WorkSource Oregon Continuous Improvement Committee

Governance Assessment Report

December 2022

Prepared by Coraggio Group in partnership with the American Institutes for Research



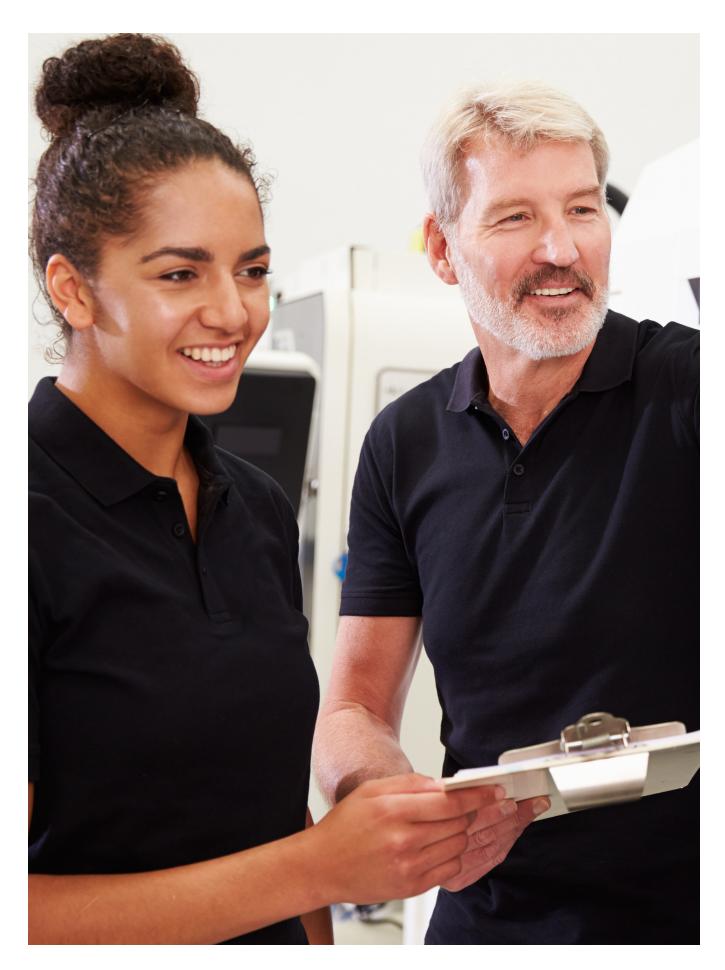
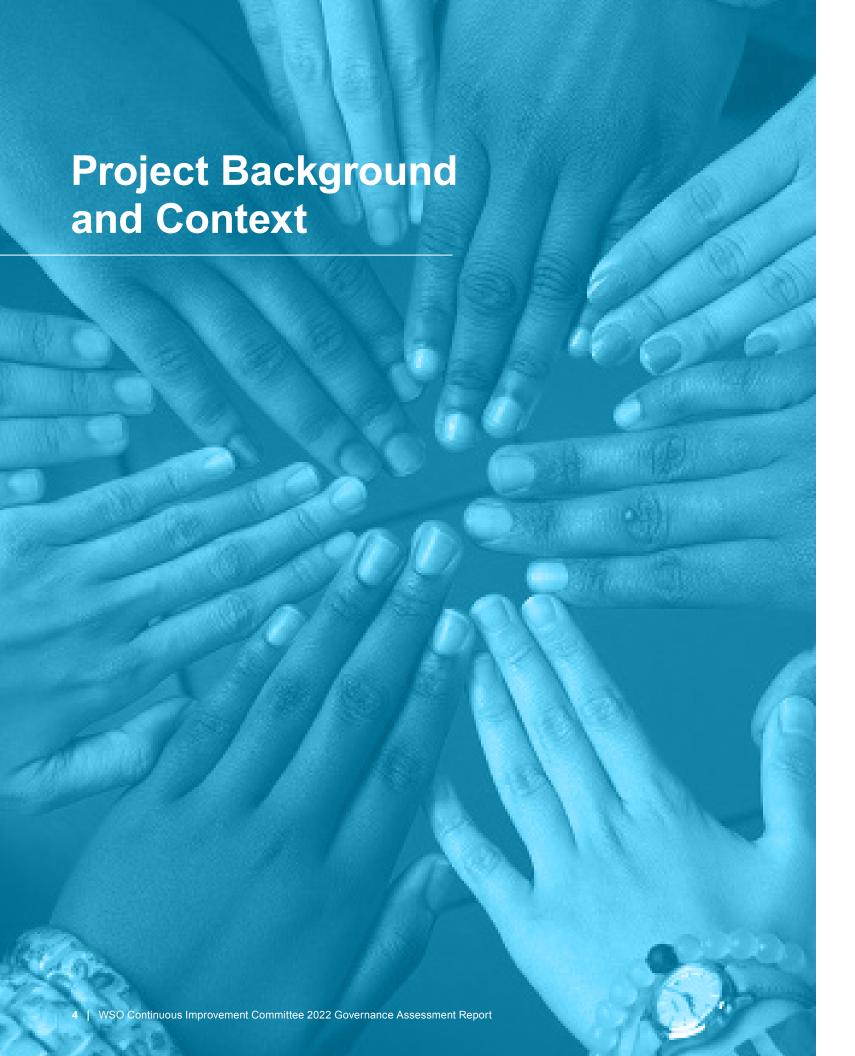


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December 2022

Letter from the Co-Chairs of the WorkSource Oregon Continuous Improvement Committee:

Over the past several years, Job Seekers and Employers have been challenged by the impacts of the COVID-19 pandemic, natural disasters, and a volatile state and national economy. This uncertainty has elevated the importance of the state's focus on workforce and economic development. The role of Oregon's public workforce system—WorkSource Oregon—has never been more vital to improving Oregon's long-term economic competitiveness. It is essential that state leaders recognize the importance, impact, and potential of WorkSource Oregon in ensuring shared economic prosperity, and commit to investing in and restructuring the system to improve outcomes for Job Seekers and Employers.

In 2021, the WorkSource Oregon Continuous Improvement Committee (CIC) completed an initial assessment of WorkSource Oregon to, in part, establish a baseline for continuous improvement. One of the core findings of this initial assessment was the need to "clarify and communicate the current WorkSource Oregon accountability and evaluation system."

With this in mind, the Workforce and Talent Development Board (WTDB) and the CIC agreed that the 2022 WorkSource Oregon Continuous Improvement Assessment should focus on system governance. It is our belief that transformational change and improved outcomes for Job Seekers and Employers in Oregon will not occur until WorkSource Oregon is better understood and aligned, and has robust accountability structures with clear decision-making responsibilities.

To identify and prioritize recommendations, we committed to the following activities:

- 1. Current-state mapping of WorkSource Oregon's partnership structure, funding and resource flows, core programs and services, and decision-making and accountability roles and responsibilities
- 2. Review of national public workforce system best-practices
- 3. Benchmarking of Oregon's public workforce system to six competitive set states

In partnership with our Continuous Improvement consultants, Coraggio Group and the American Institutes for Research, we identified the following six themes, which represent areas of focus to improve governance, decision-making, and accountability with the WorkSource Oregon system:

Theme 1: WorkSource Oregon is not well defined or understood by stakeholders and customers, contributing to a lack of accountability and ability to effectively focus on continuous improvement.

Theme 4: WorkSource Oregon lacks a clear system decision-maker and the resources and formal structures for robust continuous improvement.

Theme 2: The role and impact of WorkSource Oregon compared to the state's broader workforce, education, and economic development priorities—is not generally viewed by state leaders as a critical driver in achieving desired economic outcomes.

Theme 5: The various entities that make up WorkSource Oregon are siloed in their approach and lack integration of service delivery, resulting in a system that is not positioned to leverage resources for collective impact.

Theme 3: Without a clear long-term vision for WorkSource Oregon, system-wide success measures cannot serve as the indicators for system performance.

Theme 6: WorkSource Oregon's current structure is an obstacle for gathering data to indicate if the system is serving those most in need.

From these six themes, we partnered with subject matter experts—national advisors, peer leaders in benchmark states, and frontline WorkSource Oregon employees—to identify a set of actionable recommendations. The following report outlines our detailed findings and recommends a set of near-term and long-term actions we believe state leaders should commit to over the next several years to improve workforce and employment outcomes for Job Seekers and Employers in Oregon.

