



Memphis, Tennessee
Local Workforce Area 13

REPORT:

Third Party Evaluation

January 31, 2008

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Meet the Review Team

Mary Ann Lawrence



Mary Ann Lawrence is the President and CEO of The Center for Workforce Learning. Mary Ann has extensive experience in workforce development with over 25 years at the local, state, and national levels of the system in leadership positions. Mary Ann was appointed by the Secretary of Commerce and served on the 2001 and 2002 Board of Examiners for the Malcolm Baldrige Quality Award responsible for reviewing and selecting award recipients for high-performing businesses.

Mary Ann has worked to train and provide technical assistance to U.S. Department of Labor employees in continuous improvement efforts at both the national level and regional offices. Mary Ann played a significant role in design and delivery of USDOL One Stop Training including linking the work done from State to State related to occupational learning objectives for staff working in the one stop environment. In addition, she has completed a research project related to resources available to assist local and state areas in staff training and development. Mary Ann serves as a professional coach in helping One-Stop areas and executives develop and enhance strategies for successful Workforce Investment Act deployment.

Mary Ann has a Business Administration Degree and is also certified in Task Analysis and Curriculum Design. She has extensive experience in non-profit leadership having been the Executive Director of a central Indiana Workforce Investment Board and the Executive Director of the Maryland Institute for Employment and Training Professionals. She founded The Center for Workforce Learning in 1996. She has been recognized nationally with the Professional Development Award in 1995 from the National Association of Workforce Development Professionals. She served on the NAWDP Board of Directors and was a member of the Executive Committee. In addition, Mary Ann served for two years as a member of an advisory council, Professional Workforce Development Panel, established to advise the Department of Labor on capacity building issues system wide. During her two-year term Mary Ann served as a member of the Panel's executive team.

In addition to executive leadership coaching, Mary Ann has extensive experience in non-profit board development, volunteerism systems, and fund development activities. Mary Ann does both Board and staff training in a vast array of subjects. Mary Ann specializes in strategic planning, business plan development, marketing plans, organizational development, team building, balanced scorecard creation, board development, mystery shopping of one-stops, fee-for-service activities, chartering and certification of workforce systems, and third party organizational evaluations. She facilitates planning for a variety of groups including welfare reform, school-to-work, community based organizations, economic development, educational institutions and one-stops. Mary Ann has been active in helping local and State Workforce Investment Boards establish the reengineering needed at each level to successfully administer, manage, and operate all functions within the workforce development system.

Jill Wells



Jill E. Wells is a Senior Associate with the Center for Workforce Learning. Jill has nearly 20 years of administrative experience in local and regional workforce development systems and alternative education. As an original member of the U.S. Department of Labor's *Simply Better Team*, Jill trained local workforce development staff throughout the southwest and western United States on continuous improvement methods.

Jill's administrative experience in workforce development began in 1989. She worked for a local Nevada workforce agency, Job Opportunities in Nevada (JOIN). Jill supervised the data entry staff and served as quality coordinator of ten offices in northern Nevada. With Jill's leadership as a Join Program Coordinator, the agency became a member of the U.S. Department of Labor's Enterprise Council. Jill also headed up memberships to Women Work! and the National Network for Women's Employment. Jill collaborated with the U.S. Department of Transportation on a Non-Traditional Employment series.

Jill has a Master's Degree in Education and a Bachelor's in English and Secondary Education. She has a Business and Industry Teaching Certification. Her educational background prepared her to serve as Director of Education for the JOIN post-secondary licensed school with four sites in northern Nevada. Jill achieved U.S. Department of Labor Quality Trainer Certification through the Center for Workforce Learning in 1996 and trained peers in the Baldrige Criteria.

Jill has extensive experience in grant-writing and partner collaboration to achieve functionally aligned workforce services. One critical grant Jill facilitated that was awarded was a Nevada Department of Education Even Start Grant that resulted in funding that combined workforce system expertise with private industry need to create the first I Can Do Anything Program, an inter-generational volunteer literacy program. The grant resulted in the start-up of the first charter school in Nevada where Jill served as Principal and Chief Administrative Officer for ten years. As the lead of a charter school, Jill understands the issues facing youth, young adults, parents and employers. As the Chief Administrator of the school, Jill achieved regional accreditation through the Northwest Association of Schools, annually maintained a multi-million dollar budget, recruited 350 students annually, supervised and evaluated 30 teachers and staff, maintained up to 4 campuses annually, secured needed grant funding, and established a strong performing arts program. She was instrumental in providing educational services within drug recovery and probation programs and implemented alternative credit recovery programs.

