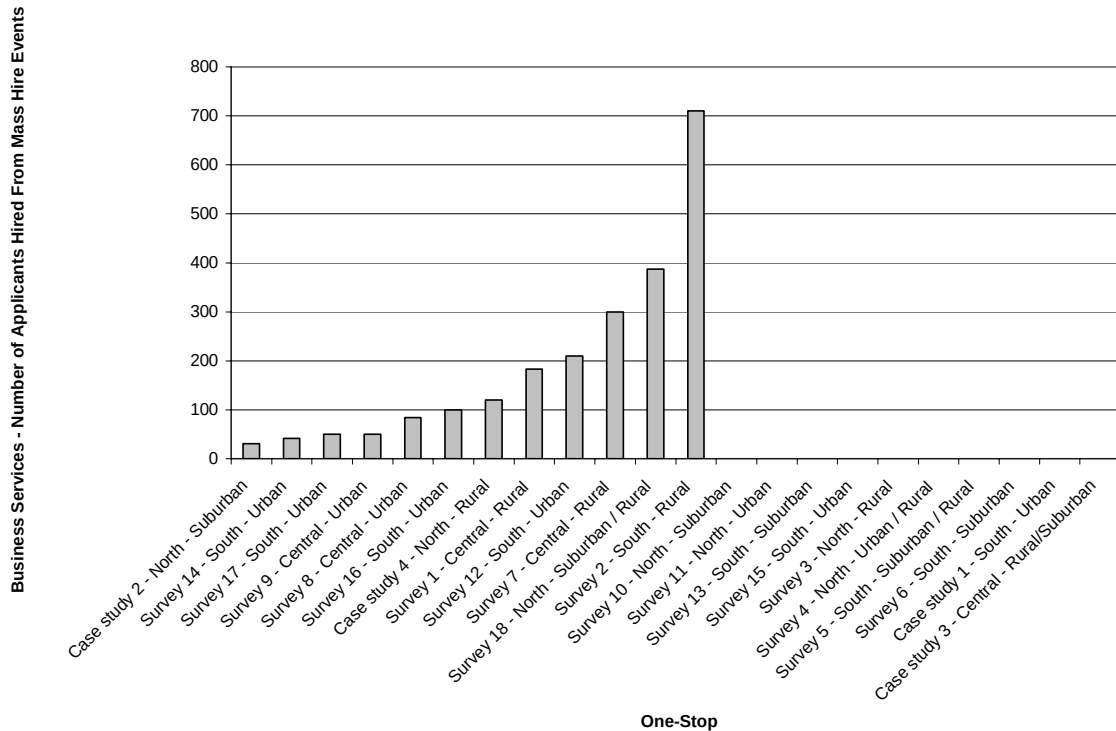


Figure B-5: Cost per Youth Academic Support Participant Attaining Credential

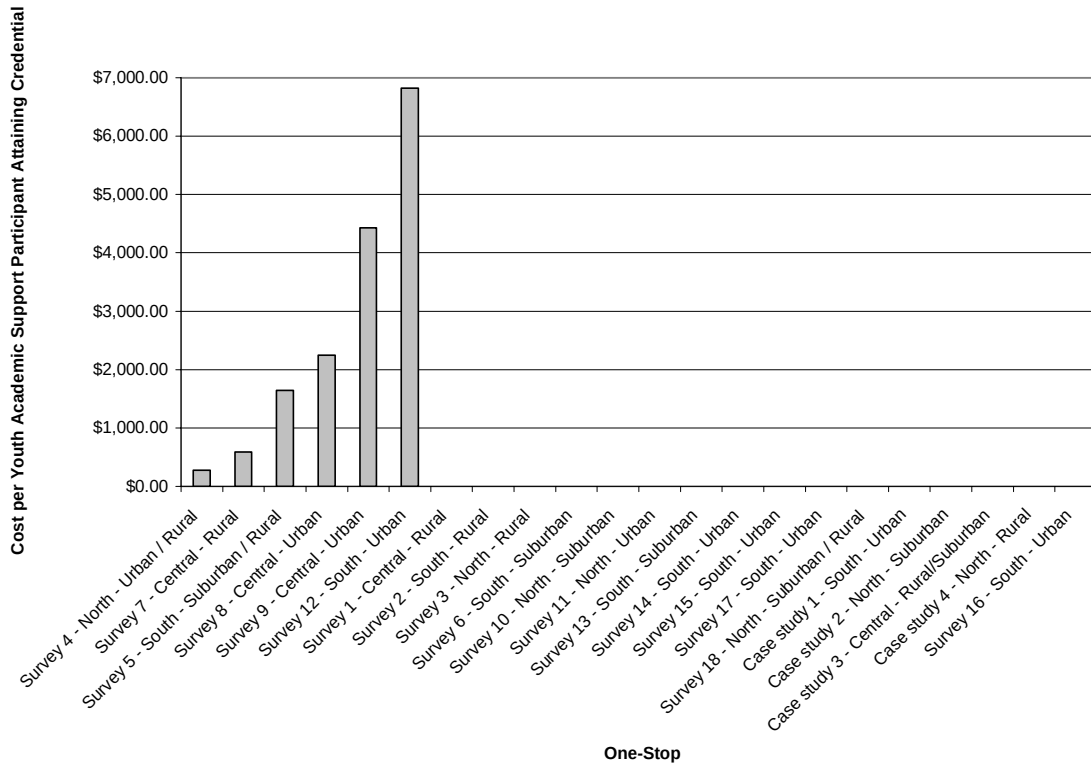


Figure B-6: Volume of Youth Academic Support Participants Attaining Credential

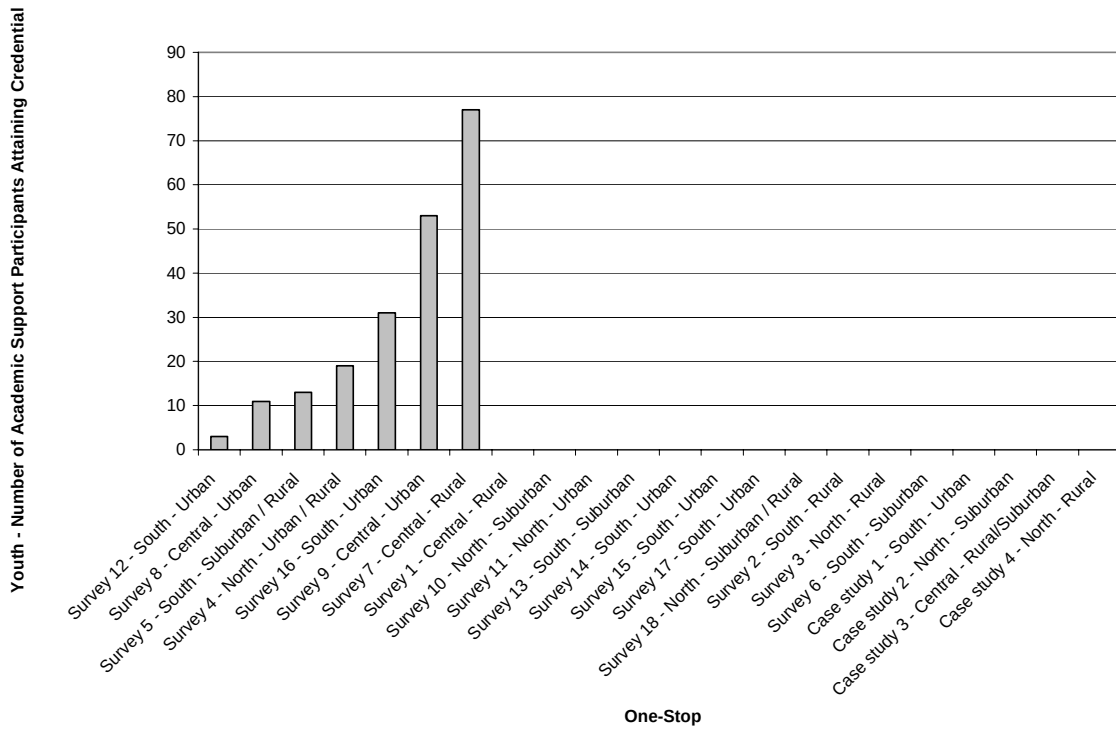


Figure B-7: Cost per Youth Meeting or Appointment

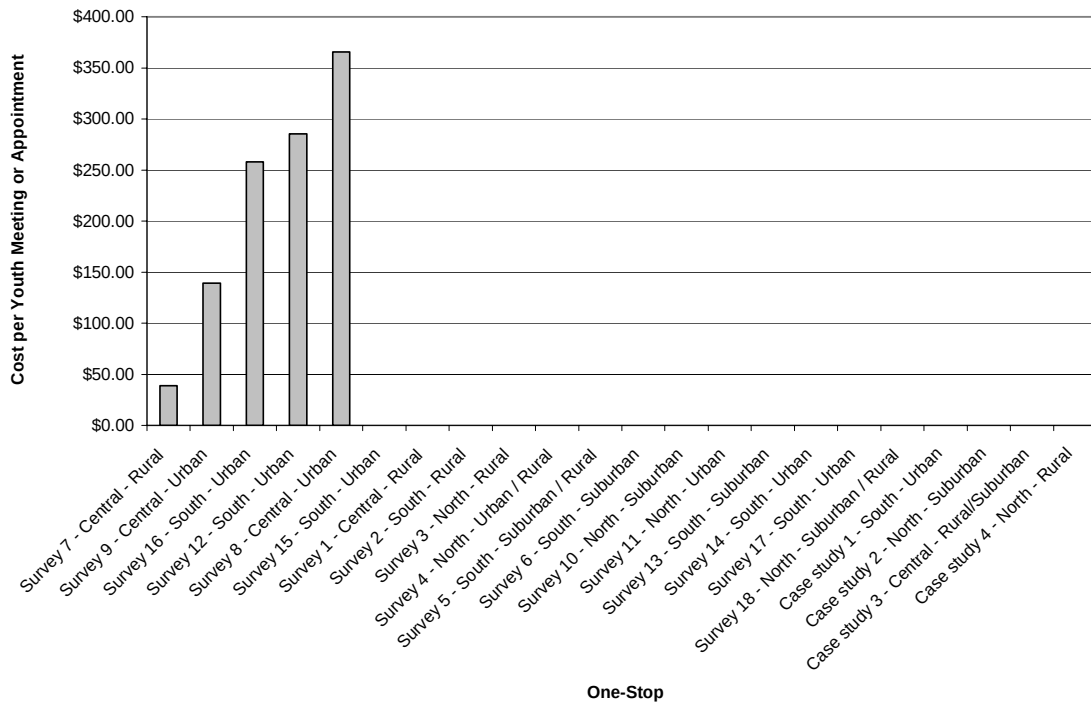
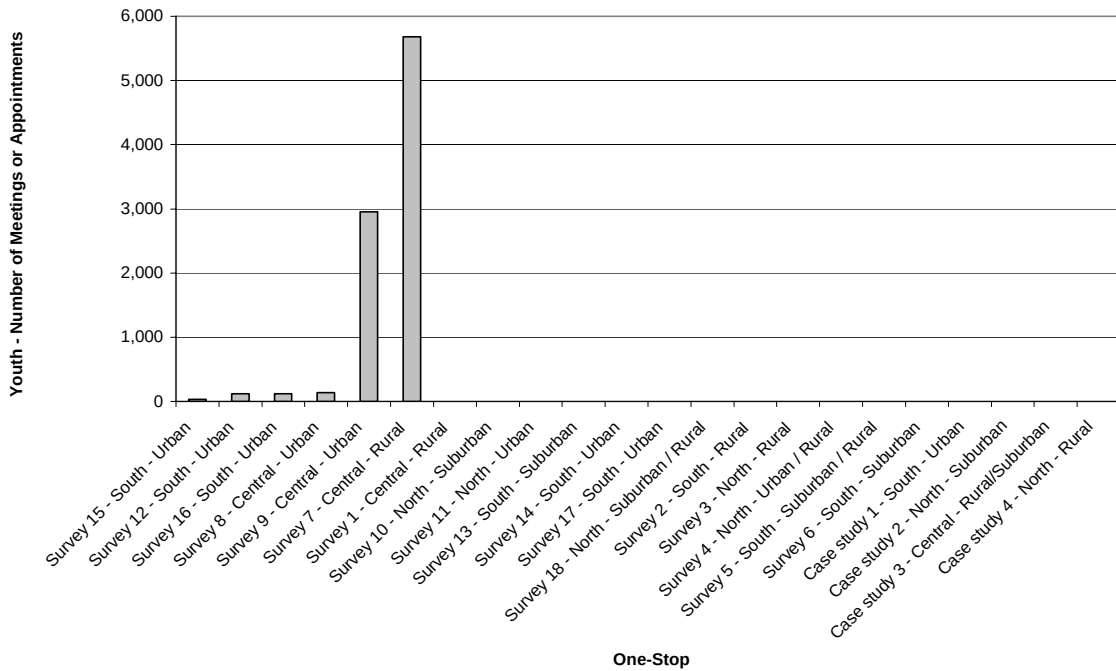


Figure B-8: Volume of Youth Meetings or Appointments



Appendix C: Individual Case Study Reports

Appendix C-1:
**Case Study 1 – Southern California Urban One-Stop
Report**

SoCal Urban One-Stop Case Report

Background

The SoCal Urban One-Stop is part of a local area which includes eight cities and some county territory in a large metropolitan area in Southern California. The local area, which we will call the Multi-City WIB, operates four full service One-Stops. Three are operated by contracting with local cities, and a fourth (SoCal Urban One-Stop) is managed by the city government which also manages the WIB and the local area.

The Multi-City local area is very entrepreneurial. It has won contracts and grants from a number of agencies at the State and county level. While the Multi-City formula grant from WIA in 2004-05 was less than 44 million, the WIB's total revenues were over \$14 million.

SoCal Urban One-Stop Description

The SoCal Urban One-Stop serves three cities and a piece of county territory with a diverse population. It is located in a multi-story office building, on a busy street in the center of the largest of the cities. The One-Stop is spread out over three floors within the building. The facilities include a large resource room, a computer lab, numerous offices for counselors, and several classrooms and meeting rooms. The One-Stop is busy, averaging 100 visits a day to its resource room.

The list below shows the agencies which are official partners of the One-Stop. The agencies in bold are agencies which provide significant measurable contributions to the One-Stop's operations and are featured in our analysis.

Table C1-1: Partners Who Contribute and Do Not Contribute in the One-Stop

<i>Measurable Contributions In One-Stop</i>
• State of California Employment Development Department, • California Department of Rehabilitation, • Small Business Development Corporation (at local Community College) • City Adult School
<i>Without Measurable Contributions in One-Stop</i>
• Local Community College, • California State University, Local, • County Department of Social Services, • City Housing Services, • US Veterans Administration, • City Action Agency, • Regional Occupation Center , • the Youth Collaborative, and the • Regional Native American Center.

Defining the One-Stop Boundaries

For the purposes of our analysis we had to define what was inside and what was outside the One-Stop. For example, down the street from the One-Stop was a Salvation Army facility to which the One-Stop referred people. Should the costs of that operation be in our analysis? Similarly, the Community College operated programs in the One-Stop building, but these programs did not serve One-Stop customers except incidentally, while the City Adult Education unit in the One-Stop ran General Education Development (GED) and other programs just for One-Stop Clients in the One-Stop. To make these decisions consistent we developed an “operational definition” of what was and what was not considered a One-Stop activity for the purpose of our analysis:

Activities and agencies are included in the analysis if they provide workforce services to One-Stop clients and if the services meet one of the following conditions: (1) under the One-Stop’s Roof or (2) Provide customized services to One-Stop clients based on a formal agreement.

Based on this definition the Community College operation is excluded and the City Adult Education operation is included. It is also important to note that while the local area’s youth program was under the supervision of the One-Stop manager, it was not physically in the One-Stop in the year studied, so it is excluded. Similarly most training is provided through ITAs (Individual Training Accounts) where the One-Stop will contract with another agency to train a client. Hence, we included in our analysis the cost of assessing the client and supervising the ITA, but the actual cost of training - because it occurred outside the One-Stop - was excluded.

One-Stop Structure

The One-Stop is managed by a center director. Based on our observations and discussion with WIB and One-Stop staff we broke the work of the center into five responsibility centers¹⁸:

1. **The Resource Room:** The operation provides walk-in services such as on-line job searching, computers and printers for producing resumes and letters, career information, and referral information. Most clients self-serve, but staff from the One-Stop and the on-site EDD unit are available for brief one-on-one assistance. Any one who walks in and provides their name, address and social security number may use these services.
2. **Registered Services:** The registered services area provides one-on-one case management and referral to training and other services for clients who are formally registered in WIA or a county funded employment program for welfare recipients.
3. **Employer and Placement Services:** This unit markets the One-Stop’s services to employers while it also develops job prospects for clients. Members of this unit also provide direct placement assistance to clients as well as deliver services directly to employers, including rapid response services.

¹⁸ In the 2004-05 fiscal year, which was studied, the One-Stop director was also responsible for a Youth program which was housed at a separate site, with its own supervisor. While the payroll for this program was included in the One-Stop’s budget it is not included in our analysis.

4. **Director's Office and Administration:** The Director and her staff administer the One-Stop, manage relations with the central office and partner agencies, and interact with the public on behalf of the One-Stop.
5. **Partners:** Partners with significant operations under the One-Stop's roof such as EDD and the Local Adult Education program were treated as their own responsibility center in the fiscal analysis.

In the year we studied, 2004-05, the One-Stop had 32 people on its payroll. In addition there were EDD employees who worked under the One-Stop's roof providing services to clients. The local Adult Education unit had an operation in the One-Stop that included two classrooms and four staff that provided basic education to One-Stop clients. A Department of Rehabilitation (DOR) counselor was as at the center one morning a week. A Local Community College sub-let a substantial amount of space from the One-Stop. Its space included a computer lab and classroom which were used for various college activities, but since these activities were not specifically for One-Stop participants we did not include the space or the activities in our analysis.

Activity data gives an additional sense of the level of activity of the One-Stop. In the 2004-05 year studied there were over 24,500 visits to the One-Stop; about 100 visits a day. Over 6,600 individuals used the One-Stop. One thousand sixty-eight individuals were registered into various programs, 455 exited a program and 253 were placed. The One-Stop contacted 4,297 companies, and visited 480. Staff conducted 21 on-site recruiting events in which 2,441 job seekers participated leading to 280 being hired into jobs.

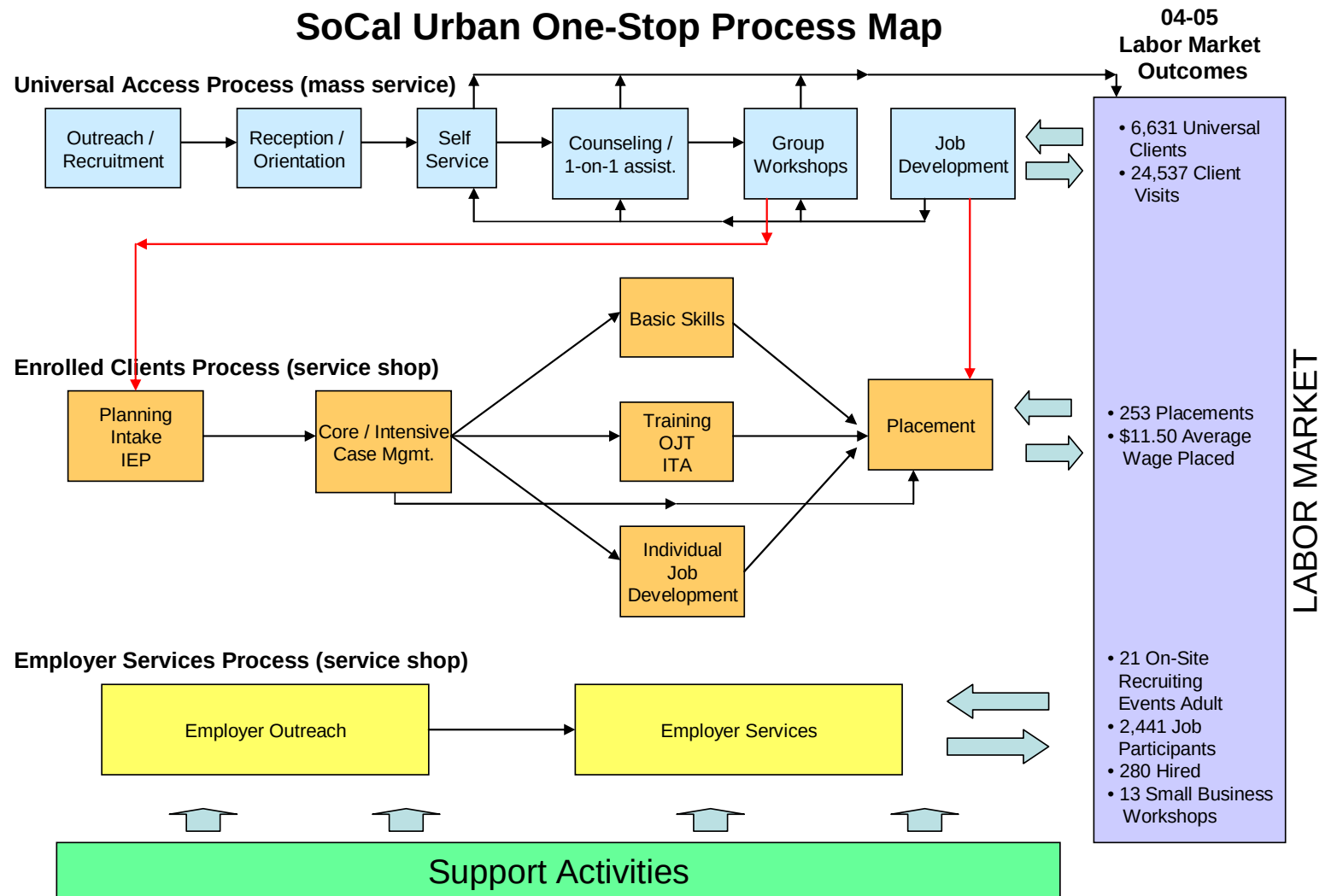
One-Stop Processes and Activities

We began our analysis by mapping the processes we observed in the One-Stop. We asked the One-Stop staff to validate this process map and help us define specific activities. Figure C1-1 shows the final process map, with the key measures of what the processes produce. This process map was the framework we used for estimating the costs of each activity and ultimately the costs of producing different products.

We found three major processes in the One-Stop:

1. **Universal Access Process:** This process served any citizen who came to the One-Stop seeking help. It provided a wide range of resources in a resource room, including career and labor market information, access to computers for job searching and resume preparation, access to phones and fax machines, limited one-on-one coaching and advice, and career oriented workshops.
2. **Registered Services Process:** This process provided longer-term services for clients who were registered in any of the various WIA or County funded workforce programs offered by the center.
3. **Employer Services Process:** This process provided a variety of services to businesses including 'Rapid Response Services' to businesses who were closing or laying off a significant number of workers, help hiring through referrals or setting up on site screening interviews, and referrals to other business assistance services.

Figure C1-1: SoCal Urban One-Stop Process Map



Process Cost Analysis

We began by taking the traditional line item budget for the One-Stop and the costs assigned to the One-Stop for support services and putting them into “responsibility centers”. These centers were recognized organizational units to which personnel and other costs could be assigned. Other responsibility centers were identified when there were significant shared resources such as classrooms, or in-house partners with significant contributions. Table C1-2 shows the total cost by responsibility center.

Partner Contributions

We attempted to measure the cost of each partner’s activities within the One-Stop. We found five partners that seemed to make a substantial contribution within the One-Stop. For DPSS, we were unable to get data on their contribution, but we expect that these contributions were relatively small. As the table indicates, while partners make a substantial contribution—over a quarter of all costs, the bulk of the resources come from a single partner, EDD. Other partners’ contributions are relatively small.