Given the significant impact of investments in workforce development on economic outcomes, we are resolute in our belief that now is the time for the Governor, the Oregon Legislature, and State Agency Directors to take tangible steps to improve the governance, decision-making, and accountability of WorkSource Oregon.

Patsy Richards, Suzanne Lindsay

Overview of Continuous Improvement

Business Case for Continuous Improvement

WorkSource Oregon is critical to the long-term employment, training, and economic outcomes of the state. Meeting the needs of the system's primary customers—Job Seekers and Employers—will be essential for long-term economic prosperity, particularly for Oregon's underserved populations. Currently, the system serves more than 120,000 customers on a regular basis and in times of significant need, has approached 300,000 customers a year. An analysis conducted by ECONorthwest commissioned by the WTDB showed that the recent COVID-19 pandemic disproportionally impacted Black, Indigenous, and People of Color (BIPOC), low-income households, young adults, women, and rural communities. showed that the recent COVID-19 pandemic disproportionally impacted Black, Indigenous, and People of Color (BIPOC), low-income households, young adults, women, and rural communities.

Whether it is specifically addressing the continued impact of the COVID-19 pandemic or broader workforce development needs, WorkSource Oregon offers critical services that assist both Job Seekers and Employers, resulting in job attainment, retention, and advancement. Given that the state's workforce needs are great, it is essential that WorkSource Oregon meet the challenges of the day and commit to identifying opportunities and implementing solutions to improve service delivery and the customer experience of both Job Seekers and Employers.

Committee Charter & Charge

With the passing of Senate Bill 623 during the 2021 Legislative Session, Oregon's Workforce and Talent Development Board (WTDB), key state agencies, and the state's nine Local Workforce Development Boards (LWDBs) collaborated to create the Continuous Improvement Committee (CIC) to assess the effectiveness of Oregon's public workforce development system, or WorkSource Oregon. WorkSource Oregon is a system comprised of public and private partners who work together to respond to workforce challenges faced by individuals and businesses across Oregon.

The purpose of the Committee is to:

- Complete a continuous improvement assessment of WorkSource Oregon every even-numbered year.
- Ensure that the assessment is jointly supported and participated in by all WorkSource Oregon partners.
- · Consult with Local One-Stop Operators and align assessments with center certification requirements and State monitoring efforts.

In addition to management and oversight of biennial assessments, the CIC also serves as the coordinating entity for all evaluative materials related to programs delivered through the WorkSource Oregon system. For example, if a certain program requires an evaluation, that evaluation will be provided to the Committee for review.

Continuous Improvement Committee (CIC) Membership

Rod Belisle, NECA-IBEW Electrical Training Center	Todd Nell , CIC Co-Lead Staff, Higher Education Coordinating Commission
Susie Calhoun, Confederated Tribes of the Umatilla Indian Reservation	Craig Pope, Polk County Commissioner
Michael Funke, WEIR/ESCO	Wendy Popkin , Tualatin Valley/Washington County Visitors Association
Suzanne Lindsay, CIC Co-Chair, Google	Debbie Radie , Boardman Foods
Joe McFerrin, Portland Opportunities Industrialization Center	Jeff Reardon, State Representative
Andrew McGough, CIC Co-Lead Staff, Worksystems	Patsy Richards, CIC Co-Chair, RISE
Anne Mersereau, Portland General Electric	Robert Westerman, International Brotherhood of Electrical Workers
Tara Morrell, Oregon Employment Department	

Senate Bill 623 and Other Relevant Workforce Legislation, Executive Orders, and Assessments

Senate Bill 623 directed Oregon's WTDB to establish the CIC to assess the effectiveness of Oregon's public workforce development system. The WTDB, through the Higher Education Coordinating Commission, working on behalf of the Committee, is charged with completing biennial assessments of the WorkSource Oregon system.

In 2007, Oregon set a goal for integrated service delivery within WorkSource Oregon. This goal would involve co-location of multiple partners within WorkSource Oregon and adoption of Employers as primary customers, in addition to Job Seekers. In 2013, Governor Kitzhaber issued Executive Order No. 13-08, which strengthened roles and responsibilities for Local Workforce Boards; charged state agencies that administer workforce programs to align themselves in light of reduced resources and a changing economy; and designated the Oregon Workforce Investment Board, now the WTDB, as an independent advisory body to the Governor to ensure progress and accountability at both the state and local levels.

The Workforce Innovation and Opportunity Act (WIOA) was signed into law in July 2014. This legislation, in addition to Executive Order No. 13-08 and related efforts in Oregon, resulted in a renewed vigor around workforce system redesign. The Oregon Workforce Partnership, in partnership with the Oregon Employment Department and the Higher Education Coordination Commission Office of Workforce Investment, charted a project to establish a statewide framework for consistent workforce service delivery throughout Oregon.

In 2017, as part of continued efforts to implement WIOA, the Workforce System Executive Team (WSET) and the WTDB adopted the WorkSource Oregon Standards as a system-wide expectation for service delivery. As a result, partners came together to further integrate Department of Human Services Vocational Rehabilitation and Self-Sufficiency employment and training programs, Oregon Commission for the Blind, and Adult Basic Education funded through WIOA Title II. The standards are based on the premise that partners will continually work together to improve the system, engage new partners, and better serve Oregon job seekers, existing workers, and businesses (WorkSource Oregon Operational Standards, 2.0).

In 2021, the CIC completed an initial assessment of the WorkSource Oregon system with a focus on:

- Identifying service and resource gaps that may impede the WorkSource Oregon system's effectiveness in serving those most impacted by COVID-19
- Identifying ways to improve the user experience and increasing access and success for disenfranchised
- Improving alignment with agencies and nonprofits that provide culturally specific services and wraparound supports

Four near-term recommendations emerged from this initial assessment:

- 1. Review and redesign the Job Seeker welcome and intake process, with the goal of identifying different tracks and process steps based on customer need.
- 2. Evaluate the core purpose and functionality of iMatchSkills as a job matching and capability assessment tool to inform, and potentially expedite, OED's planned modernization effort.
- 3. Explore a single point of contact (e.g., Navigator role) through the WorkSource Oregon system to efficiently guide next steps that match the unique needs of each customer.
- 4. Clarify and communicate the current WorkSource Oregon accountability and evaluation system.

Full findings and recommendation associated with the initial assessment can be found here: WorkSource Oregon Continuous Improvement Committee Initial Assessment Report (PDF).

Methodology & Approach

In support of the near-term recommendation to clarify and communicate the current WorkSource Oregon accountability and evaluation system, Coraggio Group was engaged to conduct an in-depth analysis of WorkSource Oregon's governance and accountability structure, with a particular focus on the participating state agencies responsible for allocating programmatic resources originating from the federal WIOA Titles and closely related workforce development programs delivered through WorkSource Oregon. Our focus did not include an analysis of the local workforce development boards and their associated governance and accountability structures. Any analysis related to the local workforce development boards was in the context of the collaboration between the state and local organizations.

The scope of this report includes the following tasks and processes:

- 1. Reviewing background documents and project launch
- 2. Mapping the current state of the WorkSource Oregon Governance System with a specific focus on funding/ resources, decision-making, and accountability
- 3. Conducting a national best practice review with a specific focus on funding/resources, decision-making, and accountability
- 4. Benchmarking with key states with a specific focus on funding/resources, decision-making, and accountability

The specific timeline of activities and background documents consulted and reviewed are included in the Appendix.