Jill specializes in youth services, third party evaluations, mystery shopping, customer service, educational and economic development services, grant writing, fee-for-service, and continuous improvement training and technical assistance.

Executive Summary

The Tennessee Department of Labor and Workforce Development established goals related to ***Taking the Workforce System to the Next Level***. The goals include providing intensive technical assistance to targeted LWIAs which results in increased expenditures and efficiency. The Center for Workforce Learning was procured to conduct a third party evaluation of Local Workforce Investment Area 13's delivery system.

Local Workforce Investment Area 13 has the opportunity to become a high-performing workforce system. The local area executive team is positioned to engage in changes that will assist with some critical success factors to create the transformation.

Center for Workforce Learning conducted the third party evaluation to identify areas that need improvement. Of importance to the Center for Workforce Learning review team comprised of Mary Ann Lawrence and Jill Wells is the need to balance helping people with making the required numbers. This can be accomplished in LWIA 13 through the leadership of the executive director and the local workforce board.

Eleven findings were identified as needing attention:

1. The Executive Director of LWIA 13 has too many responsibilities related to day-to-day operations.
2. An internal struggle exists related to trust, authority, roles and responsibilities, organizational structure, and communication.
3. Program enrollments are low.
4. The local area does not appear to be operating as a "system" in key functions but rather as standalone service providers and agencies.
5. The service menu is not comprehensive enough.
6. Tracking and information knowledge needs enhanced.
7. There is a disconnect between jobseeker services and business services.
8. The contracting process needs to be improved.
9. Attention is needed related to expenditures particularly in terms of planned levels, staffing, screening, efficiency rates, tracking, co-enrollments, and policies on obligating funds.
10. Performance needs to be significantly improved.
11. The City of Memphis contracting has a boilerplate section that requires insurance which prohibits most small business from participating in Incumbent Worker Training.

The report provides detailed recommendations on how each of the findings could be improved. The report should be reviewed, a briefing conducted with the Center for Workforce Learning, and an action planning session held to digest and finalize strategies for change.

The Review Process

The Center for Workforce Learning requested information to help with the review:

- Service Menu
- Service Descriptions
- Provider Information
- Registration Policies
- Enrollment Policies
- Co-Enrollment Practices
- Obligation Procedures
- Exit Policies
- Referral Policies
- Expenditures
- Service Levels
- Performance Status
- Planning Documents: Business Plan, Marketing Plan, Strategic Plan
- Marketing Materials
- Organizational Chart
- Job Descriptions
- Workforce Board List
- Partner Agency List: Collocated and Off-Site
- One-Stop Consortium Agreement
- Memorandum of Understanding
- Corrective Action Plans
- Monitoring Reports: State and Internal Monitoring

- Customer Flow Charts
- Recruitment Strategies
- Retention Strategies
- Orientation Process
- Case Management Activities

Center for Workforce Learning met on December 17, 2007 with representatives from the Division of Workforce Development at the Tennessee Department of Labor and Workforce Development. The meeting included Mary Ann Lawrence and Jill Wells from the Center for Workforce Learning and Susan Cowden and Susie Bourque from the Tennessee Department of Labor and Workforce Development. The purpose of the meeting was to introduce the review team and discuss any questions either the State of Tennessee or the Center for Workforce Learning had related to the project.

Following the meeting with the Tennessee Department of Labor and Workforce Development Administrator Susan Cowden and Assistant Administrator Susie Bourque, the Center for Workforce Learning Review Team began to develop **assumptions** to consider. The **assumptions** created would be tested throughout the review process to determine their validity and whether the **assumptions** should transition into findings or be eliminated.

On December 18, 2007, the Center for Workforce Learning Review Team met with Mr. Isaac Garrett, Executive Director of the Memphis Workforce Investment Network. Mary Ann Lawrence of the Center for Workforce Learning confirmed that Mr. Garrett was expecting the review and was aware of the purpose for the review. Mary Ann provided a recap of the Center for Workforce Learning experience and qualifications to perform the review. Mr. Garrett provided an overview on the local workforce system and began collecting information requested for the review. Center for Workforce Learning and Mr. Garrett discussed the local administration of grant funds, local operations and lines of authority. Also discussed were roles and responsibilities of the mayor, city government, the internal staff and the workforce board. Center for Workforce Learning shared with Mr. Garrett initial **assumptions** identified.

