

GAO

Report to the Chairman, Committee on  
Education and Labor, House of  
Representatives

September 2007

# WORKFORCE INVESTMENT ACT

One-Stop System  
Infrastructure  
Continues to Evolve,  
but Labor Should Take  
Action to Require That  
All Employment  
Service Offices Are  
Part of the System



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**Highlights**

Highlights of [GAO-07-1096](#), a report to the Chairman, Committee on Education and Labor, House of Representatives

**Why GAO Did This Study**

In 1998, Congress passed the Workforce Investment Act (WIA), requiring states and localities to bring together employment and training programs into a single workforce system, the one-stop system. States have flexibility in how they provide these services—colocated within the one-stop—through electronic linkage or referral. WIA did not provide funds to pay for the infrastructure costs, but programs must share the costs of operating one-stop centers. As Congress considers reauthorization of WIA, GAO assessed (1) the current composition of states’ one-stop systems and how this has changed, (2) what funds are primarily used to support states’ one-stop system infrastructure and how this has changed, and (3) the extent to which states are monitoring customer satisfaction. Our work was primarily based on a 50-state survey of state workforce officials, updating work we previously did in 2000 and 2001.

**What GAO Recommends**

GAO recommends that Labor step up action to ensure that all stand-alone offices be affiliated with the one-stop system. In its comments, Labor stated that the report would be useful, but disagreed with the findings and recommendation regarding stand-alone offices, asserting that all Employment Service offices are in compliance. Our results are based on verified survey data; we stand by our findings and recommendation.

[www.gao.gov/cgi-bin/getrpt?GAO-07-1096](http://www.gao.gov/cgi-bin/getrpt?GAO-07-1096).

To view the full product, including the scope and methodology, click on the link above. For more information, contact Cynthia M. Fagnoni at (202) 512-7215 or [fagnonic@gao.gov](mailto:fagnonic@gao.gov).

**WORKFORCE INVESTMENT ACT**

**One-Stop System Infrastructure Continues to Evolve, but Labor Should Take Action to Require That All Employment Service Offices Are Part of the System**

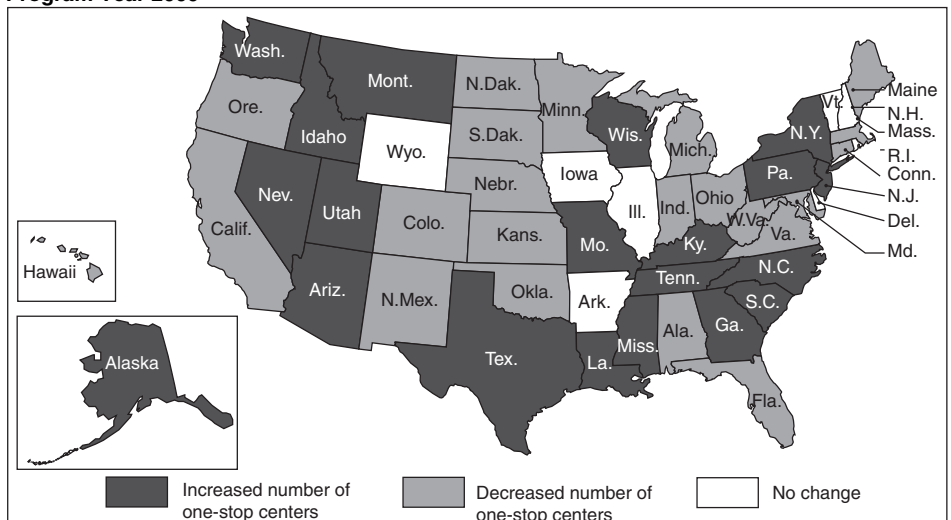
**What GAO Found**

Over the last 4 years, 19 states reported a decrease in one-stop centers, often citing a decrease in funds as one of the primary reasons. At the same time, 10 states reported an increase, citing an increase in demand for services and an increase in on-site programs. In our 2007 survey, states reported that 13 of the 16 mandatory programs were available at the majority of one-stop centers. States reported they were providing Wagner-Peyser-funded Employment Service on-site at one-stop centers, but some states also provided services through stand-alone Employment Service offices—facilities that focus primarily on job search and placement assistance. While states are required to maintain these offices within the one-stop delivery system, 9 states reported operating at least one stand-alone office unaffiliated with the one-stop system. While Labor has taken steps to encourage states to provide all employment services through the one-stop system, states have made only modest progress in bringing these systems together.

WIA and Employment Service were the largest funding sources for states to support the infrastructure—the nonpersonnel costs—of their one-stop centers. Of the two programs, states reported that a greater percentage of Employment Service funds than WIA funds were used for infrastructure costs. States also reported less reliance on other programs to support the infrastructure costs than in the past.

Nearly all states reported that they submitted customer satisfaction data to Labor for program year 2005. In addition, 12 states reported that they have established additional customer satisfaction measures beyond those required by Labor.

**Changes in Comprehensive One-Stop Centers for States between Program Year 2001 and Program Year 2006**



Source: GAO surveys of states in 2001 and 2007.

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## Abbreviations

ES	Employment Service
HUD	Department of Housing and Urban Development
JTPA	Job Training Partnership Act
LWIA	local workforce investment area
TANF	Temporary Assistance for Needy Families
WIA	Workforce Investment Act

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United States Government Accountability Office  
Washington, DC 20548

September 4, 2007

The Honorable George Miller  
Chairman  
Committee on Education and Labor  
House of Representatives

Dear Mr. Chairman:

In 1998, Congress passed the Workforce Investment Act (WIA), requiring states and localities to bring together employment and training programs into a single comprehensive workforce system, called the one-stop system. Sixteen federally funded workforce development programs are required to provide their services through the one-stop system, but states have considerable flexibility in how they deliver services. Programs, for example, may be colocated within the one-stop center, electronically linked, or linked through referrals. In fiscal year 2006, Congress appropriated roughly \$15 billion for the 16 mandatory programs, including about \$3 billion for WIA. WIA legislation did not provide separate funds to pay for the infrastructure costs, leaving it up to the mandatory partners to make their own cost-sharing arrangements. In 2000, we conducted a 50-state survey that examined the different arrangements one-stop centers were using to provide both mandated and optional programs and the funding sources used by one-stop centers to pay their infrastructure costs. We last updated this work in 2001. However, little is known about the current structure of one-stop centers—the numbers of centers or the services provided at them—or the infrastructure costs for the one-stop centers currently operating across the 50 states and how these have changed over time.

As Congress considers reauthorization of WIA, you asked us to gather information about how the one-stop delivery system has evolved since WIA was enacted. Specifically, we assessed (1) the current composition of states' one-stop systems and how this has changed over time, (2) what funds are primarily used to support states' one-stop system infrastructure and how this has changed over time, and (3) the extent to which states are monitoring customer satisfaction with service delivery at one-stop centers.

To gather information on how state and local one-stop delivery systems established under WIA deliver employment and training services to job seekers and employers, we conducted a survey of state workforce officials

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in 50 states. The survey included questions on states' one-stop delivery systems related to the numbers of comprehensive one-stop centers and satellite or affiliated sites, program services, and sources of funds to pay infrastructure costs for comprehensive one-stop centers. We also obtained cost data for program year 2005. The questionnaire was e-mailed to state officials in April, 2007, and we received surveys from all 50 states, although some states did not answer every question. We did not survey the District of Columbia, Puerto Rico, and other U.S. territories. Our survey asked states to provide information about their one-stop systems as of April 1, 2007. In order to analyze trends in the one-stop delivery system, we compared the 2007 survey data with data from 2000 and 2001.<sup>1</sup> To assess the reliability of certain data obtained from the survey, we independently researched the information from other publicly available sources. In addition to our survey, we conducted a literature review to identify relevant findings from other studies—including those sponsored by the Department of Labor (Labor)—that examined one-stop delivery systems. (App. I contains a more detailed discussion of our scope and methodology. App. II contains a copy of the questionnaire.) We conducted our work between April 2007 and August 2007 in accordance with generally accepted government auditing standards.

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## Results in Brief

From 2001 to 2007, the total number of comprehensive one-stop centers in the 50 states declined by 7 percent. Over the past 4 years, 19 states reported a decrease in one-stop centers, frequently identifying a decrease in funds as one of the primary reasons. In contrast, 10 states reported an increase, citing, among other reasons, an increase in demand for services and an increase in the number of programs provided on-site. From 2001 to 2007, the number of satellite or affiliated sites decreased by about 13 percent. However, over the most recent 4 years, the number of satellite or affiliated sites has increased slightly. In our 2007 survey, states reported that 13 of the 16 mandatory programs required under WIA were available at the majority of one-stop centers. States reported that three key mandatory programs—WIA Adult, WIA Dislocated Worker, and the Employment Service (ES)—continued to be available on-site at the majority of the one-stop centers. Also, more states reported that some

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<sup>1</sup> Findings from these surveys were reported in the following GAO reports: GAO, *Workforce Investment Act: States and Localities Increasingly Coordinate Services for TANF Clients, but Better Information Needed on Effective Approaches*, [GAO-02-696](#) (Washington, D.C.: July 3, 2002), and *Workforce Investment Act: Implementation Status and the Integration of TANF Services*, [GAO/T-HEHS-00-145](#) (Washington, D.C.: June 29, 2000).

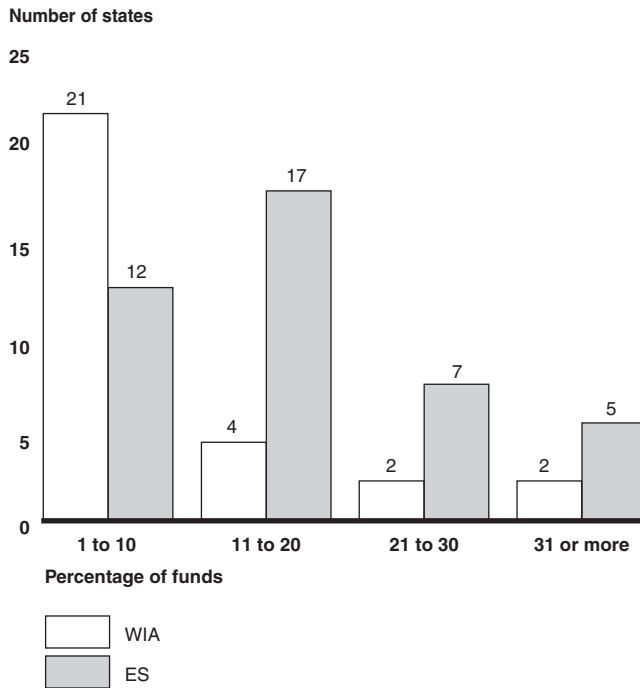


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programs were available at one-stop centers electronically or through referral than in 2001. While states reported providing Wagner-Peyser-funded Employment Service on-site at one-stop centers, some states also provided services through stand-alone Employment Service facilities—offices that focus primarily on job assistance funded by the Employment Service. Nine states reported having one or more stand-alone Employment Service offices that were not affiliated with the one-stop system, a condition that is prohibited by the Wagner-Peyser Act and its implementing regulations. This represents a modest decrease from figures Labor reported in 2006 when 13 states operated parallel systems disconnected from the local one-stop centers to a substantial degree. Since the establishment of the one-stop system, some have expressed concern that state-owned buildings may be reducing states' flexibility to optimize their physical space. We found, however, that most states reported that they owned relatively few buildings, leasing or renting about two-thirds of the physical locations for their one-stop systems. Approximately 6 percent of all buildings in the one-stop delivery system were located at community colleges; 31 states contained such buildings.

WIA and the Employment Service were the largest funding sources states used to support the infrastructure—the nonpersonnel costs—of their comprehensive one-stop centers. For program year 2005, 42 states identified WIA and Employment Service as the primary funding sources—of these, 23 states identified WIA as the primary funding source and 19 states reported it was the Employment Service. Fewer states were able to estimate the percentage of their WIA and Employment Service allotments that were used to support one-stop infrastructure. In general, states reported that a greater percentage of Employment Service funds than WIA funds were used for infrastructure costs. (See fig. 1.)

**Figure 1: Number of States and Percentage of WIA and Employment Service Funds Used for Infrastructure Costs**



Source: GAO survey of 50 states.

States also reported less reliance on other programs to support the infrastructure costs than in the past. For example, the number of states that reported using Vocational Rehabilitation funds declined from 37 states to 24 states. However, some states have increased their reliance on Temporary Assistance for Needy Families (TANF) funds for infrastructure. For program year 2005, 16 states reported that TANF was one of the three largest sources for supporting one-stop infrastructure costs, including 6 of the 9 states with single statewide local workforce investment areas. By contrast, 12 states reported that TANF was one of the three largest funding sources in fiscal year 2000.

Nearly all states reported that they submitted customer satisfaction data to Labor for program year 2005, as required under WIA. Since Labor adopted the common measures in 2005, it has granted waivers to states exempting them from reporting participant and employer customer satisfaction. Labor officials reported that 20 states have obtained such waivers and will be exempt from reporting customer satisfaction data. Some states reported collecting additional information on customer satisfaction

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beyond what is required by Labor. Twelve states reported that they have established such additional measures, including information on waiting time for assistance, helpfulness of the services received, and extent to which services met customer expectations. Finally, states reported that some comprehensive one-stop centers also collect information on customer satisfaction, but the extent to which this is done varies widely.