Mapping the Current State of the WorkSource Oregon Governance System

To gather additional insight into the current state of the WorkSource Oregon system with a specific focus on funding/resources, decision-making, and accountability, we interviewed the following state agency leaders:

Name	Affiliated Organization
Julia Steinberger	Higher Education Coordinating Commission, Office of Workforce Investments
Debi Welter	Higher Education Coordinating Commission, Office of Workforce Investments
Donna Lewelling	Higher Education Coordinating Commission, Office of Community Colleges and Workforce Development
Ken Dodge	Oregon Commission for the Blind
Kurt Tackman	Higher Education Coordinating Commission, Office of Workforce Investments
Keith Ozols	Oregon Office of Vocational Rehabilitation Services (OVRS)
John Briscoe	Oregon Department of Human Services, Self-Sufficiency Programs
Ryan Kibby	Oregon Department of Human Services, Senior Community Service Employment Program
Julie Boston	Oregon Employment Department
Jim Pfarrer	Oregon Employment Department

Using the 2021 System Maps from the Initial Assessment and insights gathered from review of the background documents and agency leader interviews, Coraggio developed an initial draft of the current state of the WorkSource Oregon system with a specific focus on funding/resources, decision-making, and accountability. Once initial maps were complete, Coraggio worked with WTDB staff and CIC leaders to validate and refine the current state maps through a series of three (3) work sessions. The participants in the three (3) work sessions included:

Name	Affiliated Organization
Julia Steinberger	Higher Education Coordinating Commission
Todd Nell	Higher Education Coordinating Commission
Clay Martin	Higher Education Coordinating Commission
Andrew McGough	Worksystems, the Portland Metro Workforce Development Board
Patsy Richards	CIC Co-Chair, RISE Partnership
Suzanne Lindsay	CIC Co-Chair, Google

During these work sessions, key aspects of the following areas were explored:

Funding/Resource Flows

- Sources of funding (federal and state)
- State agency and local recipients (for federal and state funds)
- The provider of services associated with the sources of funding
- The program provided associated with the sources of funding

This analysis allowed a better understanding of:

- The various players in the WorkSource Oregon system
- The scale or amount of investments that fund the WorkSource Oregon system
- The ultimate recipients of services across all funding sources (e.g., adults, youth)
- Areas of potential continuous improvement opportunities

NOTE: Although every effort was made to develop a comprehensive funding/resource map, we recognize that this initial map may not capture the scale or amount of the investments that fund the WorkSource Oregon system.

The current state **funding/resource flow** map is included in the Appendix.



Methodology & Approach

Decision-Making

- Long-Term Strategy/Vision: decisions on the long-term strategy/vision and strategy for WorkSource Oregon
- Near-Term Planning (1-2 yrs.): decisions on the near-term plans needed to implement the long-term strategy/ vision for WorkSource Oregon
- · Budgeting and Resource Allocation: decisions on the allocation of funds/resources needed to support the longterm strategy/vision and resource near-term plans
- Program Development and Management: decisions on the development and management of programs needed to support the long-term strategy/vision of WorkSource Oregon
- Operations Management: decisions on ongoing management of operations needed to support the long-term strategy/vision
- Operational Improvements: decisions on the opportunities for improvement

This analysis allowed a better understanding of:

- The agencies/organizations accountable for the WorkSource Oregon system
- The roles and responsibilities of those agencies/organizations
- Areas of potential continuous improvement opportunities

The full current state **decision-making and accountability** matrix is included in the Appendix.





Accountability

- Objectives/Success Measures: identify who sets the measures of success for WorkSource Oregon
- Mobilizes Organizations/Teams: identify who mobilizes resources to implement near-term plans (resource allocation, capacity constraints, trade off decisions)
- Monitoring/Tracking Progress: identify who meets regularly to monitor the progress toward success measures and course corrects (scorecards, dashboards)
- Accountable: identify who reports/is accountable to achieving near-term plans and overall success measures
- Lesson Learned: identify who analyzes successes and learnings to incorporate into future efforts and to spread/scale across the system
- Share Stories: identify who shares stories and communicates across the system

Conducting a National Best Practices Review

To understand national best practices related to the governance and accountability of state workforce systems, Coraggio Group partnered with the American Institutes for Research (AIR), a leading national research and technical assistance organization focused in the areas of workforce development, education, human services, health, and international development. AIR took the lead on identifying and cataloging existing best practices as they pertain to the governance and accountability of state workforce systems by using the available insights and resources of national workforce development member organizations such as the National Association of Workforce Boards, the National Governors Association, the National Association of State Workforce Agencies, the National Association of Counties, and the US Conference of Mayors. In addition, AIR:

- Reviewed articles and studies from workforce development research organizations, including Mathematica, Social Policy Research Associates, the American Enterprise Institute, and others.
- · Reviewed tailored insights provided by the National Governor's Association in response to an inquiry from Coraggio for this effort.
- Reviewed relevant documents and resources from state workforce development boards and state workforce agencies across the country.
- · Cataloged their own insights from their experience consulting with state and local workforce development boards and workforce agencies nationwide.

The full **national best practices** matrix is included in the Appendix.



Methodology & Approach

Benchmarking with Key States

In addition to the national best-practice review, Coraggio and AIR benchmarked Oregon's public workforce system against six (6) states, with a specific focus on governance and accountability. We conducted seven (7) interviews with the following state agencies to learn about their state workforce system:

- Colorado Department of Labor and Employment
- Colorado Workforce Development Council
- Michigan Department of Labor and Economic Opportunity
- Texas Workforce Commission
- Kentucky Education and Labor Cabinet
- CareerSource Florida
- New Jersey Department of Labor and Workforce Development

Interviews focused on their state workforce systems and the topics discussed included:

- Vision setting and strategic planning
- Role of the state workforce board
- State partner collaboration
- State/local collaboration
- Service integration
- System communication
- Accountability, performance management, and continuous improvement
- Data sharing/integrated data systems
- System branding and navigation

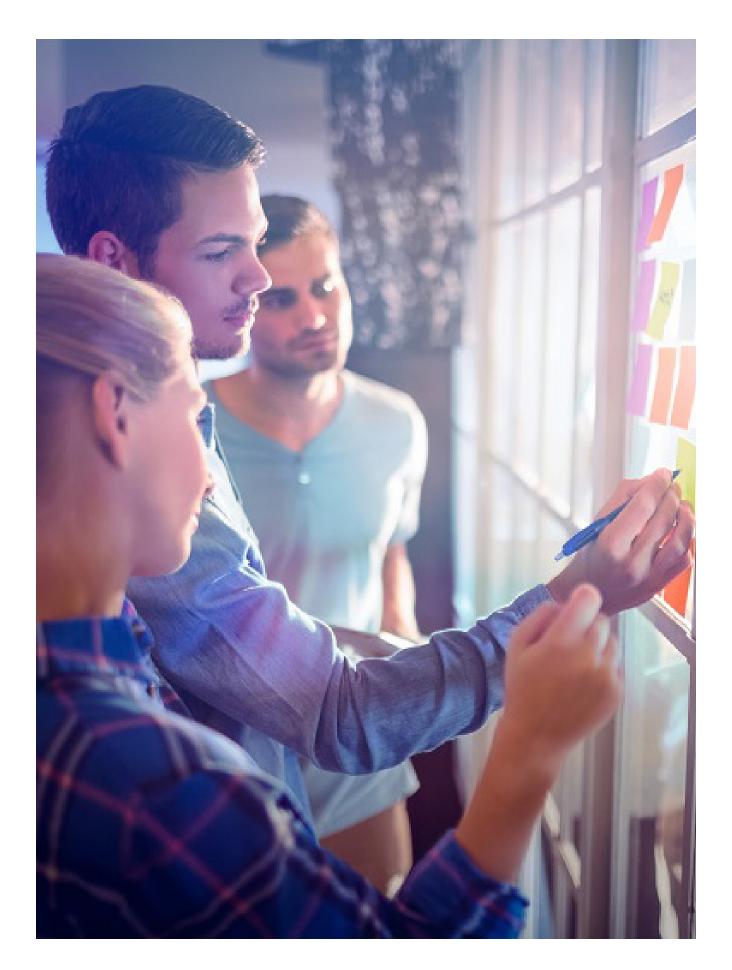
Results of this analysis include an inventory of where Oregon is consistent with benchmark states and where there are tangible differences with respect to governance and accountability.

The full **competitive set benchmark states** matrix is included in the Appendix.



Developing Themes, Findings and Recommendations

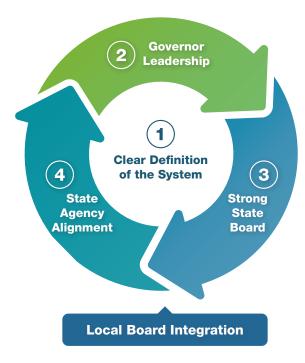
Using what was learned about the current state of the Oregon system and findings from the national best practices review and state benchmarking, the CIC, along with WorkSource Oregon stakeholders and subject matter experts, developed a set of near-term (within the next 12-months) and long-term (spanning multiple years) recommendations for consideration by executive branch and legislative decision-makers with oversight over the public workforce system in Oregon. The draft themes, findings, and recommendations were shared with the CIC and WTDB Executive Committee. Those committees provided feedback, which was incorporated into the final set of themes, findings, and recommendations.