Next, the Center for Workforce Learning Review Team met individually with key managers within the Memphis Workforce Investment Network. All reported either directly to Mr. Isaac Garrett or to someone that was a direct report to him. Interviews were held with:

- Jonas Barnett – Career Center Non-Training Coordinator
- Jimmy Tuggers – Business Services Manager
- Doris Starks – Career Center Training Coordinator
- Alice Poston – Career Center Manager
- Tony Spratlen – Youth Manager
- Gloria William – Quality Assurance Manager
- Martha Dickerson – Performance Manager

The interviews included:

- Introductions
- Discussion of:
 - Policies and Procedures
 - Customer Flow
 - Recruitment Strategies
 - Eligibility and Sustainability Screening
 - Enrollment Strategies
 - Exit Strategies
 - Follow-Up Practices
 - Expenditures
 - Obligation and De-Obligation Practices
 - Performance Management
 - Staffing

- Services
- Organizational Structure
- Roles and Responsibilities
- Decision Making Authority
- Communication
- Customer Tracking
- Partnering
- Business Services
- Staff Training and Recognition

Each interviewee was asked to share what he or she would do to improve the local workforce system.

The Center for Workforce Learning Review Team toured the facility and observed customer interactions, work processes, and flow.

On January 8, 2008, Mary Ann Lawrence met with Mr. Isaac Garrett at the administrative office in Memphis to discuss questions related to the review, tour the facility, and conduct a random file review of participant information. Dan Holton from the Tennessee Department of Labor and Workforce Development and a team of reviewers were at the LWIA 13 administrative office doing data validation of participant files. Mary Ann Lawrence had an opportunity to meet with and observe the data validation process and results as well as analyze several customer files for completeness including case notes, data validation, eligibility/sustainability, overall customer service planning, and maintenance during and after exit.

Following the on-site visits, Center for Workforce Learning analyzed the following:

- Interview information
- Program Year 2006 Annual Narrative Report of the Tennessee Department of Labor and Workforce Development to the Employment and Training Administration
- State Workforce Executive Committee Meeting Information September 27, 2007
- WIA State Formula Spending for PY 2006 as of 3/31/07

- State of Tennessee % of Available Funds Expended as of March 2007
- 2008 Goals for Tennessee Workforce Development dated December 7, 2007
- Marketing Sheet: *Workforce Investment Pays in Tennessee* for the period 7/1/06 through June 30, 2007
- Correspondence dated June 6, 2007 from State of Tennessee Department of Labor and Workforce Development - LWIA 13 Plan Approval
- LWIA 13 Continuous Improvement Plan July 2007
- LWIA 13 Planning Information
- LWIA 13 List of Discrepancies from Phase 2 Review
- LWIA 13 2007 Local Compliance Checklist from Phase 3 Review
- Local Team Snapshot for LWIA 13 – April 13, 2007 from State Staff Recommending Local Plan Not Be Approved
- LWIA 13 Consortium Agreement – Shelby and Fayette Counties and the City of Memphis, Tennessee
- Local Workforce Investment Board By-Laws
- Certification of Local Workforce Investment Board 7/1/06 to 6/30/08
- LWIA 13 Title VI Civil Rights Act of 1964 Implementation Plan
- Workforce Investment Network Organization Chart
- Job Descriptions: Career Center Specialist, Senior Accountant, Youth Program Analyst, Receptionist, Performance Analyst, Business Services Analyst, Quality Assurance Analyst, Workforce Development Specialist, Contracts Manager, Chief Fiscal Manager, Workforce Coordinator (Training/Non-Training), WIN Office Coordinator, Career Center Manager, Business Services Manager, Performance Manager, Quality Assurance Manager, Youth Services Manager
- List of Youth Activities Providers
- Job Seekers Orientation Booklet
- December 2007 Career Center Activities Brochure
- Registration Form and Initial Assessment Form

- Member Services Form
- WIN Equality Opportunity Notice
- Individual Training Account List, Policies/Procedures and Related Forms
- Marketing Package for LWIA 13: Booklet on Surviving a Layoff, Eligible Training Providers List, General Service Brochure, Memphis Area Existing Business Team Brochure, Business Services Brochure, Suddenly in the Job Market Brochure, Information on Department of Health Locations/Retirement Choices/Adult Education/Support Services
- WIA Quarterly Report (ETA Form 9090) – Report Quarter End Date of 9/30/07
- Monthly Expenditure Report FY07– Local Administration 10/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report FY07 – Adult 10/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report FY07 – Dislocated Workers 10/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report PY06 – Adult 7/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report PY06 – Dislocated Workers 7/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report PY06 – Youth 4/1/06 – 6/30/08 with actual and accruals
- Monthly Expenditure Report PY07 – INC - Statewide Activities 7/1/07 – 6/30/08 with actual and accruals
- Monthly Expenditure Report PY07 – 2CR – Statewide Activities 10/1/07 – 9/30/08 with actual and accruals
- LWIA 13 2006 Performance Statistics
- LWIA 13 Timelines Due August 31, 2007, January 1, 2008 and Quarterly that includes Goals and Requested Updates

Findings

The Center for Workforce Learning Review Team provides the following findings in regard to the evaluation. This section is followed by recommendations to be considered by the State of Tennessee, the Memphis Local Workforce Investment Board, the City of Memphis Workforce Team and the One-Stop Operator Consortium.