We recommend that the Secretary of Labor step up action to ensure compliance with the Wagner-Peyser Act and its implementing regulations by requiring that all stand-alone offices be affiliated or linked in some way, either electronically or through direct referral, with the one-stop system. Such actions may include additional technical assistance and working with states to establish progress benchmarks with the understanding that failure to meet the benchmarks may result in further action up to and including a loss of grant funding.

We received written comments on a draft of this report from the Department of Labor. Labor commented that the report contained significant information and that it would be useful as Congress considers reauthorization of the Workforce Investment Act. However, the agency disagreed with our findings and recommendation regarding unaffiliated stand-alone Employment Service offices. Labor believes that all states are in compliance with the requirement that all Employment Service offices be affiliated with the one-stop system. Labor suggests that because GAO relied on a survey of states to collect the information, our data are most likely the result of respondents misunderstanding the survey questions. We developed and pretested the survey instrument with state WIA administrators from 5 states to ensure that it was easily understandable, unambiguous, and unbiased. Furthermore, officials' responses to other questions confirmed their understanding, and as part of our quality control, we followed up with state officials when their responses were ambiguous. We believe that respondents understood our questions and that our survey results are accurate. We, therefore, stand by our findings and recommendation. The agency's written comments are reprinted in appendix X.

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## Background

The Workforce Investment Act created a new, comprehensive workforce investment system designed to change the way employment and training services are delivered. When WIA was enacted, in 1998, it replaced the Job Training Partnership Act (JTPA) with three new programs—Adult, Dislocated Worker, and Youth—that allow for a broader range of services to the general public, no longer using income to determine eligibility for all

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program services. In addition to establishing these three new programs, WIA requires that services for these programs, along with those of a number of other employment and training programs, including the Wagner-Peyser-funded Employment Service, be provided through a single service delivery system—the one-stop system.<sup>2</sup> States were required to implement these changes by July 1, 2000. Sixteen categories of programs, receiving an estimated \$15 billion from four separate federal agencies, must provide services through the system. (See table 1.)

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<sup>2</sup> As part of the one-stop service delivery system, the Employment Service focuses on providing a variety of employment-related labor exchange services including job search assistance, job referral, and placement assistance for job seekers, reemployment services to unemployment insurance claimants, and recruitment services to employers with job openings.

**Table 1: WIA's Mandatory Programs, Related Federal Agencies, and Fiscal Year 2006 Appropriation**

(Dollars in millions)

Federal agency	Mandatory programs	Fiscal year 2006 appropriation
Department of Labor	WIA Adult	\$864
	WIA Dislocated Worker	1,472
	WIA Youth	941
	Employment Service (Wagner-Peyser)	850
	Trade adjustment assistance programs	966
	Veterans' employment and training programs	224
	Unemployment Insurance	2,508
	Job Corps	1,564
	Senior Community Service Employment Program	432
	Employment and training for migrant and seasonal farm workers	80
	Employment and training for Native Americans	54
Department of Education	Vocational Rehabilitation Program	2,720
	Adult Education and Literacy	580
	Vocational Education (Perkins Act)	1,296
Department of Health and Human Services	Community Services Block Grant	630
Department of Housing and Urban Development (HUD)	HUD-administered employment and training	85 <sup>a</sup>
<b>Total</b>		<b>\$15,266</b>

Source: Departments of Labor, Education, Health and Human Services, and Housing and Urban Development.

Note: Although WIA required 17 mandatory programs to participate in the one-stop system, the Welfare-to-Work program has been discontinued, reducing the total to include 16 mandatory programs.

<sup>a</sup>Estimated appropriation

Each state must have one or more designated local workforce investment areas, and as of April 2007, the 50 states reported having 563 local workforce investment areas. Nine states reported having the entire state as its workforce investment area, and California reported having the most local workforce investment areas (50). (See app. III for additional data about the numbers of local workforce investment areas and comprehensive one-stop centers, and related information.) Each local area must have at least one comprehensive one-stop center where core services

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for all mandatory programs are accessible.<sup>3</sup> WIA allows flexibility in the way these mandatory program partners provide services through the one-stop system, allowing colocation, electronic linkages, or referrals. While WIA requires these mandatory partners to participate, it does not provide additional funds to operate one-stop systems and support one-stop partnerships. As a result, mandatory partners are expected to share the costs of developing and operating one-stop centers. In addition to mandatory partners, one-stop centers have the flexibility to include other optional partners, such as TANF or the Food Stamp Employment and Training program, in the one-stop system to better meet specific state and local workforce development needs.<sup>4</sup> Services may also be offered at satellite or affiliated sites—designated locations that provide access to at least one employment and training program. About \$3.3 billion was appropriated in fiscal year 2006 for the three WIA programs—Adult, Dislocated Worker, and Youth.

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## The Numbers of Comprehensive One-Stop Centers and Satellite Sites Have Decreased since 2001; Most Mandatory Programs Were Available at One-Stop Centers in 2007

From 2001 to 2007, the total number of comprehensive one-stop centers in the 50 states declined by 7 percent, and during the same period, the total number of satellite or affiliated sites decreased by 13 percent. Since 2003, 19 states reported a decline in the number of comprehensive one-stop centers and frequently identified a decrease in funds as one of the primary reasons. In our 2007 survey, states reported that 13 of the 16 mandatory programs required under WIA were available at the majority of comprehensive one-stop centers. States reported that three key mandatory programs—WIA Adult, WIA Dislocated Worker, and the Employment Service—continued to be available on-site at the majority of the one-stop centers. More states also reported that some programs were available at one-stop centers electronically or through referral than in 2001. While states reported they were providing Wagner-Peyser-funded Employment Service on-site at one-stop centers, some states also provided services through stand-alone Employment Service facilities—offices that focus primarily on assistance funded by the Employment Service. Eighteen

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<sup>3</sup> For the purposes of this report, we defined a comprehensive one-stop center as a designated location where multiple employment and training programs provide access to services for job seekers and employers.

<sup>4</sup> TANF, a block grant to states, provides temporary assistance to needy families. In general, able-bodied TANF recipients, who receive cash assistance, must participate in work or work-related activities, and there is a 5-year lifetime limit on federal assistance. Beyond work, work-related activities include education and training, job search, and participation in community service.

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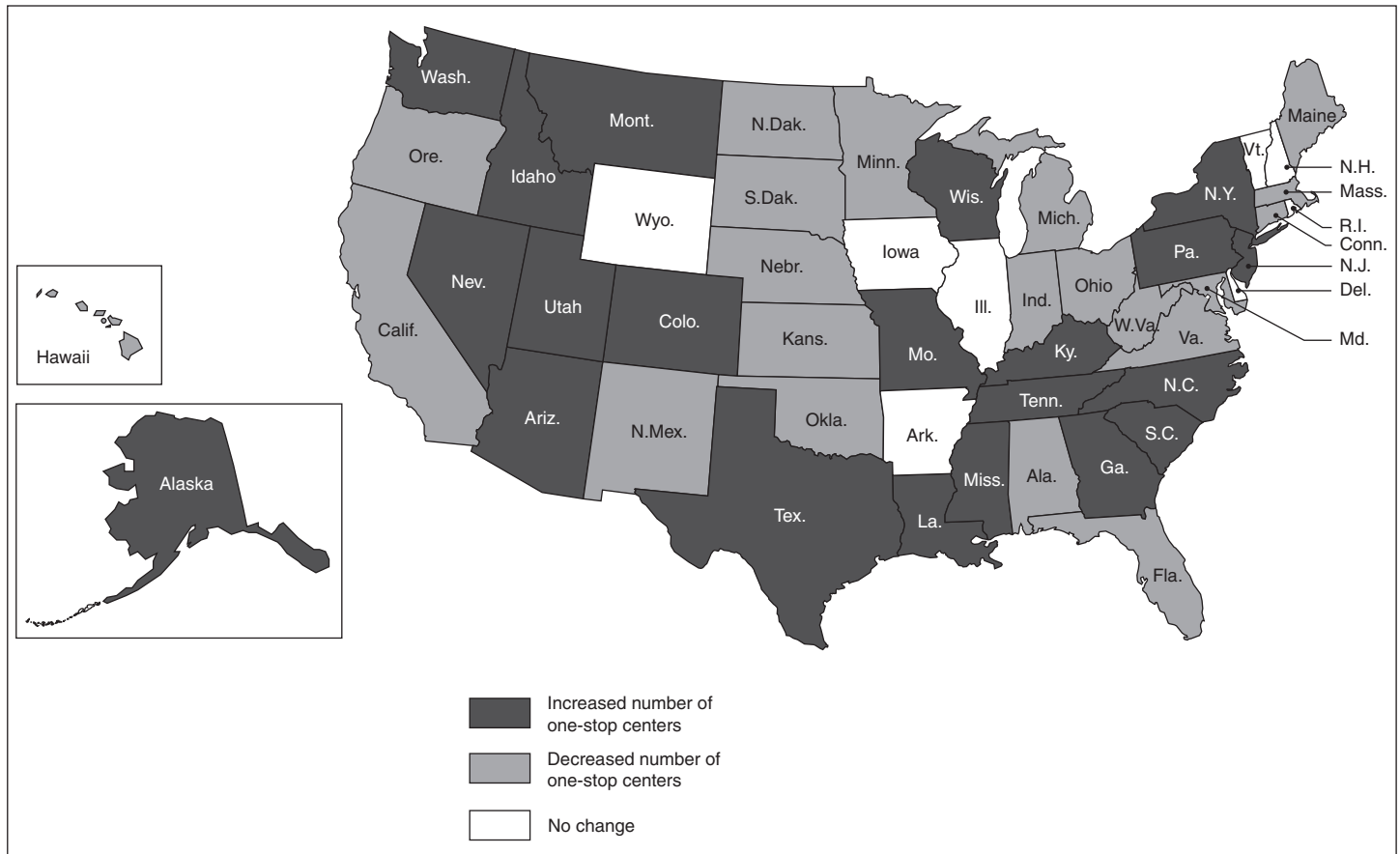
states reported operating one or more stand-alone Employment Service offices; 9 of these states reported having at least one unaffiliated stand-alone office outside the one-stop delivery system. States reported that the majority of the physical locations—the buildings that contain the one-stop delivery system—were leased or rented in 2007. Only 10 percent were owned by the state.

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### The Number of Comprehensive One-Stop Centers Has Declined 7 Percent since Program Year 2001

The total number of comprehensive one-stop centers has declined since we last reviewed it in 2001. Over the 6-year period, the number of one-stop centers across the 50 states has declined from 1,756 in 2001 to 1,637 in 2007. (See fig. 2.) Over the last 4 years, 19 states reported a decrease in one-stop centers, frequently identifying a decrease in funds as one of the primary reasons. In contrast, 10 states reported an increase during this period, citing, among other reasons, an increase in demand for services and an increase in the number of on-site partners.

**Figure 2: Changes in the Number of Comprehensive One-Stop Centers for Each State, Program Year 2001 and April 1, 2007**



Source: GAO surveys of states in 2001 and 2007.

Changes in the number of comprehensive one-stop centers in the last 4 years were generally relatively small. Thirty-five states reported little (less than 10 percent) or no change in the total number of comprehensive one-stop centers. However, some states reported large changes, including 5 states that reported more than a 25 percent reduction in the number of one-stop centers. Connecticut, for example, reported more than a 35 percent decrease in one-stop centers, from 11 to 7 centers, a change that state officials attributed to a reduction in funding that caused one-stop centers to be closed or redesignated as satellite sites. Conversely, 4 states reported increases of 25 percent or more in the number of one-stop centers. For example, Montana reported a seven-fold increase, from 2 to 14 one-stop centers, as part of a statewide restructuring of its one-stop delivery system that involved converting former satellite and affiliated



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sites into comprehensive one-stop centers. (See app. IV for detailed information about the numbers of comprehensive one-stop centers and satellite or affiliated sites and changes over time.)

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**The Number of Satellite or Affiliated Sites Has Decreased since 2001 but Has Risen Slightly since 2003**

From 2001 to 2007, the total number of satellite or affiliated sites across the 50 states declined by 13 percent, from 2,032 to 1,764. However, the number of satellite sites has increased slightly in the last 4 years. Between 2003 and 2007, 17 states reported increasing the number of satellite sites. Illinois, for example, reported a 45 percent increase in satellite sites (from 53 to 77) to meet the demand in underserved areas and to respond to specific large dislocation events. In contrast, 17 states reported a decline in the number of satellite sites. For example, in Florida, the number decreased by 56 percent—from 39 to 17—because of ongoing funding cuts. In other states, however, the decrease in the number of satellite sites was often the result of a change in the states' official designation of satellite and affiliated sites. Fifteen states reported no change in the number of satellite sites since 2003. (See app. IV for detailed information about the numbers of comprehensive one-stop centers and satellite or affiliated sites and changes over time.)

The use of satellite sites in rural areas has changed in recent years, according to a 2005 study sponsored by Labor.<sup>5</sup> In the five localities that the researchers reviewed, the rural local workforce investment areas were focusing more on developing comprehensive one-stop centers than on creating multiple, dispersed satellite or affiliated sites. Researchers attributed the move away from satellite sites to comprehensive centers to a number of reasons, including the increase in the availability of electronic access to core services, the greater ease of supervising colocated staff, the increased visibility of comprehensive centers, and the fact that affiliated sites often had limited hours that made them less attractive.