To best organize findings and recommendations, four pillars were identified that if addressed, will improve governance, decisionmaking, and accountability in the system:

- 1. A clear and shared definition of the system
- 2. Committed leadership from the Governor and Executive Branch
- 3. A strong, educated, empowered, and accountable state board
- **4.** State agency alignment and integration



While these pillars and associated findings and recommendations center mostly on state-level actors and organizations, Local Workforce Development Boards (LWDBs) are essential and equal partners in the system, central to any effort to strengthen the system overall. However, this report reflects the state-level focus that is the CIC's charge, and recognizes that state-level governance, accountability, and decision-making challenges must be addressed as prerequisites for supporting local-level operational enhancements.



Pillar One

A Clear and Shared Definition of the System

Theme 1: WorkSource Oregon is not well defined or understood by stakeholders and customers, contributing to a lack of accountability and ability to effectively focus on continuous improvement.

Oregon Findings

- The complexity of the system—government levels, state vs local service delivery responsibilities, and a multitude of funding and reporting relationships—presents a challenge for navigation, alignment, and cohesiveness. A concerted effort is required to ensure stakeholders and customers understand the public workforce system.
- A lack of common understanding of the organizations, programs, and services that comprise WorkSource
 Oregon make it difficult to establish a shared vision, assess success, and govern participating organizations.
 Based on our research and stakeholder outreach, there is no single entity that has a complete understanding of
 the system, including the WTDB and the CIC.
- Given the magnitude of system funding and the needs of system customers (Job Seekers and Employers), strong direction, transparency, accountability, and coordination is needed to ensure the funds are used to best drive desired outcomes and impact the state's economy.
- WorkSource Oregon, as a brand, is not well-understood by the system's customers.

State Benchmarking Learnings

- States that have aligned on and effectively communicated a clear definition of their public workforce system
 were able to successfully implement consistent branding, leading to heightened stakeholder and customer
 awareness and understanding (FL, KY, MI, TX).
- Even though states vary in how they define their system, success is dependent on clear roles and decision-making responsibilities of participating state and local agencies and boards (CO, KY, MI, TX, NJ).
- States where all WIOA Titles, or at least 3 of 4 titles, are integrated into a single agency and/or report to a single executive demonstrate an enhanced ability to leverage resources, set clear performance measurement expectations, and allow for greater collective impact (CO, TX, MI).



National Best Practices

- Cohesive articulation of a state's public workforce system is essential to helping Job Seekers and Employers understand and navigate the system and its services.
- Clear understanding of the role of a state's public workforce system within broader statewide workforce development efforts is important for a system vision and in developing and monitoring performance outcomes.
- A system's brand should be expansive enough to include all core, required, and, as much as possible, strategic partners. While the brand does not constitute "the system," a shared brand promise and brand to which all participating partners align enhances cohesiveness and accessibility for customers.
- A system-wide definition must be paired with shared accountability and clear roles and responsibilities across all partners.
- Even if all programs are under one umbrella agency, states still need to invest in formal structures and practices for communication, meetings, collaboration, etc.

Recommendations

Near Term:

- 1. Utilizing the recent current state mapping of WorkSource Oregon, WTDB convenes stakeholders to establish a clear definition of the WorkSource Oregon system, including an inventory of all federal, state, and local resource flows.
- **2.** Educate and engage the Governor, Legislators, and Agency Directors on the definition of the system, who the system serves, and the impact its programs have on customers (Job Seekers and employers).

Long Term:

3. Once a clear system definition has been established, launch a comprehensive branding and communications effort to articulate the system across the state to both stakeholders and customers.



Pillar Two

Committed Leadership from the Governor & Executive Branch

Theme 2: The role and impact of WorkSource Oregon—compared to the state's broader workforce, education, and economic development system—is not generally viewed by state leaders as a critical driver in achieving desired economic outcomes.

Theme 3: Without a clear long-term vision for WorkSource Oregon, its success measures cannot serve as the indicators for system performance.

Oregon Findings

- WorkSource Oregon is seen by many as separate from the state's broader workforce and economic development efforts.
- Oregon lacks a clear vision for WorkSource Oregon that connects the system to broader workforce development efforts and the prosperity of Oregonians.
- · Currently, neither the WTDB's Strategic Plan nor WorkSource Oregon's federally required State Plan effectively serve as a long-term strategy or vision for the system. WTDB's Strategic Plan is more in line with near-term planning (1-2 years). The WIOA State Plan is primarily seen by state agencies as a compliance document they have to submit to satisfy their federal agencies.
- The Governor has not delegated to the WTDB the authority to set system-wide success metrics beyond those prescribed by federal WIOA agencies.
- Currently the Governor has not delegated decision-making authority over WorkSource Oregon to the WTDB, hindering the ability to efficiently make informed improvements to the system. Without active and deep engagement with WorkSource Oregon there is concern that system decision-making is not the appropriate role for a Governor, nor does the Governor likely have the system knowledge to make an informed decision.

State Benchmarking Learnings

- Governors that view their public workforce system as a key driver of economic prosperity provide a mandate to the state's workforce system to drive improvements (MI, FL).
- In Michigan, the State Workforce Development Board (SWDB) takes the Governor's priorities and initiatives and advises on the key strategies/objectives/tactics to meet those priorities and initiatives. The Board can expand on the Governor's priorities and initiatives if needed.

National Best Practices

• The vision set at the state level needs to translate to operating the public workforce system (performance measures set, policy guidance, capacity-building and technical assistance, etc.). Under a vision absent of a defined structure, clear roles and responsibilities of stakeholders, sufficient staff, and clear accountability expectations are rarely achieved.

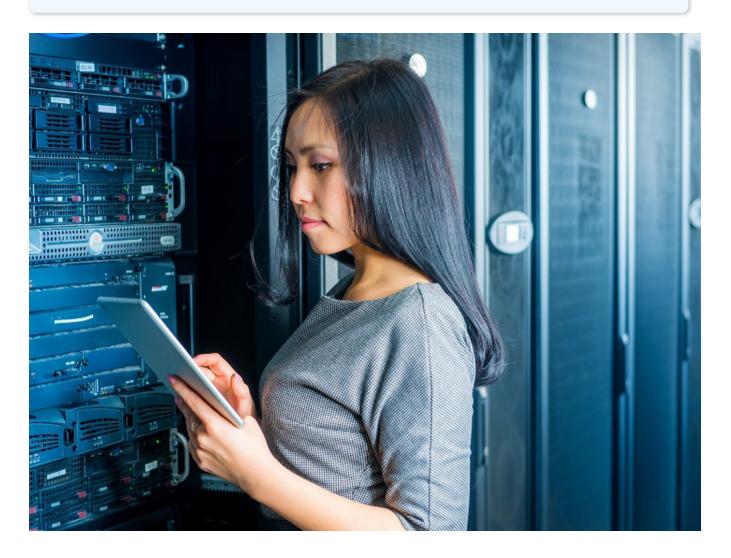
Recommendations

Near Term:

- 1. Partner with the Governor to establish the mandate (leadership, ownership, accountability) for WorkSource Oregon to serve as an important economic driver to facilitate transformation.
- 2. Partner with the Governor to delegate and empower the WTDB with decision-making authority to align system resources and hold partners accountable.
 - a. Note: this may require Recommendations 1 and 2 under Pillar IV are implemented first
 - b. Note: The type of decision-making authority would be similar to the decision-making activities identified in the current state decision-making matrix. (see appendix #5)

Long Term:

- 3. Empower the WTDB to establish a system-specific vision that goes beyond but is aligned to the required WIOA State Plan. Empower the WTDB to hold WorkSource Oregon partners accountable to achieving that vision.
- 4. Align WorkSource Oregon system performance measures and accountability mechanisms with state economic development goals.



Pillar Three

A strong, educated, empowered, and accountable state board.

Theme 4: WorkSource Oregon lacks a clear system decision-maker and the resources and formal structures for robust continuous improvement.

Oregon Findings

- The WTDB and the CIC currently lack political influence compared to other workforce development and post-secondary education stakeholders in the state. Broader workforce development policy, program, and investment priorities tend to supersede WorkSource Oregon.
- · System accountability is mostly articulated by state agencies reporting performance outcomes to federal WIOA funding agencies, limiting the role and impact of the system's federally mandated governing body, the WTDB.
- Metrics, beyond those required by federal WIOA agencies, should be designed to better assess what is working well and what is not, and to increase transparency across the system.
- · Oregon's commitment to continuous improvement is new and has not fully established a formal process for piloting and implementing improvements across the system. There are no dedicated staff within the system focused on continuous improvement or system innovations.