First and foremost, the Center for Workforce Learning found staff at each level of the process willing to discuss and brainstorm the local workforce development system. It was clear that individual staff would like to do a great job and are excited about the prospect of enhancing the local system. Mr. Isaac Garrett was extremely helpful and he was eager to have the opportunity to discuss areas to enhance workforce development in the Memphis area. Local managers provided some important information and constructive discussion about the local area. Positive attitudes of local leadership will be a critical success factor in achieving excellence.

Please keep in mind that the findings listed are identified from the perspective of the Center for Workforce Learning based on reports, data, planning documents, interviews, and observations. During the discussion with the managers and the executive director changes that were “in the works” or had “been discussed internally” were mentioned. The Center for Workforce Learning found that most of the changes referred to had not been enacted. This report will reflect evidence of change where discovered but does not explore the hypothetical ideas presented except as they may coincide with the Center for Workforce Learning's recommendations for improvement.

Findings:

1. The Executive Director of LWIA 13 has too many responsibilities related to day-to-day operations.
 2. An internal struggle exists related to trust, authority, roles and responsibilities, organizational structure, and communication.
 3. Program enrollments are low.
 4. The local area does not appear to be operating as a “system” in key functions but rather as stand alone service providers and agencies.
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Considerations & Recommendations

Finding #1: The Executive Director of LWIA 13 has too many responsibilities related to day-to-day operations.

Considerations:

- Managers across the organization indicated Mr. Isaac Garrett has various items related to recommended changes in his possession to handle the needed actions.
- Too many individuals report directly to the Executive Director with 2 support staff positions and 8 management positions.
- The Workforce Investment Network does not have a second in command that can assist.
- Mr. Isaac Garrett does not seem to delegate tasks or responsibilities.
- Management staff does not appear to be empowered and does not have the information to be effective if empowered.
- Mundane issues such as making a call about the phone system problems were handled by the Executive Director during the review visit.

Recommendations:

- The local workforce area needs to reorganize by adding two deputy director positions, one for administration and one for operations. Managers should report to the Deputy Directors who will serve as the liaison between the Executive Director and Managers.
- Mr. Isaac Garrett is open to enhancing the local workforce system and would benefit from a professional coach to assist in analyzing the work of the Executive Director and how to streamline processes and engage in effective delegation, follow-up strategies, and organizational development skills.
- Provide management training in leadership functions versus management functions.

- A task analysis of roles and responsibilities is recommended under Finding #2 of this review. The task analysis that is conducted under Finding #2 should be studied and a session facilitated to assign areas of responsibility to the Deputy Directors.
- Once the task analysis is completed in Finding #2, managers should be required to participate in training that defines roles and responsibilities, engages discussion in empowerment, and creates individual and unit goals.

Finding #2: An internal struggle exists related to trust, authority, roles and responsibilities, organizational structure, and communication.

Considerations:

- Positions appear to overlap in terms of responsibility such as the work of the Performance Manager, Quality Assurance Manager, and Contract Manager.
- The Local Workforce Area has experienced a significant reduction in funding for the upcoming program year.
- It was clear that at least one of the management staff felt comfortable trying to undermine the authority of the Executive Director through direct contact with board members, local elected officials, and State staff. This appears to have caused distrust internally and created a dysfunctional approach to leadership.
- There appears to be a chronic problem of late submission of grants, paperwork, and general information requests.

Recommendations:

- Conduct a facilitated task analysis session where each manager and administrative staff person participates to identify duties and tasks, traits and attitudes, tools and equipment, and skills and knowledge needed to be proficient in creating a high-performing local workforce system.
- The local area will want to examine the organizational chart after the task analysis is complete. Possible considerations for change include:
 - Creating two Deputy Director positions, one for administration and one for operations.
 - Having the Quality Assurance Manager shift to an Assistant Manager role and report to the Performance Manager.
 - Having the Network Technician report to the Performance Manager
 - Having the Contract Manager shift to an Assistant Manager role and report to the Chief Fiscal Manager.
 - Increasing the number of Non-Training Case Managers and possibly reducing the number of Training Case Managers. This will require an

analysis of caseloads and a shift in a more diverse service menu beyond primarily dealing with classroom training.