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**More States Reported That Mandatory Program Services Were Available at One-Stop Centers**

In 2007, states reported that 13 of the 16 mandatory programs required under WIA were available at the majority of comprehensive one-stop centers. States reported that three key mandatory programs—WIA Adult, WIA Dislocated Worker, and the Employment Service—continued to be

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<sup>5</sup> Kate Dunham, Annelies Goger, Jennifer Henderson-Frakes, and Nichole Tucker, *Workforce Development in Rural Areas: Changes in Access, Service Delivery and Partnerships*, Social Policy Research Associates, Oakland, California, June 30, 2005.

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available on-site at the majority of the one-stop centers. More states also reported that some programs' services were available at one-stop centers electronically or through referral. These programs included Job Corps, Senior Community Service Employment, and Adult Education and Literacy. (See table 2.) In addition, states reported that services for an optional program, TANF, were available in one-stop centers in more states in 2007 than in 2001. Sixteen states reported that TANF was available in the majority of one-stop centers in 2001, whereas 30 states reported that TANF was available at the typical comprehensive one-stop center in 2007.<sup>6</sup> (See app. V for additional information about program services provided at a typical one-stop center across all 50 states.)

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<sup>6</sup> A different survey question was used in 2001 than in 2007. The 2001 survey asked states to report the number of comprehensive one-stop centers that offered TANF on-site at least part-time, and we used this information to calculate how many had program services available in the majority of one-stop centers. The 2007 survey asked states to identify which programs were available at a typical one-stop center in the state.

**Table 2: Number of States Reporting Services for Mandatory Programs Available On-site, through Electronic Linkage, or by Referral in the Majority of Comprehensive One-Stop Centers, 2001 and 2007**

Programs	Number of states, 2001		Number of states, 2007	
	On-site	Through electronic linkage or referral	On-site	Through electronic linkage or referral
<b>Labor</b>				
WIA Adult	50	0	48 <sup>a</sup>	0
WIA Dislocated Worker	49 <sup>b</sup>	0	47 <sup>a</sup>	1
WIA Youth	46 <sup>a</sup>	2	42 <sup>c</sup>	4
Employment Service (Wagner-Peyser)	49 <sup>b</sup>	0	48 <sup>a</sup>	0
Veterans E&T	N/A	N/A	46 <sup>c</sup>	1
DVOPS	42 <sup>b</sup>	5	N/A	N/A
LVER	43 <sup>b</sup>	3	N/A	N/A
Trade Adjustment Assistance	43 <sup>b</sup>	5	43 <sup>a</sup>	5
Unemployment Insurance	34 <sup>a</sup>	13	31 <sup>c</sup>	15
Senior Community Service Employment Program	30 <sup>d</sup>	5	19 <sup>d</sup>	22
Job Corps	21 <sup>e</sup>	12	11 <sup>c</sup>	33
Employment and Training for Migrant and Seasonal Farm Workers	24 <sup>c</sup>	9	22 <sup>d</sup>	19
<b>Education</b>				
Vocational Rehabilitation	39	4	29 <sup>c</sup>	16
Adult Education and Literacy	26 <sup>d</sup>	12	22 <sup>c</sup>	22

N/A = Not applicable

Sources: GAO surveys of states in 2001 and 2007.

Notes: (1) States were asked to report on availability of Disabled Veterans' Outreach Program Specialists (DVOPS) and Local Veterans' Employment Representative (LVER) programs in 2001 rather than Veterans' E&T. (2) GAO received inadequate survey response rates in 2001 for four programs (Community Service Block Grants, Housing and Urban Development Employment and Training, Employment and Training for Native Americans, and Vocational Education) to allow comparison. (3) Two states—California and New Mexico—did not respond to the question on availability of any program services at one-stop centers in 2007.

<sup>a</sup>Two states did not respond to the question.

<sup>b</sup>One state did not respond to the question.

<sup>c</sup>Three states did not respond to the question.

<sup>d</sup>Four states did not respond to the question.

<sup>e</sup>Five states did not respond to the question.

While states reported they were providing Wagner-Peyser-funded Employment Service on-site at one-stop centers, some states also provided services through stand-alone Employment Service facilities—offices that

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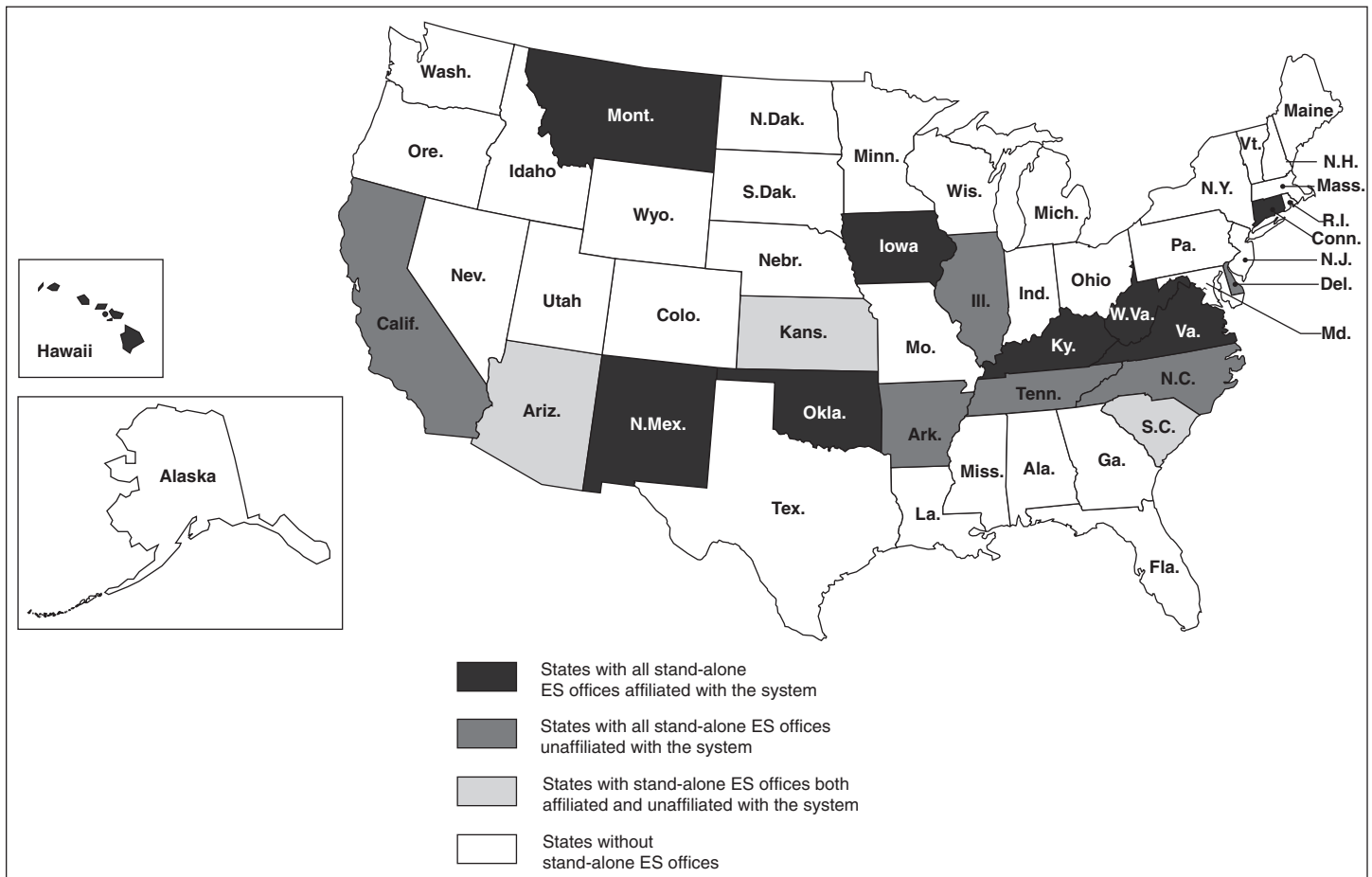
focus primarily on job search and placement assistance. Overall, 18 states reported in our 2007 survey that they had at least one stand-alone Employment Service office. Nine states reported that at least one of these stand-alone offices were unaffiliated and not part of the one-stop delivery system. Six of these states reported that they operated all of their stand-alone Employment Service offices as unaffiliated sites completely outside the one-stop system. This represents a modest decrease from the figures Labor reported in 2006, when 19 states overall were identified as having at least one stand-alone Employment Service office, 13 of which were operating parallel systems disconnected from the local one-stop centers to a substantial degree. (See fig. 3.) (See app. VI for additional information about stand-alone employment service offices.)

The Wagner-Peyser Act requires that all labor exchange services be provided as part of the one-stop delivery system.<sup>7</sup> Labor's implementing regulations provide that Employment Service offices may not exist outside the one-stop delivery system, but allow stand-alone Employment Service offices to operate as affiliated sites or as electronically or technologically linked access points. Labor has expressed concern that these stand-alone Employment Service offices cause confusion for individuals and employers and promote duplication of effort. While Labor has the option to withhold funding, it has not done so, but has taken other steps to encourage states to provide all employment services through the one-stop system. These actions include providing policy guidance, monitoring the status of states' workforce integration, conducting forums, and providing technical assistance to states in support of integration of stand-alone offices into one-stop centers. In addition, Labor reports that it is requiring states to include information on their efforts to improve one-stop coordination and integration in their WIA state plan updates this year. And Labor has proposed legislative initiatives and regulatory changes—that currently await reauthorization—designed to better integrate services at the one-stop. Despite the range of Labor's efforts, states have made only modest progress in bringing these systems together.

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<sup>7</sup> 29 U.S.C. §49f(e).

**Figure 3: Status of Stand-alone Employment Service Offices in the United States, April 1, 2007**

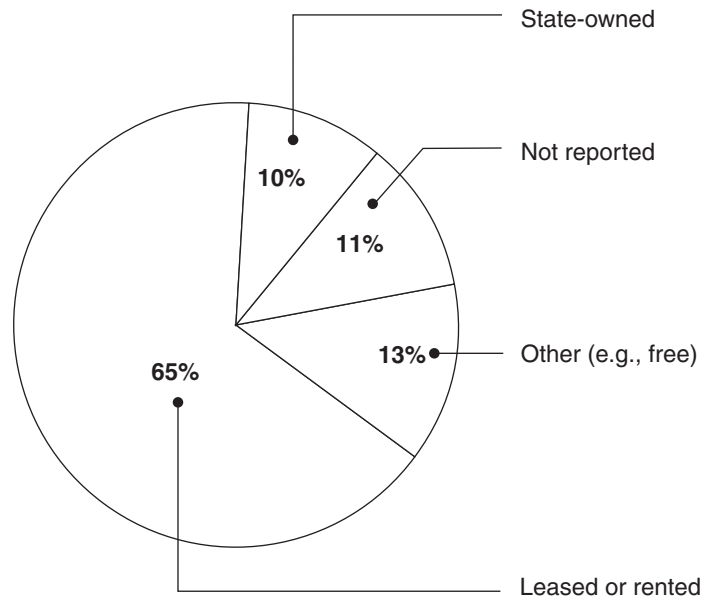


Source: GAO survey of 50 states.

### The Majority of Physical Locations in the One-Stop Delivery System Were Leased or Rented

Since the establishment of the one-stop system, some have expressed concern that state-owned buildings may be reducing states' flexibility to optimize their physical space. We found, however, that most states reported that they owned relatively few buildings, leasing or renting about two-thirds of the physical locations for their one-stop systems. Overall, states reported that the one-stop delivery system comprised nearly 3,400 physical locations. Of the overall total, states reported that about 65 percent of the buildings were leased or rented, and only 10 percent were state-owned. (See fig. 4.)

**Figure 4: States Reported That the Majority of Physical Locations in One-Stop Delivery Systems Were Leased**



Source: GAO survey of 50 states.

Note: Numbers may not total 100 because of rounding.

Most states (37) reported that they owned less than 20 percent of the buildings used to operate the one-stop system,<sup>8</sup> and 10 of these states reported that they did not own any of the physical locations. In contrast, 4 states reported that over half of the buildings used to operate the one-stop delivery systems were state-owned. Two states also reported that the majority of the buildings were neither leased nor owned but otherwise provided, including facilities that were provided for free.

States generally reported that a small percentage of buildings in their one-stop delivery system were located on the campuses of community colleges. In our survey, 31 states reported having at least one facility located on a community college campus, and these states reported a total of 186 physical locations—approximately 6 percent—on campus. North Carolina reported the highest percentage of facilities located on community college campuses at 25 percent, and with 31 physical locations, represented 17 percent of the total number. (See app. VII for more

<sup>8</sup> One state did not provide data on the number of physical locations that were state-owned.

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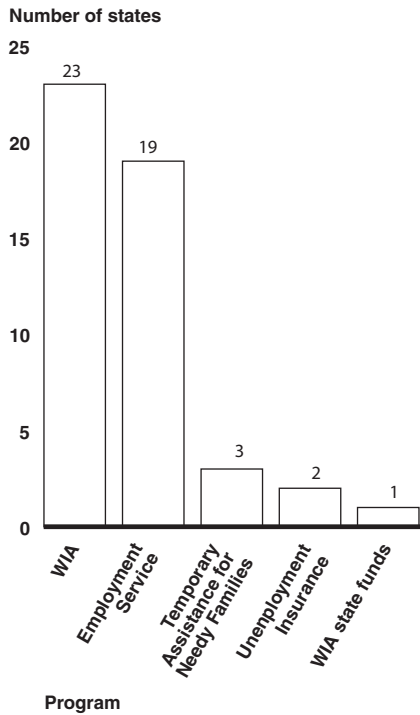
information about the numbers of physical locations on the campuses of community colleges.)