Table C1-2: Costs by Responsibility Center

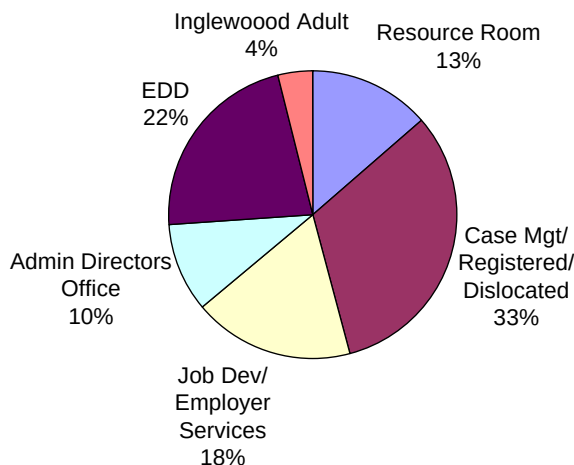
<i>Responsibility Center*</i>	<i>Cost</i>	<i>Percent of All Costs</i>
Resource Room	\$534,639	13.4%
Case Management (Registered, Dislocated)	\$1,277,836	31.8%
Job Dev / Employer services	\$723,210	18.1%
Admin Directors Office	\$392,436	9.9%
EDD	\$888,918	22.1%
Local Adult Education Program	\$149,000	3.7%
Local CC- SBDC	\$12,000	0.3%
Rehab	\$10,138	0.3%
Classrooms	\$16,387	0.4%
Total	\$4,004,564	100.0%

*The WIB administers the county’s welfare to work program. The funds expended in the One-Stop have been accounted for, but we attempted to get the costs of DPSS for administering the contract, but were unable to get an estimate.

As the table indicates, total cost for the 2004-05 program year was slightly above \$4 million dollars. In establishing these responsibility centers and costs, we distributed all support costs, such as accounting or rent, to the cost centers listed above, so is there is no responsibility center for support costs.

Figure C1-2 below indicates the percent of cost attributable to each responsibility center. As the Figure shows local area costs were 74% of all costs with partners making up the remaining 24%. EDD was the largest partner by far, accounting for 22% of all costs. Minor partners (Department of Rehabilitation and Local Community College) were less than one percent and are not portrayed in the figure.

Figure C1-2: Percent of Costs by Responsibility Center



Cost By Process and Activity

Our next step was to trace the costs of each responsibility center back to the activities that generated the costs. To understand the cost of each process, and the activities within each process we identified a number of “cost drivers” that allowed us to trace costs back to activities. The most important cost driver was staff time, since that was the largest budget item. We asked managers and many staff members to estimate the time they spent on different activities. We also looked at the physical space used for various activities and traced the cost of that space back to the various activities. We used the judgment of senior managers to distribute support cost across the activities. We used the same process with partners who made significant contributions to the One-Stop. Table 1-3 shows the cost of each activity, and also shows how much of those costs were supported directly by the One-Stop and WIB, as well as the portion attributable to partner contributions.

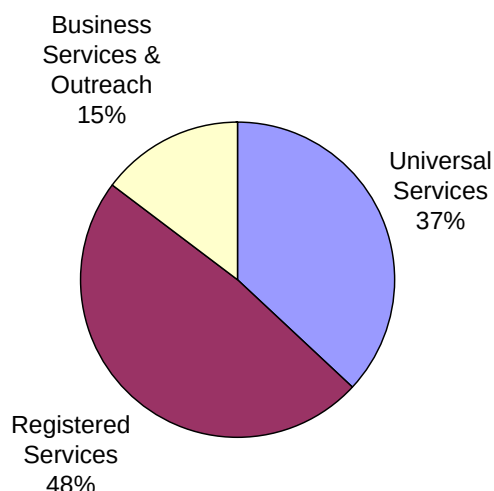
Table C1-3: Costs by Activity, One-Stop and Partner

<i>Activity</i>	<i>Total cost</i>	<i>One-Stop + WIB Support cost</i>	<i>Partner</i>
<i>Universal Activities</i>			
Outreach / Recruitment / Eligibility workshops	\$353,758	\$277,094	\$76,664
Reception Orientation	\$251,048	\$225,868	\$25,180
Self Service	\$179,289	\$167,693	\$11,596
Counseling 1-on-1 Assistance	\$577,882	\$262,537	\$315,345
Group Workshops	\$121,196	\$83,383	\$37,813
<i>Universal Total</i>	<i>\$1,483,173</i>	<i>\$1,016,575</i>	<i>\$466,598</i>
<i>Registered Activities</i>			
Planning / Intake / IEP	\$19,622	\$19,622	\$0
Core and Intensive Services (Case Mgt.)	\$1,081,158	\$892,815	\$188,343
Basic Skills	\$156,692	\$7,692	\$149,000
Training / OJT / ITA	\$69,867	\$46,864	\$23,003
Placement	\$446,804	\$373,436	\$73,368
Job Development	\$160,421	\$124,250	\$36,171
<i>Registered Activities Total</i>	<i>\$1,934,564</i>	<i>\$1,464,679</i>	<i>\$469,885</i>
<i>Business Services</i>			
Outreach	\$157,189	\$138,632	\$18,556
Services to Employers	\$429,461	\$324,445	\$105,017
<i>Business Services Total</i>	<i>\$586,650</i>	<i>\$463,077</i>	<i>\$123,573</i>
Grand Total	\$4,004,387	\$2,944,331	\$1,060,056

This table adds some valuable insights into how this One-Stop's costs are structured. Of the roughly \$4 million of costs, about \$1 million came from partner contributions. The great bulk of that came from EDD, which contributed over \$800,000, and much smaller contributions from three other partners. In a later section we look at partner contributions in more detail.

As Figure C1-3 below indicates, the largest investment was made in the registered services process, which consumed almost half of all costs, followed by universal activities, which consumed a little more than a third of all costs, and lastly business services, which consumed less than 15%.

Figure C1-3: Percent of Costs by Major Process



When we look at the cost of specific activities, we find that the highest costs in the Universal Access process were generated by “counseling and one-on-one assistance”. We can see that both One-Stop staff and EDD staff put substantial time into this activity, generating high costs. Outreach, recruitment and eligibility workshops were the second highest cost activity in this process.

In the registered process the largest costs by far were in core and intensive services activity, which generated well over half the costs in this process. It appears these large costs reflect the labor intensive nature of case management across all the various programs.

In the business services process the bulk of the costs were generated by providing services to businesses.

Cost By Product

The final step in our analysis is to estimate the costs of particular One-Stop products that are produced by processes and activities described before. One-Stops are a service business and it is often hard to distinguish between activities and products. For example, when a client has a one-on-one session with a counselor to review her resume, is the product a counseling session or is this event merely an activity leading to a product such as placement in a job? We did not worry too much about this distinction. In this case we were constrained by what the One-Stop measured; we could only estimate costs for products which were measured by the One-Stop. We could also only estimate costs when One-Stop staff could assign cost drivers – usually their time – to specific products. We were also interested in products that were likely to be found in other One-Stops, such as a universal access visit, or a workshop. The list of products in Table C1-4

below are thus those products on which we had measures of volume and which we thought would be common to other One-Stops and thus could provide some valuable insights about managing One-Stops.

Before we could calculate the costs for each activity or product, we needed to deal with an additional methodological problem, the problem of “joint costs” (see Text Box C1-1). Joint costs are those costs that are shared by various products. For example, reception is an activity that supports many products such as universal access visits, case management, job placement and others. It is difficult to break that cost down to get an accurate estimate of the cost of reception for each product.

Text Box C1-1: The Problem of Joint Costs

Some of the “cost-per” calculations are afflicted by a condition known as the “joint cost” or “joint product” or “joint revenue” problem. This condition occurs when two or more products are produced using a single, indivisible input (or are associated with a single bundled revenue stream). This creates ambiguity when we try to compute the cost-per of the separate outputs.

A common example is that of raising chickens. An input is the feed. Outputs include chicken wings, chicken legs, and chicken breasts. We may know the chicken ate 9 pounds of food, but we do not know exactly how much of that food went to the chicken’s wings, legs, or breasts. In this example, the cost-pers would likely be approximated by apportioning the cost of the chicken feed according to either the weight of each of the component outputs, or the revenue associated with the component outputs. So, an approximation in this example is only an estimate, but is possible.

However, other cases of joint costs are more difficult to solve. These more difficult cases occur when the revenue for a component product is hard to determine (or when there is no revenue associated with a particular product), and when the product has no physical weight (or when the weight is not clearly related to revenue). This is the nature of a One-Stop’s operations. Consider the resource room, for example. We can determine the total amount a One-Stop spent on the resource room. We can even calculate how much it cost to make the resource room available, on a per-person basis, for the year. But then some people who use the resource room will end up producing a resume, and others will end up producing a job search plan. There is no good way—as far as we can see at this point—to know how to apportion the cost of the resource room across those separate outputs. These outputs have no apparent revenue associated with them, and they have no physical weight. So, a calculation of the “cost per resume” or “cost per job search plan” would be very difficult.

In making our estimates we tried to get as close as possible to the unique costs of a product. In cases where we could not break down the joint costs we assigned the whole pool of costs to multiple products. The tables below include notes on how we made our decisions. In some cases we were not able to isolate the costs of the product but we did have measures of how much of the product was produced. In these cases we reported the amount of the product without a cost estimate.

Table C1-4: Cost for Universal Access Products

<i>Product</i>	<i>Cost Per Unit</i>	<i>Number of Units</i>	<i>Total Cost</i>	<i>Note</i>
Number of unique visitors	\$224	6,631	\$1,483,173	1
Total of visits	\$41	36,686	\$1,483,173	2
Service events	\$19.40	76,434	\$1,483,173	3
Individuals attended orientation sessions		1,547		
Self-service service events	\$2.35	76,434	\$179,289	4
Self-service self-administered assessments		900		
Counseling & 1-on-1 assistance events	\$28	21,000	\$577,882	5
Group workshops - # workshops	\$2,886	42	\$121,196	6
Group workshops - # people served	\$235	516	\$121,196	7
Job development - # job openings identified	\$334	480	\$160,421	8

*refer to Table C1-7 for further explanation of calculations

The analysis of Universal Access products provides some valuable insights into the costs of this One-Stop. A Universal Access client was served for about \$224, and a single visit to the resource room cost about \$41, a self-serve event such as looking at job listings or faxing a resume costs about \$7. Brief one-on-one counseling events cost \$28. The cost of running a workshop was \$2,886.

Table C1-5: Cost of Registered Service Products

Product	Cost Per Unit	Number of Units	Total Cost	Note
Lower-bound estimates (excludes placement & job development)				
Registered clients	\$1,243	1,068	\$1,327,339	9
New registered clients	\$2,212	600	\$1,327,339	
Exited	\$2,917	455	\$1,327,339	
Placed	\$5,246	253	\$1,327,339	
Mid-range estimate (including placement & job development)				
Registered clients	\$1,811	1,068	\$1,934,563	10
New registered clients	\$3,224	600	\$1,934,563	
Exited	\$4,252	455	\$1,934,563	
Placed	\$7,646	253	\$1,934,563	
Upper-bound estimate (further adds outreach, employer services)				
Registered clients	\$2,361	1,068	\$2,521,213	11
New registered clients	\$4,202	600	\$2,521,213	
Exited	\$5,541	455	\$2,521,213	
Placed	\$9,965	253	\$2,521,213	
Other Registered Services				
Average wage at placement		\$11.50		
Registered customers placed	\$1,766	253	\$446,804	12
# STEP clients		124		
# Individual Employment Plans (IEPs)		150		
Case management - # services reported	\$1,223	884	\$1,081,158	13
Case management - # cases managed	\$3,266	331	\$1,081,158	14
Basic Skills - GED - # people		51		
Basic Skills - GED - total # person-hours		13,260		
Basic Skills - ESL - # people		25		
Basic Skills - ESL - total # person-hours		6,500		
Basic Skills - ABE - # people		21		
Basic Skills - ABE - total # person-hours		5,460		
Basic Skills - Citizenship - # people		2		
Basic Skills - Citizenship - total # person-hours		104		
Basis Skills - total # people served	\$1,583	99	\$156,692	15
Basic Skills - total # person hours	\$6.19	25,324	\$156,692	16
Training/OJT - # training enrollments		130		
Training/OJT - Adult Ed		0		
Training/OJT - Occ. Skills		110		
Training/OJT - OJT		16		
Training/OJT - Services		2		
Training/OJT - Co-enrolled training		2		
Placement - staff-assisted		253		
Job development - # participants	\$1,234	130	\$160,421	17

*refer to Table C1-7 for further explanation of calculations

For a variety of reasons we found it much more difficult to estimate the cost of Registered products, in part because it was not possible to completely break down the mix of services received by each individual and hence we could not solve the joint cost problem. We have estimated that on the whole, it cost between \$1,243 and \$2,361 to serve a registered client and about \$3,266 to provide case management services to a single client. The cost per case managed is based on JTA data indicating the number of cases managed; however, it is not completely clear that only 331 cases were managed during the year.

Table C1-6: Cost of Employer Services

<i>Product</i>	<i>Cost Per Unit</i>	<i>Number of Units</i>	<i>Total Cost</i>	<i>Note</i>
Companies contacted		4,297		
Companies visited		480		
Business expos & job fairs		23		
Mixers & events		75		
Phone contacts re: rapid response		900		
Flyers / newsletters mailed		3,760		
On-site recruiting events		21		
Job-seekers participated in on-site recruiting events		2,441		
Jobs Developed		496		
Job-seekers hired thru on-site recruiting events		280		

*refer to Table C1-7 for further explanation of calculations

Business services was the area where it was hardest to trace costs back to products because staff was unable to estimate the time they spent on various products. While we were able to estimate the total costs of business services we could not trace cost to individual outreach or service activities.

This final table presents our notes on how our calculations were made and serves as a reference for tables C1-4, C1-5 and C1-6.

Table C1-7: Notes on product Cost Calculations

<i>Note</i>	<i>Numbers</i>	<i>Formula for Numerator</i>
1	\$534,638 - \$16,387	total of the following activities: outreach/recruitment/eligibility workshops, self-service, counseling/1-on-1 assistance, group workshops, reception/orientation
2	\$534,638 - \$16,387	total of the following activities: outreach/recruitment/eligibility workshops, self-service, counseling/1-on-1 assistance, group workshops, reception/orientation
3	\$534,638 - \$16,387	total of the following activities: outreach/recruitment/eligibility workshops, self-service, counseling/1-on-1 assistance, group workshops, reception/orientation
4	\$179,289	total of self-service activity cost
5	\$577,882	total counseling / 1-on-1 assistance activity cost
6	\$121,196	total group workshop activity cost
7	\$121,196	total group workshop activity cost
8	\$160,218	total job development activity cost
9	\$19622 + \$1,081,158 + \$156,692 + \$69,867	total of the following activity costs: planning/intake/IEP, plus intensive services, plus basic skills, plus training/OJT/ITA
10	#9 + \$446,804 + \$160,421	same as #9 but adds costs of the following activities: placement, job development
11	#10 + \$157,189 + \$429,461	same as #10 but adds costs of the following activities: outreach, employer services
12	\$446,804	total of "placement" activity
13	\$1,081,158	total of case management activity cost
14	\$1,081,158	total of case management activity cost
15	\$156,692	total of Basic Skills training activity cost
16	\$156,692	total of Basic Skills training activity cost
17	\$160,421	job development responsibility activity cost

Table C1-8 – SoCal Urban One-Stop Cost Tracing Worksheet - Dollars

Responsibility Center	Total Costs for Each Responsibility Center	ACTIVITIES												
		Outreach / Recruitment / eligibility workshops	Reception Orientation	Self Service	Counseling 1-1 Assistance	Group Workshops	Planning/ Intake/ IEP	Core and Intensive Services (case mgt)	Basic Skills	Training / OJT / ITA	Placement	Job Development	Outreach	Services to Employers
One-Stop														
Resource Room	\$534,639	\$84,636	\$157,593	\$136,887	\$58,220	\$22,137	\$0	\$16,554	\$0	\$675	\$20,078	\$6,090	\$3,393	\$27,957
Classrooms	\$16,387					\$16,387								
Case mgt/ Registered/Dislocated	\$1,277,836	\$17,010	\$26,284	\$0	\$142,705	\$29,476	\$0	\$830,071	\$0	\$0	\$157,172	\$4,645	\$21,723	\$48,718
Job Dev/ Employer services	\$723,210	\$144,642	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$180,803	\$90,401	\$90,401	\$216,963
Admin Directors Office	\$392,436	\$30,806	\$41,991	\$30,806	\$61,612	\$15,383	\$19,622	\$46,190	\$7,692	\$46,190	\$15,383	\$23,114	\$23,114	\$30,806
One-Stop subtotal	\$2,944,508	\$277,094	\$225,868	\$167,693	\$262,537	\$83,383	\$19,622	\$892,815	\$7,692	\$46,864	\$373,436	\$124,250	\$138,632	\$324,445
Expense by activity as %	100.0%	9.4%	7.7%	5.7%	8.9%	2.8%	0.7%	30.3%	0.3%	1.6%	12.7%	4.2%	4.7%	11.0%
Partner Contributions														
EDD	\$888,918	\$76,258	\$24,775	\$11,596	\$306,221	\$37,813	\$0	\$188,343	\$0	\$23,003	\$73,368	\$35,968	\$18,556	\$93,017
Rehab														
Local Adult Education	\$149,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$149,000	\$0	\$0	\$0	\$0
Local- SBDC	\$12,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$12,000
DPSS- Step Indirect														
Partner contribution subtotal	\$1,049,918	\$76,258	\$24,775	\$11,596	\$306,221	\$37,813	\$0	\$188,343	\$0	\$172,003	\$73,368	\$35,968	\$18,556	\$105,017
Partner contribution by activity as %	100.0%	7.3%	2.4%	1.1%	29.2%	3.6%	0.0%	17.9%	0.0%	16.4%	7.0%	3.4%	1.8%	10.0%
Total cost for activity	\$3,994,426	\$353,353	\$250,642	\$179,289	\$568,758	\$121,196	\$19,622	\$1,081,158	\$7,692	\$218,867	\$446,804	\$160,218	\$157,189	\$429,461
Total cost by activity as %	100.0%	8.8%	6.3%	4.5%	14.2%	3.0%	0.5%	27.1%	0.2%	5.5%	11.2%	4.0%	3.9%	10.8%

Table C1-9 – SoCal Urban One-Stop Cost Tracing Worksheet – Percent of Effort

Responsibility Center	Total Costs for Each Responsibility Center	ACTIVITIES												
		Outreach / Recruitment / eligibility workshops	Reception Orientation	Self Service	Counseling 1-1 Assistance	Group Workshops	Planning/ Intake/ IEP	Core and Intensive Services (case mgt)	Basic Skills	Training / OJT / ITA	Placement	Job Development	Outreach	Services to Employers
One-Stop														
Resource Room	\$534,639	15.8%	29.5%	25.6%	10.9%	4.1%	0.0%	3.1%	0.0%	0.1%	3.8%	1.1%	0.6%	5.2%
Classrooms	\$16,387													
Case mgt/ Registered/Dislocated	\$1,277,836	1.3%	2.1%	0.0%	11.2%	2.3%	0.0%	65.0%	0.0%	0.0%	12.3%	0.4%	1.7%	3.8%
Job Dev/ Employer services	\$723,210	20.0%									25.0%	12.5%	12.5%	30.0%
Admin Directors Office	\$392,436	7.9%	10.7%	7.9%	15.7%	3.9%	5.0%	11.8%	2.0%	11.8%	3.9%	5.9%	5.9%	7.9%
One-Stop subtotal	\$2,944,508													
Partner Contributions														
EDD	\$888,918	8.6%	2.8%	1.3%	34.4%	4.3%		21.2%	0.0%	2.6%	8.3%	4.0%	2.1%	10.5%
Rehab	\$10,138													
Local Adult School	\$149,000									100.0%				
Local- SBDC	\$12,000													100.0%
DPSS- Step Indirect														
Partner contribution subtotal	\$1,060,056													

Appendix C-2: Case Study 2 – Northern California Suburban One-Stop Report

NoCal Suburban One-Stop Case Report

Background

The NoCal Suburban One-Stop serves a consortium of several largely suburban cities in Northern California. The local economy is characterized by a large number of high-tech companies and a manufacturing sector that has experienced substantial change in the last 10 years. A Workforce Investment Board provides policy direction.

The vision of the center focuses on serving as a hub to bring together a large array of public agencies and private employers to promote economic growth and opportunity in the region.

The One-Stop has been aggressive in seeking funding beyond its formula grant. Overall One-Stop costs in 2004-05 were slightly less than \$10 million, including the costs of all partners.

NoCal Suburban One-Stop Description

The One-Stop has a large welcoming facility. The One-Stop is adjacent to a civic center and on several bus lines. Staff take great pride in the One-Stop and the quality of its services.

The One-Stop operates, in a sense, under two brands or two organizations. The first is the NoCal Suburban Training Association, which is an employment and training agency. The second is an association of over 30 partner agencies which serves businesses and individuals through the One-Stop. The local WIB leads both programs. The programs are marketed to the community separately but delivered through the One-Stop.

The One-Stop prides itself in being at the hub of a large network of local agencies, public and private. The list below shows the agencies which are official partners of the One-Stop. The agencies in the first section are agencies which provide significant measurable contributions “under the roof” of the One-Stop in the 2004-05 program year and are featured in our analysis. The rest are agencies that partner with the One-Stop in various ways but do not provide services in the One-Stop which we were able to measure.

Table C2-1: List of Partners¹⁹ 2004-05

Partners with a Measurable Cost Contribution in the One-Stop

- State of California Employment Development Department,
- City Adult Schools, (3 partners, 1 measurable contributor)
- Local Community Colleges (3 partners, 1 measurable contributor),
- Employment services for the disabled
- Local Job Corp
- State Department of Rehabilitation

Partners Without a Measurable Cost Contribution in the One Stop

- County Social Service Agency
- University of California, Local, Extension
- Public Library
- Care Community Employment Services (mental health and employment services)
- Applied Tech Services (customized training)
- Options Inc. (disabled services)
- Credit Counseling (non-profit community based credit counseling)
- Optimism Services (employment service to the disabled)
- County Housing authority
- National Council on Aging
- Step Up Center (veterans services)
- Youth employment office (youth program partially funded by local government and WIA)
- Job Training Institute (employment services for disadvantaged students)
- Professional Development Services (customized training)
- Employment Club (job club)
- Older Worker Organization (no-fee referral service for people over 55)
- Vision Foundation (services for the blind and visually impaired)
- Brain Injury Services (services for people who have suffered brain injuries)
- Local Independent Living Centers (services to help the disabled live independently)
- Small Business Development Center
- Employment Help (career services for the working poor)
- Access (services for the disabled)

Defining the One-Stop Boundaries

For the purposes of our analysis we had to define what was inside and what was outside the One-Stop. For example, the nearby library was available to One-Stop clients and provided computer access when the One-Stop was closed or full, but since it was not “under the One-Stop roof”, it is not included in our analysis. To make these decisions consistent we developed an “operational

¹⁹ Names of some partners have been changed to protect the anonymity of the One-Stop.

definition” of what was and what was not considered a One-Stop activity for the purpose of our analysis:

Activities and agencies are included in the analysis if they provide workforce services to One-Stop clients and if the services are provided in the One-Stop facility.

Based on this definition the activities of many partners are not included in this analysis because they take place away from the facility. While these partnerships are real, we were not able to put a cost on the services provided. To do so would mean tracing costs of services received by One-Stop clients through a large system of support agencies, requiring us to analyze innumerable budgets. For example, if a client walks to the local library and uses a computer to search for jobs, we would have to calculate the cost of that event and somehow count the number of times this happened. Or in another case, a housing agency may have given a client advice about how to find housing; again we would have to find out how many such events took place and attempt to cost the event. This type of tracing through the large complex employment and social service network found in the county was simply not possible.

We analyzed the youth services differently. Youth services are mostly delivered away from the One-Stop center, but by staff that are often housed in and managed by staff in the One-Stop. Since this is viewed by the staff as core program, and managed as part of the One-Stop, it is included in our analysis, even though much of the activity did not take place “under the roof”. Doing this also allowed us to include a youth program in one of case studies which we viewed as important for setting up the larger survey which would come later in study, and would need to include youth.