- The City of Memphis and the Local Workforce Investment Board should consider providing a “Letter of Confidence” to the Workforce Investment Network staff that outlines policies that expect staff to follow chains of command in regard to complaints and concerns.
- The local workforce area should identify key organizational processes related to support services, jobseeker activities, and business services and conduct formal process mapping sessions to flowchart the steps needed to perform the functions.
- A process needs to be established for meeting deadlines.

Finding #3: Program enrollments are low.

Considerations:

- LWIA 13 has multiple access points for jobseeker customers that should increase the opportunity for enrollments.
- Enrollments are low and strategies for increasing the figures are not concrete. This will impact expenditures and performance.
- LWIA 13's performance impacts the entire State's potential for success.
- Targeted customer groups such as dislocated workers, youth, and adults must be enticed to use the One-Stop Center services. Customers must believe there will be value and benefit as a result of their involvement with the workforce system. The Center must provide tangible services that prepare jobseekers for long-term success in the labor market. The Center must have a plan for developing both the soft skills and the occupational skills of jobseekers.
- Recruitment needs to be enhanced with target marketing that goes to where the customer groups are: homes, unions, grocery stores, banks, investment brokers, unemployment insurance, trade act eligible participants, schools, churches, etc.
- Marketing and recruitment are not strategic or targeted.
- There is no strategic approach to serving a balance of jobseekers that cut across long-term training, short-term job search, and skill development using on-the-job training.
- The eligibility criteria for an Individual Training Account focus on the jobseeker having not made \$11.52 per hour. The criteria indicate some other criteria that must be met. When reviewing jobseeker customer files, the case notes and customer service plan do not explain how the criteria are met for the individual trainee. It is unclear whether the \$11.52 hour requirement fits all services or just classroom training.

Recommendations:

- The local workforce board needs to create a performance management dashboard, referred to as a balanced scorecard in the private sector that frames goals for performance and expenditures. The performance management dashboard will provide indicators of problems and assist with identifying the root cause of a problem before urgent attention is needed.
- The local workforce investment board should request data on the number served in each of the service categories at least quarterly and should have a goal versus actual statistic to evaluate the effectiveness in meeting the spirit of a comprehensive menu of service. A goal versus actual approach does not limit the ability to meet the needs and expectations of customers, but rather provides a specific picture of what to target market when conducting recruitment activities.
- The Workforce Investment Network needs to conduct focus groups and/or interviews with targeted customer groups to find out what they would value and benefit from and to garner ideas on enticing program services and delivery options. This research of customer requirements is a critical ingredient to recruitment and customer satisfaction with services.
- Recruitment efforts need to target specific service options and focus on the value and benefit to the jobseeker as well as entice the worker to enter the Center. The materials need to generate excitement, curiosity and hope.
 - Obtain permission to “tell success stories” of workers enrolled in the past or present.
 - Brochures related to specific career options.
 - Advertise a “club” or one of the others services available.
 - Contact current targeted customer groups and ask for referrals for individuals who fit the suitability and eligibility criteria for program participation.
 - Radio and television spots.
 - Referral payments – “if you refer a dislocated worker that we enroll you will get a \$50 gas card.”
 - Orientation attendance bonus – “if you attend the meeting you will get a \$20 grocery certificate.”

- Hold recruitment events off-site to attract targeted customer groups and “pitch” the opportunities.
 - Advertise services by sending mailings to the Center customer database.
- A policy that defines suitability and eligibility should be formally developed. The policy will provide consistency to the decision-making and screening that will assist if grievances or complaints are served. In addition, marketing the suitability and eligibility requirements actively should result in increased enrollments. Case notes and overall file maintenance must be enhanced to reflect customer interactions and progress.
- Process mapping should be conducted that identifies co-enrollment possibilities such as between Trade and WIA.
- The service menu should be expanded to include a four week Job Club model, on-the-job training focus, and continued classroom training. Case management should be analyzed and the non-training side of the equation enhanced with the additional service options.

Finding #4: The local area does not appear to be operating as a “system” in key functions but rather as standalone service providers and agencies.

Considerations:

- The Workforce Investment Network has a flowchart that shows a snapshot of the customer flow. The flowchart is vague in terms of services offered.
- Evidence of partner cooperation exists with brochures but the discussions related to customer flow and general practices does not support strong partner involvement.
- The local workforce system does not have primary services functionally aligned.
- The Workforce Investment Act mandates nineteen partner agencies that are to provide access to their services through the front door of a One-Stop Center. Partners are expected to provide seamless service to customers’ that reduces duplication, leverages funds, and increases service access.
- The Workforce Investment Network team believes partnering is occurring.
- State employee activities seemed separate and apart from local efforts particularly in terms of business services.
- Business cards do not have a consistent “brand” for the Center. Some say Workforce Investment Network while others highlight the One-Stop Career Center.