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## States Frequently Cited WIA and the Employment Service as the Two Largest Funding Sources Used for Infrastructure Costs

While most states relied heavily on one or two programs to support one-stop infrastructure costs, some states dispersed the costs among numerous programs. WIA and the Employment Service were the two programs most often identified as funding sources used for infrastructure—the nonpersonnel costs—of operating comprehensive one-stop centers. In our 2007 survey, most states reported that WIA and the Employment Service were the largest contributors toward infrastructure costs for program year 2005. (See fig. 5.) Of the 48 states that were able to report on infrastructure funding for comprehensive one-stop centers, 23 states identified WIA as the top funding source and 19 states reported that Employment Service funds were the largest funding source. Three states reported that TANF funds were the largest funding source. (See fig. 6.) The choices states made regarding infrastructure funding appear to be independent of state size, population density, or the number of comprehensive one-stop centers.

**Figure 5: Top Funding Sources Used to Support Infrastructure Costs**

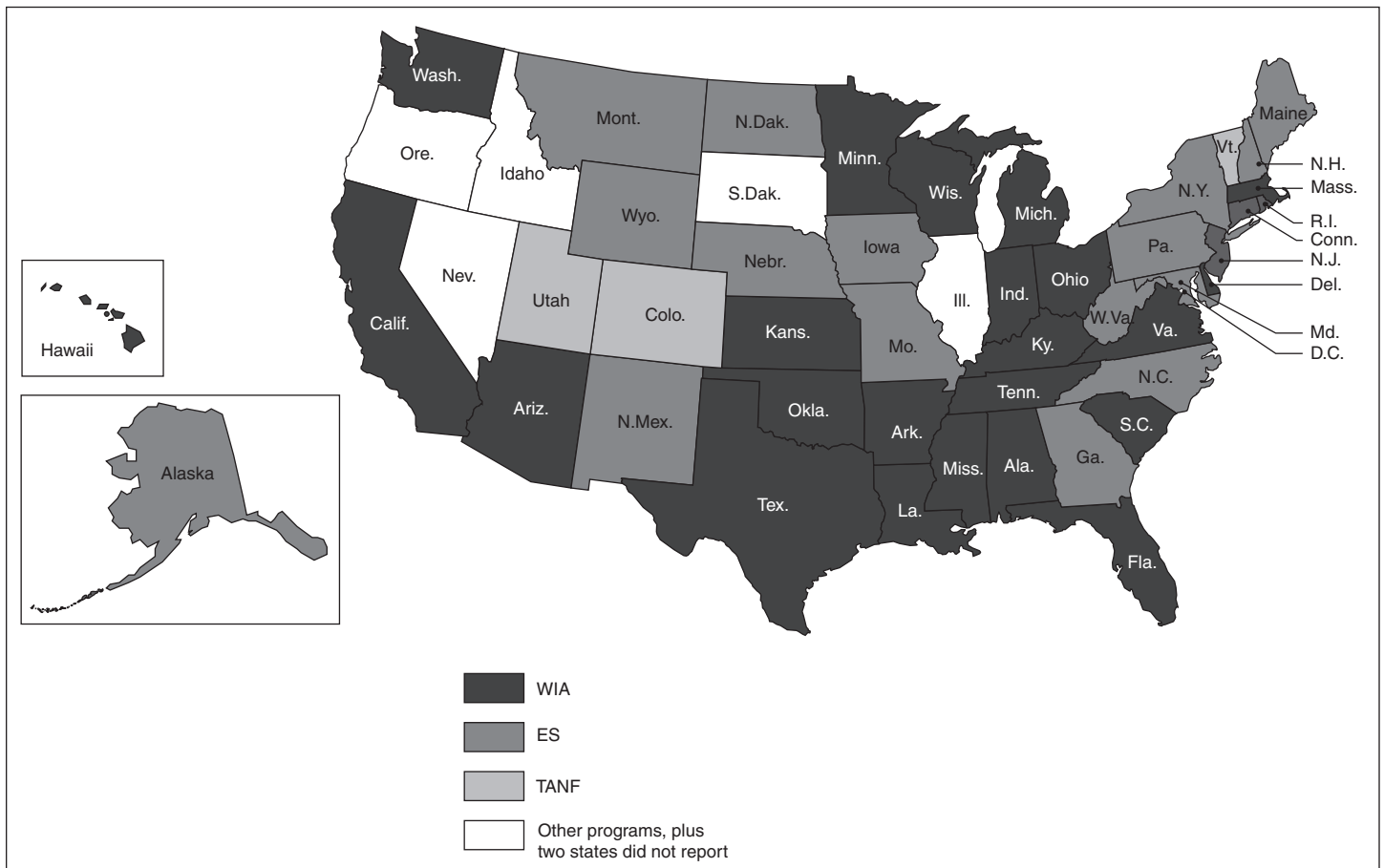


Source: GAO survey of 50 states.

Note: Two states did not respond to the question on the funding sources that contributed the most to financing one-stop centers.



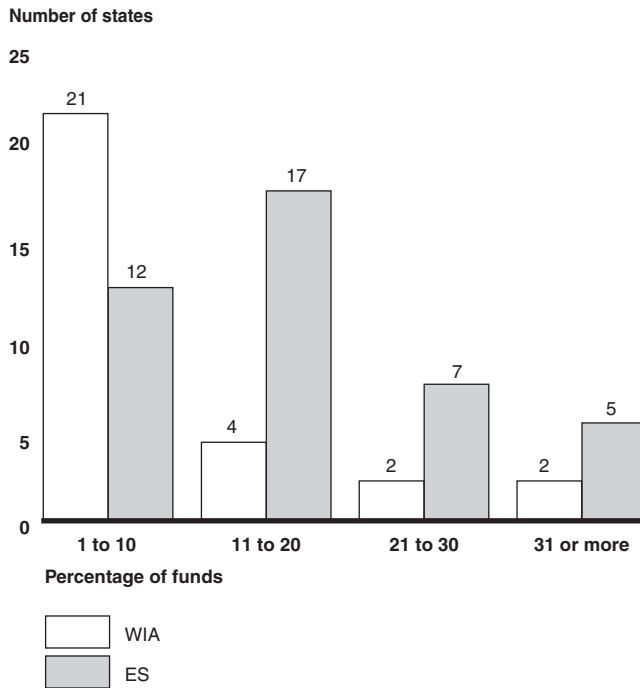
**Figure 6: Primary Funding Source Used by States to Support the Infrastructure of Comprehensive One-Stop Centers**



Source: GAO survey of 50 states.

While WIA and the Employment Service were the primary funding sources used to support infrastructure costs in program year 2005, states varied in their ability to report more detailed information on infrastructure costs in our survey. Of the states that could report, more states reported that a greater percentage of their Employment Service funds than WIA funds were used to finance the infrastructure of the one-stop comprehensive centers. (See fig. 7.) Specifically, of the 41 states that provided estimates for the percentage of their Employment Service allotment used for infrastructure costs, 29 reported using more than 10 percent. Conversely, of the 29 states that provided estimates for the percentage of WIA funds, 21 states reported using 10 percent or less. (See app. VIII for state-reported data on the percentage of WIA and Employment Service allocations used for infrastructure costs during program year 2005.)

**Figure 7: Number of States and Percentage of WIA and Employment Service Funds Used for Infrastructure Costs**



Source: GAO survey of 50 states.

Moreover, for program year 2005, states reported less reliance on other programs for funding the one-stop infrastructure costs than in the past. (See table 3.) For example, over a 5-year period, the number of states that reported using Vocational Rehabilitation program funds for infrastructure costs declined from 37 to 24. While the number of states relying on TANF funds has declined, more states identified it as one of the three largest funding sources for infrastructure costs for program year 2005 than previously reported. Sixteen states reported that TANF was one of the three largest contributors to financing one-stop centers, including 6 of the 9 states with single statewide workforce investment areas. In fiscal year 2000, 12 states reported that TANF was one of the three largest funding sources.

**Table 3: Programs Funding One-Stop Center Infrastructure Costs**

<b>Program</b>	<b>Number of states using program funds for infrastructure, fiscal year 2000</b>	<b>Number of states using program funds for infrastructure, fiscal year 2001</b>	<b>Number of states using program funds for infrastructure, program year 2005</b>
<b>Labor</b>			
WIA Title I/JTPA	50	50	50
Employment Service (Wagner-Peyser)	49	50	50
Veterans' E&T Program	43	43	41
NAFTA <sup>a</sup> and Trade Adjustment Assistance	39	41	30
Unemployment Insurance	39	39	34
Welfare-to-Work Grants	39	38	N/A
One-Stop Implementation Grants	37	N/A	N/A
Job Corps	20	24	11
<b>Education</b>			
Vocational Rehabilitation	37	37	24
Adult Education and Literacy	29	29	15
Vocational Education	24	19	N/A
<b>Other</b>			
Temporary Assistance for Needy Families	33	36	27
Community Colleges	N/A	N/A	11
State Funds	N/A	31	24

N/A = Not applicable.

Sources: GAO surveys of states in 2000, 2001, and 2007.

<sup>a</sup>North American Free Trade Agreement.

Regarding the stand-alone offices, we asked states to provide estimates of their state's total Employment Service allotment used to support the infrastructure of these offices.<sup>9</sup> Among the 6 states that provided this information, they reported that the amount ranged from 0 to 14 percent, and the overall average was approximately 5 percent. However, the state with the most stand-alone Employment Service offices, Iowa, reported that it did not use any of its Employment Service allotment to support the

<sup>9</sup> For the purposes of this report, we defined infrastructure costs as the nonpersonnel costs necessary for the general operation of a one-stop center, including the rental costs of the facilities, costs of utilities and maintenance, and equipment (including adaptive technology for individuals with disabilities).

infrastructure of these offices. Instead, Iowa financed the infrastructure costs of its 30 stand-alone offices with state general funds.

**Nearly All States Submitted Customer Satisfaction Data, and Some States Have Established Customer Satisfaction Measures beyond What Is Reported to Labor**

Nearly all states submitted customer satisfaction data for both job seekers and employers to Labor for program year 2005, as required under WIA.<sup>10</sup> In addition, 12 states reported that they had established measures for customer satisfaction beyond what is required. For example, some states collected information on waiting time for assistance, helpfulness of the services received, and extent to which services met customer expectations. Of these 12 states, 10 established additional customer satisfaction measures for both job seekers and participating employers, and 2 states established additional customer satisfaction measures just for job seekers. (See table 4.)

**Table 4: States with Additional Customer Satisfaction Measures for Job Seekers and Participating Employers, Program Year 2005**

State	Additional customer satisfaction measures	
	For job seekers	For participating employers
Connecticut	X	X
Delaware	X	X
Maine	X	X
Minnesota	X	X
Missouri	X	X
Nebraska	X	
Nevada	X	
New Hampshire	X	X
New York	X	X
Oklahoma	X	X
Oregon	X	X
Washington	X	X

Source: GAO survey of 50 states.

<sup>10</sup> The 2 states (Mississippi and Pennsylvania) that did not submit customer satisfaction data were granted waivers exempting them from the requirement to report this information.

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Since 2005, when Labor moved to using common measures, Labor has granted, upon request, waivers to states exempting them from reporting on participant and employer customer satisfaction. As of August, 2007, Labor reported that 20 states, including the District of Columbia, have such waivers, exempting them from reporting customer satisfaction data.<sup>11</sup> In addition, all states report on employment-related outcomes for the common performance measures—three for adults and three for youth—and are required to negotiate with Labor separate goals and report on outcomes for both the WIA Adult and WIA Dislocated Worker programs.<sup>12</sup>

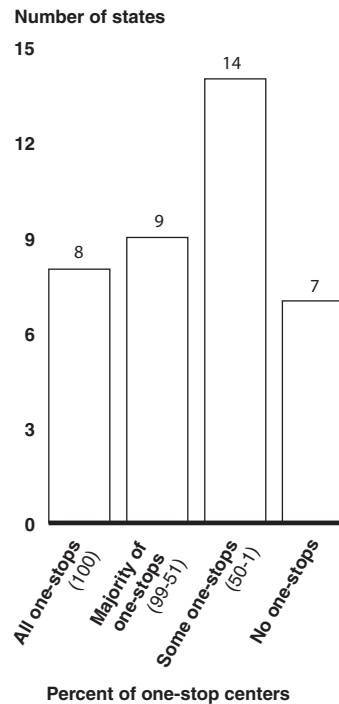
According to state officials, comprehensive one-stop centers also collect customer satisfaction data not required by the state, but the extent to which one-stop centers are collecting information varies considerably. Eight states reported that all of their comprehensive one-stop centers collected additional information on customer satisfaction, and 9 more states reported that the majority of their one-stop centers collected additional information. Conversely, 7 states reported that none of their one-stop centers collected any additional information from job seekers or participating employers. (See fig. 8.) (See app. IX for states' reporting on the extent that one-stop centers collect additional information on customer satisfaction.)

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<sup>11</sup> Labor reports the following states have waivers: Colorado, District of Columbia, Idaho, Illinois, Kansas, Louisiana, Maryland, Mississippi, Missouri, Montana, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, South Carolina, Texas, Utah, and West Virginia.