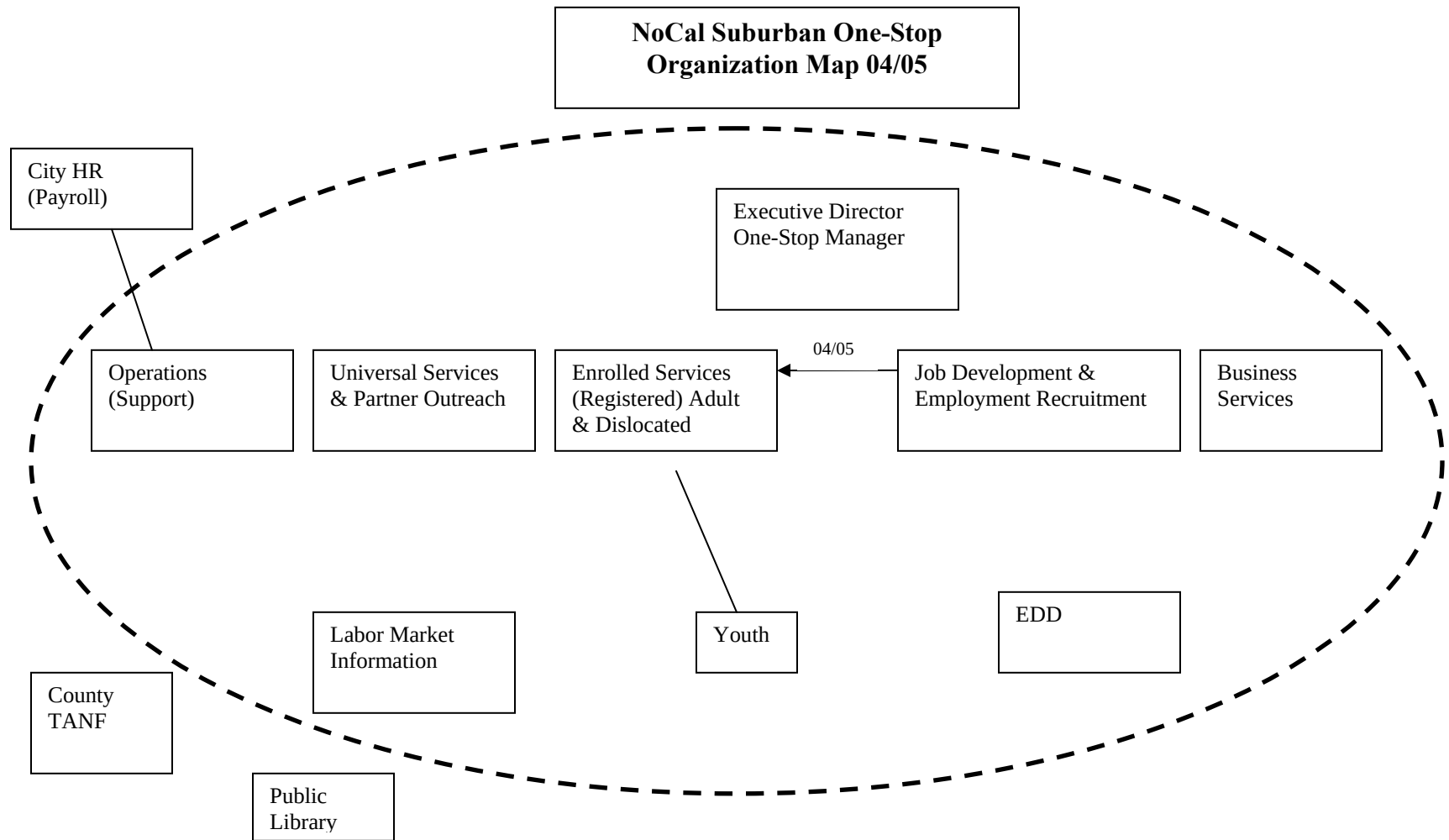
One-Stop Structure

The local area has an Executive Director in the One-Stop but the One-Stop itself is managed by the One-Stop manager. The graphic below shows our initial map of the One-Stop, as the local staff saw it. Units inside the oval are “inside” the One-Stop and units outside the One-Stop are outside the oval. The goal of our analysis was to understand the costs of each unit and what they produced.

After discussion with staff and analysis of available data we reduced this map to seven responsibility centers for which we could reliably identify costs and services produced. The responsibility centers are the units through which the city-paid One-Stop staff deliver services and the partners who have measurable operations under the roof. The final list of responsibility centers used in our analysis is:

- Universal Services Unit (includes staff and facilities providing universal services)
- Enrolled Services Unit (includes staff and facilities providing WIA Adult and Dislocated workers services)
- Business Services (includes staff and facilities providing business services)
- Youth Services (includes staff and facilities providing youth services)
- EDD (includes EDD staff and facilities “under the One-Stop roof”)
- Local Adult Education (includes local school district staff providing ESL classes)
- Local Job Core (includes staff providing information about Job Corp and serving participants).

Figure C2-1: NoCal Suburban One-Stop Organization Map 04/05



In the year we studied, 2004-05, the One-Stop had 99 people directly on its WIA funded payroll and spent a total of \$8.6 million. In addition there were 10-12 EDD employees who worked under the One-Stop's roof providing services to clients, who accounted for about \$1.2 million in costs. Other partners occasionally had staff working under roof, seeing clients, offering workshops, participating in job fairs etc.; these costs totaled about \$77,000.

Activity data gives an additional sense of the level of activity of the One-Stop. We look at activities as taking place within four processes (defined later): A "Universal Services Process", "Enrolled Services Process", "Youth Services Process" and "Business Services Process". Below we provide some of the key indicators of level activity for each process.

The One-Stop is a busy place. In the 2004-05 year studied in the "Universal Process" there were over 53,000 visits to the One-Stop; over 200 visits a day. Over 6,600 individuals used the One-Stop, and over 77,000 service events took place. The One-stop has a swipe card system which it uses to keep track of visits and attendance at various activities.

Universal Service Process Activities

- 6,676 unique clients visited center
- 5,688 new members joined the center
- 53,614 unique center visits (one visit per client per day)
- 77,355 member services provided (includes Job Club attendance)

In Enrolled Services almost 2,000 clients received some form of individualized services.

Enrolled Services Activities

- 1,838 registered clients (including 1,090 new clients)
- 964 exiters
- 1,424 intake interviews
- 1,090 Individual Employment Plans (IEPs) developed
- 1,547 clients got intensive case management

The Business Services reached over 140 businesses.

Business Services Activities

- 115 new business clients established a strategic alliance with the One-Stop and received multiple services
- 24 returning clients got new service
- 98 rapid response events, reached 3,802 employees

Youth activities reached a over 3,000 youth while approximately 300 formally enrolled in WIA

Youth Activities

- 3,078 youth attended workshops
- 313 formally enrolled in WIA
- 133 placed in work experience
- 120 youth exited program

One-Stop Processes and Activities Analysis

We began our analysis by mapping the processes we observed in the One-Stop. We asked the One-Stop staff to validate this process map and help us define specific activities. Figure C2-2 shows the final process map, with the key measures of what the processes produced. This process map was the framework we used for estimating the costs of each activity and ultimately the costs of producing different products.

As we said previously, we found four major processes in the One-Stop:

- 1. Universal Access Service Process:** This process served any citizen who came to the One-Stop seeking help. It provided a wide range of resources in a resource room, including career and labor market information, access to computers for job searching and resume preparation, access to phones and fax machines, limited one-on-one coaching and advice, career oriented workshops and a large job club.

Within the Universal Access Service Process are a number of activities, as indicated on the process map. After passing through reception, clients may participate in any or all of these activities in any order. Key activities we identified included EDD help, where clients received help accessing EDD services such as filing an unemployment insurance claim, posting a resume on Cal Jobs, and getting information about specialized programs such as the Trade Adjustment Act or veterans programs. The center has touch screen kiosks which provide information about jobs and related programs services. Staff have drop-in appointments with clients where they orient new clients (or members as they are called) to the center's services and also provide information about enrolling in WIA funded programs, or other programs. The center offers a wide range of workshops, ranging from personal finance to interviewing skills to job search strategies. There is also self-service, where clients use the resources of the center to look for and apply for jobs. This is the most common activity. Clients search job listings, and they use computers to prepare letters and resumes. Clients also use phones and email to contact employers. While clients are self-serving they may seek and get some quick one-on-one assistance from staff who work in the center. One-on-one assistance may include help with writing a resume, help resolving a computer problem, or how to locate resources in the center. Finally, the center has a large job club which holds regular meetings. In the meetings job seekers help each other search for a job and learn from experts who make presentations to the club.

- 2. Enrolled Services Process:** This process provided longer-term services for clients who were registered in any of the various WIA, EDD or County funded workforce programs offered by the center.

Activities in the enrolled services process tend to move in a regular sequential pattern. Registered services begins with a formal intake process where clients' eligibility for particular programs is assessed and a plan for their program is developed in conjunction with a detailed needs assessment, which may involve skill testing. After the intake and assessment activities, clients' paths diverge. Some clients will be referred out to training, perhaps at a local community college or other training provider. Other clients will get case management, where a staff person will work intensively with them, helping them identify employment opportunities and coach them through the job search process. They may also get assistance with related problems such as transportation, child care or housing. Some clients will go directly to placement services. Clients who complete training, or who are in case management, will also get placement services in order to help them land a job. Finally, after clients are placed, staff follow up on clients to make sure they are making a successful adjustment to employment and they arrange additional support services as needed.

- 3. Business Services Process:** This process provided a variety of services to businesses beginning with outreach and recruitment of businesses to make them aware of the center's business services. 'Rapid Response Services' are for businesses who were closing or laying off a significant number of workers; in this case staff will go to the business site and provide services to employees who are facing layoffs. "Staff Services and Assistance" help companies hire by referring applicants or setting up on-site screening interviews. Business service staff will also receive job listings from employers and help them fill positions by posting them in the One-Stop. The center has a large network of partners who provide other business services such as help with small business loan applications or developing business plans. The "Information and Resources" activities connect business with referrals to other business assistance services.
- 4. Youth Services Process:** The youth services process has two paths. The first path is called youth "universal" services. In this path youth are not registered in WIA but receive services such as workshops related to careers and employment. In the other path, youth are registered in WIA and receive case management, some get placement in work experience, and then youth are followed up to make sure they are successful in work or school after exiting the program. Many of these services were paid for with funds from local government. Youth services were managed from the One-Stop but principally delivered away from the One-Stop so are presented in a separate process map.

Figure C2-2: NoCal Suburban One-Stop Process Map

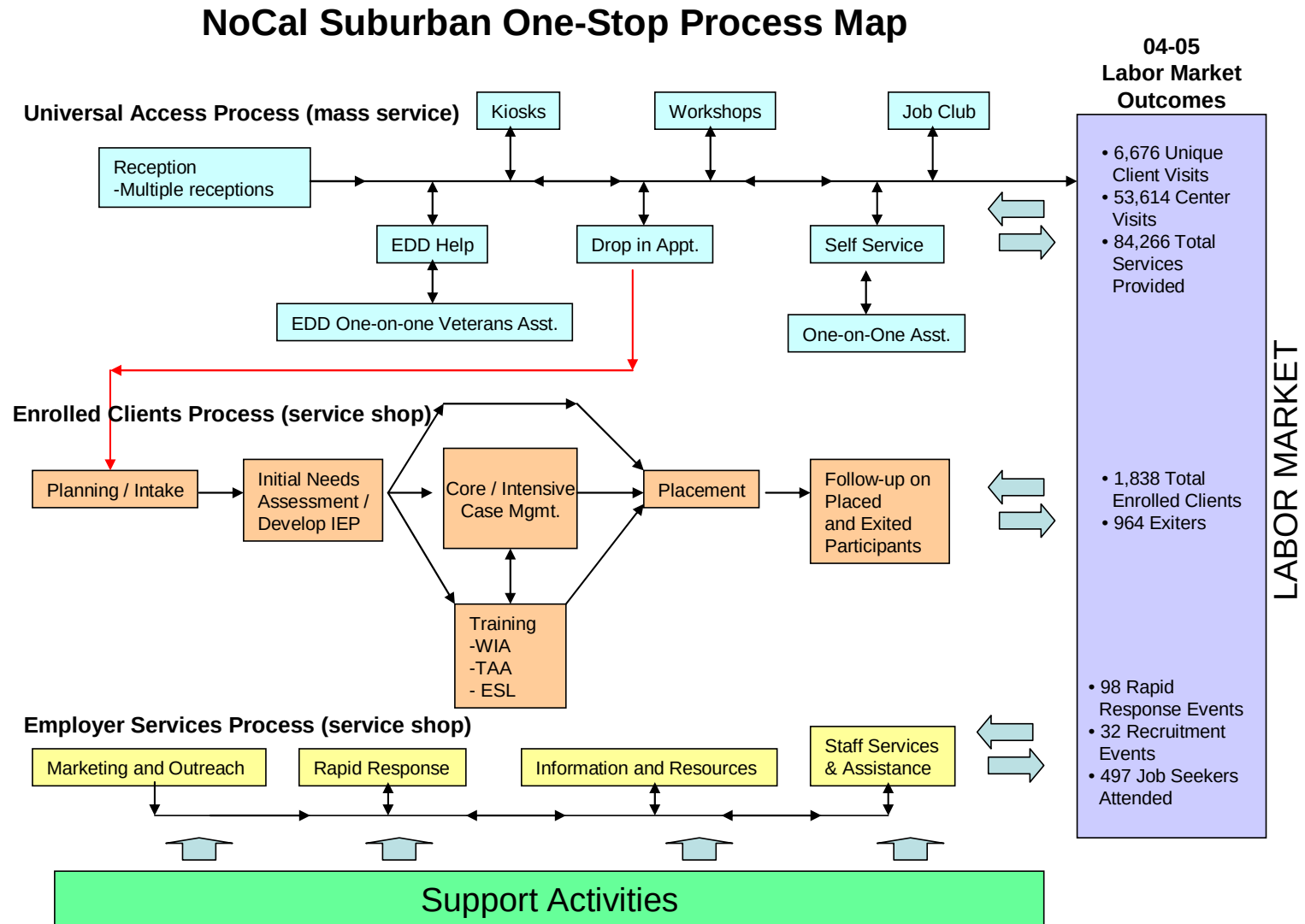
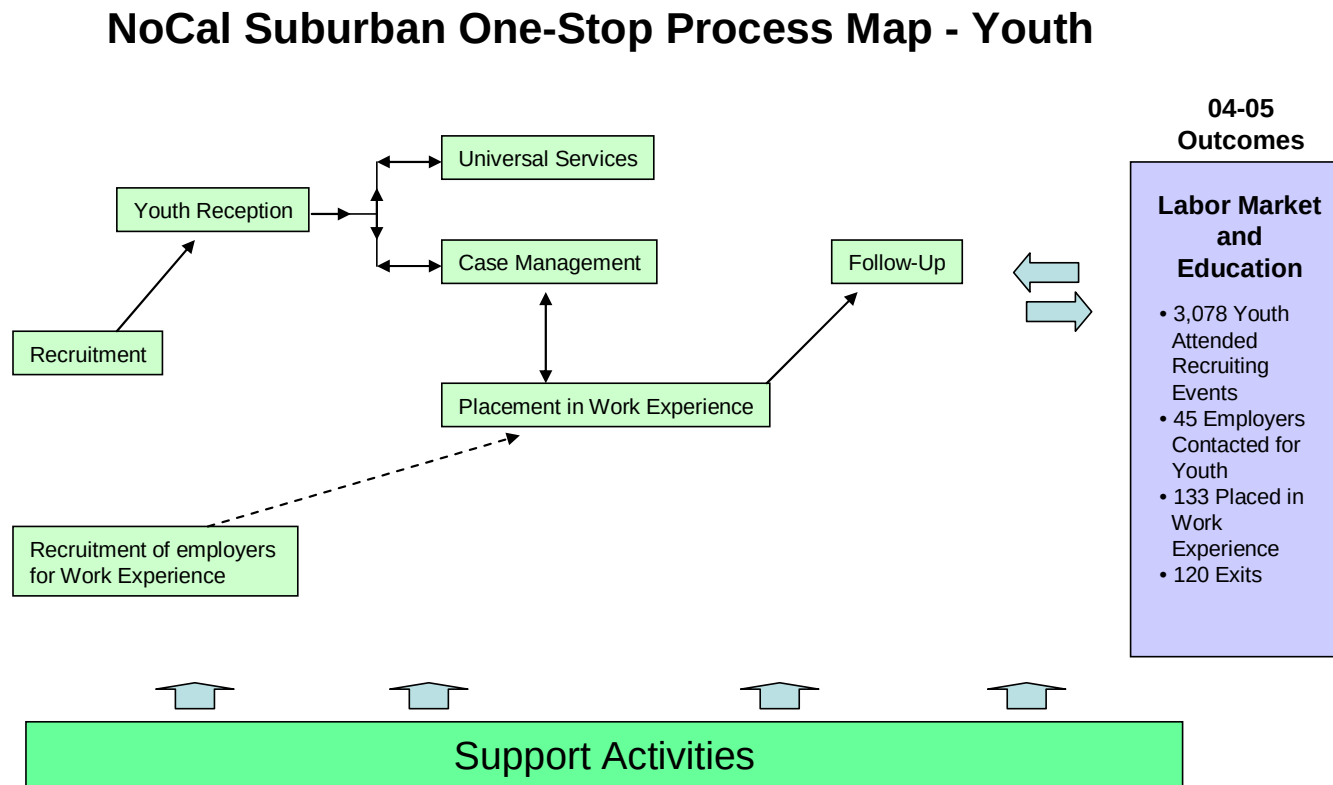


Figure C2-2: NoCal Suburban One-Stop Process Map - Youth



We attempted to measure what was produced by each activity we identified in the activity mapping exercise. In Table C2-2 we show the activity identified and the best available measures of services produced. This One-Stop kept much better track of its activities than most other sites but still, as the table indicates, we were unable to identify output measures for some activities, and we found multiple measures for others.

Table C2-2: NoCal Suburban One-Stop Processes and Activities with Measures of Services

Activity	Service Unit Measure 2004-05
Universal Service Process	6,676 unique clients visited center 53,614 unique center visits by clients (one visit per client per day) 5,688 new members 6,911 non-member services provided 58,408 member services provided 77,355 member services provided (including Job Club) 84,266 services provided 39,924 career center visits
Reception: Receiving of visitors/ Scheduling appointments in-person/ Answering phone inquiries	60 local college appointments. 124 DOR appointments. 117 disability navigator appointments. 171 IAW 365 PJSA 936 intake appointments. 43 Project Hired appointments
Self Service: Clients use resources of One-Stop to search for jobs, write resumes and letters, contact employers	6,676 unique clients visited center 53,614 unique center visits by clients (one visit per client per day)
One-on-one assistance: Drop-in appointments Orientation/ help completing One-Stop membership applications/ Referrals to partners and outside agencies. Help with Labor Market Information and EDD programs such as registering in CalJobs, checking out & troubleshooting computers, website maintenance	4,798 appointments 2,996 first appointments 1,802 repeat appointments 282 people not seen 25 BPAO appointments (Social Security issues) 2,593 service events 7,553 registered in CalJobs 20,049 total one-on-one assistance events
Job club activities:	18,947 Job Club services provided

Activity	Service Unit Measure 2004-05
Scheduling and arranging job club meetings, managing volunteers	2,402 member visits 200 meetings 72 orientation sessions 342 members reporting return to work 3,120 member volunteer hours Estimated 8,000 peer advising volunteer hours
Workshops Developing , delivering and supporting workshops Workshop Topics: Job Search Skills Workshops (Ace the Interview, Career Exploration, Holiday Job Search, Job Applications, Planning Your Job Search, Resume Facts, Strategize Your Job Search) Labor Market Info Workshops, Employment Shift: Public / Private, Entrepreneurship (SCORE) Self Assessment Workshops – (workshops – Discover You, Managing Your Bills, New Employee Success Tactics, Who Am I) Resume Critique Workshop	793 people attended Foundations workshop 5,316 people attended Universal workshops 148 EDD provided workshops
Job Development: Receive job listings and enter into CalJobs	12,624 jobs entered into CalJobs
Activities for Enrolled Clients (Adult, Dislocated, Other EDD Program, etc.)	
Enrolled WIA services	1,838 total registered clients 1,090 new registered clients 964 exiters
Planning/ intake/ developing IEP WIA participants	1,424 intake interviews
Initial needs assessment: Developing Individual Employment Plans (IEP) Soft skills assessment	1,090 IEPs developed 127 soft skills assessment
Managing cases / delivering other	1,441 core case management enrollments

Activity	Service Unit Measure 2004-05
core and intensive services WIA participants	1,547 intensive case management enrollments 1,061 veterans served by EDD Staff
Providing training services	465 new ITAs 85 ITAs carried over from previous year Trained adult school: 57 adult, 224 dislocated workers 173 soft skills workshop participants 14 clients x 216 hours of instruction = 2,024 hrs of ESL training 100 clients served with training from Trade Adjustment Act by EDD
Following up placed and exited WIA participants.	964 exiters
Activities for Youth	
Marketing and outreach for youth participants	160 new WIA youth enrollments 3,078 youth attended workshops
Managing cases	2986 visits 391 universal appointments
Managing work experience program	133 Youth placed in work experience
Recruiting employers for work experience	45 employers contacted 17 employers recruited
Universal services: Designing and delivering training and workshops	3 youth communication skills tutoring 4 youth 279 youth job search (universal) 3,078 attended off site workshops
Follow up participants	120 exiters followed up
Business Services	
• Marketing and Outreach	
Marketing and outreach to new and existing business clients	115 new recruited and received services. 65 marketing events for rapid response 24 existing clients receive new service
• Rapid Response	
Planning a Rapid Response	
Delivery of Rapid Response Services	98 companies served 3,802 employees served
Reporting and Follow-up	
• Network Services	
Network: Building partnerships with providers	
Assessing Business needs and matching resources	3 existing business clients referred to SBDC 8 new businesses referred to SBDC
Ongoing Account Management and Follow-up	

<i>Activity</i>	<i>Service Unit Measure 2004-05</i>
• Recruitment	
Get and distribute job listings	58 new companies had listing distributed 4 existing business clients had listings distributed
Set up employer presentations at One-Stop	31 recruitment events at One-Stop 497 clients attend 31 hires estimated
Economic Development Promotions and Networking	

Process Cost Analysis

Our cost analysis began by taking the traditional line-item budget for the One-Stop and the costs assigned to the One-Stop for support services and putting them into “responsibility centers”. These centers are recognized organizational units to which the costs of personnel and other resources are assigned. In-house partners with measurable contributions were treated as separate responsibility centers. If you refer back to Figure C2-1 you can see the organizational units from which we began. Working with One-Stop managers, we assigned all units on that organizational map to one of the responsibility units below. The costs of support units’ “operations and support” were tracked to the responsibility units listed in Table C2-3. These units parallel the processes described earlier, since most staff work exclusively with universal, enrolled or business services. Table C2-3 shows the total cost by responsibility center and the percent of total cost that could be traced to each center.

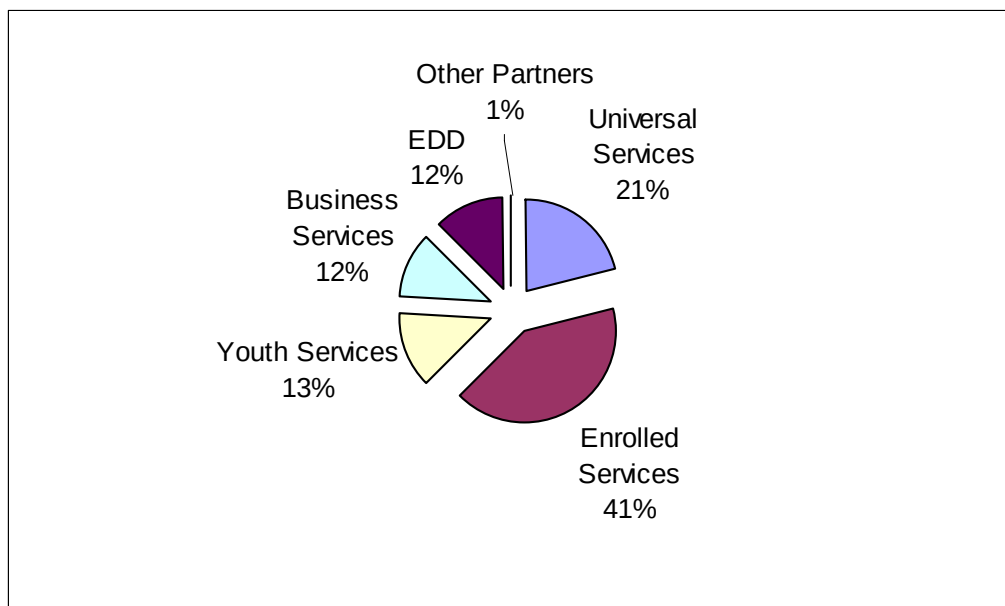
Table C2-3: Costs by Responsibility Center

<i>Responsibility Center</i>	<i>Cost 2004-05</i>	<i>Percent of Total Costs</i>
Universal Services	\$2,078,454	20.57%
Enrolled Services	\$4,095,043	40.54%
Youth Services	\$1,340,863	13.27%
Business Services	\$1,281,470	12.69%
EDD	\$1,227,850	12.15%
State Dept. of Rehabilitation	\$42,191	0.09%
Local Adult Education	\$9,200	0.22%
Local Job Core	\$21,947	0.05%
Local Disability Services	\$4,926	0.42%
Total	\$10,101,944	100.00%

As the table indicates, total cost for the 2004-05 program year was about \$10.1 million dollars. In establishing these responsibility centers and costs, we distributed all payroll as well as all

support costs, such as accounting or rent, to the responsibility centers listed above; so is there is no responsibility center for support costs. Figure C2-3 shows graphically the distribution of costs across responsibility centers.