State Benchmarking Learnings

- Colorado's SWDB has influence across the entire talent development system and actively engages locals as active partners in designing business-led and effective services for Job Seekers.
- Texas's SWDB has clear decision-making, oversight, and implementation authority that contributes to a high level of continuous improvement.
- In Michigan, collaboration is quite strong. The state seeks input on all policies prior to finalizing and uses representatives from local workforce development boards for workgroups on major projects/initiatives. Michigan Works Association serves as a hub for input and communication.
- Many states have a division and/or resources dedicated specifically to performance management and the use of data to actively assess and improve the system (CO, FL, KY, TX).
- Several SWDBs have an internal team that provides technical assistance to LWDBs, works on system innovation, performs quality assurance, and addresses capacity needs (FL, TX, CO).

National Best Practices

- High-performing state boards are empowered to set the vision for the system and to hold the system. accountable to that vision ("system" being more than just Titles I and III), with state agencies charged with aligning their activities to the SWDB vision.
- · High-performing workforce boards are typically focused on vision-setting, policy direction, and high-level administrative oversight, as opposed to merely being a "rubber-stamp" for state agencies.
- Tools like Lean/Six Sigma, process mapping, human-centered design, etc. can be very valuable for state/ local efforts to improve the service experience for customers and better align partners around shared goals, strategies, and approaches.
- Most states have data sharing agreements in place so IT systems work together or share information to some degree. While a single IT/data system across partners is ideal, even having systems that interface/talk to one another is a huge asset and not common across the country.
- Creating a tool like a dashboard to help track and communicate performance measures can be an effective method for sharing information across the system and serve as an indicator of active performance management (performance beyond required federal performance), which is a component of a system that fully embraces continuous improvement.

Recommendations

Near Term:

1. Invest in performance management infrastructure that incentivizes continuous improvement and efforts at the local level that can be spread/scaled across the system.

2. Identify new funding resources or repurpose existing sources of funding to build a professionally staffed continuous improvement/innovation team to support the WTDB. Consider allocation of funds from all WIOA Titles to support the WTDB in managing the system.

Pillar Four

State Agency Alignment

Theme 5: The various entities that make up WorkSource Oregon are siloed in their approach and lack integration of service delivery, resulting in a system that is not positioned to leverage resources for collective impact.

Theme 6: WorkSource Oregon's current structure is an obstacle for gathering data to indicate if the system is serving those most in need.

Oregon Findings

- There is a mismatch between legislative intent and reality. Federal law says everything needs to be aligned and well-coordinated, but the reality on the ground does not match that expectation.
- Because of its lack of structural alignment—most notably WIOA Titles spread across multiple state agencies— WorkSource Oregon operates as a series of programs vs. a unified system with a clear vision.
- Operations Management is very decentralized across the WorkSource Oregon system. While the decentralized nature of WorkSource Oregon allows for individual service delivery organizations to meet the specific needs of their customers, oversight of the system, understanding system-wide impacts, and spreading/scaling improvements is a challenge.
- There is no formal mechanism or set of resources to spread or scale improvements across the system. While there exists a level of thought, intention, and culture present for sharing success stories and best practices at meetings, the audience is primary WorkSource Oregon stakeholders and not broader statewide leaders or decision-makers.
- Due to the multiple touchpoints for a customer based on WIOA's various Titles, funding agencies, and delivery organizations, it is difficult to understand the impact and tailor services that would best support a customer's need.
- There is a lack of reporting within the system and measurements beyond WIOA requirements.

State Benchmarking Learnings

со	MI	TX	KY	FL	NJ
3 of 4 WIOA titles in one agency	All WIOA titles under one agency	All WIOA titles under one agency	All WIOA titles under one agency	Titles I and III (Dept of Economic Opportunity); Titles II and IV (Dept of Ed)	3 of 4 WIOA titles in one agency

- Texas's State Workforce Development Board strategic plan clearly lays out the hierarchy of responsibilities, but also addresses issues of integration head on, with a list of issues and opportunities to increase partner integration. It also clearly lays out which system partners are responsible for each of the strategies.
- In many states, the SWDB provides oversight of LWDB performance measures and progress on the State Plan. When the LWDBs are in danger of missing targets, the SWDB steps in to provide additional support or technical assistance, in collaboration with relevant state agencies. The SWDB may also provide proactive support by sharing best practices (CO, MI, TX, FL).

 In Colorado, local boards report twice a year on progress to the Colorado Workforce Development Council (CWDC), then the CWDC makes incentive (from state set aside funds) decisions based on that progress.

National Best Practices

- WIOA Titles integrated into a single agency, ultimately reporting up to a single executive over all titles, leads to greater collective impact.
- It is very difficult for partners to work collaboratively and in an integrated way at the local level if state partners are not aligned. These partners need to have a shared vision for the system that starts with leadership and is modeled throughout the system.
- Policies and related supports and training around things like common intake, sharing a limited amount of common customer data across partners, co-enrollment, supported/"warm" and tracked referrals, team-based service planning, team-based/multi-partner case management, etc. can go a long way toward operationalizing the vision for system/service integration on the ground.
- There needs to be a strong vision and state support and structure that is balanced with local autonomy/service delivery decisions. The state board sets priorities, vision, etc., but it should not be so prescriptive that it tells local areas how to implement them. Resources, cultures, and needs vary from area to area and sometimes office to office; locals should be able to implement the vision for the system in a way that truly meets the local need – and often results in better outcomes.
- High-performing states provide structural, policy, and technical assistance, and other supports that advance program and service integration across agencies/partners at both the state and local levels.
- WIOA is small compared to other workforce support programs such as Vocational Rehab, SNAP, and TANF. States that are intentional about looking at public workforce resources as a collective set of resources for the system as a whole vs. individual programs are more successful at collective impact. The "braiding" of funds is key to serving communities and priority populations. The states that are most successful at this have a person/ office who understands the overall funding landscape of the system.
- State workforce development systems serve as critical economic drivers when all elements of the system are aligned.
- High-performing states see the WIOA required measures as important, for both compliance and continuous improvement purposes, but do not see them as sufficient. Some states identify additional measures beyond those required by WIOA and are very intentional about tracking those at the state and local levels, reporting out

Recommendations

Near Term:

- 1. Review the membership of the WTDB, CIC, and WSET to ensure the right system knowledge, perspectives, and organizational representation.
- 2. Clearly define the distinct roles and responsibilities of the WTDB, CIC, and WSET and map how they will interface with each other.

Long Term:

- 3. Explore opportunities for "braided funding" and resource integration to ensure WorkSource Oregon programs and services result in maximum impact and operational efficiency.
- 4. Conduct a feasibility, cost-benefit, and program impact analysis to identify the best strategy to integrate efforts of all WIOA Titles and partners for seamless delivery of services and to improve system integration, streamline operations, and leverage the multitude of funding streams.
- 5. OED's modernization efforts should be inclusive of the broader system and aligned with the long-term vision and performance management of WorkSource Oregon.
- 6. A governance and accountability assessment should be performed to specifically look at the structure of LWDBs and their integration with the state.



	Activities		Jı	ul				Aug			· .			Oct		Nov			Dec								
			12	19	26	2	9	16	23	30	6	13	20	27	4	11	18	25	1	8	15	22	29	6	13	20	27
r of	Project Kick-Off		7/12																								
Task 1: Review of Documents	Deliverable 1.1: Background Doc Review																										
k 1: F Docui	Deliverable 1.2: Immersion Session & CI 101																										
Tas	Finalize Project Plan																										
int .	A. Value Stream Map: Current State				7/26				8/23																		
sme	B. Stakeholder Outreach: Survey				7/29					9/1																	
sses	B. Stakeholder Outreach: Interviews																										
Task 2: Initial Assessment	B. Stakeholder Outreach: Focus Groups																										
i <u>e</u>	C. Engagement Analysis and Themes																										
ısk 2	D. VSM Work Session: Future State														10/5												
	Deliverable 2.1 Draft Assessment																										
Task 3: Final Report	Revision/Prioritization Sessions (x4)																10/20	10/27	11/4				11/29				
ask 3	CIC and WTDB Report Approval																							12/8 & 12/10			
Fina	Deliverable 3.1 Final Report																										

Coraggio administered a document and data analysis to help gain a better understanding of WorkSource Oregon and the context for the project. The specific documents we reviewed included:

Local Workforce Development Boards Governance Documents

- Regional organizational charter and/or bylaws
- Listing of members/partner organizations and any specific communities they represent
- Regional decision-making model and/or approach to decision-making
- Stated/documented decision-making authority
- Recent meeting minutes or notes from last 2-3 meetings
- Recent performance reports that indicate progress a regional entity is making toward their strategic plan