<sup>12</sup> The three common performance measures for adults are entered employment, employment retention, and average earnings; the three common performance measures for youth are placement in employment or education, attainment of a degree or certificate, and literacy and numeracy gains.

**Figure 8: Number of States and Percentage of One-Stop Centers That Collect Additional Information on Customer Satisfaction, Program Year 2005**



Source: GAO survey of 50 states.

Note: The remaining 12 states did not know whether or not the one-stop centers were collecting additional information on customer satisfaction.

## Conclusions

Our study presents a snapshot in time of the evolving structure of the one-stop system in each of the 50 states. Because WIA provided states and localities with flexibility in deciding how to implement the one-stop system, the picture continues to evolve as systems are tailored to meet ever changing local needs. The results of our survey suggest that states and localities have developed a variety of different approaches to deliver services. However, nine states reported operating at least one stand-alone Employment Service office outside the one-stop delivery system, a situation prohibited by the Wagner-Peyser Act and its implementing

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regulations. Although the services provided may be useful, because these offices are not linked to the one-stop system in any way—either electronically or by referral, program participants may not be receiving the complete range of services they need to gain employment or other job-related assistance. It may also be the case that these separate systems result in duplication of effort and inefficient use of resources. We support Labor’s steps thus far to integrate Wagner-Peyser-funded employment services into the one-stop system, but they have resulted in only modest improvement. Without further integration, these separate stand-alone offices may continue to create confusion for clients, result in duplication of effort, and undermine the key goal of WIA—to consolidate the nation’s workforce development system.

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## Recommendations for Executive Action

We recommend that the Secretary of Labor step up action to ensure compliance with the Wagner-Peyser Act and its implementing regulations by requiring that all stand-alone offices be affiliated or linked in some way, either electronically or through direct referral, with the one-stop system. Such actions may include additional technical assistance and working with states to establish progress benchmarks with the understanding that failure to meet the benchmarks may result in further action up to and including a loss of grant funding.

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## Agency Comments and Our Evaluation

We provided a draft of this report to Labor for review and comment. Labor commented that the report provides significant information that will be useful to Congress in reauthorizing WIA, but the department disagreed with some of the report’s findings, the recommendation, and the report’s title.

Specifically, Labor commented that it does not believe that the report’s findings regarding the presence of unaffiliated stand-alone Employment Service offices and the recommendation to step up action to bring them into compliance are sound. Labor comments that it is not aware of any specific instance of an unaffiliated, stand-alone Employment Service office. Labor states that requirements to become affiliated are broad and easy to meet and, as a result, believes that unaffiliated offices do not exist. Labor suggests that because we rely on a survey of states to collect the

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information, the data are most likely the result of a misunderstanding on the part of survey respondents. In conducting our work, we followed generally accepted government auditing standards. We developed the survey instrument based on a questionnaire used in previous studies, and, for this study, we pretested it with state WIA administrators from five states to ensure that it was easily understandable, unambiguous, and unbiased. Furthermore, officials' responses to other questions confirmed their understanding, and as part of our quality control, we followed up with state officials when their responses were ambiguous. In one case, for example, responses were ambiguous on the questions related to stand-alone offices. We conducted a follow-up conversation with a state official who confirmed that the states' stand-alone offices were not affiliated with the one-stop system. We therefore believe that respondents understood our questions and that our survey results are accurate. We stand by our findings and our recommendation. Given that Labor reports requirements to be affiliated with the one-stop system are easy to meet, we hope that Labor will take steps to ensure that all states are meeting those requirements. In addition, Labor notes that withholding funding for noncompliance would be difficult and inefficient. We concur that withholding funds would be draconian, and we would hope that, given the ease in meeting the requirements, no state would suffer this consequence.

In addition, Labor expressed concerns that while we note a number of actions undertaken by officials to better foster coordination, we have not fully reported all steps Labor has taken. We have modified the text to reflect the new information provided in Labor's written comments.

Finally, Labor stated that the report's draft title does not fully reflect the broad range of topics discussed in this report. We have modified the title. Labor's entire comments are in appendix X.

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As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days after its issue date. At that time, we will send copies of this report to the Secretary of Labor, relevant congressional committees, and others who are interested. Copies will also be made available at no charge on GAO's Web site at <http://www.gao.gov>.



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Please contact me on (202) 512-7215 if you or your staff have any questions about this report. Contact points for our Offices of Congressional Relations and Public Affairs can be found on the last page of this report. Other major contributors are listed in appendix XI.

Sincerely yours,

A handwritten signature in black ink that reads "Cynthia M. Fagnoni". The signature is written in a cursive style with a large initial "C" and a distinct "F".

Cynthia M. Fagnoni  
Managing Director  
Education, Workforce, and Income Security Issues

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# Appendix I: Objectives, Scope, and Methodology

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Our study assessed (1) the current composition of states' one-stop systems and how this has changed over time, (2) what funds are primarily used to support states' one-stop system infrastructure and how this has changed over time, and (3) the extent to which states are monitoring customer satisfaction with service delivery at one-stop centers.

To provide information on how state and local one-stop delivery systems established under Workforce Investment Act (WIA) deliver employment and training services to job seekers and employers, we conducted an electronic survey of state workforce officials in 50 states. We did not survey the District of Columbia, Puerto Rico, and other U.S. territories. The survey included questions on states' one-stop delivery systems related to the

- numbers of local workforce investment areas and participants served;
- numbers of comprehensive one-stop centers, satellite or affiliated sites, and how these changed from program year 2003 to April 1, 2007;
- infrastructure cost data for program year 2005;
- use of stand-alone Employment Service offices;
- mandatory programs and how these services were provided;
- extent of integration of certain functions (e.g., reception area, information systems, and intake forms) at comprehensive one-stop centers; and
- program monitoring of customer satisfaction.

The questionnaire was forwarded to state officials in April 2007, and responses were received through late May 2007. We received surveys from all 50 states, although some states did not answer every question. States' survey responses were as of April 1, 2007. Because we administered the survey to all 50 states, our results are not subject to sampling error. However, the practical difficulties of conducting any survey may introduce other types of errors, commonly referred to as nonsampling errors. For example, differences in how a particular question is interpreted, or the sources of information available to respondents in answering a question, can introduce unwanted variability into the survey results. We included steps in the development of the survey, the collection of data, and the editing and analysis of data to minimize such nonsampling errors. To reduce nonsampling error, the questionnaire was reviewed by survey specialists and pretested with officials from 5 states to develop a questionnaire that was relevant, easy to comprehend, unambiguous, and unbiased. We made changes to the content and format of the questionnaire based on the specialists' reviews and the results of the pretests. Completed questionnaires were keypunched, and each record was verified by

comparing them with their corresponding questionnaires, and any errors were corrected. When the data were analyzed, a second independent analyst checked all computer programs. Finally, to assess the reliability of certain data obtained from the survey, we independently researched the information from other publicly available sources.

In order to analyze trends in states' one-stop delivery systems, we compared 2007 survey data with survey data from 2000 and 2001. In addition to our surveys, we conducted a literature review to identify relevant findings from other studies—including those sponsored by Labor—that examined one-stop delivery systems. We conducted our work between April 2007 and August 2007 in accordance with generally accepted government auditing standards.

# Appendix II: Survey of States on WIA One-Stop Centers



United States Government Accountability Office

## Survey of States on WIA One-Stop Centers

### Introduction

The U.S. Government Accountability Office (GAO), an agency of the Congress, is surveying states' workforce development agencies to determine the extent to which states and localities are using one-stop centers established under the Workforce Investment Act (WIA) to deliver employment and training services to job seekers and employers. The study is requested by the Chairman, House Committee on Education and Labor.

This questionnaire contains questions related to your state's one-stop delivery system, sources of funding used to finance the designated comprehensive one-stop centers, the programs contained, and customer service satisfaction at one-stop centers. It asks for specific information about comprehensive one-stop centers and satellite or affiliated sites—these sites are generally under the auspices of comprehensive one-stop centers and offer more limited services. You may need to coordinate with local one-stop officials to complete this questionnaire.

If you have questions about the questionnaire, contact Thomas McCabe at 202-512-3383 or [McCabeT@gao.gov](mailto:McCabeT@gao.gov) or Timothy Hall at 202-512-7192 or [HallT@gao.gov](mailto:HallT@gao.gov).

Thank you in advance for your cooperation.

### Instructions

This survey can be completed on your computer. To do this, first **save the MSWord file containing the survey to your computer**. You may then enter your responses directly to that file.

Completing the survey is very simple. There are only a few rules to follow.

- Please use your mouse to navigate by clicking on the field or check box  you wish to answer.
- To select a check box, simply click on the center of the box and an 'X' will appear.
- To change or deselect a check box response, simply click on the check box and the 'X' will disappear.
- To answer a question that requires that you enter a number or write a comment, click on the answer box and begin typing. You may type as much as you wish; the box will expand to accommodate your answer.

When you have completed your entries for a particular session or when you have completed the entire questionnaire, re-save the MSWord file and your answers will be saved. When your questionnaire has been completed, you may e-mail your completed questionnaire as an e-mail attachment to either Thomas McCabe at [McCabeT@gao.gov](mailto:McCabeT@gao.gov) or Timothy Hall at [HallT@gao.gov](mailto:HallT@gao.gov).

Thank you very much.

**Appendix II: Survey of States on WIA One-Stop Centers**

**Terms Used in This Questionnaire**

Please review the definitions of the terms used throughout this questionnaire. Some of the definitions will be repeated just prior to the questions in which they appear.

Comprehensive One-Stop Center .....	A designated location where multiple employment and training programs provide access to services for job seekers and employers.
E&T .....	Employment and Training Programs
Infrastructure Costs .....	The non-personnel costs necessary for the general operation of a one-stop center, including the rental costs of the facilities, to costs of utilities and maintenance, and equipment (including adaptive technology for individuals with disabilities).
LWIA .....	Local Workforce Investment Area
One-Stop Delivery System .....	Comprehensive one-stop centers and all satellite or affiliated sites
Participant .....	An individual who is determined eligible to participate in a program and receives a service funded by the program in either a physical location or remotely through electronic linkages.
Physical Location .....	Refers to a comprehensive one-stop center, a satellite, or affiliated site where services and activities funded by the program are available, or other specialized centers and sites designed to address special customer needs, such as company work sites for dislocated workers.
Satellite or Affiliated Site .....	A designated location that provides access to at least one employment or training program and where information on other programs is available.
TAA .....	Trade Adjustment Assistance
TANF .....	Temporary Assistance for Needy Families
TANF-Related Services .....	Services funded by the federal TANF grant or state Maintenance-of-Effort funds, but does not refer to Department of Labor funded Welfare-to-Work grants.
Veterans' E&T .....	Veterans' Employment and Training programs
WIA .....	Workforce Investment Act

**1. Please enter the following information for the person most knowledgeable about the questionnaire responses in the event we need to clarify a response.**

**State:**

**Contact name:**

**Title:**

**Telephone number (include area code):**

**E-mail address:**

Appendix II: Survey of States on WIA One-Stop Centers

**Comprehensive One-Stop Centers**

For the purpose of this survey, the term comprehensive one-stop center means a designated location where multiple employment and training programs provide access to services for job seekers and employers.

2. As of April 1, 2007, how many Local Workforce Investment Areas (LWIAs) does your state have?  
(Enter number)

LWIAs

3. As of April 1, 2007, how many separate comprehensive one-stop centers does your state have?  
(Enter number. Do not include satellite or affiliated sites. See note below.)

Comprehensive one-stop centers

Note: If you can only provide an estimate of the number of your state's comprehensive one-stop centers or if you cannot provide information specifically for the "as of April 1, 2007" date, please enter your best estimate in the space above and briefly describe that estimate or explain any variation from the date in the space below.

Explanation for question 3:

4. How many, if any, of your state's LWIAs have more than one comprehensive one-stop center?  
(Enter number. Do not include satellite or affiliated sites. If none, enter zero.)

LWIAs with more than one comprehensive one-stop center

PLEASE NOTE: If the answer to question 4 is zero → Skip to question 6.  
If the answer to question 4 is greater than zero → Continue with question 5a.

5. a. In your state, what is the largest number of comprehensive one-stop centers in any one LWIA?  
(Enter number. Do not include satellite or affiliated sites.)

Comprehensive one-stop centers

- b. What is the name of the LWIA with the largest number of comprehensive one-stop centers?  
(Note: If more than one of your largest LWIAs has equal numbers of comprehensive one-stop centers, provide the names of each of the largest LWIAs.)

- c. Approximately how many participants did this LWIA serve through the one-stop system in program year 2005? (Note: If you listed more than one LWIA in "b" above, list the total number of participants served for the LWIAs listed.)

Participants or  Do not know

Appendix II: Survey of States on WIA One-Stop Centers

6. How many comprehensive one-stop centers were in operation in your state during program years 2003 and 2005? (Enter numbers. Do not include satellite or affiliated sites. If none, enter zero. See note below.)

Program year 2003 (as of June 30, 2004) ..... centers

Program year 2005 (as of June 30, 2006) ..... centers

Note: If you can only provide estimates of the number of your state's comprehensive one-stop centers in operation during these years or if you cannot provide information specifically for the "as of June 30" date(s), please enter your best estimate in the spaces above and briefly describe the estimate or explain any variation from the dates in the space below.

Explanation for question 6: .....