Figure C2-3: Cost By Responsibility Center



The graph above shows that Enrolled Services consumed about 40% of all the costs with Universal services consuming about half as much, around 20%. EDD was the most significant partner by far, accounting for over 12% of all costs, while all other partners accounted for less than 1% of One-Stop costs

Cost By Process and Activity

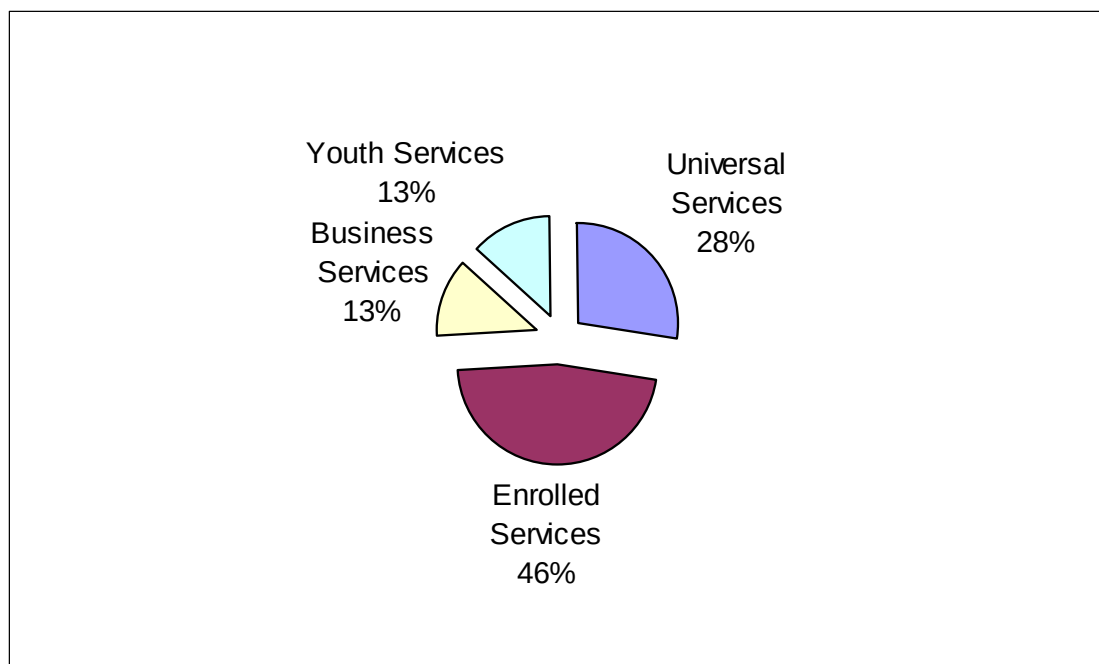
Our next step was to trace the costs of each responsibility center back to the processes and activities that generated the costs. To understand the cost of each process, and the activities within each process, we identified a number of cost drivers that allowed us to trace costs back to activities. The most important cost driver was staff time, since that was the largest budget item. To identify how staff time was spent we asked managers and many staff members to estimate the time they spent on different activities. We also estimated the amount of physical space used for various activities and traced the cost of that space back to the various activities. We used the judgment of senior managers to distribute support cost across the activities.

We used the same process with EDD and the Department of Rehabilitation, we asked senior managers to attribute staff time to the processes and activities we had mapped, then we had them estimate how support costs were used. In the case of smaller partners such as the Adult Education District, which were involved in only one or two activities, we had partners simply calculate their fully loaded costs for activities in which they were involved.

Our mapping of the processes and activities permits us to look at how resources are used at different levels of aggregations and how they relate to different outputs. For example, we can estimate the entire cost of the universal service process and calculate the average cost of serving a universal client. At a more disaggregated level we can look at the specific costs of job club activity and estimate the cost of serving a single job club member.

Figure C2-4 shows a highly aggregated analysis of the costs by each major process: universal service process, enrolled services process, business services process, and youth services process. Remember that we have now combined the costs of all responsibility centers and partners by process.

Figure C2-4: Percent of Cost By Process



As the figure indicates, the enrolled services process accounted for almost half the costs, while universal services process accounted for a bit more than a quarter. Youth and business services were each about one-eighth.

Table C2-4 shows a more disaggregated analysis of costs. Here you can see the cost of each activity. It also shows how much of those costs were supported directly by the local area, EDD and other partners. It's important to note that here we put partner costs into the processes and activities they support, unlike in the responsibility centers, where we broke out partner costs independent of activity. The activities here go into greater level of detail than in the original process map, as we found managers were able to trace costs, in some cases, to specific sub-activities. For example, within the enrolled services process, managers could trace the cost of providing case management activities to veterans in a specific EDD program. In this analysis we went to the most disaggregated level for which managers could estimate.

Table C2-4 shows a detailed break down of costs by processes, specific activities, and the contribution of various partners. A reminder: costs presented include labor, space, supplies and expenses, and support costs such as accounting. The table is broken out to show the costs of the local area, EDD and smaller partners. Overall the One-Stop had costs of about \$10 million in 2004-05.

Table C2-4: Cost Detail by Process and Activity

	<i>Local Area Cost</i>	<i>EDD Costs</i>	<i>Other Partner Costs</i>	<i>Total Cost</i>
Universal Services Process	\$2,078,454	\$684,270	\$34,038	\$2,796,762
Outreach and recruitment for participants			\$843	\$843
Reception: Answer point coverage – non-Job Seeker Center	\$332,553			\$332,553
Reception: At Job Seeker Center: receiving visitors, scheduling appointments, answering phone	\$374,122		\$1,668	\$375,810
Drop-in appointments	\$374,122			\$374,122
Information and referral Kiosks	\$62,354			\$62,354
One-on-one assistance in the resource room, help with LMI and EDD programs, checking out & troubleshooting computers, website maintenance	\$290,984	\$243,012	\$27,288	\$561,284
Assistance with CalJobs		\$127,901		\$127,901
Developing, delivering and supporting workshops	\$270,199	\$31,976		\$302,175
Job Development		\$140,691	\$4,219	\$144,910
Supporting job club activities	\$311,768	\$127,900		\$439,668
One-Stop support and administration for Universal activities	\$62,354	\$12,790		\$75,144
Activities for Enrolled Clients (Adult, Dislocated, Other EDD Program, etc.)	\$4,095,043	\$530,790	\$43,805	\$4,669,638
Planning / Intake	\$491,405			\$491,405
Initial Needs Assessment / Developing IEP	\$491,405			\$491,405
Managing cases / Delivering other core and intensive services (non EDD programs)	\$1,105,662		\$12,658	\$1,118,320
Providing training services	\$1,023,761			\$1,023,761
Soft Skills assessment / Training (PEP)	\$286,653			\$286,653
One-on-one services to Veterans		\$332,543		\$332,543
Trade Adjustment Act participant services		\$198,247		\$198,247
Learning Lab	\$122,851			\$122,851
ESL training (Adult Ed)			\$9,200	\$9,200
Following up placed and exited participants.	\$573,306		\$21,947	\$595,253

	<i>Local Area Cost</i>	<i>EDD Costs</i>	<i>Other Partner Costs</i>	<i>Total Cost</i>
Business Services	\$1,281,470	\$12,790	\$421	\$1,294,681
<i>Marketing and Outreach (Subtotal)</i>	<i>\$291,243</i>			<i>\$291,243</i>
Marketing and outreach to new business clients	\$232,995			\$232,995
Marketing to existing clients	\$58,249			\$58,249
<i>Rapid Response (Subtotal)</i>	<i>\$582,486</i>	<i>\$12,790</i>		<i>\$595,276</i>
Planning a Rapid Response	\$104,848			\$104,848
Delivery of Rapid Response services	\$122,322			\$122,322
Reporting and Follow-up	\$122,322			\$122,322
Information and resources	\$232,995			\$232,995
<i>Building partnerships with providers (Subtotal)</i>	<i>\$116,497</i>		<i>\$421</i>	<i>\$116,918</i>
Assessing Business needs and matching resources	\$46,599			\$46,599
Ongoing Account Management and Follow-up	\$69,898		\$421	\$70,319
<i>Staffing (Subtotal)</i>	<i>\$291,243</i>			<i>\$291,243</i>
Get and distribute job listings	\$101,935			\$101,935
Recruiter Services	\$87,373			\$87,373
Set up employer presentations at One-Stop for adult, dislocated worker and universal clients	\$72,811			\$72,811
Economic Development Promotions and Networking	\$29,124			\$29,124
Activities for Youth	\$1,340,863			\$1,340,863
Youth Answerpoint	\$67,043			\$67,043
Recruitment of youth participants	\$268,173			\$268,173
Universal Services for Youth	\$134,086			\$134,086
Managing cases	\$536,345			\$536,345
Recruitment of employers for work experience	67,043			\$67,043
Placement in work experience	67,043			\$67,043
Following up youth	201,129			\$201,129
TOTAL	\$8,795,830	\$1,227,850	\$78,264	\$10,101,944

Looking within the processes we gain some additional insights about where the \$10 million in costs were generated. Within the Enrolled Services Process, the largest costs were generated by case management and the provision of training services, over \$1 million each, out of total costs of \$4.6 million. (It is important to note that training costs do not include the costs of Individual Training Accounts (ITAs) and the vouchers that pay for training in the WIA system, because training is not provided “under the roof”). The costs of bringing clients into the programs were substantial, the cost developing plans and assessing clients amounts to almost \$1 million.

The next highest cost process was Universal Services at nearly \$2.8 million. Simply receiving clients, answering questions and managing the high volume of clients in the Universal Process

was the highest cost activity, with over \$700,000 in costs. It is important to note that due to the facility's structure and setting there are several reception areas and walk up stations where clients can get questions answered. Another high cost activity was the job club, which had costs of \$439,668. Job club costs include substantial investments from both the local area, over \$311,000, and EDD, about \$128,000. Providing workshops cost about \$300,000 dollars.

The Business Service Process had almost \$1.3 million in costs. In that area the highest costs were found in Rapid Response services, with costs over \$595,000. General marketing and outreach to businesses cost \$291,000 while marketing to new clients cost \$233,000.

In the Youth Services Process, case management was the most costly activity by far, \$536,000 out of a total cost of \$1.3 million. Recruitment of participants cost \$268,000 and follow-up cost an additional \$201,000.

Cost By Service Line

The final step in our analysis was to estimate the costs of particular One-Stop services produced by processes and activities described before. One-Stops are a service business and it is often hard to distinguish between activities and services. For example, when a client has a one-on-one session with a counselor to review her resume, is the product a counseling session or is this event merely an activity leading to a product such as placement in a job? We did not worry too much about this distinction. In this case we were constrained by what the One-Stop measured, we could only estimate costs for services which were measured by the One-Stop. We could also only calculate costs for specific services when One-Stop staff could assign cost drivers – usually their time – to specific activities that directly linked to measured service lines. We were also interested in services that were likely to be found in other One-Stops, such as a universal access visit, or a workshop. We begin our cost-per-service estimates with the services that we view as produced by a whole process, not just an individual activity, we also focus on services we thought would be common to other One-Stops and thus could provide some valuable insights about managing One-Stops.

Before we could calculate the costs for each service, we needed to deal with an additional methodological problem, the problem of “joint costs” (see Text Box C2-2). Joint costs are those costs that are shared by various products. For example, reception is an activity that supports many products such as universal access visits, case management, job placement and others. It is impossible to actually break that cost down to get an accurate estimate of the cost of reception for each product.

Text Box C2-2: The Problem of Joint Costs

Some of the “cost-per” calculations are afflicted by a condition known as the “joint cost” or “joint product” or “joint revenue” problem. This condition occurs when two or more products are produced using a single, indivisible input (or are associated with a single bundled revenue stream). This creates ambiguity when we try to compute the cost-per of the separate outputs.

A common example is that of raising chickens. An input is the feed. Outputs include chicken wings, chicken legs, and chicken breasts. We may know the chicken ate 9 pounds of food, but we do not know exactly how much of that food went to the chicken's wings, legs, or breasts. In this example, the cost-pers would likely be approximated by apportioning the cost of the chicken feed according to either the weight of each of the component outputs, or the revenue associated with the component outputs. So, an approximation in this example is only an estimate, but is possible.

However, other cases of joint costs are more difficult to solve. These more difficult cases occur when the revenue for a component product is hard to determine (or when there is no revenue associated with a particular product), and when the product has no physical weight (or when the weight is not clearly related to revenue). This is the nature of a One-Stop's operations. Consider the resource room, for example. We can determine the total amount a One-Stop spent on the resource room. We can even calculate how much it cost to make the resource room available, on a per-person basis, for the year. But then some people who use the resource room will end up producing a resume, and others will end up producing a job search plan. There is no good way—as far as we can see at this point—to know how to apportion the valid cost of the resource room across those separate outputs. These outputs have no apparent revenue associated with them, and they have no physical weight. So, a calculation of the “cost per resume” or “cost per job search plan” would be very difficult.

In making our estimates we tried to get as close as possible to the unique costs of a service. In cases where we could not break down the joint costs, we only assigned the costs directly attributable to the product. Table C2-9 below includes notes on how we made our calculations. In some cases we were able to identify costs that went with a particular activity but did not have measures of the services produced by that activity so no cost per service calculations were possible. The tables below show the best cost per service calculations we could make by the four processes identified earlier.

Universal services are produced in a high volume at relatively low cost. You can see in Table C2-5 that if we take all universal costs and simply divide by all universal clients we get a cost per client of \$419, if we look further and track the number of visits made for universal services we get a cost per of \$52 per visit. Providing one-on-one assistance in the resource room was a significant cost item and costs per service were \$28 an event.

A significant universal activity at this One-Stop, in which EDD was a major partner, is the large and active job club. The cost of planning and hosting a job club meeting as \$2,198, and it cost \$183 per job club member visit. Similarly developing and delivering a workshop cost \$2,042. EDD provides a service which benefits both businesses and job seekers in that it enters jobs into the internet based job bank CalJobs, we calculate it costs about \$11 to enter a job into the system.

Table C2-5: Cost of Universal Access Services

<i>Universal Services</i>	<i>Cost</i>	<i>Units</i>	<i>Cost Per Unit</i>	<i>Notes*</i>
Serving a Universal Access client	\$2,796,762	6,676	\$419	1
Providing a Universal Access visit	\$2,796,762	53,614	\$52	1
Job club member visit	\$439,668	2,402	\$183	2
Providing a Job Club meeting	\$439,668	200	\$2,198	3
One-on-on assistance in resource room	\$561,284	20,049	\$28	4
Developing and delivering workshops	\$302,175	148	\$2,042	5
Serving a client in a workshop	\$302,175	6,109	\$49	6
Enter job into CalJobs	140,697	12,624	\$11	6a

*refer to Table C2-9 for further explanation of calculations

It was, not surprisingly, much more costly to serve clients formally enrolled in a WIA or EDD program. If we consider the costs of recruiting, assessing, and providing case management and other intensive services to WIA clients we find a per client cost of \$2,252. The cost of case management alone averages \$715. Placing clients in training and managing them during training cost \$1,861 for a client receiving training; remember this does not include the direct cost of training usually paid for through and ITA (voucher). Following up participants who have completed their planned program cost \$595 per participant.

Participants receive different packages of services and these cost-per measures help us understand the costs of the various packages. For example, a client who went through initial enrollment and got case management and related intensive services and who was followed up cost \$2,212. A client who got those services plus training cost \$4,073.

Similarly, we are able to estimate the costs of servicing enrolled clients in two EDD programs, Veterans Services and Trade Adjustment Act (TAA). Veteran client services were less costly averaging only \$313 per veteran, while TAA clients were more similar to WIA clients in case management, averaging costs of \$1,982 per client.

Some training services were provided in the One-Stop by partners “under the roof” of the One-Stop. The local adult education program provided ESL training, the costs of serving an ESL student was \$657 per student and the cost of an hour of instruction was \$43.

Table C2-6: Cost of Enrolled Services

<i>Enrolled Service</i>	<i>Cost</i>	<i>Number of Units</i>	<i>Cost Per Unit</i>	<i>Note*</i>
Serving an Enrolled WIA client	\$4,138,848	1,838	\$2,252	7
Enrolling a client and developing and Individual Plan	\$982,810	1,090	\$902	7a
Providing case management and other intensive services	\$1,105,662	1,547	\$715	7b
Providing training services	\$1,023,761	550	\$1,861	7c
Providing soft skills assessment and training	\$122,851	173	\$710	7e

<i>Enrolled Service</i>	<i>Cost</i>	<i>Number of Units</i>	<i>Cost Per Unit</i>	<i>Note*</i>
Follow up exited participants	\$573,306	964	\$595	7d
EDD serving a veteran	\$332,543	1,061	\$313	8
Serving an EDD Trade Adjustment Act client	\$198,247	100	\$1,982	9
Providing ESL training per client	\$9,200	14	\$657	10
Providing ESL training per instructional hour	\$9,200	216	\$43	11

*refer to Table C2-9 for further explanation of calculations

Business services account for about 13% of the One-Stop's costs. The data available on services provided allowed us to make a number of cost calculations. Recruitment costs are estimated at \$232,995 spent to recruit 115 business clients, yielding a client acquisition cost of \$2,427. Similarly outreach to existing clients cost of \$2,427 per existing client who received additional services.

We estimate providing Rapid Response Services, which is usually done in conjunction with EDD, cost \$3,697 per company served and \$95 per worker reached.

The One-Stop gets and distributes job listings for companies; we estimate costs of serving each company that used this service at \$1,644. In addition the One-Stop host events where multiple companies can come into the One-Stop and recruit employees, we estimate the cost of these events at \$2,349, and cost per individual job seeker who attends these events is \$147.

Table C2-7: Cost of Employer Services

<i>Business Service Produced</i>	<i>Cost Per Unit</i>	<i>Number of Units</i>	<i>Total Cost</i>	<i>Note*</i>
New business clients recruited	\$232,995	115	\$2,026	12
Existing clients recruited for service	\$58,249	24	\$2,427	13
Provide Rapid Response service for a company	\$362,282	98	\$3,697	14
Provide Rapid Response services to an individual worker	\$362,282	3,802	\$95	15
Distribute companies job listings per company	\$101,935	62	\$1,644	16
Provide recruitment event at One-Stop	\$72,811	31	\$2,349	17
Serve an individual client at recruitment event	\$72,811	497	\$147	18

*refer to Table C2-9 for further explanation of calculations

This One-Stop runs an active youth program. The program serves both youth who are formally enrolled in WIA and youth who are not. The program is funded with money from both WIA and local government. Overall the average cost of serving a youth in the program is \$414. A major program expense is case management where staff work one-on-one with youth. We were able to get the number of case management visits made and we estimate the cost of a case management visit at \$159. An important service for enrolled clients is work experience. We estimate the cost of finding work experience jobs and placing students in them at \$1,008 per youth participant.

Table C2-8: Cost of Youth Services

<i>Youth Services</i>	<i>Cost</i>	<i>Units Produced</i>	<i>Cost Per Unit</i>	<i>Note*</i>
Serve an individual youth client	\$1,340,000	3,238	\$414	19
Provide a case management visit	\$536,345	3,377	\$159	20
Provide work experience for youth client	\$134,086	133	\$1,008	21
Following up youth exiters	\$201,129	120	\$1,676	22

*refer to Table C2-9 for further explanation of calculations

Table C2-9 below show notes on the calculations reported in earlier tables.

Table C2-9: Notes on Service Cost Calculations

<i>Number</i>	<i>Calculation</i>
1	Divides total services events by total cost of Universal process.
2	Cost of the job club divided by number of members served, does not include joint costs such as reception.
3	Cost of job club divided by number of meetings held, does not include joint costs like reception.
4	Number of one-on-one assistance events (including orientation, drop in appointments, assistance with CalJobs, etc.) divided by the cost of one-on-one assistance, does not include other costs such as reception, does include clients and costs from EDD and Dept of Rehab as well as local area costs.
5	Cost of developing and delivering workshops divided by number of workshops delivered, does not include other joint costs such as reception.
6	Cost of developing and delivering workshops divided by number of clients attending, does not include other joint costs such as reception.
6a	Cost of entering jobs into CalJobs divided by number of jobs entered.
7	Cost of services for WIA clients divided by number of clients served, does not include joint costs such as reception.
7a	Sums the cost of planning and in-take, plus the cost of needs assessment and developing IEP, and the cost of case management and divides by all WIA enrolled adults and dislocated workers.
7b	Cost of case management and other core and intensive services divided by the number of clients enrolled in intensive case management.
7c	Cost of providing training services not including the cost of contracted training services (ITAs) which occurred away from the One-Stop divided by the number of clients receiving training.
7d	Cost of following up clients who exited the program divided by the number of exiters.
7e	Cost of providing soft skills assessment and training divided by the number of clients that completed training, only 127 out of 173 trainees received assessment.
8	EDD's reported cost of serving veterans divided by number of veterans served.
9	EDD's reported cost of serving Trade Adjustment Act participants divided by number of veterans served.

<i>Number</i>	<i>Calculation</i>
10	The Adult School's loaded cost of provided training divided by number of clients served, does not include One-Stop support costs such as space.
11	The Adult School's loaded cost of provided training divided by number of instructional hours, does not include One-Stop support costs such as space.
12	Cost of marketing and outreach activities for new business clients divided by number of new business clients who received services.
13	Cost of outreach to existing business clients who got additional services during the year.
14	Total cost of Rapid Response services divided by number of companies served, does not include outreach and marketing costs.
15	Total cost of Rapid Response services divided by number of individual workers served, does not include outreach and marketing costs.
16	Total cost of getting and distributing job listings divided by number of companies who had job listings distributed.
17	Total cost of a recruitment event divided by the number of events.
18	Total cost of a recruitment event divided by the number of individual clients attending.
19	Total cost of youth services divided by total number of youth served.
20	Cost of case management divided by the number of appointments.
21	Cost of developing work experience sites and placing youth in work experience divided by number of youth served.
22	Cost of follow-up activities for youth divided by number of youth exiters.

Appendix C-3: Case Study 3 – Central California Rural/Suburban One-Stop Report

Central California Rural One-Stop Case Report

Background

The Central California Urban One-Stop is part of a local area, which we will call the Central Valley WIB, which operates multiple full-service One-Stops. The WIB works in very close partnership with the County government. One-Stop employees are County employees, and some of the space in the One-Stop's building is used for County activities other than those typically performed by One-Stops. On the whole, the working relationship between the One-Stop and the County appears very close and seamless.

Central California Urban One-Stop Description

The Central California Urban One-Stop serves an area whose population is growing fairly rapidly, and in which the agriculture industry is a major economic force. The region served by the One-Stop is economically well below the rest of the state, and the workforce on the whole is not highly skilled; English as a Second Language ("ESL") training is popular in the area.

The One-Stop itself occupies two buildings. One building is a multi-story structure that houses One-Stop administration and some other County services. The other building is a single-story structure in which the bulk of the One-Stop's services occur. The multi-story structure does contain some classroom and conference-room space that is sometimes used for providing One-Stop services. The single-story structure is quite expansive, and contains the full range of facilities normally associated with a good-size One-Stop. For example, there is a large resource room, which was buzzing with activity during our visit, right at the building's entrance, and there is classroom space toward the back of the building. The One-Stop is busy, averaging over 100 visits a day to its resource room and also over 100 visits per day of various other types (e.g., enrolled customers, businesses). The costs generated by this operation during the year studied were about \$4.2 million.

The Central California Urban One-Stop is unique in its relatively heavy use of subcontracts to provide some enrolled services. Specifically, what is typically called "case management" at a One-Stop is largely outsourced to a number of specialized partners, and occurs largely away from the One-Stop's building and therefore those costs are excluded by definition from our analysis.

The list below shows the agencies which are official partners of the One-Stop. Table C3-1 lists agencies that provided measurable contributions on One-Stop premises and are featured in our analysis. The table also lists partners in the WIA program that may provide valuable service to clients but do not provide services "under the one-stop roof" and hence are outside the scope of our analysis.