Higher Education Coordinating Commission Documents

- Commission charter and/or bylaws
- Listing of members and any specific communities they represent
- Documents that define roles and responsibilities
- Decision-making model and/or approach to decision-making

- Stated/documented decision-making authority
- Recent meeting minutes or notes from last 2-3 meetings
- Recent performance reports that indicate progress toward their strategic plan

Oregon's Workforce and Talent Development Board Documents

- Board charter and/or bylaws
- Listing of members/partner organizations and any specific communities they represent
- Documents that define roles and responsibilities
- Decision-making model and/or approach to decision-making

- Stated/documented decision-making authority
- Recent meeting minutes or notes from last 2-3 meetings
- Recent performance reports that indicate progress toward their strategic plan

WTDB Continuous Improvement Committee Documents

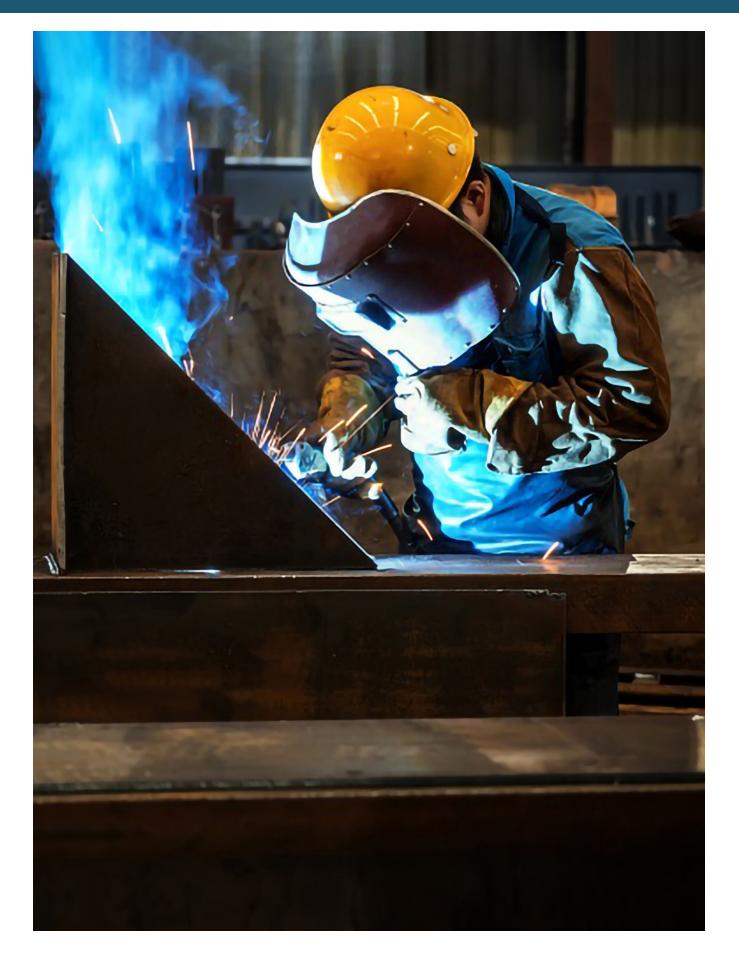
- Committee charter and/or bylaws
- Documents that define roles and responsibilities
- Decision-making model and/or approach to decision-making

- Stated/documented decision-making authority
- Recent meeting minutes or notes from last 2-3 meetings

Workforce System Executive Team

- Team charter and/or bylaws
- Listing of members/partner organizations and any specific communities they represent
- Documents that define roles and responsibilities
- Decision-making model and/or approach to decision-making
- Stated/documented decision-making authority

- Recent meeting minutes or notes from last 2-3 meeting.
- Recent performance reports that indicate progress toward their strategic plan
- The review of these documents helped inform initial drafts of the current state of the WorkSource Oregon system resource flows, accountability, and decision-making structures.



Workforce Innovation and Opportunity Act (WIOA)

WIOA	Title I	Title II	Title III	Title	e IV	Title V
Federal Funding Departments	US Dept of Labor \$31M	US Dept of Education \$6M	US Dept of Labor \$8M	US Dept. of Education \$102M	US Dept. of Education \$2.5M	US Dept of Labor - ET \$5.7M
State Agency Recipients	HECC-OWI \$31M	HECC-CCWD \$6M	OED - OED - Workforce Operations Division Research Division \$8M	*38M	Oregon Commission for the Blind \$2.5M	ODHS \$1.1M
Local/ Regional Recipients	Formula determines funding LWDBs 83% of \$31M	Formula determines funding 15 of 17 Community Colleges and DOC 83% of \$6M		Service Contractors Local School Districts		Easter Seals \$4.6M
Provider of Services	Local Service Providers	Community Colleges DOC	OED Staff in one-stop centers OED Research Staff \$8M	Service Contractors \$32M Local School Districts \$6M \$15M ODHS-VOC Rehab Staff \$87M	OCB Staff \$2.5M	Easter Seals \$5.7M
Programs	Job service and training for Adults Job service and training for laid-off workers Employment, training and connection to college and career for youth with one or more barriers to employment (e.g. Youth Work Experience) DLW Rapid Response Activities	 Job service and placement assistance for Adults Job service and training for laid-off workers Adult Education & Family Literacy 	 Job services and placement assistance for Adults Job service for laid-off workers Job service and placement assistance for Veterans Migrant seasonal farmworker outreach Unemployment Insurance Program: Re- Employment assessment and support for unemployment insurance recipients Business Engagement 	 Job service and placement assistance for disabled adults Pre- employment transition services (students 14-21 yrs old) 	Job service and placement assistance for sight- impaired adults	SCSEP: Employment training and job placemer assistance for low income adults 55+ SCSEP: Promoting community service activities for low income adults 55+

Title I is focused on workforce development activities and workforce investment activities and training.

Title III: Employment services (Wagner- Peyser Act)

Title II: Adult education and literacy (community colleges)

Title IV: DHS & Commission for the Blind, Self sufficiency, VR: Assists people with disabilities to get and keep a job

Title V: Older Americans Act

Other Federal and State Funding

Funding Category	Self Sufficiency Programs					Discretionary Grants & One-time Funding
Funding Source	USDA - Food & Nutrition \$30M	US Dept of Human Services \$85M		neral Fund	\$27M Other Funds (SEDAF, contracts, etc.)	Federal Agencies (\$ varies) State General Fund (\$ varies) Other State Funds (\$ varies)
State Agency Recipients	0	DHS	HE	cc	OED	State Agencies; LWDBs; Other System Orgs
Local/ Regional Recipients	that also prov	al subcontractors ide services (e.g. RCO)	LWDBs Local Service Providers			Varies
Provider of Services	ODHS staff & contracts w/CBOs \$30M	ODHS staff & contracts w/CBOs \$85M	Local Service Providers	HECC Staff	OED Staff	Varies
Use of Funds	SNAP & OFSET (USDA) - STEP	TANF (HHS) - Self-sufficiency Programs (ODHS) \$30M match	Oregon Youth Employment Program \$3.5M Industry Engagement \$850k Local Competitiveness Strategies \$1.1M Work Experience \$2.2M Strategic Innovation Grants	WTDB Strategic Plan WTDB Operations Agency Admin National Career Readiness Certificate \$1.7M	Business Services Worker Employment and Reemployment Services	Varies Examples: Future Ready Oregon Prosperity 10,000 \$15M \$20M Workforce Benefits Navigators \$10M* Workforce Benefits Navigators \$450K - \$4M* US DOL Nat'I Dislocated Worker Grants \$3-\$19M* Etc. * funding timelines vary from 1-4 yrs

Note: Although every effort was made to develop a comprehensive funding / resource map, we recognize that this initial map may not capture all funding / resource flows due to the complexity of the system.