Recommendations:

- The local staff should be trained in Partnering and Collaboration to ignite discussion on how each partner “fits” with the workforce system.
- Agencies should be identified for each of the mandated funding sources as well as community-based and faith-based organizations that are not mandated but important to the success of the workforce system goals and objectives.
- Facilitated sessions should be conducted that includes representatives from each partner agency to:
 - Know goals and objectives of each partner agency.

- Understand targeted populations and eligibility requirements for each partner agency.
 - Understand performance requirements of each partner agency.
 - Identify key features of each partner's services and products.
 - Recognize similarities of partner's services and products.
 - Recognize differences between partner's services and products.
 - Convert individual group program knowledge to system knowledge: what can be done together versus separate?
 - Agree on some common definitions.
 - Determine the functions within a workforce system/one-stop center.
 - Flowchart business and jobseeker processes in a functionally aligned environment.
- Track usage of each partner service at the Center and use initial figures as a baseline to increase.
 - Mystery shopping of business and jobseeker customers with varying needs should take place to get a customer's view of actual partner relationships and true level of integration/functional alignment.
 - Ensure that the "brand" of the One-Stop exists on all letterhead, business cards, brochures, signs, etc.
 - Process map key functions within the workforce system and identify tasks that can be functionally aligned/integrated across funding streams.
 - Explore integrating the temporary agencies missions with the One-Stop mission and identify procedures for collaboration, referral, and shared outcomes.

Finding #5: The service menu is not comprehensive enough.

Considerations:

- Marketing materials showed a variety of services that did not seem to be readily available to jobseekers in the One-Stop.
- The monthly activities brochure shows limited services available to jobseekers. Particularly missing is on-the-job training, job club, and job match.
- Classroom training appears to be the primary focus.
- Individual jobseekers do not know what they don't know in terms of what services they may want or need.
- The local area does not encourage a broad array of service options.
- Assessment does not appear to be used as a tool to screen "in" participants into a variety of service options.
- Different populations require different motivators to participate in the local workforce system.
- The Workforce Investment Act requires customer choice play a role in deciding an individual service strategy to get and keep a job. Customer choice is sometimes limited nationwide to the provider who works with the customer.
- The more choices a jobseeker has, the more likely the jobseeker will find value and benefit to participation.
- LWIA 13 currently provides group orientations scheduled one to three times per week depending on the location. The downtown location provides an orientation Monday thru Thursday twice daily and once on Saturday morning. The booklet provided as a support is good, however, does not provide info on ALL services that may be available. Partner agency logos are included but no explanation of what role each may play in the One-Stop Center.

Recommendations:

- A current service inventory that is inclusive of all partner agencies should be conducted and a chart completed. This is best done is a facilitated service

mapping session that focuses on jobseeker services, incumbent worker services, business services, and supportive services.

- A gap analysis needs to be done comparing what customers require, need and expect with what is actually available.
- A comprehensive service menu provides a case manager and jobseeker more opportunities to build a service package inclusive of multiple agency services and focused on every aspect of getting and keeping a job. The local workforce investment board should require services exist that address the activities described in the areas of basic needs, career exploration, job ready activities, business development, and retraining. The service designs can be recommended by the vendors or partner agencies but questioned, researched, and analyzed by the local workforce board staff for ultimate approval by the board itself.
- A mix of service options should be considered:
 - Assessing career options.
 - Career exploration.
 - Personality testing.
 - Skill evaluation.
 - Networking with other jobseekers.
 - Breakfast get-togethers.
 - After hours discussion forums.
 - Linkages to business information.
 - Business focused seminars.
 - Job fairs.
 - Entrepreneurial activities.
 - Run mock company to learn all aspects of managing a business.
 - Research business prospects.
 - Research and develop business focused plan.

- Applied learning scenarios.
 - Train in specific skill or profession.
 - On-the-job training.
 - Internships.
 - Volunteer work.
 - Try out employment.
- Job shadowing.
 - Observe first-hand a job of interest.
 - Research job details.
- Job clubs.
 - Organized formal group setting.
- Mentoring and career coaching.
 - Coached by someone in career interested in.
 - Connected to peer who found employment in related field.
- Targeted alliances.
 - Create a “club” setting for sharing, learning, motivating, encouraging among peers and related speakers.
 - Health Care Professional League.
 - Manufacturing Work Group.
 - Business and Professional Society.
 - Retail Worker Guild.
- Retraining “shopping” events.
 - Job and educational fairs to expose jobseekers to a variety of possibilities.
- On-the-job training needs to be a primary focus in terms of providing job-ready customers who need some specific job skill training immediate hope for

employment. Internal documents show OJT as an employer service rather than as a jobseeker service.