PLEASE NOTE:

If the number of comprehensive one-stop centers in your state increased between program years 2003 and 2005 → Continue with question 7.

If the number of comprehensive one-stop centers in your state decreased between program years 2003 and 2005 → Skip to question 8.

If the number of centers did not change at all between program years 2003-2005 → Skip to question 9.

7. In general, what are the reason(s) for the overall increase in the aggregate number of comprehensive one-stop centers between program year 2003 and 2005? (Check all that apply.)

- Increased demand for services .....
- Increased funds available to support additional centers .....
- Increased number of on-site partners .....
- Increased use of electronic and other linkages .....
- Other reason(s) .....  → Please specify:

If you answered question 7, skip to question 9.

8. In general, what are the reason(s) for the overall decrease in the aggregate number of comprehensive one-stop centers between program year 2003 and 2005? (Check all that apply.)

- Decreased demand for services .....
- Decreased funds available to support centers .....
- Other reason(s) .....  → Please specify:

**Financing of One-Stop Center Systems**

**Infrastructure costs refer to the non-personnel costs that are necessary for the general operation of a one-stop center, including the rental costs of the facilities, the costs of utilities and maintenance, and equipment (including adaptive technology for individuals with disabilities).**

9. Does your state track the percentage of all WIA funds that are used to fund the total infrastructure costs to operate the comprehensive one-stop centers in your state? (Do not consider satellite or affiliated sites in your response.)

Yes .....

No .....

10. a. What was your state's total allocation of all WIA funds for program year 2005?

\$ ..... total state allocation of WIA funds

b. What percent of the total allocation of all WIA funds for program year 2005 were used for infrastructure to operate the comprehensive one-stop centers in your state?

..... percent or  Do not know

This percentage represents an actual amount .....

This percentage represents an estimate .....

11. a. What was the state's total allocation of all Employment Service (Wagner-Peyser) funds for program year 2005?

\$ ..... total state allocation of Employment Service (Wagner-Peyser) funds

b. What percent of the total allocation of all Employment Service (Wagner-Peyser) funds for program year 2005 were used for infrastructure to operate the comprehensive one-stop centers in your state?

..... percent

This percentage represents an actual amount .....

This percentage represents an estimate .....



**Appendix II: Survey of States on WIA One-Stop Centers**

**12. For program year 2005, were each of the following funding sources used to support the infrastructure costs of the comprehensive one-stop centers in your state?** (Check "Yes" or "No" in each row. Do not include funding sources for satellite or affiliated sites.)

	Yes ▼	No ▼	Not sure ▼
a. WIA Adult, Dislocated Worker, or Youth .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. WIA State Funds .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Employment Service (Wagner-Peyser) .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Trade Adjustment Assistance .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Veterans' E&T Programs .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Vocational Rehabilitation .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Job Corps .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Temporary Assistance for Needy Families (TANF) ...	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. Adult Education and Literacy .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. Unemployment Insurance .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. Other Federal Funds – <i>Specify below:</i> .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. Community Colleges .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
m. State Funds .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. Local Funds .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. Other funds including private funds – <i>Specify below:</i> ..	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**13. a. For program year 2005, which of the above funding sources contributed the most to financing the one-stop centers?**  
(List the top five funding sources in order of their level of contribution. Use the letter designation from question 12 that corresponds to the funding source.)

- The funding source contributing the most is .....
- The 2<sup>nd</sup> highest contributing funding source is .....
- The 3<sup>rd</sup> highest contributing funding source is .....
- The 4<sup>th</sup> highest contributing funding source is .....
- The 5<sup>th</sup> highest contributing funding source is .....

**b. For program year 2005, approximately, what percent of the total infrastructure costs were incurred by the program ranked first (i.e., the program that contributed the most)?** (Enter percent and indicate whether this percentage represents an actual amount or an estimate.)

\_\_\_\_\_ percent of total infrastructure costs

- This percentage represents an actual amount .....
- This percentage represents an estimate .....

**Satellite or Affiliated Sites**

For the purpose of this survey, the term “satellite or affiliated site” refers to a designated location that provides access to at least one employment or training program and where information on other programs is available.

**14. a. How many designated satellite or affiliated sites were in operation in your state during program years 2003 and 2005? (Enter numbers. If none, enter zero.)**

Program year 2003 (as of June 30, 2004) ..... sites  
Program year 2005 (as of June 30, 2006) ..... sites

**Note:** If you can only provide estimates of the number of your state’s satellite or affiliated sites in operation during these years or if you cannot provide information specifically for the “as of June 30” date(s), please enter your best estimate in the spaces above and briefly describe the estimate or explain any variation from the dates in the space below.

Explanation for question 14a: .....

**b. If the number of satellite or affiliated sites changed between program year 2003 and 2005, what were the reason(s) for the change?**

**15. As of April 1, 2007, how many designated satellite or affiliated sites does your state have? (Enter number. If none, enter zero.)**

..... Satellite or affiliated sites

**Note:** If you can only provide an estimate of the number of your state’s satellite or affiliated sites in operation as of April 1, 2007, please enter this estimate in the space above and briefly describe the estimate or explain any variation from the April 1, 2007 date in the space below.

**PLEASE NOTE:**

*If the answer to question 15 is zero → Skip to question 17a.*

*If the answer to question 15 is greater than zero → Continue with question 16a.*

Appendix II: Survey of States on WIA One-Stop Centers

16. a. Of the  designated satellite or affiliated sites in your state as of April 1, 2007, how many are "stand-alone" Employment Service (Wagner-Peyser) offices? (Enter number. If none, enter zero.)

Number of "stand-alone" Employment Service offices

Note: If you can only provide an estimate of the number of your state's satellite or affiliated sites as of April 1, 2007, that were "stand-alone" Employment Service (Wagner-Peyser) offices, please enter your best estimate in the space above and briefly describe the estimate or explain any variation from the date in the space below.

Explanation for question 16a.:

Please note: If zero entered in question 16a above → Go to question 17, otherwise, continue with 16b.

b. In program year 2005, approximately what amount of your state's Employment Service allotment was used to support the infrastructure of the "stand-alone" Employment Service offices?

\$  Amount to support infrastructure of "stand-alone" Employment Service offices

This entry represents an actual amount .....

This entry represents an estimate .....

c. In program year 2005, were any federal funds other than Wagner-Peyser used to support the infrastructure of the "stand-alone" Employment Service offices?

Yes .....  → Please specify the source(s) of the other federal funds below:

No .....

Not sure .....

Source 1:

Source 2:

If available, please provide total dollar amount provided by each source or the percent of the total allocation for "stand alone" Employment Service offices in the space below.

Source 1:

Source 2:

17. How many "stand-alone" Employment Service offices in your state are currently not designated as satellite or affiliated sites? (Enter number. If none, enter zero.)

Number of "stand-alone" Employment Service offices not designated as satellite or affiliated sites

Appendix II: Survey of States on WIA One-Stop Centers

18. a. As of April 1, 2007, how many of the designated satellite or affiliated sites in your state are not "stand-alone" Employment Service offices? (Enter number. If none, enter zero.)

Number of satellite or affiliated sites that are not "stand-alone" Employment Service offices

Note: If you can only provide an estimate of the number of your state's designated satellite or affiliated sites that were not "stand-alone" Employment Service offices, please enter your best estimate in the space above and briefly describe the estimate or explain any variation from the April 1, 2007 date in the space below.

Explanation for question 18a:

Please note: If zero "0" entered in question 18a, skip to question 19a. Otherwise continue with question 18b.

b. Which programs are typically provided at the designated satellite or affiliated sites that are not "stand alone" Employment Service Offices?

Please note: A physical location refers to a designated comprehensive one-stop center, satellite, or affiliated site where services and activities funded by the program are available, or other specialized centers and sites designed to address special customer needs, such as company work sites for dislocated workers.

19. a. What is the total number of physical locations used to operate the one-stop system in your state? (Enter number. Please include both comprehensive one-stop centers and satellite or affiliated sites in your entry.)

Physical locations

b. Of these physical locations, how many are held under each of the following arrangements? (Enter numbers. Total should equal the number of physical locations entered in question 19a. If none, enter zero.)

Owned by the state .....

Leased.....

Rented (i.e., arranged on a short-term basis with no fixed period of tenancy).....

Otherwise provided (e.g., facility provided free of charge) .....

c. How many of these physical locations are located on Community College campuses? (Enter number. If none, enter zero.)

Physical locations located on Community College campuses

**Appendix II: Survey of States on WIA One-Stop Centers**

**Programs through the One-Stop Center Systems**

**WIA Mandatory Programs**

The following set of questions will ask you to identify the type of co-location or linkage for each of the 17 mandatory federal programs offered at the comprehensive one-stop centers in your state.

20. In question 3 you reported that your state had comprehensive one-stop centers. Of these comprehensive one stop centers, how many provide access to services for job seekers for the following federal programs in each of the three ways listed at the top of the matrix?

*(Enter numbers. The total of each row should equal (i.e., the total number of comprehensive one-stop centers entered in question 3). Enter "0" if no center offers programs in that way. Do not include satellite or affiliated sites in any of your entries.)*

Federal Program	At comprehensive one-stop centers ...		
	These program services are <u>provided on-site at least part of the time</u>	These program services are <u>only available electronically or through referral</u>	These program services are <u>not available through the one-stop</u>
a. WIA Adult .....			
b. WIA Dislocated Worker .....			
c. WIA Youth .....			
d. Employment Service (Wagner-Peyser) .....			
e. Veterans' E&T .....			
f. Job Corps .....			
g. Employment and training programs for Native Americans .....			
h. Employment and training programs for migrant and seasonal farm workers .....			
i. Vocational rehabilitation programs .....			
j. Adult education and literacy .....			
k. Senior Community Service Employment Program .....			
l. Vocational Education (Perkins Act) .....			
m. Trade Adjustment Assistance .....			
n. Community Services Block Grant activities .....			
o. HUD E&T .....			
p. Unemployment Insurance .....			

**Appendix II: Survey of States on WIA One-Stop Centers**

**21. In your state, approximately how many comprehensive one-stop centers integrate functions in the following ways? (Check one answer in each row.)**

	None ▼	Few ▼	Some ▼	Most ▼	All ▼	Not sure ▼
a. Intake forms .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Universal release of information .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Orientation .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Common reception area .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Regular multi-agency meeting .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Internal Web site .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Information systems (e.g., case management) .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Other – Please specify: .....	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**22. On average, has the number of programs available on-site at comprehensive one-stop centers in your state increased, stayed at about the same level, or decreased since program year 2003? (Check one.)**

- Increased .....  → *Please explain the reason(s) for the increase.*
- Stayed at about the same level .....
- Decreased .....  → *Please explain the reason(s) for the decrease.*
- No basis to judge .....

**Reason(s) for the increase or decrease ...**

Appendix II: Survey of States on WIA One-Stop Centers

23. Thinking about a typical comprehensive one-stop center in your state, which of the following federal programs are most often provided on-site?  
(Check all federal programs that most often provide services on site.)

- WIA Adult .....
- WIA Dislocated Worker .....
- WIA Youth .....
- Employment Service (Wagner-Peyser) .....
- Veterans' E&T .....
- Job Corps .....
- Employment and training programs for Native Americans .....
- Employment and training programs for migrant and seasonal farm workers .....
- Vocational rehabilitation programs .....
- Adult education and literacy .....
- Senior Community Service Employment Program .....
- Vocational Education (Perkins Act) .....
- Trade Adjustment Assistance .....
- Community Services Block Grant activities .....
- HUD E&T .....
- Unemployment Insurance .....
- TANF .....
- Food Stamp E&T .....
- Other federal program(s) .....  → Please specify:

**Please note: For the purpose of this survey, a participant refers to an individual who is determined eligible to participate in a program and receives a service funded by the program in either a physical location or remotely through electronic linkages.**

24. Approximately how many participants were served state-wide by the one-stop delivery system in program year 2005? (Enter number.)

Number of participants

**Program Monitoring Through Customer Satisfaction Surveys**

**25. Has your state been issued a waiver to report only on common measures to the Department of Labor?**

- Yes .....
- No .....

**26. For program year 2005, did your state report customer satisfaction data to the federal Department of Labor?**

- Yes .....
- No .....

**27. Has your state established additional customer satisfaction measures for job seekers and participating employers beyond what is reported to the federal Department of Labor?**

*(Check "Yes" or "No" in each row.)*

	Yes ▼	No ▼
a. State has established additional customer satisfaction measures for <b>job seekers</b> .....	<input type="checkbox"/>	<input type="checkbox"/>
b. State has established additional customer satisfaction measures for <b>participating employers</b> .....	<input type="checkbox"/>	<input type="checkbox"/>

**PLEASE NOTE:** *If the answer to both questions 27a and 27b was "No" → Skip to question 29.*

*If the answer to question 27a or 27b was "Yes" → Continue with question 28.*

**28. Please provide information on the types of customer satisfaction data you collect beyond what is reported to the federal Department of Labor in the space below.**



29. Approximately what percent of the local one-stops collect information on customer satisfaction beyond what is reported to the state? *(Select one.)*

- 0% .....
- 1-25% .....
- 26-50% .....
- 51-75% .....
- 76-99% .....
- 100% .....
- No basis to judge .....

30. If you have any comments on any of the issues raised in this questionnaire or other comments on the WIA one-stop center system, please enter them in the space provided below.