Appendix 4: Current State Decision-Making Matrix

Decision	Federal Governance	Statewide	e Governing Boards/Com	nmittees
Туре	WTDB, DOEd, DHS, DOA	WTDB	CIC	WSET
Long Term Strategy / Vision Decides on the long term strategy/vision and strategy for WSO	Each federal agency	WTDB sets a vision for the Board, which takes into consideration WSO along with broader state workforce development priorities. This vision is incorporated into WSO State Plan which is recommended to the Governor for adoption	CIC has an advisory role; CI recommendations could impact longterm strategy/ vision of WSO	
Near Term Planning (1-2 yrs) Decides on the near term plans needed to implement the long term strategy/vision for WSO		WTDB sets two-year priorities specific to Board activities, which takes into consideration WSO. WTDB priorities are incorporated into WSO State Plan which is recommended to the Governor for adoption	CIC provides recommendations based on third party assessment.	
Budgeting and Resource Allocation Decides on the allocation of funds/ resources needed to support the long term strategy/vision and resource near term plans		WTDB recommends to the Higher Education Coordinating Commission fundings allocations for the LWDBs	CIC provide recommendations about resource allocation depending on third party assessment.	WSET commits resources for system priorities
Program Development and Management Decides on the development and management of programs needed to support the long term strategy / vision of WSO	 DOL, DOEd, DHS, and DOA – have established service delivery expectations and performance measurement requirements related to their specific WIOA Title 	WTDB recommends policies that could impact program development and management	CIC influences WTDB recommendations through biennial CI assessments	WSET members align on WSO policies, programs, and functions
Operations Management Decides on ongoing management of operations needed to support the long term strategy/vision		WTDB approves the WSO operational standards	CIC provides recommendations based on third party assessment.	WSET seeks opportunities to ensure system participants (state agencies) are aligned and identifies areas of improvement. WSET helps hold state agencies accountable for meeting Operational Standards
Operational Improvements Decides on the opportunities for improvement		WTDB endorses CIC recommendations and approves updates to Operational Standards	The CIC receives biennial CI assessment reports from third party evaluators, seeks clarification and/or input from state agencies, other program providers, and system customers, and develops final recommendations to be considered by the WTDB	WSET provides operational guidance to WSO, in support of the initiatives and strategies developed by the Governor's office and the WTDB.

	State Agencies				orce Service	
ODHS	HECC	OED	CFB	Boards	Providers	Governor
ODHS provides recommendations and input into WTDB's Strategic Plan and WSO's State Plan based on System Knowledge	HECC provides recommendations and input into WTDB's Strategic Plan and WSO's State Plan based on System Knowledge	OED provides recommendations and input into WTDB's Strategic Plan and WSO's State Plan based on System Knowledge	CFB provides recommendations and input into WTDB's Strategic Plan and WSO's State Plan based on System Knowledge	LWDBs set longterm visic for their region, whicl creates alignment fo the broader WSO systen	Advisory n or an informing r role	Governor has final decision- making authority for WSO and the State Plan (or accepts the WTDB recommendations)
ODHS works with the WTDB to draft their section of the WSO State Plan	HECC works with the WTDB to draft their section of the WSO State Plan	OED works with the WTDB to draft their section of the WSO State Plan	CFB works with the WTDB to draft their section of the WSO State Plan	LWDBs establ priorities and strategies fo their region which create alignment for the broad WSO system	d r Advisory , or an s informing role	
ODHS has budget authority specific to WIO Titles IV & V and Self Sufficiency Programs delivered through WSO	HECC has budget authority specific to WIO Titles I & II	OED has budget authority specific to WIO Title III and certain federal programs delivered through WSO such as Trade Adjustment Assistance and RESEA	CFB has budget authority specific WIOA Title IV - job placement for sight impaired adults	LWDBs commit federal, state and local resources regional priorities.	2,	Governor approves budget and resource allocation for WSO.
ODHS has program decision authority for WIO Titles I V & V and Self Sufficiency Programs delivered through WSO	In partnership with LWDBs, HECC has program decision authority for WIO Titles I & II	OED has program decision authority for WIO Title III and certain federal programs delivered through WSO such as Trade Adjustment Assistance and RESEA	CFB has program decision authority for WIOA Title IV job placement for sight impaired adults	LWDBs have regiona program delive decision autho consistent with state and federal requirements	ery rity	
ODHS has operational decision-making and program delivery authority for WIO Titles IV & V and Self Sufficiency Programs delivered through WSO	HECC has operational decision-making and program delivery authority for WIO Titles I & II	OED has operational decision- making and program delivery authority for WIO Title III and certain federal programs delivered through WSO such as Trade Adjustment Assistance and RESEA	CFB has operational decision-making and program delivery authority for WIOA Title IV- job placement for sight impaired adults	on Title I and local resources that the board decides	DBs operational decision-making and program delivery authority for their specific service/program as established via contracts with LWDBs	
ODHS provides input into operational improvements through the biennial CIC improvement process.	HECC provides input into operational improvements through the biennial CIC improvement process.	OED Provides input into operational improvements through the biennial CIC improvement process.	CFB provides input into operational improvements through the biennial CIC improvement process.	LWDBs and OWP provide inpu into operation improvement through the biannual CIC improvemen process.	Local Service Providers t provide input into operational improvements to LWDBs	Governor or Legislature approves operational improvements

Appendix 5: Current State Accountability Matrix

Accountability	Federal Governance	s	statewide Governance	
Area	DOL, DOE, DHS, DOA	WTDB	WTDB	WSET
Objectives/ Success Measures Sets the measures of success for WSO	Under WIOA federal agencies define success expectations and performance measures specific for each Title.			
Mobilizes Organizations /Teams Mobilizes resources to implement near term plans (resource allocation, capacity constraints, trade off decisions)	Under WIOA federal agencies delegate resource and implementation decisions to state agency recipients	WTDB has authority to mobilize resources for Strategic Innovation Grants, but currently not not system-wide		
Monitoring/ Tracking Progress Meets regularly to monitor the progress toward success measures and course corrects (scorecards, dashboards)	WIOA requires routine program reporting from state agency recipients to associated federal funding agency for each Title	WTDB going down the path set and monitor systemwide performance measured (see note above).		
Accountable Reports / is accountable to achieving near term plans and overall success measures	Performance reporting by state recipient agency to federal funding agency occurs every two years			
Lesson Learned Analyzes successes and learnings to incorporate into future efforts and to spread/scale across the system	DOL reps within each region may reach out to states to support progress	WTDB has authority to endorse CIC recommendations and forward to Governor's Office for final adoptions	The primary mechanism for continuous improvement and implementing lessons learned is through the biennial CIC assessment process	WSET has ability to provide input into the biennial CIC assessment process
Share Stories Shares stories and communicates across the system	Lessons learned are captured every two years as state recipient agencies report progress to federal funding agencies Best practices are shared through DOLETA program: Workforce GPS	WSO success stories and best-practices are shared at WTDB meetings and various forums across the state such as the Talent Summit and Business Leadership Summit		

	State Agencies			vernance
ODHS	HECC	OED	Local workf	orce Boards
Every two years ODHS negotiates performance measurement targets with the federal funding agencies associated with WIOA Titles IV & V, SNAP, and TANF	Every two years HECC negotiates performance measurement targets with the federal funding agencies associated with WIOA Titles I & II	Every two years OED negotiates performance measurement targets with the federal funding agencies associated with WIOA Title III, wwTrade Adjustment Assistance, and RESEA	LWDBs negotiate with HECC region specific performance measures based on state performance measures negotiated with federal agencies	
ODHS has budget authority specific to WIO Titles IV & V and Self Sufficiency Programs delivered through WSO	HECC has budget authority specific to WIO Titles I &II	OED has budget authority specific to WIO Title III and certain federal programs delivered through WSO such as Trade Adjustment Assistance and RESEA	LWDBs mobilize teams in their region specific to WIOA Title I programs	
ODHS monitors its own progress federally establish performance metrics	HECC monitors its own progress federally establish performance metrics	OED monitors its own progress federally establish performance metrics	LWDBs submit quarterly progress updates to HECC fr WIOA Title I	LWDBs submit biennial performance reports for Title I to HECC specific to their region
Every two years ODHS submits a performance report to their federal funding agencies	Every two years HECC submits a performance report to their federal funding agencies	Every two years OED submits a performance report to their federal funding agencies	LWDBs submit quarterly progress updates to HECC fr WIOA Title I	LWDBs submit biennial performance reports for Title I to HECC specific to their region
ODHS provides input into the biennial CIC assessment process	HECC provides input into the biennial CIC assessment process	OED provides input into the biennial CIC assessment process	LWDBs provide Input into the biennial CIC assessment process	
			Regional success stories and lessons learned are shared at LWDBs meetings	