- A structured four week Job Club needs to be established to provide a quick turnaround service that leads to a job and income on a fast track for customer groups who are job ready but need help focusing on finding a job.
- An electronic orientation to the one-stop center and to the workforce system should be created.
- The orientation workbook provided should be revised to include information to support an electronic orientation related to services and partner agency involvement. The workbook is very focused on job hunt but does not talk about job match, on-the-job training, etc.

Finding #6: Tracking and information knowledge needs enhanced.

Considerations:

- Managers did not know current performance information, service levels, carryover figures, financial stats, or particulars related to how many individuals participated in each service activity.
- Communication was identified by several managers as an area that each of them could improve upon. Individuals get busy with day-to-day activities and fail to properly update others within the organization.
- Tracking new and carry-in customers seemed difficult.
- Managers were not able, in general, to provide financial information on obligations versus de-obligations.

Recommendations:

- A Communications Plan should be created to formalize the strategy for disseminating information including what will be shared, how it will be shared, who will share it, and when it will be shared.
- A one-page “snapshot” of statistics should be disseminated weekly to management staff that provides new enrollments for the week by funding source and activity, cumulative service figures that show new enrollments for the program year and carry-ins, and performance measure stats including the percentages as well as the number of exits versus the total pool.
- A swipe card system would assist in tracking internal and partner statistics.
- The fiscal department should create and distribute regular reports to the management team on financial obligations and de-obligations.

Finding #7: There is a disconnect between jobseeker services and business services

Considerations:

- Evidence of collaboration between jobseekers services and business services was not apparent.
- The Business Services brochure is a good overview of the potential opportunities.
- Although, actively engaged in the community partnership, the business services unit appears to be Workforce Investment Network focused.
- The local business services unit participates in the Memphis Existing Business Partnership that produces a *Guide to Business Resources*.
- The workforce system typically has two types of job development: 1) finding jobs for specific jobseekers, and 2) developing openings and then finding jobseekers to fill the openings.
- Data related to market penetration rates, loyal customer rates, and targeted industry engagement was not readily available.
- It was not clear the role the State labor exchange services play with job development. The relationship between job match and job development seemed to be that of referral and cooperation rather than integration.

Recommendations:

- All staff working with jobseeker and business customers should participate in training that provides fundamental concepts related to serving business.
- The business services team should establish a methodology for measuring market penetration rates, loyal customer rates, and targeted industry engagement. The data should be collected quarterly and reported to the appropriate committee of the local workforce investment board.
- A Business Services Plan should be created to provide a formal framework for how industry sectors that are selected are indeed focused on and job placements and training opportunities for the industry are actively pursued.

Finding #8: The contracting process needs to be improved.

Considerations:

- Some contractors may be lagging behind on submitting bills for services rendered.
- The bidding process does not encourage creativity and innovation in regard to program designs.
- The pool of vendors that actually bid on providing services could be increased.

Recommendations:

- Hire a contract manager that has fiscal expertise.
- Hold pre-bid conference to ensure that potential providers have an opportunity to understand the bidding process, performance requirements, enrollment requirements, and other policies and procedures that must be considered in the contracting process.
- Encourage some funds be provided for innovative and creative program designs and encourage agencies to bid on the special projects.
- Analyze contractor billing practices and require them to submit invoices within 30 days. Make sure policy is enforced.

Finding #9: Attention is needed related to expenditures particularly in terms of planned levels, staffing, screening, efficiency rates, tracking, co-enrollments, and policies on obligating funds.

Considerations:

- A process needs to be established to obligate and de-obligate funds that provides up to the minute expenditure and obligation statistics.
- It is not clear the local area has a policy on how much is planned to be spent on training versus intensive versus core services.
- Carryover funds have been excessive.

Recommendations:

- The local workforce investment board needs to create a policy of the amount of dollars to plan to spend in each category: core, intensive, and training. The policy should allow for some transfers with board approval.
- A policy and procedure for obligating and de-obligating funds should be established and followed.

Finding #10: Performance needs to be significantly improved.

Considerations:

- The State of Tennessee is implementing the Malcolm Baldrige Quality Principles throughout the workforce system. The Baldrige Criteria provides a blueprint for continuous improvement which focuses on customer satisfaction and business results.
- Eleven of fifteen performance areas fall below the negotiated levels for Program Year 2006.
- Youth Councils can play an important role in helping youth providers meet performance standards.
- Statewide project enrollments are low.