Table C3-1: Central California Rural One-Stop Partner List

Partners Providing Measurable Contribution to the One-Stop, On-Premises

- State of California Employment Development Department,
- Community Services and Training Agency
- Farm Workers Assistance
- Department of Rehabilitation
- Deaf and Hard of Hearing
- American Association of Retired People
- Department of Health and Human Services
- Employment Services Agency

Partners Contributing to the One-Stop, Off-Premises

- Services to Individuals with Disabilities
- Local Community College,
- County Child Support Services
- Job Training for ex-Offenders
- Small Business Development Center

Defining the One-Stop Boundaries

For the purposes of our analysis we had to define what was inside and what was outside the One-Stop. More so than any of our other three case study sites, this One-Stop tested our definition of what is included in the cost study and what is excluded. This One-Stop—more specifically, the WIB—has significantly large contracts with a number of third-party partners to provide “enrolled services” to One-Stop customers.

Our study team had previously developed an “operational definition” of what was and what was not considered a One-Stop activity for the purpose of our analysis:

Activities and agencies are included in the analysis if they provide workforce services to One-Stop clients and if the services are provided under the roof of the One-Stop.

Based on this definition, partners’ activities that are performed on One-Stop premises are included in our calculations. However, partners’ activities that occur off One-Stop premises are excluded from our calculations. This rule is not intended to make any judgment one way or the other about the effectiveness of these contracting arrangements toward achieving either a cost-efficiency or a quality objective. We implemented the rule strictly as a way of treating the various One-Stops in our study in a way that is consistent and that therefore can provide useful benchmarking data.

The Local Area has more than one One-Stop and, on behalf of the set of One-Stops, engages in contracts with a series of off-site service providers, primarily to provide services to enrolled

customers (e.g., case management, job search assistance, some workshops and training). The service providers are differentiated from one another by their focus on specific and distinct sub-groups of the One-Stop's customers. The dollar amounts of the contracts between the Local Area and the off-site service providers are significant in size, which might be expected since "enrolled services" tend to be considerably more costly on a per-person basis than "universal services."

One-Stop Structure

The One-Stop is managed by a center director. Based our observations and discussion with WIB and One-Stop staff, we broke the work of the center into four responsibility centers.²⁰

- Universal Services Unit
- Enrolled Services
- Business Services
- Administrative Director Office

The responsibility centers are the units through which the city-paid One-Stop staff delivers services and the partners who have a measurable contribution operate under the roof. A responsibility center has one person who, on a One-Stop's organization chart, is primarily responsible for operations within that responsibility center.

In the year we studied, 2004-05, the One-Stop had 29 people on its payroll, not including personnel listed as being WIB administration. These 29 people generally are those who are on the floor providing services to customers. In addition, a series of partners had personnel working in the One-Stop's building to serve One-Stop clients, and therefore these partners are treated as responsibility centers in our study:

- EDD: seven FTE
- Employment Services Agency: one person full-time, a second person three days a week
- Services to Individuals with Disabilities: one person, two hours per week
- Department of Health and Human Services: two full-time employees
- Department of Rehabilitation: one person, twelve hours per week
- Deaf and Hard of Hearing: one FTE
- American Association of Retired People: one full-time employee
- Farm workers Assistance: 0.75 FTE

Activity data gives an additional sense of the level of activity of the One-Stop. In the 2004-05 year studied there were a total of over 60,000 visits to the One-Stop, which works out to about 240 visits per day. There were about 14,400 first-time visits to the One-Stop, which are about 58 per day.

²⁰ In the 2004-05 fiscal year, which was studied, the One-Stop director was also responsible for a Youth program which was housed at a separate site, with its own supervisor. While the payroll for this program was included in the One-Stop's budget it is not included in our analysis.

A total of 1,282 individuals were served as “WIA enrolled” customers. Of these, 788 were new registrants and 845 exited.

There were 860 new visitors to the “Business Services” function, and a total of 1,355 visitors during the year. It is not clear how many of these visitors represented businesses and how many were individual job-seekers.

One-Stop Processes and Activities

We began our analysis by mapping the processes we observed in the One-Stop. We asked the One-Stop staff to validate this process map and help us define specific activities. Figure C3-1 shows the final process map, with the key measures of what the processes produce. This process map was the framework we used for estimating the costs of each activity and ultimately the costs of producing different products. We found three major processes in the One-Stop:

One-Stop Processes and Activities Analysis

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As we said previously, we found four major processes in the One-Stop:

- 1. Universal Services Process:** The operation provides walk-in services such as on-line job searching, computers and printers for producing resumes and letters, career information, and referral information. Most clients engage in self service, but at any given time there are multiple staff members from the One-Stop, the EDD unit, and other partners, engaged in one-on-one assistance. Anyone who walks in and provides their name, address and social security number may use these services.

Within the Universal Access Service Process are a number of activities, as indicated on the process map. After passing through reception, clients may participate in any or all of these activities in any order. While most activity is self-service, where clients access information or work on resumes and cover letters, staff is available for one-on-one assistance. The assistance ranged from help accessing the internet, to feedback on resumes and letters, to quick referrals for other types of help.

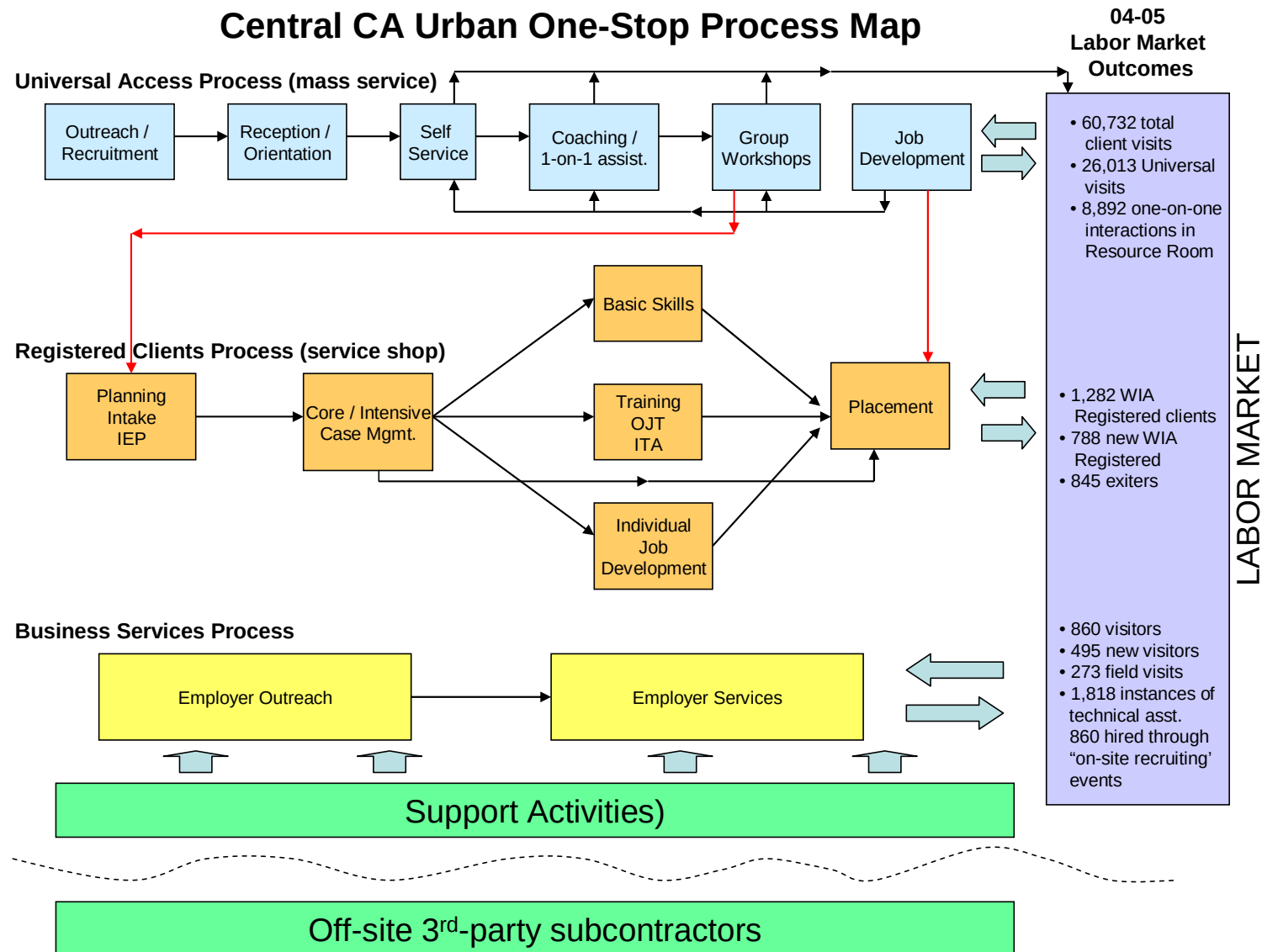
The center offers a range of workshops, and generally runs in the range of five to ten workshops monthly. The Universal Services process incorporates the daily activities of a wide array of One-Stop personnel; some One-Stop personnel work more or less full-time on Universal Services activities, and many others that are assigned primarily to other activities also spend some portion of their time contributing to the Universal Access Process. Partly

for this reason, the Universal Access Process also includes Outreach and Recruitment activities.

2. **Enrolled Services Process:** The enrolled services area provides some training and case management activities, though a large portion of the case management activity is sourced to a series of local subcontractors who specialize in serving various identifiable sub-groups who can benefit from services customized to their particular needs and the particular industry/ies in which they seek work. This is a key way in which the Central California Urban One-Stop differs in a major way from other case study sites. Much of the activity performed as “enrolled services” at the Central California Urban One-Stop is performed by partners under contract, off-premises. Placement activities are conducted in close cooperation with the “Business Services” process, as Business Services includes reaching out to employers to define employer needs and to define opportunities for One-Stop customers.
3. **Business Services Process:** This unit markets the One-Stop’s services to employers, develops job prospects for clients, and compiles information and reports intended to be useful to businesses. Members of this unit also conduct outreach activities and sometimes provide Rapid Response services. Rapid Response services are customized for businesses that are considering closing or laying-off a significant number of workers.

Other “Employer services” include generating reports that provide information on local economic trends and provide economic forecasts. These reports are designed to be useful for local business, most of which who lack the resources and capacity to do such research themselves.

Figure C3-1: Central CA Urban One-Stop Process Map



Process Cost Analysis

We began by taking the traditional line item budget for the One-Stop and the costs assigned to the One-Stop for support services and putting them into “responsibility centers”. These centers were recognized organizational units to which personnel and other costs could be assigned. Other responsibility centers were identified when there were significant shared resources such as classrooms, or in-house partners with significant contributions. Table C3-2 shows the total cost by responsibility center.

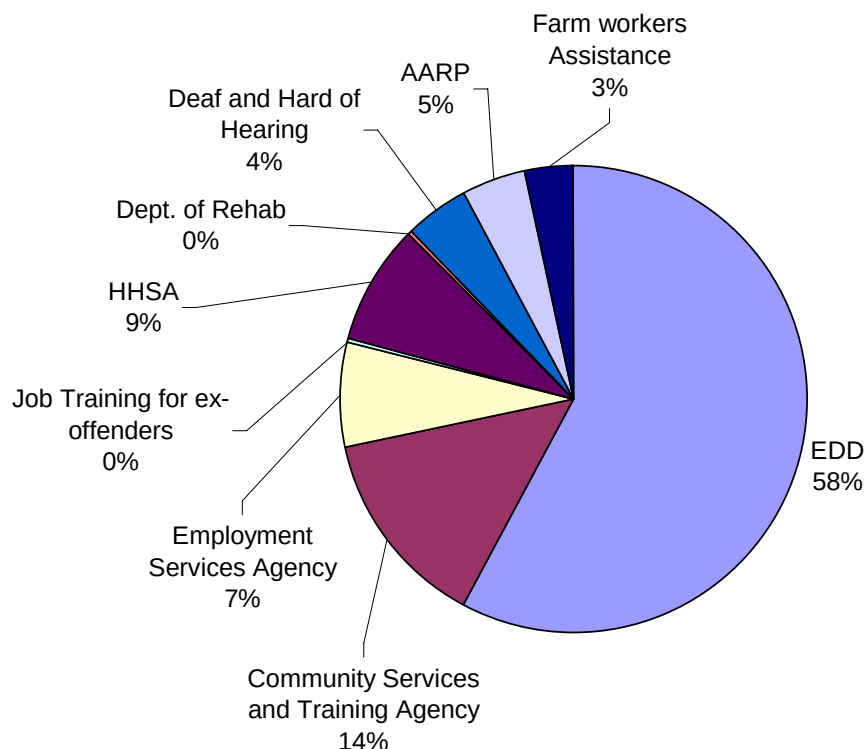
Table C3-2: Costs by Responsibility Center

<i>Responsibility Center</i>	<i>Cost</i>	<i>Percent of total</i>
Resource Room	\$1,684,732	40.1%
Enrolled Services	\$612,525	14.6%
Business Resources	\$379,788	9.1%
Admin Directors Office	\$417,805	10.0%
EDD	\$617,692	14.7%
Community Services and Training Agency	\$149,037	3.6%
Employment Services Agency	\$77,322	1.8%
Job Training for ex-offenders	\$1,560	0.0%
HHSA	\$91,500	2.2%
Dept. of Rehab	\$30,413	0.7%
Deaf and Hard of Hearing	\$46,323	1.1%
AARP	\$48,326	1.2%
Farm workers Assistance	\$36,245	0.9%
Total	\$4,193,268	100.0%

As the table indicates, total cost for the 2004-05 program year was slightly above \$4 million dollars. In establishing these responsibility centers and costs, we distributed all support costs, such as accounting and rent, to the responsibility centers listed above, so there is no cost center for “support costs.”

Partners listed on Table C3-1 are all lines from “EDD” downward. The total partner contribution to the One-Stop’s operations is \$1,098,417. Figure C3-2 shows the amount each partner contributed to the One-Stop’s operations, as a percentage of the total partner contribution.

Figure C3-2 – Contributions by Partners as a Percentage of Total Partner Contribution



Cost By Process and Activity

Our next step was to trace the costs of each responsibility center back to the activities that generated the costs. To understand the cost of each process, and the activities within each process, we identified a number of cost drivers that allowed us to trace costs back to activities. The most important cost driver was staff time, since that was the largest budget item. We asked managers and many staff members to estimate the time they spent on different activities. We also looked at the physical space used for various activities and traced the cost of that space back to the various activities. We used the judgment of senior managers to distribute support cost across the activities. We used the same process with partners who made significant contributions to the One-Stop. Table C3-3 shows the cost of each activity, and also shows how much of those costs were supported directly by the One-Stop and WIB, as well as the portion attributable to partner contributions. Figure C3-3 shows the same data but in chart form.

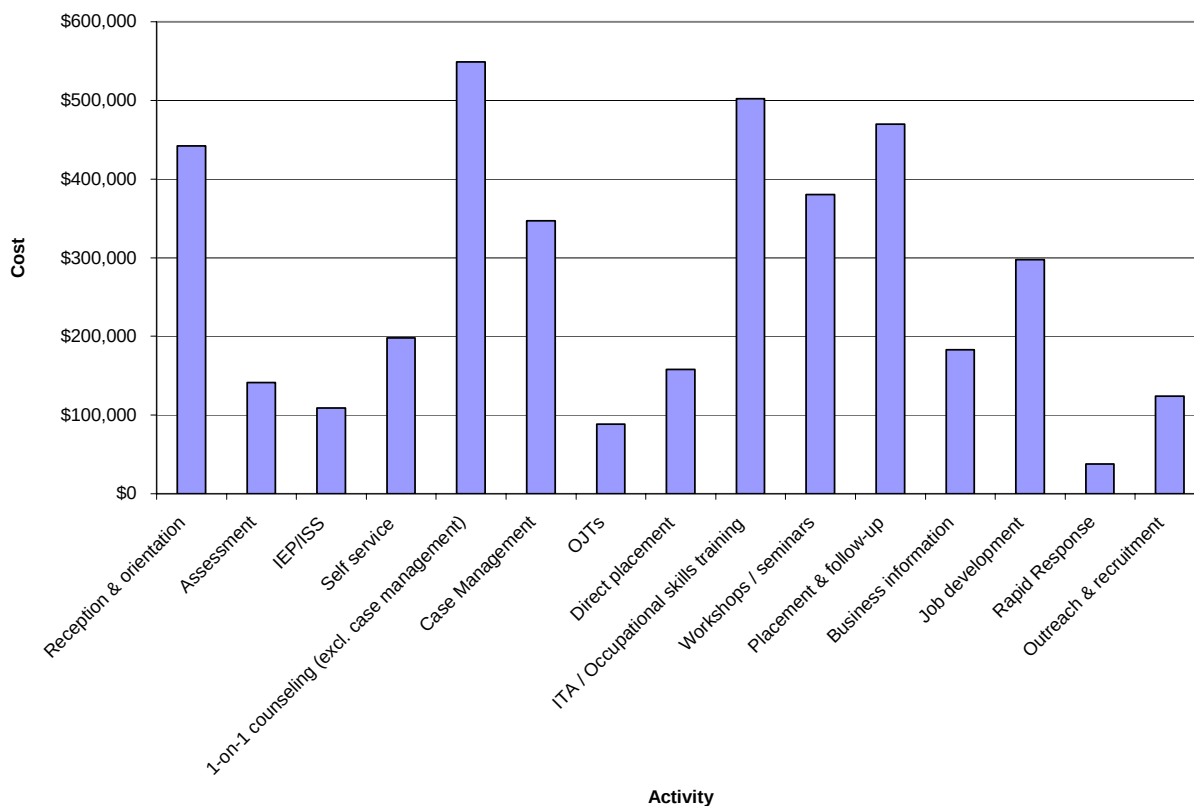
Table C3-3: Costs by Activity

<i>Activity</i>	<i>Total cost</i>	<i>One-Stop + WIB Support Cost</i>	<i>Partner contribution</i>
Universal Activities	\$1,619,118		
Reception & orientation	\$531,057	\$399,617	\$131,439
Assessment	\$123,923	\$123,923	\$0
IEP/ISS	\$20,890	\$20,890	\$0
Self service	\$197,720	\$197,720	
1-on-1 coaching (excl. case management)	\$745,528	\$421,183	\$324,345
Enrolled Activities	\$1,789,559		
Case Management	\$279,589	\$181,007	\$98,582
OJT's	\$0	\$0	\$0
Direct placement	\$254,429	\$69,609	\$184,821
PLACEMENT/ Occupational skills training	\$501,974	\$501,974	\$0
Workshops / seminars	\$358,238	\$263,604	\$94,634
Placement & follow-up	\$395,329	\$360,587	\$34,742
Business Services	\$784,590		
Business information	\$94,947	\$94,947	\$0
Job development	\$527,548	\$297,694	\$229,854
Rapid Response	\$37,979	\$37,979	\$0
Outreach & recruitment	\$124,116	\$124,116	\$0
Total Cost	\$4,193,267	\$3,094,850	\$1,098,417

Of the \$4.2 million total cost of operating the One-Stop, about \$1.6 million (38.6%) was traceable to Universal Activities, about \$1.8 million (42.7%) was traceable to Enrolled Activities, and about \$0.75 million (18.7%) was traceable to Business Services.

When we look at the cost of specific activities, we find that the highest costs in the Universal Access process were generated by “coaching and one-on-one assistance.” We can see that both One-Stop staff and EDD staff put substantial time into this activity, generating high costs. Outreach, recruitment and eligibility workshops were second highest cost activity in this process.

Figure C3-3 – Cost by Activity



Cost By Service

The final step in our analysis is to estimate the costs of particular One-Stop services. In each case study, we were constrained by what the One-Stop measured, so we could only estimate costs for services which were measured by the One-Stop. We could also only estimate costs when One-Stop staff could assign cost drivers – usually their time – to specific services.

Before we could calculate the costs for each activity or services, we needed to deal with an additional methodological problem, the problem of “joint costs” (see Text Box C3-2). Joint costs are those costs that are shared by various services. For example, reception is an activity that supports many services such as universal access visits, case management, job placement and others. It is difficult to break that cost down to get an accurate estimate of the cost of reception for each service.

Text Box C3-2: The Problem of Joint Costs

Some of the “cost-per” calculations are afflicted by a condition known as the “joint cost” or “joint product” or “joint revenue” problem. This condition occurs when two or more products are produced using a single, indivisible input (or are associated with a single bundled revenue stream). This creates ambiguity when we try to compute the cost-per of the separate outputs.

A common example is that of raising chickens. An input is the feed. Outputs include chicken wings, chicken legs, and chicken breasts. We may know the chicken ate 9 pounds of food, but we do not know exactly how much of that food went to the chicken’s wings, legs, or breasts. In this example, the cost-pers would likely be approximated by apportioning the cost of the chicken feed according to either the weight of each of the component outputs, or the revenue associated with the component outputs. So, an approximation in this example is only an estimate, but is possible. So the solution in this example is relatively

However, other cases of joint costs are more difficult to solve. These more difficult cases occur when the revenue for a component product is hard to determine (or when there is no revenue associated with a particular product), and when the product has no physical weight (or when the weight is not clearly related to revenue). This is the nature of a One-Stop’s operations. Consider the resource room, for example. We can determine the total amount a One-Stop spent on the resource room. We can even calculate how much it cost to make the resource room available, on a per-person basis, for the year. But then some people who use the resource room will end up producing a resume, and others will end up producing a job search plan. Some will do both; others will do neither. There is no good way—as far as we can see at this point—to know how to apportion the cost of the resource room across those separate outputs. These outputs have no apparent revenue associated with them, and they have no physical weight. So, a calculation of the “cost per resume” or “cost per job search plan” would be very difficult.

In making our estimates, we tried to get as close as possible to the unique costs of a product. In cases where we could not break down the joint costs we assigned the whole pool of costs to multiple services. The tables below include notes on which costs were traced to which services. In some cases we were not able to isolate the costs of the services but we did not have measures of how much of the service was delivered. In these cases we reported the amount of the service delivered without a cost estimate.

Table C3-4 shows costs of some Universal Access services.

Table C3-4: Cost for Universal Access Services

<i>Service</i>	<i>Cost per unit</i>	<i>Total Cost</i>	<i>Number of units</i>	<i>Note*</i>
Total visits to the One-stop	\$69	\$4,193,267	60,732	1
Total # of visits to resource room	\$70	\$1,832,542	26,013	2
1-on-1 coaching (excl. case management)	\$84	\$745,528	8,892	3
# of participants trained (resource room count)	\$1,035	\$501,974	485	4
# participated in workshops (unique SSNs)	\$172	\$358,238	2,080	5
Workshop attendees (includes duplicates)	\$51	\$358,238	7,035	5
# attended orientation sessions	\$224	\$531,057	2,369	6

*refer to Table C3-7 for further explanation of calculations.

Note that some of the outputs listed in Table C3-4 are not directly attributable to the Resource Room. For example, “total visits to the One-Stop” clearly involves much more than just the activities of the Resource Room.

The analysis of Universal Access products provides some valuable insights into the costs of this One-Stop. The One-Stop’s cost for serving the “average” Universal Access customer visit was about \$69. Approximately one-third of those visits included direct contact with Resource Room staff (other than front-desk reception), and the average fully-loaded cost per interaction of this sort was about \$170. The cost per person participating in workshops was about \$172. Since the average person participating in a workshop participated in about 3.5 workshops, the per-person-workshop cost appears to be about \$51.

Table C3-5 displays costs of some Enrolled Services at Central California Urban One-Stop.