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If your questionnaire is now complete, please save this MS Word file and e-mail it as an attachment to either Thomas McCabe at [McCabeT@gao.gov](mailto:McCabeT@gao.gov) or Timothy Hall at [HallT@gao.gov](mailto:HallT@gao.gov).

Thank you very much for your participation.

# Appendix III: Numbers of Local Workforce Investment Areas (LWIA) and Comprehensive One-Stop Centers, and Related Information by State, as of April 1, 2007

State	Total number of LWIAs in state	Number of LWIAs with more than one comprehensive one-stop	Largest number of comprehensive one-stop centers in LWIA	Total number of comprehensive one-stop centers in state
Alabama	3	1	18	20
Alaska	1	1	7	7
Arizona	14	6	3	23
Arkansas	10	2	3	14
California	50	25	16	148
Colorado	9	6	14	34
Connecticut	5	2	2	7
Delaware	1	1	4	4
Florida	24	23	13	79
Georgia	20	9	6	46
Hawaii	4	0	1	4
Idaho	1	1	24	24
Illinois	26	12	4	44
Indiana	2	2	24	26
Iowa	15	1	2	16
Kansas	5	0	1	5
Kentucky	10	10	4	31
Louisiana	18	8	4	32
Maine	4	4	4	20
Maryland	12	7	3	22
Massachusetts	16	13	3	32
Michigan	25	22	9	96
Minnesota	16	11	8	47
Mississippi	4	4	14	44
Missouri	14	9	7	34
Montana	2	2	12	14
Nebraska	3	0	1	3
Nevada	2	1	3	4
New Hampshire	1	1	13	13
New Jersey	18	6	4	25
New Mexico	4	2	4	12
New York	33	21	7	76
North Carolina	24	21	9	103
North Dakota	1	1	8	8

**Appendix III: Numbers of Local Workforce  
Investment Areas (LWIA) and Comprehensive  
One-Stop Centers, and Related Information  
by State, as of April 1, 2007**

<b>State</b>	<b>Total number of LWIAs in state</b>	<b>Number of LWIAs with more than one comprehensive one-stop</b>	<b>Largest number of comprehensive one-stop centers in LWIA</b>	<b>Total number of comprehensive one-stop centers in state</b>
Ohio	19	2	12	31
Oklahoma	12	3	3	17
Oregon	7	3	14	25
Pennsylvania	23	15	7	71
Rhode Island	2	0	1	2
South Carolina	12	4	3	18
South Dakota	1	1	14	14
Tennessee	13	2	2	15
Texas	28	24	30	163
Utah	1	1	35	35
Vermont	1	0	1	1
Virginia	16	10	5	34
Washington	12	8	4	25
West Virginia	7	6	5	19
Wisconsin	11	9	7	38
Wyoming	1	1	12	12
<b>Total</b>	<b>563</b>	<b>324</b>		<b>1,637</b>

Source: GAO survey of 50 states.

# Appendix IV: Changes in Numbers of Comprehensive One-Stop Centers and Satellite or Affiliated Sites by State, 2001, 2003, and 2007

States	Number of comprehensive one-stop centers			Percentage change, 2001 to 2007	Number of satellite or affiliated sites			Percentage change, 2001 to 2007
	2001	2003	2007		2001	2003	2007	
Alabama	30	27	20	-33%	31	30	22	-29%
Alaska	6	7	7	17%	16	17	17	6%
Arizona	20	23	23	15%	36	35	36	0%
Arkansas	14	13	14	0%	54	57	51	-6%
California	162	166	148	-9%	129	116	118	-9%
Colorado	32	34	34	6%	44	40	40	-9%
Connecticut	8	11	7	-13%	11	10	15	36%
Delaware	4	4	4	0%	0	0	0	0%
Florida	112	96	79	-29%	56	39	17	-70%
Georgia	27	46	46	70%	0	78	116	<sup>a</sup>
Hawaii	10	4	4	-60%	3	10	9	200%
Idaho	6	6	24	300%	105	68	50	-52%
Illinois	44	46	44	0%	54	53	77	43%
Indiana	67	27	26	-61%	0	75	75	<sup>a</sup>
Iowa	16	16	16	0%	80	56	39	-51%
Kansas	15	5	5	-67%	26	20	20	-23%
Kentucky	27	29	31	15%	92	129	131	42%
Louisiana	22	34	32	45%	46	50	47	2%
Maine	23	20	20	-13%	0	2	1	<sup>a</sup>
Maryland	28	28	22	-21%	18	13	11	-39%
Massachusetts	35	32	32	-9%	3	5	5	67%
Michigan	102	100	96	-6%	14	11	17	21%
Minnesota	53	50	47	-11%	14	29	0	-100%
Mississippi	33	23	44	33%	216	23	12	-94%
Missouri	30	34	34	13%	35	126	135	286%
Montana	2	2	14	600%	78	12	5	-94%
Nebraska	5	3	3	-40%	16	15	17	6%
Nevada	2	5	4	100%	53	9	7	-87%
New Hampshire	13	13	13	0%	81	0	0	-100%
New Jersey	17	27	25	47%	24	15	21	-13%
New Mexico	26	5	12	-54%	2	9	11	450%
New York	61	76	76	25%	300	19	18	-94%
North Carolina	87	96	103	18%	15	15	23	53%
North Dakota	13	8	8	-38%	2	9	9	350%

**Appendix IV: Changes in Numbers of  
Comprehensive One-Stop Centers and  
Satellite or Affiliated Sites by State, 2001,  
2003, and 2007**

States	Number of comprehensive one-stop centers			Percentage change, 2001 to 2007	Number of satellite or affiliated sites			Percentage change, 2001 to 2007
	2001	2003	2007		2001	2003	2007	
Ohio	98	31	31	-68%	0	59	59	<sup>a</sup>
Oklahoma	34	31	17	-50%	24	17	31	29%
Oregon	40	33	25	-38%	4	5	26	550%
Pennsylvania	46	109	71	54%	44	b	1	-98%
Rhode Island	2	2	2	0%	4	4	4	0%
South Carolina	17	17	18	6%	29	38	45	55%
South Dakota	19	14	14	-26%	4	4	4	0%
Tennessee	14	15	15	7%	42	55	55	31%
Texas	144	155	163	13%	107	104	103	-4%
Utah	34	36	35	3%	6	104	104	1,633%
Vermont	1	1	1	0%	11	11	11	0%
Virginia	40	43	34	-15%	43	36	21	-51%
Washington	24	27	25	4%	30	42	42	40%
West Virginia	68	18	19	-72%	9	45	38	322%
Wisconsin	11	66	38	245%	14	12	40	186%
Wyoming	12	12	12	0%	7	7	8	14%
<b>Total</b>	<b>1,756</b>	<b>1,726</b>	<b>1,637</b>		<b>2,032</b>	<b>1,738</b>	<b>1,764</b>	

Source: GAO survey of 50 states.

<sup>a</sup>Percentage change cannot be calculated.

<sup>b</sup>State did not report this information.

# Appendix V: Programs Typically Available at Comprehensive One-Stop Centers by State

In our survey, we asked states to consider the typical comprehensive one-stop center in their state and identify federal programs that were most often provided on-site. Figure 9 summarizes a typical one-stop center for each state.

**Figure 9: Programs Available On-site in a Typical Comprehensive One-Stop Center by State**

	WIA Adult	Employment Service	WIA Dislocated Worker	Veterans' Employment and Training	Trade Adjustment Assistance	WIA Youth	Unemployment Insurance	Vocational Rehabilitation	Temporary Assistance for Needy Families	Adult Education and Literacy	Seasonal Farm Workers	Food Stamp Employment and Training	Job Corps	Vocational Education	Employment and Training	Community Services Employment Program	Community Services Block Grant	HUD Employment and Training	Other federal programs
Ala.	•	•	•	•	•	•	•	•	•	•									
Alaska	•	•	•	•	•	•	•	•											
Ariz.	•	•	•	•	•	•	•	•	•	•									
Ark.	•	•	•	•	•	•	•	•	•	•	•	•							
Calif.	•	•	•	•	•	•	•	•	•	•									
Colo.	•	•	•	•	•	•	•	•	•	•									
Conn.	•	•	•	•	•	•	•	•	•	•	•	•							
Del.	•	•	•	•	•	•	•	•	•	•									
Fla.	•	•	•	•	•	•	•	•	•	•	•	•	•						
Ga.	•	•	•	•	•	•	•	•	•	•			•						
Hawaii	•	•	•	•	•	•	•	•	•	•									•
Idaho	•	•	•	•	•	•	•	•	•	•									
Ill.	•	•	•	•	•	•	•	•	•	•									
Ind.	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Iowa	•	•	•	•	•	•	•	•	•	•									
Kan.	•	•	•	•	•	•	•	•	•	•			•						
Ky.	•	•	•	•	•	•	•	•	•	•									
La.	•	•	•	•	•	•	•	•	•	•									
Maine	•	•	•	•	•	•	•	•	•	•									
Md.	•	•	•	•	•	•	•	•	•	•									
Mass.	•	•	•	•	•	•	•	•	•	•	•	•							•
Mich.	•	•	•	•	•	•	•	•	•	•									
Minn.	•	•	•	•	•	•	•	•	•	•									
Miss.	•	•	•	•	•	•	•	•	•	•			•						
Mo.	•	•	•	•	•	•	•	•	•	•									•

**Appendix V: Programs Typically Available at Comprehensive One-Stop Centers by State**

	WIA Adult	Employment Service (Wagner-Peyser)	WIA Dislocated Worker	Veterans	Trade Adjustment and Training	WIA Youth	Unemployment Insurance	Vocational Rehabilitation	Temporary Assistance for Needy Families	Adult Education and Literacy	Seasonal Farm Workers	Food Stamp Employment and Training	Senior Community Service Employment Program	Job Corps	Vocational Education	Community and Training for Native Americans	HUD Employment and Training	Other federal programs	
Mont.	•	•	•	•	•		•	•	•	•									
Neb.	•	•	•	•	•	•	•	•	•	•	•								
Nev.	•	•	•	•	•	•	•	•		•									
N.H.	•	•	•	•	•	•	•	•		•	•								
N.J.	•	•	•	•	•	•	•	•	•	•	•	•							
N.M.	•	•	•	•	•	•	•	•		•	•							•	
N.Y.	•	•	•	•	•	•	•	•											
N.C.	•	•	•	•	•	•	•	•		•									
N.D.	•	•	•	•	•	•	•	•		•	•								
Ohio	•	•	•	•	•	•	•	•	•		•	•		•					
Okla.	•	•	•	•	•	•		•	•	•	•			•					
Ore.	•	•	•	•	•	•	•	•	•	•	•								
Pa.	•	•	•	•	•	•	•	•	•		•	•							
R.I.	•	•	•	•	•	•	•	•	•		•			•					
S.C.	•	•	•	•	•	•	•	•	•										
S.D.	•	•	•	•	•	•	•	•		•	•	•	•						
Tenn.	•	•	•	•	•	•	•	•	•			•							
Tex.	•	•	•	•	•	•	•	•		•	•	•							
Utah	•	•	•	•	•	•	•	•		•	•	•		•				•	
Vt.	•	•	•	•	•	•	•	•	•		•	•	•					•	
Va.	•	•	•	•	•	•	•	•		•									
Wash.	•	•	•	•	•	•	•	•				•							
W.Va.	•	•	•	•	•	•	•	•	•	•	•								
Wis.	•	•	•	•	•	•	•	•	•		•			•					
Wyo.	•	•	•	•	•	•	•	•		•									
<b>Total</b>	<b>50</b>	<b>50</b>	<b>49</b>	<b>48</b>	<b>44</b>	<b>39</b>	<b>36</b>	<b>36</b>	<b>30</b>	<b>26</b>	<b>24</b>	<b>22</b>	<b>22</b>	<b>9</b>	<b>6</b>	<b>4</b>	<b>1</b>	<b>1</b>	<b>6</b>

Source: GAO survey of 50 states.

# Appendix VI: Distribution of Stand-alone Employment Service Offices in States, as of April 1, 2007, and Employment Service Funds Used for Infrastructure

State	Stand-alone offices affiliated with the system	Stand-alone offices unaffiliated with the system	Total number of stand-alone offices	Percentage of one-stops with Employment Service available on-site	Amount of Employment Service funds used for infrastructure, program year 2005
Arizona	13	7	20	70	\$784,000
Arkansas	0	1	1	100	<sup>a</sup>
California	0	12	12	<sup>a</sup>	<sup>a</sup>
Connecticut	1	0	1	100	\$67,218
Delaware	0	4	4	100	<sup>a</sup>
Hawaii	2	0	2	75	\$160,000
Illinois	0	15	15	100	<sup>a</sup>
Iowa	30	0	30	100	\$0
Kansas	5	5	10	100	\$50,000
Kentucky	9	0	9	100	<sup>a</sup>
Montana	5	0	5	100	\$700,000
New Mexico	11	0	11	<sup>a</sup>	<sup>a</sup>
North Carolina	0	18	18	94	<sup>a</sup>
Oklahoma	4	0	4	100	<sup>a</sup>
South Carolina	16	6	22	94	<sup>a</sup>
Tennessee	0	5	5	100	<sup>a</sup>
Virginia	6	0	6	100	<sup>a</sup>
West Virginia	1	0	1	100	<sup>a</sup>
<b>Total</b>	<b>103</b>	<b>73</b>	<b>176</b>		

Source: GAO survey of 50 states.