Recommendations:

- The local workforce board needs to create a policy of the amount of dollars to plan to spend in each category: core, intensive, and training. The policy should allow for some transfers with board approval.
- Staff does not appear to have “bought into” the Baldrige continuous improvement purpose or value. Training should be provided on the Baldrige Criteria that establishes a link between the criteria and local performance.
- Unit goals and individual staff goals should be established that support exceeding required enrollment, exit, and performance.
- Employees should be recognized for exceeding unit and individual goals.
- The Youth Council should be reinvented to understand and oversee performance standard expectations.
- The Local Workforce Investment Board should establish a performance management dashboard or balanced scorecard that includes market penetration rates and loyal customer rates for business involvement.

Finding #11: The City of Memphis contracting has a boilerplate section that requires insurance which prohibits most small business from participating in Incumbent Worker Training.

Considerations:

- Small businesses are not participating to a satisfactory level due to the insurance requirements within the boilerplate for the City of Memphis contracting process.

Recommendations:

- The Local Workforce Investment Board should request a waiver be allowed specifically targeting small business that would benefit from participating in Incumbent Worker Training.

Recap

The following spreadsheets provide a recap of the findings and recommendations to consider. Questions related to this third party evaluation can be addressed by contacting Mary Ann Lawrence at the Center for Workforce Learning at MALaw528@aol.com.

The Executive Director of LWIA has too many responsibilities related to day-to-day operations	Reorganize by adding two deputy director positions - one for admin & one for operations to serve as liaisons between executive director and managers
	Engage a professional coach to work with executive director on delegation, follow-up strategies, and organizational development skills
	Management training in leadership versus management
	Conduct a task analysis of roles and responsibilities
	Managers participate in roles/responsibilities training and create individual and unit goals
An internal struggle exists related to trust, authority, roles and responsibilities, organizational structure, and communication	Conduct a task analysis of roles and responsibilities
	Examine organizational chart after task analysis complete
	Provide a Letter of Confidence in support of executive director
	Identify key organizational processes and process map the functions
	Create a process for following through on deadlines
Program enrollments are low	Create a performance management dashboard to frame goals for performance and expenditures
	Board should require data on number served in each service category at least quarterly with goal versus actual
	Conduct focus groups and/or interviews to validate customer requirements
	Target specific service options for recruitment and generate excitement
	Develop a formal policy on suitability versus eligibility
	Process map co-enrollment possibilities such as between Trade and WIA
	Expand service menu to include a 4-week job club, on-the-job training, and continued classroom training
	Analyze case management and enhance non-training side of the equation
The local area does not appear to be operating as a "system" in key functions but rather as standalone service providers and agencies	Train all staff in partnering and collaboration
	Identify agencies that should collaborate
	Hold facilitated sessions to understand partner agencies better
	Track usage of each partner service at the center and establish baseline to increase
	Conduct mystery shopping to get a customer's view
	Make sure "brand" of the workforce system is on all marketing
	Process map key functions and establish what can be integrated
	Explore integrating temp agencies missions with the One-Stop mission and identify procedures for collaboration, referral, and shared outcomes.

The service menu is not comprehensive enough	Conduct a current service inventory
	Do a gap analysis comparing what customers require, need and expect with what actually exists
	Create a comprehensive menu of services
	On-the-job training should be a focus for job-ready customers who need specific job skill training
	Establish a 4-week job club
	Create an electronic orientation
	Enhance the existing orientation workbook
Tracking and information knowledge needs enhanced	Create a communications plan
	Develop and disseminate a one-page snapshot of stats for management team weekly
	Use a swipe card system to assisting in tracking
	Fiscal department should create and distribute regular financial reports on obligations and de-obligations
There is a disconnect between jobseeker services and business services	Train all staff on fundamental concepts to serving businesses
	Establish method for measuring market penetration rates, loyal customer rates, and targeted industry engagement.
	Create a business services plan on how industry sectors will be targeted
The contracting process needs improved	Hire a contract manager that has fiscal expertise
	Hold pre-bid conference for a better understanding of the process and requirements
	Encourage funds be provided for innovation and creativity in program designs
	Analyze contractor billing practices to require them to submit invoices within 30 days and enforce policy.
Attention is needed related to expenditures	Create a policy of the amounts of dollars to spend in each category of core, intensive and training
	Create a policy for obligating and de-obligating funds
Performance needs to be significantly improved	Create a policy of the amounts of dollars to spend in each category of core, intensive and training
	Train on the Baldrige criteria
	Establish unit goals and individual goals to support enrollments, exits, and performance
	Recognize employees for exceeding unit and individual goals
	Youth Council should be reinvented to oversee performance expectations
	Establish a performance management dashboard to include market penetration rates and loyal customer rates

Insurance requirements impact small business involvement	Request a waiver on the City insurance requirement so small business can participate in the Incumbent Worker Training
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