Table C3-5: Cost of Enrolled Service

<i>Service</i>	<i>Cost Per Unit</i>	<i>Total cost</i>	<i>Number of units</i>	<i>Note*</i>
Lower-bound estimates (excludes placement & job development)				
Enrolled clients	\$808	\$1,035,993	1,282	7
New enrolled clients	\$1,315	\$1,035,993	788	
Exited	\$1,226	\$1,035,993	845	
Placed	\$428	\$1,035,993	2,420	8
Mid-range estimate (adds placement & job development)				
Enrolled clients	\$1,528	\$1,958,870	1,282	9
New enrolled clients	\$2,486	\$1,958,870	788	
Exited	\$2,318	\$1,958,870	845	
Placed	\$809	\$1,958,870	2,420	
Upper-bound estimate (further adds outreach, employer services)				
Enrolled clients	\$1,699	\$2,177,933	1,282	10
New enrolled clients	\$2,764	\$2,177,933	788	
Exited	\$2,577	\$2,177,933	845	
Placed	\$900	\$2,177,933	2,420	

*refer to Table C3-7 for further explanation of calculations

For a variety of reasons we found it much more difficult to estimate the cost of specific Enrolled Services products. The key reason for this is the difficulty of calculating a cost for the particular services. In One-Stops generally, Universal Access customers typically can be found physically in a certain area of the One-Stop – the Resource Room. Costs of providing services typically associated with Universal Access customers therefore are somewhat contained in a certain physical area of the One-Stop. But while there typically is a certain area where “case management” is conducted for Enrolled customers, these Enrolled customers also frequently receive or directly benefit from services at various other areas of the One-Stop, such as the “business services” area. So, the costs of serving Enrolled customers tend to be much more dispersed across the physical facilities of the One-Stop and are difficult to trace specifically to whether or not the funds were being deployed to serve Registered customers. We have estimated that on the whole, it cost between \$808 and \$1,699 to serve an enrolled client. This cost is considerably lower than at other case study sites, most likely due to the fact that a large amount of case management (which we have found to be quite costly at other sites) is excluded from our calculations here, due to our “under the roof” definition of a One-Stop’s activities. We’ll note again that this study has arrived at no conclusion at all about the efficiency or effectiveness of the contracting arrangement. Also, note that the placements number (2,420) includes more than WIA enrolled customers.

Table C3-6 shows some analysis of costs incurred in providing Business Services.

Table C3-6: Cost of Business Services

<i>Service</i>	<i>Cost Per Unit</i>	<i>Number of Units</i>	<i>Total Cost</i>	<i>Note*</i>
New visitors	\$110	\$94,947	860	11
Repeat visitors	\$192	\$94,947	495	
Total visitors	\$70	\$94,947	1,355	
Number of companies served through Rapid Response	\$9,377	\$37,979	4	12
Appointments	\$131	\$94,947	722	
Technical assistance to businesses	\$52	\$94,947	1,818	
Hiring/training events	\$133	\$94,947	715	
Field visits to businesses	\$348	\$94,947	273	

*refer to Table C3-7 for further explanation of calculations

Cost-per-unit calculations for Business Services are badly afflicted by the “joint cost” problem. For example, an “appointment” may be an appointment either with an Enrolled customer to explore business opportunities, or may be an appointment with personnel from a business who are not Enrolled Customers. Likewise, field visits to businesses may benefit businesses, and/or may benefit Enrolled or even Universal customers. Therefore, with the current data, it is not possible to strongly associate the costs with the particular services.

Tables C3-4, C3-5, and C3-6 contain calculations derived from data that appears in Table C3-8. If you want to see how a certain calculation in Table C3-4, C3-5, and C3-6 was made, refer in those tables to the “Note” column. Then take the number in the “Note” area and find it in Table C3-7. Then in the right-hand column of Table C3-7, you see that the total cost included in the calculation is the sum of the costs of one or more activities. These activities correspond to the very top line of Table C3-8. This information is supplied to allow a reader to understand exactly which costs are included in each cost-per calculation, and which are not.

Table C3-7: Notes on product Cost Calculations

<i>Note</i>	<i>formula for total cost</i>
1	Total One-Stop cost, including partner contributions
2	Reception & orientation + Self service + 1-on-1 coaching (excl. case management) Workshops / seminars
3	1-on-1 coaching (excl. case management)
4	Occupational skills training
5	Workshops / seminars
6	Reception & orientation
7	Case Management + OJTs + Direct placement + Occupational skills training
8	Note: number placed obtained from EDD; includes more than the number of WIA enrolled
9	Case Management + OJTs + Direct placement + Occupational skills training + Placement & follow-up + Job development
10	Case Management + OJTs + Direct placement + Occupational skills training + Placement & follow-up + Job development + Outreach & recruitment + Business information
11	Business information
12	Rapid Response

Table C3-8: Central California Urban One-Stop Cost Tracing Worksheet - Dollars

Responsibility Center	Total Costs for Each Responsibility Center	Reception & orientation	Assessment	IEP/ISS	Self service	1-on-1 counseling (excl. case management)	Case Management	OJT's	Direct placement	ITA / Occupational skills training	Workshops / seminars	Placement & follow-up	Business information	Job development	Rapid Response	Outreach & recruitment
One-Stop																
Resource Room	\$1,684,732	\$336,946	\$0	\$0	\$168,473	\$421,183	\$168,473	\$0	\$0	\$252,710	\$84,237	\$168,473	\$0	\$0	\$0	\$84,237
Registered Services	\$612,525	\$0	\$61,252	\$0	\$0	\$0	\$0	\$0	\$61,252	\$61,252	\$61,252	\$183,757	\$0	\$183,757	\$0	\$0
Business Resources	\$379,788	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$113,937	\$0	\$94,947	\$113,937	\$37,979	\$18,989
Admin Directors Office	\$417,805	\$62,671	\$62,671	\$20,890	\$29,246	\$0	\$12,534	\$0	\$8,356	\$188,012	\$4,178	\$8,356	\$0	\$0	\$0	\$20,890
One-Stop total	\$3,094,850	\$399,617	\$123,923	\$20,890	\$197,720	\$421,183	\$181,007	\$0	\$69,609	\$501,974	\$263,604	\$360,587	\$94,947	\$297,694	\$37,979	\$124,116
One-Stop expense by activity, %		12.9%	4.0%	0.7%	6.4%	13.6%	5.8%	0.0%	2.2%	16.2%	8.5%	11.7%	3.1%	9.6%	1.2%	4.0%
Partner Contributions																
EDD	\$617,692	\$88,242				\$88,242	\$88,242		\$110,302		\$88,242			\$154,423		
Community Services and Training Agency	\$149,037								\$74,519					\$74,519		
Employment Services Agency	\$77,322					\$72,489					\$4,833					
Job Training for ex-offenders	\$1,560										\$1,560					
HHSA	\$91,500					\$91,500										
Dept. of Rehab	\$30,413	\$912				\$18,248	\$10,340							\$912		
Deaf and Hard of Hearing	\$46,323					\$11,581						\$34,742				
AARP	\$48,326	\$24,163				\$24,163										
Farm workers Assistance	\$36,245	\$18,122				\$18,122										
Partner contribution total	\$1,098,417	\$131,439	\$0	\$0		\$324,345	\$98,582	\$0	\$184,821	\$0	\$94,634	\$34,742	\$0	\$229,854	\$0	\$0
TOTAL COST for activity	\$4,193,267	\$531,057	\$123,923	\$20,890	\$197,720	\$745,528	\$279,589	\$0	\$254,429	\$501,974	\$358,238	\$395,329	\$94,947	\$527,548	\$37,979	\$124,116
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P

Appendix C-4: Case Study 4 – Northern California Rural One-Stop Report

NoCal Rural One-Stop Case Report

Background

The NoCal Rural One-Stop serves a sparsely populated Northern California County. The entire workforce in 2005 was made up of about 43,000 workers, and the county had a higher than average unemployment rate of about 7%. The local economy is largely made up of small businesses. No single industry sector dominates. Government is the biggest employer accounting for 24% of employment in 2004. Trade, transportation and utilities make up an additional 18% and manufacturing 10%. There is a good deal of tourism in the area, so leisure and hospitality industries account for 12% of employment.

The County WIA program is governed by a local WIB appointed by the board of supervisors. The WIB has 34 members, many from the public sector, and a number of representatives from small and mid-sized businesses. The county operates six One-Stops; most are small and have a handful of staff. There is a substantial full-service One-Stop in the county seat which is the site of this study. All the One-Stops are operated by a non-profit corporation, which we will call WIA Non-Profit or WIA NP for short, whose only purpose is operating One-Stops in the County.

The county WIB has the following mission statement:

To improve the quality of the local workforce, to increase employment opportunities and earnings, and to enhance the productivity and competitiveness of business for the benefit of all residents...

The One-Stop we visited has a strong partnership with the county Department of Social Services; in fact, the WIB is housed in that department. A staff of three within the Department oversees the WIA program, supports the WIB and is housed in the One-Stop we studied. In 2004-05 costs for the One-Stop we studied were about \$3.2 million including the costs of all partners.

NoCal Rural One-Stop Description

The One-Stop is located in a modern one story office building, a little away from the center of the county seat. The One-Stop is co-located with the county's Department of Social Services' (DSS) CalWorks program which is integrated into the One-Stop. EDD also has an operation within the One-Stop. Thus the One-Stop is a hub for local workforce activity. Staff are committed to providing a high level of professional service.

The list below shows the agencies which are official partners of the One-Stop. The agencies in the first section are agencies which provide significant measurable contributions "under the roof" of the One-Stop in the 2004-05 program year and are featured in our analysis. The rest are agencies which partner with the One-Stop in various ways but do not provide services in the One-Stop which we were able to measure.

Table C4-1: List of Partners²¹ 2004-05

Partners with a Measurable Cost Contribution in the One-Stop

- WIA NP (Funded with WIA funds)
- EDD
- DSS WIA Administration (county administrative unit for WIA)
- DSS Job Alliance
- DSS Drug and Alcohol Program
- DSS Mental Health
- Good Will
- Calif. Human Development Corporation Agriculture
- Local Rehab Assoc
- California Dept. of Rehab

Partners Without a Measurable Cost Contribution in the One Stop

- Local Community College
- Local Community Foundation
- Community Resources for Independence
- Consumer Credit Counseling
- Local Economic Development Corporation
- Older Worker Non-profit
- County Department of Mental Health
- County Department of Public Health
- County Office of Education
- Country Transit Authority
- Our House Non-Profit
- Project Sanctuary
- Local Adult School
- Local Community Services

Defining the One-Stop Boundaries

For the purposes of our analysis we had to define what was inside and what was outside the One-Stop. To make these decisions consistent we developed an “operational definition” of what was and what was not considered a One-Stop activity for the purpose of our analysis:

Activities and agencies are included in the analysis if they provide workforce services to One-Stop clients and if the services are provided under the roof of the One-Stop.

Based on this definition the activities of many partners are not included in this analysis because they take place away from the campus. While these partnerships are real we were not able to put a cost on the services provided. To do so would mean tracing costs of services received by One-

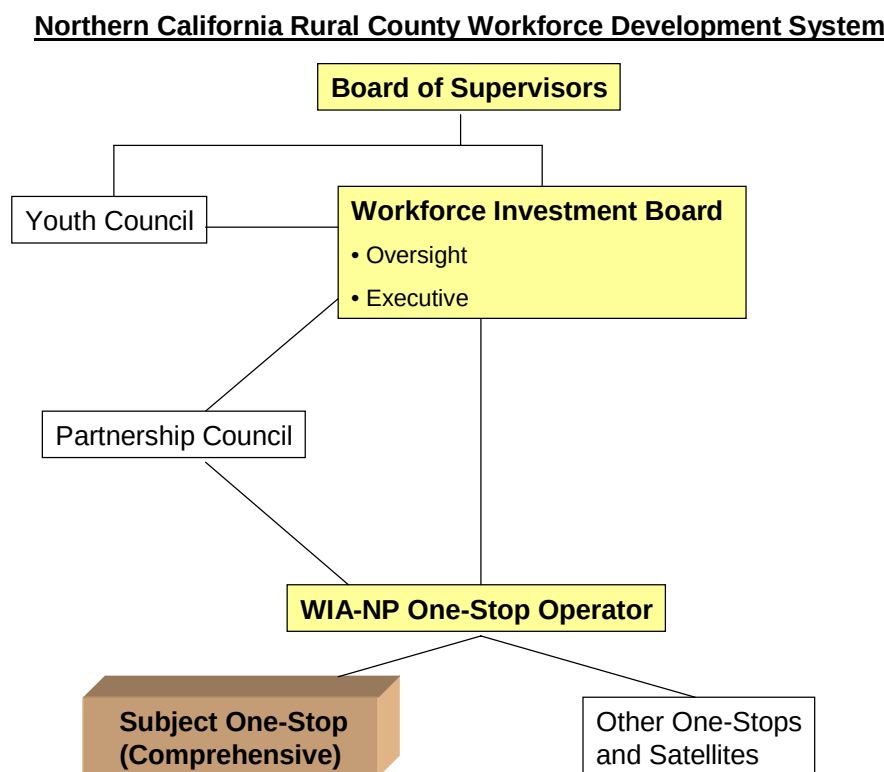
²¹ Names of some partners have been changed to protect the anonymity of the One-Stop.

Stop clients through a large system of support agencies requiring us to analyze innumerable budgets. For example, if a client is referred to the local adult education program to get ESL classes and these classes help her get a job, the partnership is real but the costs of that service is not included in our analysis. Or in another case, the One-Stop may refer a client to a housing agency to get advice about how to find housing, again the cost of making the referral would be included in our analysis but the cost of providing the advice about housing would not be, because tracing these cost through the large complex social service system is beyond the scope of this study.

One-Stop Structure

The local WIB has a staff of three county employees who oversee WIA in the county and thus the work of the One-Stop we studied. The One-Stop is actually operated by the WIA-NP which employs an Executive Director who manages the One-Stop, and had 21 employees working in the One-Stop in 2004-05. Most of these employees were full time in the One-Stop, a few had some time allocated to other One-Stops. The graphic below shows how the One-Stop is situated within the local area.

Figure C4-1: NoCal Rural County Workforce Development System



As noted before, the One-Stop is managed by the executive Director from WIA-NP. But the One-Stop also houses large units from the county Department of Social Services and EDD. In

addition several specialized non-profits, such as Good Will, have limited operations in the One-Stop. After discussion with staff and analysis of available data we identified ten responsibility centers for which we could reliably identify costs and services produced. The responsibility centers are the contractors hired to run the One-Stop (WIA-NP) and partners who have measurable operation under the roof. The final list of responsibility centers used in our analysis is shown in Table C4-2.

Table C4-2: Responsibility Centers 2004-05

<i>Responsibility Centers</i>
WIA-NP
EDD
DSS WIA Admin
DSS Job Alliance (CalWorks services)
DSS Drug and Alcohol Program. (Counseling)
Good Will (Job placement for CalWorks clients)
DSS Mental Health (Counseling)
CHDC Agriculture (Migrant and seasonal farm workers services under WIA)
Local Rehab Assoc
State Dept. of Rehabilitation

In the year we studied, 2004-05, the One-Stop had costs of \$3.2 million including the contributions of all partners meeting the “under the roof” definition.

Activity data gives an additional sense of the level of activity of the One-Stop. We look at activities as taking place within three processes (defined later): A “Universal Services Process”, “Enrolled Services Process”, and “Business Services Process”. Below we provide some of the key indicators of level activity for each process.

The One-Stop is a busy place. In the 2004-05 year studied in the “Universal Process” there were over 18,000 visits to the One-Stop; over 70 visits a day. It is interesting to note that the average Universal Access client visited the center almost 12 times; this is a higher average number of visits than found at other case study sites.

Universal Service Process Activities

- 1,590 unique clients visited center
- 18,845 unique center visits (no more than one visit per client per day counted)
- 130 workshops provided

In Enrolled Services, because of the co-location with the county CalWorks, we see a lot of case management and counseling activities.

Enrolled Services Activities

- 1,569 individual plans developed
- 1,569 clients received case management
- 9,408 meetings with case managers

- 3,194 individual counseling sessions

The Business Services reached 510 mostly small businesses.

Business Services Activities

- 510 businesses received consulting services
- 192 businesses visited the business service center
- 22 companies and 369 workers were served by rapid response services

One-Stop Processes and Activities Analysis

We began our analysis by mapping the processes we observed in the One-Stop. We asked the One-Stop staff to validate this process map and help us define specific activities. Figure C4-2 shows the final process map, with the key measures of what the processes produced. This process map was the framework we used for estimating the costs of each activity and ultimately the costs of producing different products.

As we said previously, we found three major processes in the One-Stop:

- 1. Universal Access Service Process:** This process served anyone who came to the One-Stop seeking help. It provided a wide range of resources in a resource room, including career and labor market information, access to computers for job searching and resume preparation, access to phones and fax machines, limited one-on-one coaching and advice, career oriented workshops and a job club. In this center, unlike other case study sites, many clients lacked basic computer skills and staff spent a good deal of time helping clients learn to use on-line resources.

Within the Universal Access Service Process are a number of activities, as indicated on the process map. After passing through reception, clients may participate in any or all of these activities in any order. While most activity is self-service where clients access information or work on resumes and cover letters, staff are available for one-on-one assistance. The assistance ranged from help accessing the internet, to feedback on resumes and letters, to quick referrals for other types of help. Unfortunately, staff were unable to estimate the time they spent in this activity so we were unable to assign a cost to one-on-one assistance at this site.

The center offers a wide range of workshops, ranging from “Career Exploration” to “Retail Sales Skills”. In addition, the center offers video and computer based, self-paced training, which may be available free or for a small fee. This type of individual self-paced training includes: Windows 95, Excel, Word, Microsoft Office, Typing Tutorials and other topics. Data on how many clients used the various self-paced training modules were not available and staff could not break out their costs so we were unable to analyze them separately from other universal activities. Finally, the center has a job club which holds regular meetings. In the meetings job seekers help each other search for a job and learn from experts who make presentations to the club.

2. **Enrolled Services Process:** This center has extensive enrolled services since there was a large CalWorks program delivering services as well as WIA funded services at the site.

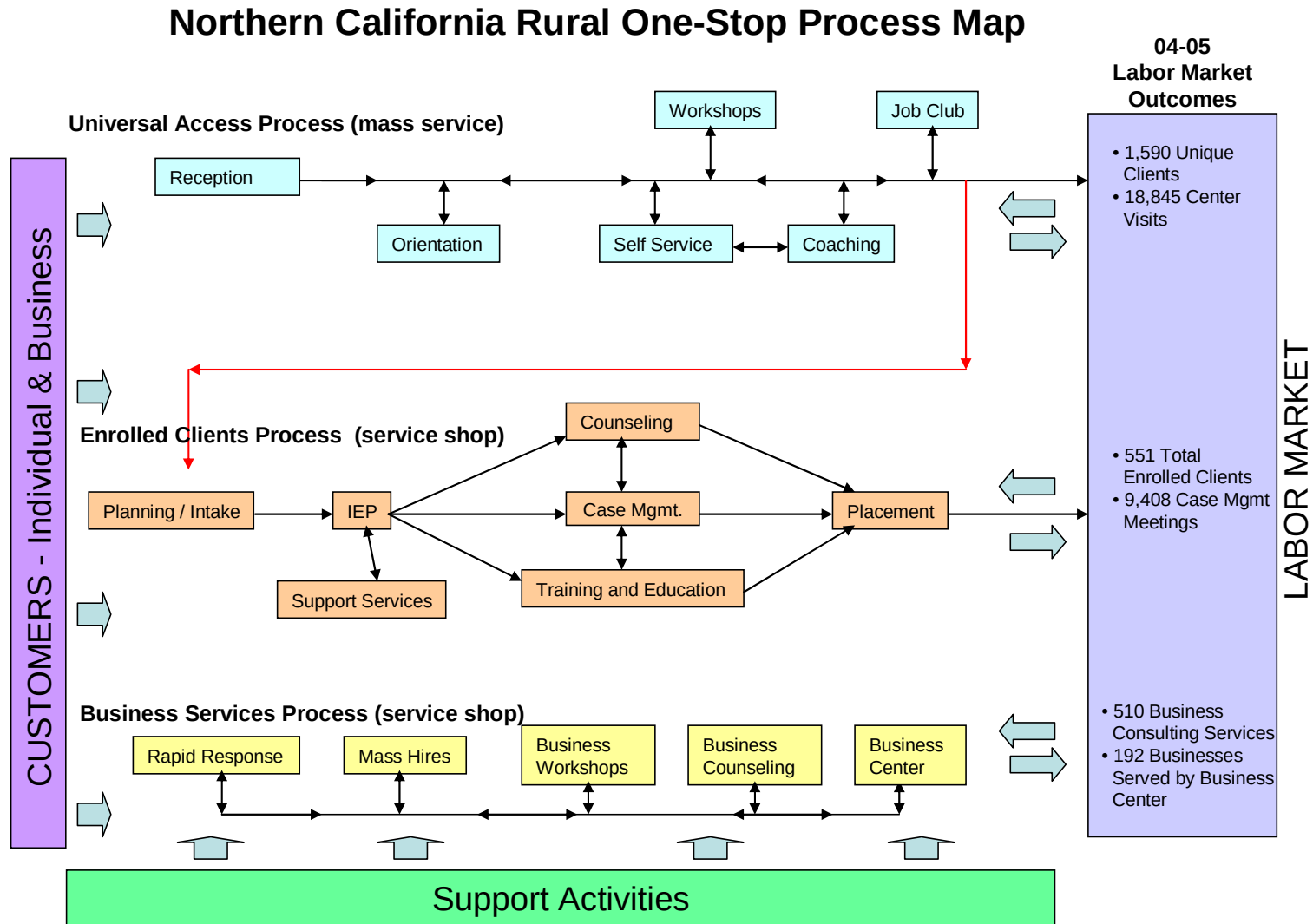
Activities in the enrolled services process tend to move in a regular sequential pattern. Enrolled Services begins with an initial screening for eligibility; then most WIA participants will get a comprehensive assessment of their skills, aptitudes and career preferences. Clients then get an individual service plan which will vary based on the program in which they enroll. At this point clients' paths diverge. Some clients will be referred out to training perhaps at a local community college or other training provider. Other clients will get case management, where a staff person will work intensively with them, helping them identify employment opportunities and coaching them through the job search process. Other clients may be referred to counseling for a variety of issues. They may also get assistance with related problems such as transportation, child care or housing. Some clients will go directly to placement services. Clients who have completed training, or who are in case management, will also get placement services, to help them land a job. Finally, after clients are placed, staff follows up clients to make sure they make a successful adjustment to employment and staff will arrange additional support services if needed.

3. **Business Services Process:** This process provided a variety of services to businesses beginning with outreach and recruitment of businesses to make them aware of the center's business services. 'Rapid Response Services' are for businesses that were closing or laying-off a significant number of workers. In this case staff will go to the business site and provide services to employees who are facing layoffs.

Business services are shaped by the reality that most local businesses are small and have limited internal resources. The center provides a walk in service where businesses can come into the One-Stop and get free consulting help, such as help with business plans, or simply access to the internet.

The DSS WIA Administration responsibility center is the small unit that oversees the WIA program for the county. The costs reported here are the costs attributable to this One-Stop, for business sustaining costs. These costs would include the costs of the supporting the WIB, administering contract with WIA-NP, and other necessary business costs that can't be traced to any other responsibility center.

Figure C4-2: NoCal Rural One-Stop Process Map



We attempted to measure what was produced by each activity we identified in the activity mapping exercise. In Table C4-3 we show the activity identified and the best available measures of services produced.