<sup>a</sup>State did not report this information.



# Appendix VII: Number and Percentage of Physical Locations at Community Colleges by State, 2007

State	Number of physical locations at community colleges	Percentage of states' physical locations at community colleges
Alabama	10	24
Arkansas	5	8
California	10	4
Colorado	5	7
Florida	4	4
Georgia	23	14
Illinois	9	7
Indiana	3	3
Iowa	2	4
Kansas	2	8
Kentucky	6	5
Maine	1	5
Maryland	4	12
Michigan	3	3
Minnesota	6	13
Mississippi	3	5
Missouri	4	2
Nebraska	1	5
New Jersey	2	4
New York	6	6
North Carolina	31	25
Ohio	1	1
Oklahoma	5	10
Oregon	9	18
Pennsylvania	1	1
South Carolina	3	5
Utah	4	3
Virginia	1	2
Washington	10	15
Wisconsin	11	14
Wyoming	1	5
<b>Total</b>	<b>186</b>	<b>6</b>

Source: GAO survey of 50 states.

# Appendix VIII: States' Reporting on Comprehensive One-Stop Centers Collecting Additional Information on Customer Satisfaction, Program Year 2005

State	Extent that one-stop centers collect additional information on customer satisfaction			
	100 percent of one-stops	Majority of one-stops	Some of the one-stops	None of the one-stops
Arizona			X	
Arkansas			X	
Colorado			X	
Delaware	X			
Hawaii			X	
Idaho				X
Illinois		X		
Indiana		X		
Iowa			X	
Kentucky			X	
Maine	X			
Maryland			X	
Massachusetts			X	
Michigan	X			
Minnesota	X			
Mississippi		X		
Montana				X
Nebraska	X			
Nevada				X
New Hampshire	X			
New Mexico			X	
New York		X		
North Dakota				X
Ohio		X		
Oklahoma			X	
Oregon			X	
Pennsylvania			X	
Rhode Island	X			
South Carolina			X	
South Dakota				X
Tennessee			X	
Texas		X		
Utah				X

**Appendix VIII: States'  
Reporting on Comprehensive  
One-Stop Centers Collecting  
Additional Information on  
Customer Satisfaction, Program  
Year 2005**

<b>Extent that one-stop centers collect additional information on customer satisfaction</b>				
<b>State</b>	<b>100 percent of one-stops</b>	<b>Majority of one-stops</b>	<b>Some of the one-stops</b>	<b>None of the one-stops</b>
Vermont				X
Washington		X		
West Virginia		X		
Wisconsin		X		
Wyoming	X			
<b>Total</b>	<b>8</b>	<b>9</b>	<b>14</b>	<b>7</b>

Source: GAO survey of 50 states

Note: The remaining 12 states did not know whether or not the one-stop centers were collecting additional information on customer satisfaction.

# Appendix IX: Comments from the Department of Labor

U.S. Department of Labor

Assistant Secretary for  
Employment and Training  
Washington, D.C. 20210



AUG 24 2007

Mr. Sigurd R. Nilsen  
Director  
Education, Workforce and Income Security Issues  
U.S. Government Accountability Office  
441 G Street, NW  
Washington, D.C. 20548

Dear Mr. Nilsen:

Thank you for sharing the Government Accountability Office (GAO) draft report currently entitled, *WORKFORCE INVESTMENT ACT: Labor Should Take Action to Require All Employment Service Offices to Be Part of the One Stop System to Streamline Service Delivery*. The Department believes that this report provides significant information that will be useful to Congress as it works to reauthorize the Workforce Investment Act of 1998 (WIA). However, the Department does not believe the report's recommendation is sound, and is concerned that the report's title and recommendation distract from its more significant information and findings. In addition, the report fails to take into consideration many of the significant efforts by the Department to integrate the Employment Service program into the One-Stop Career Center system.

In the draft, GAO reports that ten states operate at least one stand-alone Employment Service office, and that six of these states operate all of their stand-alone Employment Service offices as unaffiliated sites completely outside the One-Stop system (GAO Report p. 13). If this were the case, these unaffiliated sites would not meet the current regulations. The GAO is relying on information based on responses to a survey conducted by GAO, and we believe that the responses are most likely the result of a misunderstanding on the part of the respondents to the survey. The requirements that a site be affiliated are very broad and easy to meet. Based on our review of the regulations, we believe that all states are in compliance. Therefore, we disagree with the GAO recommendation that the Department step up action to ensure compliance.

We agree that more stringent One-Stop coordination regulations are needed to more closely integrate the Employment Service, but, provided that the stand-alone Employment Services meet the minimum standards of 20 CFR 652.202, current regulations do not provide authority to take corrective action against these states. We are not aware of specific instances of unaffiliated, stand-alone Employment Service offices that fail to maintain the links to the One-Stop system required by the current regulatory standards, and this report provides no evidence of non-compliance by states, other than self-reported statements that they are not affiliated.

Notwithstanding the lack of evidence of non-compliance with current regulations, the report's suggestion that the Department has the option to withhold funding for non-compliance with the regulations fails to take into account administrative procedures, legal process and practical realities that make it an inefficient tool for ensuring compliance. As described below, we rely on an extensive network of policy guidance and technical assistance tools, including the WIA state planning process, to work with our state partners on compliance with the current regulatory requirements.

While page 13 of the draft report identifies some steps the Department has taken to better foster coordination between the Employment Service program and the One-Stop Career Center system, many of the Department's efforts are not mentioned. First, over several years of WIA reauthorization, the

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**Appendix IX: Comments from the Department  
of Labor**

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Administration has consistently supported legislative proposals to consolidate WIA Title I programs and the Employment Service program, to reduce duplication, increase efficiency, and reduce confusion to customers. We believe GAO's findings support the Department's reauthorization recommendation and should be considered in the reauthorization process.

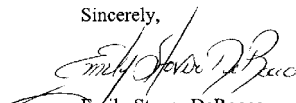
Second, the Department sought to increase its regulatory authority to foster coordination through a Notice of Proposed Rulemaking, which published on December 20, 2006. The Department proposed amendments to current regulations to more definitively mandate that Employment Service offices be fully integrated into comprehensive One-Stop Career Centers by requiring that local Employment Service offices be located in the comprehensive One-Stop Career Centers and not be considered affiliate sites. This effort was stopped by Congress through the Continuing Appropriations Resolution of 2007 (Pub. L. 110-5), which prohibits the Department from finalizing or implementing this rulemaking, or amending the WIA regulations until the act is reauthorized.

The Department has provided extensive policy guidance and technical assistance to the states. In addition to the actions identified in the GAO report – policy guidance, monitoring integration, forums, and technical assistance to states – the Department used the WIA state planning process as a vehicle for states and workforce investment boards to set forth policy expectations for program integration. As part of a state plan modification required to be submitted by each state this year, states were specifically required to: (1) describe policies in place to change or modify barriers to integration; (2) describe more efficient use of administrative resources, such as eliminating duplicative facility and operational costs; (3) promote models or strategies for local use that support integration; (4) describe how services provided through One-Stop partners will be coordinated; and (5) describe how the state will coordinate Wagner-Peyser Act funds to avoid duplication.

Finally, we believe there are additional findings that may be useful to Congress as it works to reauthorize WIA. For example, the report provides a great deal of information regarding partner program participation, or lack thereof, in funding the One-Stop Career Centers. The draft GAO report indicates that WIA and Wagner-Peyser appropriations are the primary sources of funding of the One-Stop Career Center infrastructure costs and that states reported less reliance on other partner programs for funding such costs than in the past. The Administration's WIA reauthorization proposal establishes a One-Stop infrastructure financing mechanism to ensure all partner programs contribute an appropriate share for funding these costs, which we believe will reduce funding uncertainty and contention among partners at the state and local levels.

It is clear that significant reform is needed. Although the report contains relevant information, the Department respectfully requests that the GAO reconsider and change or eliminate its recommendation and re-title the report. If you would like to discuss this report further, or if you need additional information, please do not hesitate to call me at (202) 693-2700.

Sincerely,



Emily Stover DeRocco

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# Appendix X: GAO Contact and Staff Acknowledgments

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## GAO Contact

Cynthia M. Fagnoni (202) 512-7215 or fagnonic@gao.gov

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## Staff Acknowledgments

Sigurd R. Nilsen, Director  
Dianne M. Blank, Assistant Director  
Timothy Hall, Analyst-in-Charge

Thomas McCabe made significant contributions to this report in all facets of the work. In addition, Stuart Kaufman assisted in the design and analysis of the national survey; Jean McSween provided methodological assistance, Jessica Botsford provided legal support, and Susannah Compton helped develop the report's message.

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# Related GAO Products

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*Workforce Investment Act: Additional Actions Would Further Improve the Workforce System.* [GAO-07-1051T](#). Washington, D.C.: June 28, 2007.

*Veterans' Employment and Training Service: Labor Could Improve Information on Reemployment Services, Outcomes, and Program Impact.* [GAO-07-594](#). Washington, D.C.: May 24, 2007.

*Workforce Investment Act: Employers Found One-Stop Centers Useful in Hiring Low-Skilled Workers; Performance Information Could Help Gauge Employer Involvement.* [GAO-07-167](#). Washington, D.C.: December 22, 2006.

*National Emergency Grants: Labor Has Improved Its Grant Award Timeliness and Data Collection, but Further Steps Can Improve Process.* [GAO-06-870](#). Washington, D.C.: September 5, 2006.

*Trade Adjustment Assistance: Most Workers in Five Layoffs Received Services, but Better Outreach Needed on New Benefits.* [GAO-06-43](#). Washington, D.C.: January 31, 2006.

*Youth Opportunity Grants: Lessons Can Be Learned from Program, but Labor Needs to Make Data Available.* [GAO-06-53](#). Washington, D.C.: December 9, 2005.

*Workforce Investment Act: Labor and States Have Taken Actions to Improve Data Quality, but Additional Steps Are Needed.* [GAO-06-82](#). Washington, D.C.: November 14, 2005.

*Workforce Investment Act: Substantial Funds Are Used for Training, but Little Is Known about Training Outcomes.* [GAO-05-650](#). Washington, D.C.: June 29, 2005.

*Unemployment Insurance: Better Data Needed to Assess Reemployment Services to Claimants.* [GAO-05-413](#). Washington, D.C.: June 24, 2005.

*Workforce Investment Act: Labor Should Consider Alternative Approaches to Implement New Performance and Reporting Requirements.* [GAO-05-539](#). Washington, D.C.: May 27, 2005.

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*National Emergency Grants: Labor Is Instituting Changes to Improve Award Process, but Further Actions Are Required to Expedite Grant Awards and Improve Data.* [GAO-04-496](#). Washington, D.C.: April 16, 2004.

*Workforce Investment Act: Labor Actions Can Help States Improve Quality of Performance Outcome Data and Delivery of Youth Services.* [GAO-04-308](#). Washington, D.C.: February 23, 2004.

*Workforce Training: Almost Half of States Fund Worker Training and Employment through Employer Taxes and Most Coordinate with Federally Funded Programs.* [GAO-04-282](#). Washington, D.C.: February 13, 2004.

*Workforce Investment Act: Potential Effects of Alternative Formulas on State Allocations.* [GAO-03-1043](#). Washington, D.C.: August 28, 2003.

*Workforce Investment Act: Exemplary One-Stops Devised Strategies to Strengthen Services, but Challenges Remain for Reauthorization.* [GAO-03-884T](#). Washington, D.C.: June 18, 2003.

*Workforce Investment Act: One-Stop Centers Implemented Strategies to Strengthen Services and Partnerships, but More Research and Information Sharing Is Needed.* [GAO-03-725](#). Washington, D.C.: June 18, 2003.

*Workforce Investment Act: Issues Related to Allocation Formulas for Youth, Adults, and Dislocated Workers.* [GAO-03-636](#). Washington, D.C.: April 25, 2003.

*Workforce Training: Employed Worker Programs Focus on Business Needs, but Revised Performance Measures Could Improve Access for Some Workers.* [GAO-03-353](#). Washington, D.C.: February 14, 2003.



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*Older Workers: Employment Assistance Focuses on Subsidized Jobs and Job Search, but Revised Performance Measures Could Improve Access to Other Services.* [GAO-03-350](#). Washington, D.C.: January 24, 2003.

*Workforce Investment Act: States' Spending Is on Track, but Better Guidance Would Improve Financial Reporting.* [GAO-03-239](#). Washington, D.C.: November 22, 2002.

*Workforce Investment Act: States and Localities Increasingly Coordinate Services for TANF Clients, but Better Information Needed on Effective Approaches.* [GAO-02-696](#). Washington, D.C.: July 3, 2002.

*Workforce Investment Act: Youth Provisions Promote New Service Strategies, but Additional Guidance Would Enhance Program Development.* [GAO-02-413](#). Washington, D.C.: April 5, 2002.

*Workforce Investment Act: Better Guidance and Revised Funding Formula Would Enhance Dislocated Worker Program.* [GAO-02-274](#). Washington, D.C.: February 11, 2002.

*Workforce Investment Act: Improvements Needed in Performance Measures to Provide a More Accurate Picture of WIA's Effectiveness.* [GAO-02-275](#). Washington, D.C.: February 1, 2002.

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*Workforce Investment Act: Implementation Status and the Integration of TANF Services.* [GAO/T-HEHS-00-145](#). Washington, D.C.: June 29, 2000.

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