Table C4-3: NoCal Rural One-Stop Processes and Activities with Measures of Services

Activities By Process with Measure of Activity	Total
Universal Activities	
Universal Access clients total	1,590
Universal Access visits in 2004/2005	18,845
Universal Access service events in 2004/2005	20,478
Number of one-on-one coaching events in 2004/2005	NA
Number of workshops provided in 2004/2005	130
Number of clients attending workshops	680
Number of clients attending Job Clubs	350
Total number of attendance incidences	480
Enrolled Activities	
Number of enrolled clients	1,569
Number of comprehensive assessments conducted	296
Number of plans developed (IEP, work-plan or other name)	296
Number of clients assigned to case management	1,569
Number of client meetings held by case managers	9,408
Number of client counseling sessions total	3,189
Individual sessions	3,194
Group sessions	5
Number of training referrals (ITA, OJT, Adult School, Community College, ...)	1,373
Number of clients referred	1,373
Number of clients receiving support services to stay in training	909
Number of Clients Placed in Employment (Other than from Self Services)	628
Business Service Activities	
Number of businesses receiving Rapid Response services	22
Number of workers that received Rapid Response information	369
Number of mass hire events held	10
Number of applicants interviewed	320
Number of applicants hired	120
Number of Job Fairs held	12
Number of companies participating	12
Number of businesses receiving business consulting assistance	510
Number of hours used to provide consulting assistance	2,680
Number of businesses visiting business service center	192
Number of service events provided to businesses	575

Process Cost Analysis

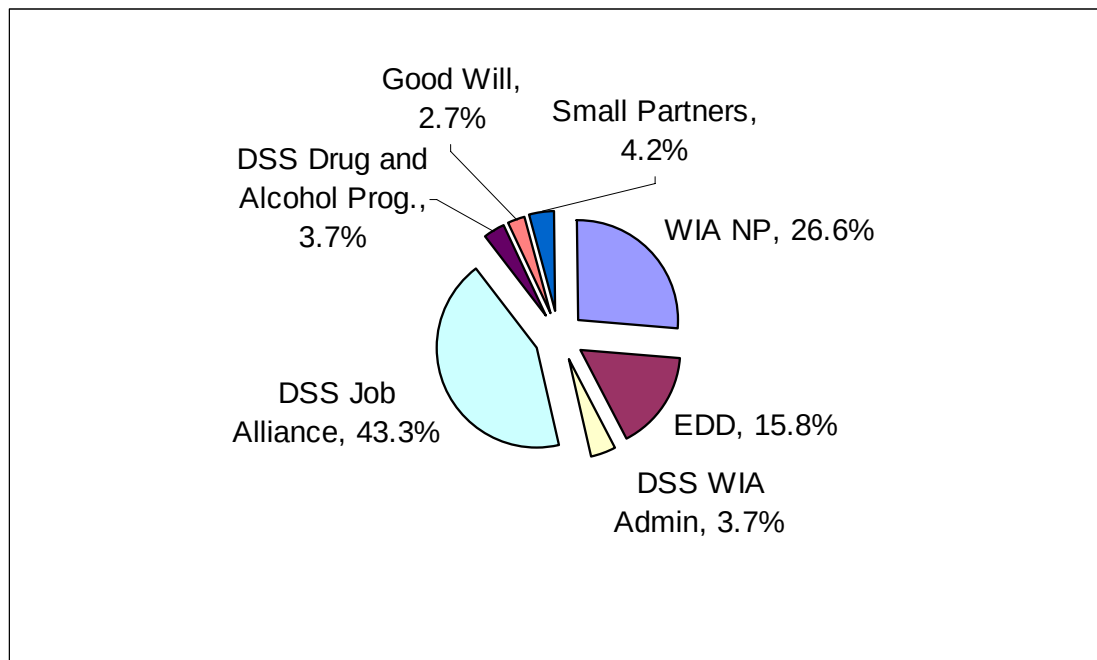
Our cost analysis began by taking the traditional line-item budget for the One-Stop and the costs assigned to the One-Stop for support services and putting them into “responsibility centers”. These centers are recognized organizational units to which the costs of personnel and other resources are assigned. We treated the staff from the WIA-NP, which managed the center for the local area, as a single responsibility center, each in-house partner with measurable contributions was also treated as a separate responsibility center. The local Department of Social Service program was large enough to break up into multiple responsibility centers because there were clear units each with its own supervisor. The costs of support units “operations and support”, such as information technology or accounting, were tracked to the responsibility units listed in Table C4-4. Table C4-4 shows the total cost by responsibility center and the percent of total cost that could be traced to each center.

Table C4-4: Costs by Responsibility Center

<i>Responsibility Center</i>	<i>Cost in Dollars</i>	<i>Percent of all Costs</i>
WIA NP	\$873,841	26.6%
EDD	\$517,038	15.8%
DSS WIA Admin	\$120,241	3.7%
DSS Job Alliance	\$1,420,809	43.4%
DSS Drug and Alcohol Program	\$121,553	3.7%
Good Will	\$89,789	2.7%
DSS Mental Health	\$56,616	1.7%
CHDC Agriculture	\$17,829	0.5%
Local Rehab Assoc	\$53,664	1.6%
Dept. of Rehab	\$10,138	0.3%
Total	\$3,281,518	100.0%

As the table indicates, total cost for the 2004-05 program year was about \$3.2 million dollars. In establishing these responsibility centers and costs, we distributed all payroll as well as all support costs such as accounting or rent, to the responsibility centers listed above, so there is no responsibility center for support costs. Figure C4-3 shows graphically the distribution of costs across responsibility centers. To simplify the graph we have put into a “small partner” category all the partners who contributed less than 2% of costs.

Figure C4-3: Cost by Responsibility Center



Of the four case study sites, this site had partners who made the largest contribution to costs. The graph above shows that WIA-NP the contractor who operated the center accounted for only 26.6% of the costs, while the responsibility centers in the Department of Social Service Units accounted for about half of all costs. EDD accounted for an additional 15.8% of costs. All other partners accounted for only 6.9% of costs.

Cost By Process and Activity

Our next step was to trace the costs of each responsibility center back to the processes and activities that generated the costs. To understand the cost of each process, and the activities within each process we identified a number of cost drivers that allowed us to trace costs back to activities. The most important cost driver was staff time, since that was the largest budget item. To identify how staff time was spent we asked managers and many staff members to estimate the time they spent on different activities. We also estimated the amount of physical space used for various activities and traced the cost of that space back to the various activities. We used the judgment of senior managers to distribute support cost across the activities.

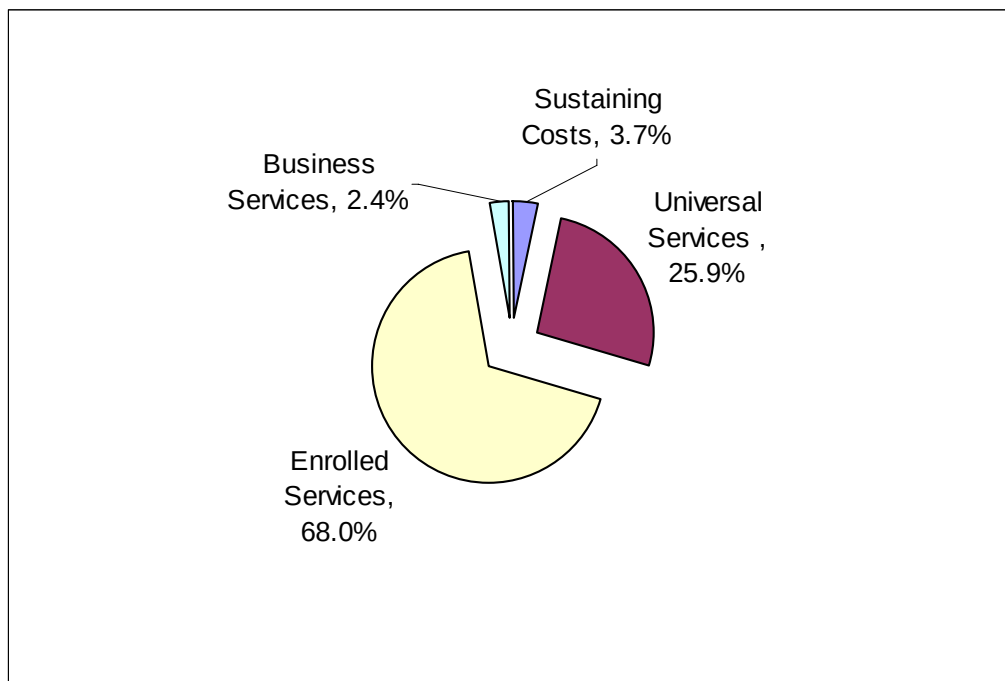
We used the same process with the Department of Social Services, EDD, Good Will and the other partners, we asked senior managers to attribute staff time to the processes and activities we had mapped, and then had them estimate how support costs were used.

Our mapping of the processes and activities permits us to look at how resources are used at different levels of aggregations and how they relate to different outputs. For example, we can estimate the entire cost of the universal service process and calculate the average cost of serving

a universal client. At a more disaggregated level we can look at the specific costs of job club activity and estimate the cost of serving a single job club member.

Figure C4-4 shows a highly aggregated analysis of the costs by each major process: universal service process, enrolled services process, business services process, and business sustaining costs. Remember that we have now combined the costs of all responsibility centers and partners by process.

Figure C4-4: Percent of Cost by Process



As the figure indicates the enrolled services process accounted for over two thirds of the costs, while universal services process accounted for a bit more than a quarter and business services accounted for less than 3%. Business sustaining costs were just under 4%.

Table C4-5 shows a more disaggregated analysis of costs. Here you can see the cost of each activity. It also shows how much of those costs were supported directly by the local area, EDD and other partners. It's important to note that here we put partner costs into the processes and activities they support, unlike in the responsibility centers where we broke out partner costs independent of activity. Table C4-5 shows detailed break down of costs by processes, specific activities and the contribution of various partners. A reminder, costs presented include labor, space, supplies and expenses and support costs such as accounting. The table is broken out to show the costs of the local area, EDD and smaller partners. Overall the One-Stop had costs of slightly more than 3.2 million in 2004-05.

Table C4-5: Cost Detail by Process and Activity

	<i>WIA NP</i>	<i>EDD All Job Service Programs</i>	<i>Department of Social Services</i>				<i>CHDC Agricultural Workers</i>	<i>Local Assoc. of Habili- tation</i>	<i>Depart- ment of Rehab.</i>	<i>Goodwill estimated cost</i>	<i>Total</i>
			<i>WIA Admin</i>	<i>Job Alliance</i>	<i>Drug & Alcohol</i>	<i>Mental Health</i>					
Business Sustaining			120,241								120,241
Universal Process											851,058
Self Services	141,552	24,752		42,624	1,216				1,115		211,259
Coaching	53,963	169,962		71,040	1,216				5,069	9,225	310,475
Orientation	35,283	29,079		42,624						9,223	116,209
Workshops	31,329	22,148		142,081	6,078				203	2,460	204,299
Job Clubs	6,385				2,431						8,816
Enrolled Services											2,231,564
Assessments	46,175			170,497	30,388		764	1,074		4,305	253,203
IEP	66,017	12,138		255,746	17,017		2,368	16,099			369,385
Case Management	94,702	78,472		412,035	36,466		3,897	10,196	3,548		639,316
Counseling	49,079				26,741	56,616		10,196			142,632
Training & Education	117,595									10,763	128,358
Support Services	148,562	8,801		284,162			10,800			24,600	476,925
Placement	16,132	160,098						16,099	203	29,213	221,745

	<i>WIA NP</i>	<i>EDD All Job Service Programs</i>	<i>Department of Social Services</i>				<i>CHDC Agricultural Workers</i>	<i>Local Assoc. of Habili- tation</i>	<i>Depart- ment of Rehab.</i>	<i>Goodwill estimated cost</i>	<i>Total</i>
			<i>WIA Admin</i>	<i>Job Alliance</i>	<i>Drug & Alcohol</i>	<i>Mental Health</i>					
Business Services											78,657
Rapid Response	10,240	3,667									13,907
Mass Hires	5,100	5,720									10,820
Business Workshops	5,100										5,100
Business Counseling	23,583	2,200									25,783
Business Center	23,047										23,047
TOTAL	873,844	517,037	120,241	1,420,809	121,553	56,616	17,829	53,664	10,138	89,789	3,281,520

Looking within the processes we gain some additional insights about where the \$3.2 million in costs were generated. Enrolled services accounted for most of the costs, about \$2.2 million. Within the Enrolled Services Process the largest costs were generated by case management: \$639,316. This reflects the large number of CalWorks clients in this center who get intensive case management services, as the large number of case management meetings reported earlier indicate. Similarly, support services, which are a relatively small cost at other case study sites, are large here: \$476,925. Again this reflects the large number of CalWorks clients making the transition from public support to employment, who often require support services. The process of enrolling clients into the various programs at the One-Stop was another substantial cost, the cost of assessment and developing individual plans together accounted for over \$600,000 of costs. The various training services offered through the One-Stop and referral to training outside the One-Stop cost only \$128,358. This is because most training is delivered away from the One-Stop and thus does not meet our under the roof definition. These costs are mostly for referring and monitoring clients who are trained elsewhere.

The next highest cost process was Universal Services at about \$850,000. The largest cost item here, accounting for more than one-third of the costs (\$310,475), was one-on-one coaching, where staff provide individual assistance to clients. Supporting self-service activities, which includes maintaining a computer network, staffing the resource room, and receiving visitors was the next most costly activity at slightly over \$200,000. Workshops were a significant cost item at over \$204,299, orientation of new clients to the One-Stop cost less about \$116,000, and the Job Club was the least costly activity at \$8,816.

The Business Service Process cost substantially less than the other two at a total of only \$78,657. Here the highest cost items were business counseling, where staff provide one-on-one assistance to businesses and the Business Center, which was walk in assistance for local businesses to get assistance. Together these two activities accounted for almost \$49,000 of the cost. Rapid Response, which is services for businesses facing a closure or layoff, was only about \$14,000.

Finally, the cost to the county of managing and overseeing this One-Stop was \$120,241. This includes a share of the cost of supporting the WIB and other local area costs.

Cost By Service Line

The final step in our analysis is to estimate the costs of particular One-Stop services produced by processes and activities described before. One-Stops are a service business and it is often hard to distinguish between activities and services. For example, when a client has a one-on-one session with a counselor to review her resume, is the product a counseling session or is this event merely an activity leading to a product such as placement in a job? We did not worry too much about this distinction. In our case studies we were constrained by what the One-Stop measured, we could only estimate costs for services which were measured by the One-Stop. We could also only calculate costs for specific services when One-Stop staff could assign cost drivers – usually their time – to specific activities that directly linked to measured service lines. We were also interested in services that were likely to be found in other One-Stops, such as a universal access visit, or a workshop. We began our cost-per-service estimates with the services that we viewed as produced by a whole process, not just an individual activity. We also focused on services we

thought would be common to other One-Stops and thus could provide some valuable insights about managing One-Stops.

Before we could calculate the costs for each service, we needed to deal with an additional methodological problem, the problem of “joint costs” (see Text Box C4-1). Joint costs are those costs that are shared by various products. For example, reception is an activity that supports many products such as universal access visits, case management, job placement and others. It is impossible to actually break that cost down to get an accurate estimate of the cost of reception for each product.

Text Box C4-1: The Problem of Joint Costs

Some of the “cost-per” calculations are afflicted by a condition known as the “joint cost” or “joint product” or “joint revenue” problem. This condition occurs when two or more products are produced using a single, indivisible input (or are associated with a single bundled revenue stream). This creates ambiguity when we try to compute the cost-per of the separate outputs.

A common example is that of raising chickens. An input is the feed. Outputs include chicken wings, chicken legs, and chicken breasts. We may know the chicken ate 9 pounds of food, but we do not know exactly how much of that food went to the chicken’s wings, legs, or breasts. In this example, the cost-pers would likely be approximated by apportioning the cost of the chicken feed according to either the weight of each of the component outputs, or the revenue associated with the component outputs. So, an approximation in this example is only an estimate, but is possible.

However, other cases of joint costs are more difficult to solve. These more difficult cases occur when the revenue for a component product is hard to determine (or when there is no revenue associated with a particular product), and when the product has no physical weight (or when the weight is not clearly related to revenue). This is the nature of a One-Stop’s operations. Consider the resource room, for example. We can determine the total amount a One-Stop spent on the resource room. We can even calculate how much it cost to make the resource room available, on a per-person basis, for the year. But then some people who use the resource room will end up producing a resume, and others will end up producing a job search plan. There is no good way—as far as we can see at this point—to know how to apportion the valid cost of the resource room across those separate outputs. These outputs have no apparent revenue associated with them, and they have no physical weight. So, a calculation of the “cost per resume” or “cost per job search plan” would be very difficult.

In making our estimates we tried to get as close as possible to the unique costs of a service. In cases where we could not break down the joint costs, we only assigned the costs directly attributable to the product. Table C4-9 below includes notes on how we made our calculations. In some cases we were able to identify costs that went with a particular activity but did not have

measures of the services produced by that activity, so no cost per service calculations were possible. The tables below show the best cost per service calculations we could make by the three processes identified earlier.

Universal services are produced in a high volume at relatively low cost. You can see in Table C4-6 if we take all universal costs and simply divide by all universal clients we get a cost per client of \$535, if we look further and track the number of visits made for universal services we get a cost of \$45 per visit. It is interesting to note that at this One-Stop clients made many more visits on average than at other case study sites. Providing one-on-one assistance in the resource room was a significant cost item but since these events were not counted we were unable to calculate a cost per unit.

Other significant universal activities at this One-Stop were Workshops which cost about \$1,500 each and \$300 per client served. It cost \$25 to serve a client in a job club.

Table C4-6: Cost for Universal Access Services

<i>Service Lines</i>	<i>Units of Service</i>	<i>Cost</i>	<i>Cost per Unit</i>	<i>Note*</i>
Universal Access clients total	1,590	\$851,058	\$535	1
Universal Access visits in 2004/2005	18,845	\$851,058	\$45	2
Universal Access service events in 2004/2005	20,478	\$851,058	\$42	3
Number of One-on-one coaching events in 2004/2005	NA			
Number of workshops provided in 2004/2005	130	\$204,299	\$1,572	4
Number of clients attending workshops	680	\$204,299	\$300	5
Number of clients attending Job Clubs	350	\$8,816	\$25	6
Total number of attendance Incidences' at Job Club	480	\$8,816	\$18	7

*refer to Table C4-9 for further explanation of calculations

It was, not surprisingly, much more costly to serve clients formally enrolled in a WIA or a Department of Social Service program. On average an enrolled client cost \$1,422 to serve. Looking at the beginning of the process it cost about \$1,090 to assess a client and develop an individual plan. Providing case management cost \$407 per client served but only \$68 per client meeting. This One-Stop provided extensive counseling services. The cost of a counseling session across all the programs and all the types of counseling averaged \$45 a session. Placing clients in training and supporting them during training cost \$525 for a client receiving training; remember this does not include the direct cost of training usually paid for through and ITA (voucher).

Participants received different packages of services, and these cost-per measures help us understand the costs of the various packages. Let's compare two clients who got two different packages of services. Client A, got a comprehensive assessment, case management to help them resolve some personal issues and placement assistance; total cost \$3,327. Client B also got a comprehensive assessment, case management, and in addition got 10 personal counseling sessions and training at a local community college; total cost to the One-Stop \$4, 349.

Figure C4-5: Costs for Two Model Clients

<i>Client A</i>	<i>Client B</i>
• Comprehensive assessment and individual plan \$1,090 • Case Management \$407 • Placement \$554	• Comprehensive assessment and individual plan \$1,090 • Case Management \$407 • Counseling (3 sessions) \$135 • Referral to training \$618 • Placement \$554
Total Cost: \$2,057	Total Cost: \$2,804

Table C4-7 provides the best cost per service calculations we could make with the available data.

Table C4-7: Cost per Enrolled Service Unit

<i>Service Lines</i>	<i>Units of Service</i>	<i>Cost</i>	<i>Cost per Unit</i>	<i>Note*</i>
Total enrolled clients	1569	\$2,231,562	\$1,422	7a
Number of comprehensive assessments conducted	296	\$253,203	\$855	8
Number of plans developed (IEP, work-plan or other name)	1569	\$369,384	\$235	9
Number of clients assigned to Case Management	1,569	\$639,316	\$407	10
Number of client meetings held by case managers	9,408	\$639,316	\$68	11
Number of client counseling sessions total	3,189	\$142,632	\$45	12
Individual sessions	3,194	\$142,632	\$45	13
Number of training referrals (ITA, OJT, adult school, community college, ...)	1,373	\$128,358	\$93	14
Number of clients receiving support services to stay in training	909	\$476,924	\$525	15
Number of clients placed in employment (other than from self services)	400	\$221,745	\$554	16

*refer to Table C4-9 for further explanation of calculations

Business services account for about 2.4% of the One-Stop's costs. The data available on services provided allowed us to make a number of cost calculations, which are shown in Table C4-8. One service provided by the One-Stop was hosting mass hire events, where an employer who needed to hire a number of people, such as at the opening of a large retail store, could come to the Center and interview a number of applicants on a single day. The cost of one of these events was \$1,082, the cost for each interview generated was \$34, and cost per person actually hired was \$90.

The One-Stop provided quite a bit of consulting services to businesses inexpensively. Using data provided we calculate that the One-Stop provided consulting at a cost of just \$51 per business and an hour of Business consulting for just \$10. Similar businesses who were served by the business center, cost \$120 each or \$40 per service event.

We estimate providing Rapid Response services, which is usually done in conjunction with EDD, cost \$632 per company served and \$38 per worker reached. This low cost may be indicative of the fact that most companies were small and services were limited.

The One-Stop gets and distributes job listings for companies; we estimate costs of serving each company who used this service at \$1,644. In addition, the One-Stop hosts events where multiple companies can come into the One-Stop and recruit employees; we estimate the cost of these events at \$2,349, and cost per individual job seeker who attends these events is \$147.

Table C4-8: Cost of Employer Services

<i>Service Lines</i>	<i>Units of Service</i>	<i>Cost</i>	<i>Cost per Unit</i>	<i>Note*</i>
Companies served with rapid response services	22	\$13,907	\$632	17a
Number of affected workers that received Rapid Response information	369	\$13,907	\$38	17
Number of mass hire events held	10	\$10,820	\$1,082	18
Number of applicants interviewed	320	\$10,820	\$34	19
Number of applicants hired	120	\$10,820	\$90	20
Number of businesses receiving business consulting assistance	510	\$25,783	\$51	21
Number of hours used to provide consulting assistance	2,680	\$25,783	\$10	22
Number of businesses visiting business service center	192	\$23,047	\$120	23
Number of service events provided to businesses	575	\$23,047	\$40	24

*refer to Table C4-9 for further explanation of calculations

Table C4-9 below show notes on the calculations reported in earlier tables.

Table C4-9: Notes on Service Cost Calculations

<i>Note</i>	<i>Explanation</i>
1	Total cost of universal access process divided by number of unique clients
2	Total cost of universal access process divided by number of client visits
3	Total cost of universal access process divided by number of service events
4	Total cost of workshops divided by number of workshops held
5	Total cost of workshops divided by total workshop attendance
6	Total cost of job clubs divided by number of unique clients served
7	Total cost of job clubs divided by total attendance at job clubs
7a	Total cost of enrolled services divided by number of clients enrolled in any program
8	Total cost of assessments divided by number of assessments completed
9	Total cost of developing individual plans divided by total number of plans developed
10	Total cost of case management divided by number of clients receiving case management
11	Total cost of case management divided by number of case management client meetings
12	Total cost of counseling divided by number of counseling sessions
13	Total cost of counseling divided by number of individual sessions
14	Total cost of training and training referrals (does not include cost of training delivered away from the One-Stop) divided by number of clients getting training
15	Total cost of providing support services divided by number of clients getting support services
16	Total cost of placement services for enrolled clients divided by number placed
17	Total cost of rapid response service divided by number of workers served
18	Total cost of mass hire events divided by number of mass hire events
19	Total cost of mass hire events divided by number of applicants who were interviewed at events
20	Total cost of mass hire events divided by the number of applicants placed
21	Total cost of business consulting assistance divided by the number of businesses receiving assistance
22	Total cost of business consulting assistance divided by the number of hours of consulting services
23	Total cost of the business service center divided by the number of unique businesses visiting center
24	Total cost of the business service center divided by the number of service events (may be more than one per business)

Appendix D: Survey Instruments

Figure D-1: Sample Cover Letter and Instructions

Date, 2006

One-Stop Manager
Subject One-Stop Center
1234 Main St.
Anytown, CA
90000

Dear Ms. One-Stop Manager,

Thank you for agreeing to be part of our Cost Study of California One-Stops. Your cooperation will help us gain a better understanding of how One-Stop Career Centers operate. This study is a major priority for the State WIB. Once our analysis is complete, we will provide you with an analysis of your data benchmarked against other California One-Stops, which will provide you valuable management information.

Essentially we are asking for four types of data: first, information about expenditures for the closed 2005-06 fiscal year; second, how your staff and partners spent their time during 2005-06; third, an estimate of the services the Subject One-Stop Center produced in 2005-06; and fourth, a simple report on your partners who play a limited role in your One-Stop. We ask that you use the best available data, but as the directions on the instruments indicate, it is OK to estimate when needed. We have enclosed a series of simple data-collection forms that you should be able to complete easily from existing records or your own estimates. **Please return the completed forms by this date, 2007.** You have both paper and electronic copies.

The following pages contain a list of enclosed survey instruments that can serve as a checklist; as you collect data, simply check off each completed form.

Here are the types of data collection forms enclosed in this package:

A. Expenditure Information

“Subject One-Stop Center Expenditures as Traced from Agencies’ Total Costs”
 (“Cost Study template”)

The spreadsheet should be completed by:

___ Your Local Area fiscal person (for Local Area expenditures and also for WIA expenditures in the One-Stop)

B. How staff spent their time in PY 05/06

“Effort Allocation Data Collection Instrument”

To be completed by each responsibility center in the One-Stop
___ Subject One-Stop Center – Universal Services Staff
___ Subject One-Stop Center – Registered Services Staff
___ Subject One-Stop Center – Business Services Staff

C. Services Produced

“Service Lines Data Collection Instrument”

There is just one instrument summarizing all the services produced by the One-Stop.

To be completed by One-Stop Management:

___ One-Stop Management

D. Information on Partners

“Partner’s Short Survey Form”

To be completed by each of the following partners:

___ Retired People’s Association
___ Veterans Resource Association
___ Junior College
___ Local University
___ County Human Services Department
___ Local SBDC

(EDD and the Department of Rehabilitation do not complete this form.)

If you feel that this partner list is incomplete please add to the list and have any additional partners complete the ““Partner’s Short Survey Form””.

E. EDD Form – Cost Allocation Detail Sheet

___ EDD Manager

Also enclosed are:

- A set of instructions containing an overview of the fiscal data-collection forms, with information on how to go about making some of the calculations. We encourage you and your major partners to review this set of instructions. **We only want to know about services and activities that occurred “under the roof” of your One-Stop. Services or activities that occurred elsewhere or which were “contracted out” are not included, even if they served One-Stop clients.** For example, if a client got an ITA to receive training at a community college, the cost of that ITA is not included because the training did not occur in the One-Stop, but if the client is case managed by One-Stop staff the cost of the case management is included in our analysis.

- A USB “flash drive” containing all these files. The flash drive has three folders:
 - One folder is labeled “Data Collection Forms.” This folder contains most of the data-collection forms and directions listed above. The forms in this folder can be filled out electronically or by hand on the printed copies provided.
 - The second folder is labeled “Electronic Fiscal Forms.” This folder contains the subset of the data-collection forms that we’d like to have filled out electronically. **Please fill out the contents of this folder electronically.**
 - The third folder is labeled “EDD” and it contains the instructions and forms for the EDD Manager to complete. **Please complete this spreadsheet electronically.**

Once you have reviewed the forms, please call us with any questions you may have.

Once all the data-collection forms have been filled out, **please keep a copy of everything** and send the originals, including the flash drive containing electronic information, in the enclosed self-addressed stamped envelope to:

Richard Moore
 Center for Management and Organization Development
 California State University, Northridge
 18111 Nordhoff St.
 Northridge, CA
 91330-8376

If you have questions, please call Andrew Wilson, the Research Assistant for this study, at 818-677-6400.

I want to remind you that all the data you provide will be confidential. We will not identify you or any of your partners in our reports or analysis.

Once again, thanks for your willingness to participate in this important project and we look forward to returning your analyzed data to you. If you have any questions about the project please contact either Andrew or me at 818-677-6400 or via email at andrew.wilson.68@csun.edu or richard.moore@csun.edu.

Sincerely,

Richard W. Moore, Ph.D.
 Professor and Project Director

Figure D-2: Expenditure Instrument for Subject One-Stop Center

Expenditure Instrument for One-Stop									
Program Year July 1, 2005 to June 30, 2006									
Expense Line Item Object Description	2005/2006 Expenditures (Note 6 below)	Responsibility Centers (Note 7 below)							(Note 8 below)
		Responsibility Centers	Responsibility Center	Responsibility Center	Responsibility Center	Responsibility Center	Responsibility Center	Responsibility Center	External Contracts
Salaries and Wages (Note 1 below)									
Employment Taxes and Fringe Benefits									
Space Cost (Note 2 below)									
Contracts for Services (Note 3 below)									
Communications									
Operating Expenses and Supplies									
Equipment and Associated Costs (Note 4 below)									
Home Office or Agency Cost (Note 5 below)									
Total									
On this spreadsheet we have listed the Responsibility Centers that you told us your organization is divided into. It is important to this study that your 05 / 06 Expenditures (column B) be allocated into these Responsibility Centers. If you decide that the above Responsibility Centers are not correct, please feel free to change them. However, should you change the Responsibility Centers on this spreadsheet, please remember that you still need to complete an Effort Allocation Worksheet (included with the original Survey package) for all Responsibility Centers.									
Note 1: Salaries and Wages include full-time and part-time salaries and wages, including overtime and all other forms of employee remuneration for work performed.									
Note 2: Space Costs include the cost of rent, utilities (water, sewer, electric, telephone and the like), liability insurances, security, maintenance of the building and the like.									
Note 3: Contracts for Services costs include contracts for services performed by non-employees, such as equipment maintenance or security. In workforce agencies, it includes the amounts paid to subcontractors for training and support as well as the cost of services for consultants.									
Note 4: Equipment and Associated Costs include any equipment purchases, together with its installation, maintenance and ongoing operations (paid by contract to outside agencies)									
Note 5: Some Agencies are supported by a parent organizations (a.k.a. Home Office or Headquarters) and the cost of that organization may or may not show up in the local Agency cost structure. If your agency receives charges from a parent or HQ agency, and that cost is not booked in your records, please include it in this line. This cost will need to be traced to the various line item objects listed above in a manner that reflects what the cost benefits.									
Note 6: The total expenditure column numbers should be obtained from your fiscal officer or they can be taken from your year end close out report. The expenditure column numbers are exclusive to the resources used to operate this subject One-Stop except for cost added in line 13 which is indirect cost attributable to the One-Stop.									
Note 7: Responsibility Centers are units that are managed by a unique supervisor, have a unique organizational structure and budget, and accomplishes certain tasks for part of the organization's overall mission. The array of Responsibility Centers will parallel an organizational chart. Each Unit in an organizational chart will typically be its own Responsibility Center. Our Study isolates cost to Responsibility Centers and then obtains production and effort information from each so the cost can be matched (attributed to) the various service lines that each Responsibility Center participates in producing.									
Note 8: Contracts for Services can be for "under the roof" activities or external activities. All contracts that are under the roof must be traced (associated) to the responsibility centers that supports the functions the contract was for. (e.g., a contract for assessment analysis used in registered services should be included in the registered services responsibility center.). The most typical contract costs that occur away from the One-Stop (not under the roof) are Individual Training Account payments. These costs need to be traced to the final column in the worksheet labeled "Contracts"									

Figure D-3: EDD Financial and Effort Worksheet

STEP ONE

Field Office:

STAFFING REQUIREMENTS:	ANNUAL SALARY *	P.Y.'s	PERSONNEL SERVICES COSTS
<u>STAFFING LEVEL</u>			
Employment Program Mgr. III	\$69,804	0.00	\$0
Employment Program Mgr. II	\$65,040	0.00	\$0
Employment Program Mgr. I	\$58,128	0.00	\$0
Employment Program Sup. I	\$54,960	0.00	\$0
Employment Program Rep.	\$47,724	0.00	\$0
Employment Development Sup. I.	\$54,960	0.00	\$0
Job Agent	\$52,956	0.00	\$0
Business Services Officer I	\$49,860	0.00	\$0
Office Technician (Typing)	\$35,888	0.00	\$0
Office Technician (General)	\$36,576	0.00	\$0
Office Assistant	\$31,296	0.00	\$0
Janitor	\$27,300	0.00	\$0
Student Assistant	\$6,504	0.00	\$0
Youth Aide	\$4,020	0.00	\$0
Bilingual Pay	\$1,200	0.00	\$0
 SUB-TOTAL		(A) 0.00	\$0 (B)
JS Branch CO and management (7.02% of B) includes: Dep Dir, Div Chief, EDA, JSDCO direct charge staff			\$0
Administrative Staff and Technical (7.26% of B) (Excluding Benefits)			\$0
SUB - TOTAL			\$0 (C)
Personnel Benefits (48.09% of C) (Includes Admin.Staff & Tech.)			\$0
Total Personal Services and Benefits			\$0
<u>OPERATING EXPENSES & EQUIPMENT (OE&E)</u>			
Allocated OE&E (13.25% of C) includes: utilities, postage, consultant contracts, printing and binding, DP and non-DP equipment purchase and maintenance, software purchase and maintenance, pro rata, and SWCAP			\$0
Direct OE&E per position (\$639 X A) includes: supplies, training, and travel			\$0
Cost Center Specific OE&E			
Rent/Leases (mo. cost per sq. foot)	\$0.00	(# of sq. feet)	0 \$0
Telephones (mo. cost per line)	\$0.00	(# of lines)	0 \$0
HHSDC/CalJOBS (cost per computer)	\$1,022	(# of computers)	0 \$0
Total OE&E			\$0
 TOTAL COST			 \$0

Move to Effort Sheet

Total FTE		0					
STEP TWO			Automatic Calculation	STEP THREE		STEP FOUR	
	First Name of Staff	2005-06 P.Y.'s	FTE to Hour Conversion	Hours at Subject One-Stop	Hours at Other Locations	Allocable Hours "Not On Direct Service"	Service Line Hours "Hours On Direct Service"
1			0				
2			0				
3			0				
4			0				
5			0				
6			0				
7			0				
8			0				
9			0				
10			0				
11			0				
12			0				
13			0				
14			0				
15			0				
16			0				
17			0				
18			0				
19			0				
20			0				
TOTALS		0.00	0	0	0	0	0
		Staff FTE's Detail Reconciles to FTE from Financial tab, Please Proceed to Step Two		Distribution of Staff Hours is Complete, Please Proceed to Step Three		Assignment of Staff Hours is Complete, Press Button to move to Step FIVE	
						Move to Step FIVE	

Page 3

STEP FIVE		(Distribution of Service Line Hours from the "EFFORT" worksheet to common roles and then to "Service Lines")											
Total "Service Line" Hours		0 ← Control Total from "Effort" tab											
Spread hours shown above across Common Staff Roles Highlighted in Blue. (The totals must equal the "Control Total" in cell B2 above.)		0	0	0	0	0	0	0	0	0	0	0	0
Proceed to Spread Hours to Service Lines		Common Staff Roles and Programs											
Service Lines	Resource Room Activities	IAW & JS for UI	Workshops	Job Development	Rapid Response	Mass Hires	Vets	Parolees	MSFW	Other (Specify)	Other (Specify)	Other (Specify)	Total
Self Service- Job Search Information and Support													0
Coaching- for job search information and support													0
Orientation to One-Stop													0
Workshops: Job search and support													0
Job seeking networks													0
Assessment													0
Individual Service Plan, such as IEP													0
Case management													0
Counseling													0
ITA/ OJT													0
Training and Education													0
Support Services													0
Placement Assistance													0
Rapid Response Assistance													0
Mass Hires/ Job Fairs													0
Business Workshops													0
Business Consulting													0
Business Center Service													0
Job Development													0
Employment Services													0
Counseling, Case Management Supportive Services													0
College Preparation													0
Academic Support													0
Follow-up													0
Total Hours per Functional Role	0	0	0	0	0	0	0	0	0	0	0	0	0
Congratulations. Your Distribution is Complete													

Figure D-4: Services Lines Data Collection Instrument

Service-Lines Data Collection Instrument

Instructions

One-Stops provide a wide array of services. Here we define a list of services commonly found in One-Stops and some measures of those services. In the matrix below complete the following steps:

1. Review the services and their definitions. If your One-Stop provides this service simply check the Yes box under the service name or if you did not provide this service in 2005-06 check the No box.
2. For the services where you checked “Yes”, in the “Quantity” column on the far right, indicate the amount of the service you produced in the **2005-06** program year. If you do not track a particular measure simply put NA in that field. **Important:** All services reported should be for your One-Stop only and not include data for other One-Stops in you local area. You will want to make sure that you consult with your partners to get the full count of various services, we are not just interested in WIA participants, we want information on all the people served by your One-Stop. At the same time we want to avoid duplicate counts.

The services are divided into four groups based on the client group: Universal Services, Enrolled Services (services to clients enrolled in programs, these may be WIA programs, or other programs which require formal enrollment like CalWorks), Business Services and Youth Services.

To the degree you have “hard data” (i.e. printed or electronic records) please use them. For example, if you have a count of universal access visits please use it. To the degree that you can estimate from records please feel free to estimate. For example you may not have a complete record for workshops given, but if you have a regular schedule of workshops each month you can estimate the number of workshops by reviewing records for a typical month and multiplying by twelve.

Questions: Call Andrew Wilson at 818-677-6400 or email andrew.wilson.68@csun.edu.

Process	Service	Definition/ Notes	Measure	Quantity
Universal	Self Service- Job Search Information and Support Yes ☐ No ☐	This is what goes on in the resource room; people seek jobs and related information and use resources to support the job search such as faxing resumes, completing self administered assessments, self referral to other services, using word processing etc. One-on-one assistance is <u>not</u> included in this service line.	Number Universal Access visits	
			Number Universal Access clients	
			Number Universal Access Service Events (e.g. faxed a resume, accessed career information on internet)	
Universal	Coaching: for job search information and support Yes ☐ No ☐	In the resource room clients get one-on-one help with a variety of activities, accessing information, quick informal coaching on resumes, help filing a UI claim etc. It may also include informal referral to other resources inside or outside the One-stop.	Number of times one-on-one coaching events occur	
Universal	Orientation to One-Stop Yes ☐ No ☐	Introducing new clients to the resources in the One-stop on their first visit; includes initial needs assessment.	Number of new universal access clients.	
Universal	Workshops: Job search and support Yes ☐ No ☐	These are workshops that build skills or give support for job search. Workshops may serve universal clients, enrolled clients or both.	# of Workshops	
			# of People attending	
Universal	Job seeking Networks Yes ☐ No ☐	This would include traditional job clubs of any type, whether they are staff facilitated or peer facilitated. They must be open to universal clients	# Job club or network members	
			Total Job club or network	

Process	Service	Definition/ Notes	Measure	Quantity
			attendance	
Enrolled	Assessment Yes ☐ No ☐	A comprehensive assessment of skills, background and interests for registered or potentially registered clients, interpreted by a professional	# of comprehensive assessments	
Enrolled	Individual Service Plan, such as IEP Yes ☐ No ☐	A service plan for an individual that involves one or more formal services leading to employment, that will be tracked by a staff member	# of IEPs or other formal plans	
Enrolled	Case management Yes ☐ No ☐	Meetings, phone calls and other activities where a staff member helps a client complete their plan. It may involve problems solving, securing support services, or brief counseling. This includes follow-up after placement or exit.	# of clients getting case management	
			# of meetings with case manager (staff/ client ratio may be a meaning full measure as well)	
Enrolled	Counseling Yes ☐ No ☐	Counseling for specific personal problems in scheduled sessions – individual or group. For example drug and alcohol counseling.	# of client session	
Enrolled	ITA/ OJT Yes ☐ No ☐	Trainees receive an ITA or an OJT experience as part of training plan.	# of clients with ITA or OJT	
Enrolled	Training and Education Yes ☐ No ☐	Formal training or education which is part of a service plan. For example GED or ESL classes provided in the One-Stop.	# of clients receiving training/education	
			# of hours of training/ education	
Enrolled	Support Services	This is restricted to support services such as drop in child care which are	# of clients receiving support	

Process	Service	Definition/ Notes	Measure	Quantity
	Yes ☐ No ☐	delivered under the roof.	services	
Enrolled	Placement Assistance Yes ☐ No ☐	Defined as staff provided assistance to locate and secure a job.	# of clients placed (entered employment)	
Business Services	Rapid Response Assistance Yes ☐ No ☐	Meeting at the company site with employers or employees of companies considering a lay-off or closure.	# of employees assisted	
			# Employers assisted	
Business Services	Mass Hires/ Job Fairs Yes ☐ No ☐	One-stop staff arrange logistics, screen applicants for employer hiring a number of employees or Job Fairs where employers come and meet a number of potential applicants.	# of mass hire events	
			# of applicants interviewed at mass hire events	
			# of applicants hired from mass hires events	
			# of Job Fairs	
			# of companies participating	
			# of Job seekers participating in job fair	
Business Services	Workshops Yes ☐ No ☐	Workshops to provide skills or information for businesses.	# of workshops	
			# of businesses attending	

Process	Service	Definition/ Notes	Measure	Quantity
Business Services	Business Consulting Yes ☐ No ☐	One-on-one assistance to business to provide help with : taxes, marketing, loan applications etc.	# of companies serviced	
			# of hours of consulting	
Business Services	Business Center Service Yes ☐ No ☐	Essentially office support for small businesses, faxing, internet access, office space etc.	Number of businesses served	
Business Services	Job Development Yes ☐ No ☐	Contacting businesses to identify open positions and posting those positions in the One-Stop and elsewhere.	Number of jobs developed	
Youth	Employment Services Yes ☐ No ☐	Youth placed in work experience, summer jobs or regular employment.	Number of youth placed in any employment	
Youth	Counseling, Case Management Supportive Services Yes ☐ No ☐	Services to counsel and support youth while they are enrolled in program.	Number of youth receiving services	
			Number of meetings or appointments	
Youth	College Preparation Yes ☐ No ☐	Activities to prepare youth for college, campus visits, SAT Prep, information session etc.	Number of youth participating in college preparation events	
Youth	Academic Support Yes ☐ No ☐	Services such as GED preparation, home work clubs, or tutoring to help improve academic achievement.	Number of youth participating	
			Number of participants attaining credential	
Youth	Follow-up Yes ☐ No ☐	Follow-up services to see if youth have completed activities.	Number of youth followed up.	

Figure D-5: Effort Allocation Data Collection Instrument

Effort Allocation Data Collection Instrument

Personnel at One-Stops spend their working hours on a variety of activities. The purpose of this form is for you to estimate how people spent their time in program year **2005-06** in different units within your one-stop. In the matrix below complete the following steps:

1. In our first call to your One-Stop you identified the basic organizational units in your One-Stop. We have prepared a form for each unit. Check the list below and make sure that it is correct and that all your staff can be put into one of these units. If not please call us.

List of Responsibility Centers:

- a. Subject One-Stop Center – Responsibility Center #1
- b. Subject One-Stop Center – Responsibility Center #2
- c. Subject One-Stop Center – Responsibility Center #3

We need to account for 100% of the staff who work in your One-Stop with these groups.

2. Review the activities and their definitions before you begin, so you have a sense of all the activities included in our model.
3. Please distribute a copy of this form to the manager of each organizational unit defined in (1) above.
4. In the far right column, have each unit manager indicate the percentage of effort his or her staff spent on each activity during the **2005-06** Program Year. Remember, each manager must distribute 100% of their unit's effort across these activities.

Instructions: Think about all the time staff in your unit spent working in the One-Stop in 2005-06, think of all this effort as 100%. Then using your best judgment, distribute that 100% across all the activities that went on in the One-Stop using the form below. Please fill in the grey cells with percentages that indicate the relative amount of staff time that went into the various activities listed in the left-hand column. It is quite likely that your staff will have spent no time on some activities, in that case simply enter a 0. When you are done, all the percentages you reported must add to 100%.

Note: You will have some activities, such as reception, which are not listed. These activities are likely to be activities which support other activities. For example, reception supports the resource room, services for enrolled clients, and so forth. When estimating effort, allocate this time to the activities it supports. So, some of the time that goes into reception should be distributed to “coaching” in the universal area, or “case management” in the enrolled area and so forth.

Subject One-Stop Center – Universal Services Staff Person Completing Form _____ Date Completed _____ Number of FTE staff in your unit: _____	
Activities	Allocation of effort (%)
Universal Activities	
Support and maintenance of “self-service” activities , maintaining resource room, staffing information / referral kiosks etc.	_____ %
Coaching: Informal one-on-one assistance, may include drop in appointments, NOT case management.	_____ %
Orientation to One-Stop: providing new clients information about One-Stop services, how to use the resource room, etc.	_____ %
Workshops / Seminars supporting job search; resume writing, interviewing, etc.	_____ %
Support of Job Club or Other Networking Activities	_____ %
Enrolled Services ; Services for Adult participants formally in enrolled in any program	
Conducting Comprehensive Assessments of Applicants	_____ %
Development of Client Plans such as IEP/ ISS	_____ %
Case Management, Referrals: (time spent conferring with clients or not enrolled aimed primarily at referring them to outside services)	_____ %
Case Management, Support: monitoring progress, solving problems, arranging support services for enrolled clients.	_____ %
Case Management, Training: setting up ITA, or other classroom training	_____ %
Counseling: One-on-one or group counseling with scheduled appointments for specific problems (alcohol and drug counseling). NOT case management.	_____ %
OJT or ITA: Developing OJT positions and placing clients in them.	_____ %
Training and Education; General Education (GED, ESL) / occupational skills training – includes <u>only</u> training conducted in the One-Stop	_____ %
Providing Support Services: only support services such as drop in child care that occur in the One-Stop	_____ %
Providing Placement Assistance	_____ %

Business Services	
Developing Jobs: Identifying open jobs and listing them for One-Stop customers and others.	_____ %
Rapid Response: Providing assistance to companies and or workers regarding layoffs or closures	_____ %
Arranging and Managing Mass Hire Events and Job Fairs	_____ %
Training and Workshops for Business: planning and delivering training and workshops for business.	_____ %
Business Consulting: one-on-one assistance for businesses	_____ %
Business Center Services: temporary office space, computer access, faxing , etc.	_____ %
Youth Services	
Provide Employment Services: Arranging work experience, job placement, summer employment.	_____ %
Counseling, Case Management, Supportive Services	_____ %
College Preparation Services	_____ %
Academic Support, (GED preparation, home work club, etc.)	_____ %
Follow-up of Participants	_____ %
TOTAL (must add to 100%)	100%

Figure D-6: Partners Short Survey Form

Partner's Short Survey Form
Partner:

This questionnaire is for partners who are involved in only a few activities under the roof of your One-Stop **2005-06** program year. For example, an adult education program that offers GED and ESL classes in your One-Stop, or a community college which stations a counselor at your One-Stop should use this short form.

To complete this form work with your partner to get the data you need. Here are the simple steps involved:

1. Identify the agency.
2. List the services they provide (please use the list of services attached at the end of this document)
3. Provide the best measure you have or can estimate about the amount of service provided during the 2005-06 program year (see the "Service Line Data Collection Instrument" for ways to measure service). Please also include this service count in the comprehensive "Service Line Data Collection Instrument" which covers all activities in your center.
4. Estimate the "fully loaded" cost of these services. By fully loaded cost we mean the salaries of staff plus fringe benefits, any other direct or indirect costs such as assessment instruments or instructional materials provided by the agency, and appropriate agency overhead. The attached matrix provides an example of calculating fully loaded cost.

As you can see in the example below the local community colleges participate in two activities, counseling about opportunities at the community college two afternoons a week, and workshops for small businesses on finance and HR practices.

Questions? Call Andrew Wilson at 818-677-6400 or email andrew.wilson.68@csun.edu.

Subject One-Stop Center

Agency /Activity	Measure of Annual Activity	Annual Cost PY 2005-06
<i>Sample</i> Agency : Community College		Total Cost: \$56,510
Activity 1: Coaching about training and education	350 one-on-one appointments	\$ 46,700 (Hourly rate with fringes and overhead \$45 x 20 hours a week x 50 weeks= \$45,000, 200 assessment instruments @ \$8.50= \$1,700)
Activity 2: Business workshops	21 Workshops 225 participants	\$9,810 (Each workshop 8 hours of labor at \$45 per hour X 21 workshops= \$7,560 \$10 of materials for each participant \$2,250)
Agency Name:		Total Cost:
Activity 1:		
Activity 2:		
Activity 3:		
Activity 4:		
Activity 5:		

List of One Stop Services

Universal Activities
Support and maintenance of “self-service” activities, maintaining resource room, staffing information / referral kiosks etc.
Coaching: Informal one-on-one assistance, may include drop in appointments, NOT case management.
Orientation to One-Stop: providing new clients information about One-Stop services, how to use the resource room, etc.
Workshops / Seminars supporting job search; resume writing, interviewing, etc.
Support of Job Club or Other Networking Activities
Enrolled Services ; Services for Adult participants formally in enrolled in any program
Conducting Comprehensive Assessments of Applicants
Development of Client Plans such as IEP/ ISS
Case Management, Referrals: (time spent conferring with clients or not enrolled aimed primarily at referring them to outside services)
Case Management, Support: monitoring progress, solving problems, arranging support services for enrolled clients.
Case Management, Training: setting up ITA, or other classroom training
Counseling: One-on-one or group counseling with scheduled appointments for specific problems (alcohol and drug counseling). NOT case management.
OJT or ITA: Developing OJT positions and placing clients in them.
Training and Education; General Education (GED, ESL) / occupational skills training – includes <u>only</u> training conducted in the One-Stop
Providing Support Services: only support services such as drop in child care that occur in the One-Stop
Providing Placement Assistance
Business Services
Rapid Response: Assistance to companies and or workers regarding layoffs or closures
Arranging and Managing Mass Hire Events and Job Fairs
Training and Workshops for Business: planning and delivering training and workshops for business.
Business Consulting: one-on-one assistance for businesses
Business Center Services: temporary office space, computer access, faxing , etc.
Youth Services
Provide Employment Services: work experience, job placement, summer employment.
Counseling, Case Management, Supportive Services
College Preparation Services
Academic Support, (GED preparation, home work club, etc.)
Follow-up of Participants