Appendix 6: National Best Practices

	AIR Insights	NGA Information	
	Governance and Structure		
Core Partners	 Regardless of structure, states need formal systems in place for collaboration and accountability Collaboration across core (and other required) partners needs to be regular and intentional (e.g., quarterly meetings are not a best practice; ideally, collaboration means working together regularly on tangible shared goals, etc.) WIOA Titles integrated into a single agency, ultimately reporting up to a single executive over all titles, sets you up for success It is very difficult for partners to work collaboratively and in an integrated way at the Local Area level if state partners aren't aligned. These partners need to have a shared vision for the system which starts with leadership and is modeled throughout the system 	 There's currently a lot of interest and a trend in various states around consolidating as much as possible, although few states have fully succeeded. Illinois 2019 did feasibility study on consolidation, ranging from full consolidation to partial/no consolidation. Some states are interested in putting the system under one secretary in one agency. If Oregon has an interest in alignment, Indiana and Maryland would be good states to talk to about it. They have moved their CTE under their workforce board. 	
Communications	Even if all programs are under one umbrella agency, states still need formal structures for communication, meetings, collaboration, etc.		
Funding	 Many states contribute some state funds to the system, which is helpful for meeting state/local needs and often (and should) provide more flexibility to meet those needs. It should be structured in a way that is not duplicative but supports the overall state strategy/vision and fills the gaps of what federal funding might miss WIOA is small compared to others, like VR/TANF/etc. and states that are intentional about looking at it as a pot of money for the system vs. siloing each of them are more successful at providing impact. "Braiding" these funds is key to serving communities, so states need the ability to bridge vision to operationalize. The states who are most successful at this have a person/office who understands the overall funding landscape and braiding strategies Many successful states provide locals with additional funding (through competitive grants as one mechanism) to advance statewide strategic goals that are also of interest to locals, such as growing regional industry sector partnerships or improving integration/customer experience in local centers 	 The ability to adequately resource a consolidation largely depends on how close the relationship is, and how clearly defined, the line of authority is with the governor's office. For some states being moved into Dept of Labor and having an extra layer in between, reporting has been a barrier. Some states have figured out how to use unused WIOA resources that are sent back to the state from the local board in order to fund branding. 	

	AIR Insights	NGA Information
	Governance and Struc	cture
State Workforce Development Board	 High-performing state boards are empowered to set the vision for the system and to hold the system accountable to that vision ("system" being more than just Titles I and III), with state agencies charged with aligning their activities to the SWDB vision Thoughtful onboarding of board members and ongoing development are critical to board members performing their roles successfully The state WIOA plan is (for better or worse) often seen as a "compliance document"; high-performing state boards typically also have strategic plans, to which the state WIOA plan is aligned, and to which local WIOA plans are expected to align in some measure High-performing workforce boards are typically focused on vision-setting and policy direction vs. system "administrivia" or "rubber-stamping" for state agencies Within WIOA statutory constraints/requirements for SWDB membership, high-performing SWDBs are as strategic as possible about members, keeping Board size as manageable as possible, and effectively using strategic committees of the Board to "get the work done." Using committees and expecting them to be active between regular full Board meetings also mitigates against the Board feeling/acting like a once-a-quarter "rubber stamp." Very broadly speaking, WIOA envisions a system where the SWDB sets the overarching vision and strategic direction for the system, and the LWDBs, by law, have significant authority and flexibility to tailor service design and delivery to local economic and community needs, population needs, etc. 	SWDB Strategic Plans NGA provided SWDB strategic plans for the following states: Oregon, Hawaii, Minnesota, Connecticut, Kentucky, North Carolina, Ohio, Oklahoma, Rhode Island, Texas, Virginia, Wisconsin The following are some takeaways: • Minnesota's SWDB strategic plan provides a picture of how the workforce system is "supposed" to work. It seems to be structured well within the law and working toward innovation as a result. The strategic plan clearly lays out each strategy, how it impacts the entire system, and how each piece of the system is in part responsible for the strategy. Unfortunately, it is 2016-2020, and it does not appear they've done an updated strategic plan • Kentucky's SWDB strategic plan also does a good job of identifying which system partner "owns" each strategy and who the other stakeholders in that strategy are. It creates some additional advisory committees, but all coordinated with the overarching strategy of the SWDB • Ohio's SWDB strategic plan provides a timeline of their integration efforts, along with future plans for integration • Both Rhode Island and Texas have statutes that require the SWDB to create "umbrella" strategic plans for the state's workforce system • Texas's SWDB strategic plan clearly lays out the hierarchy of responsibilities, showing integration, but also addresses issues of integration head on, with a list of issues and opportunities to increase partner integration. It also clearly lays out which system partners are responsible for each of the strategies

Appendix 6: National Best Practices

	AIR Insights	NGA Information
	Governance and Structure	
Branding	 System-wide branding is essential to helping job seeker and business customers understand and navigate the system Ideal approach includes both top-down support (driving) from Governor/Legislature as well as on the ground buy-in/investment from local system and partners States that have been successful with branding typically start with a state/local effort to understand the current challenges/problems with system recognition/use and lack thereof, work together to develop a brand promise, and then align the actual branding accordingly. The brand itself doesn't fix deficiencies; it's being able to deliver on the brand promise through a successful system structure, supported by the consistency and recognizability of the brand, that does The system covered by the brand should be expansive enough to include all core, required, and, as much as possible, strategic partners The brand needs to be grounded in policy and have clear comprehensive requirements that all partners and service providers use the common brand (and ideally limits their ability to co-brand with their own logos) 	 NGA provided branding policies for Maine, Virginia, Massachusetts, and Florida. The following are some takeaways: ME engaged stakeholders early on and throughout the process to support buy-in. ME also developed a standards guide that included a framework for partners as well as an implementation plan for each agency that includes funding to support the rebranding VA also undertook an in-depth process that led to the development of a Brand Charter that explicitly states the Brand Promise, Brand Values, and the Mission and Vision of the Virginia one-stop service delivery system. In turn, the Brand Charter and research led to the final development of the new Brand Logo and Name of the system MA developed the brand in recognition that most of their employer and job seeker customers didn't know or understand the system and its services and offerings FL issued a policy, brand standards, brand brief, brand portal and has a graphics toolkit for media. CareerSource FL has a savvy communications office with expertise to provide technical assistance and resources to support implementation. Branding was also a Governor led initiative
Other Support for ntegration	 Policies and related supports and training around things like common intake, sharing a limited amount of common customer data across partners, co-enrollment, supported/" warm" and tracked referrals, team-based service planning, team-based/multi-partner case management, etc. can go a long way toward operationalizing the vision for system/service integration on the ground Tools like Lean, process mapping, human-centered design, etc. can be very valuable for state/local efforts to improve the service experience for customers and better align partners around shared goals, strategies, and approaches 	

	AIR Insights	NGA Information
	Decision-Making	
SWDB	 Where other boards/committees exist within a state, high performing SWDBs work in coordination and collaboration to ensure vision and strategies are aligned The two most common models for SWDBs seem to be: The board "sits" and is staffed by the Title I workforce agency or The board "sits" in the governor's office or in a department created specifically for this purpose (Ex. OH Gov's Office of Workforce Transformation) These structures each have their own pros and cons. If the board is staffed by the workforce agency, they are often more closely connected to the regulations and vision of WIOA and are connected directly to the system than when the board sits outside of the workforce agency, perhaps making integration easier. However, these boards and staff often have less authority than in the other model, where the board and staff are often reporting more directly to the governor. There are successful states employing both of these models, but it's important to recognize the pros and cons to each and plan accordingly when structuring the system 	 The bylaws have not been very innovative, but there's been some creativity in Membership Requirements. Minnesota has their additional membership requirements in their bylaws, increasing representation for POC, women, Asian-Pacific members Can also include wording that allows non-board members to sit in on committees to improve representation. Broad statutes: innovative charges that legislators are giving their boards outside of WIOA
State Plan	In our experience, states tend to view State Plans either as an exercise in compliance that they must do or as a tool to guide their system. States who view it as a tool for their system tend to show more innovation and have typically aligned it to their SWDB Strategic Plan (if one exists) – or use it as a strategic plan for the state system. States use a collaborative process to create their state plan and have a more innovative/strategic plan tend to have successful state systems.	 NGA advises including performance indicators in the board strategic plan from the start as part of the strategic planning process – not adding metrics after you've come up with goals. Get board members involved in the development of the plan and then keep them regularly updated in the progress. Especially for private sector members. This could be a dashboard or just updates at quarterly meetings.
Local Alignment	 Needs to be good relationships, a level of trust, etc. and allow for innovation tied to accountability for the best outcomes Formal feedback loops from locals on vision, policy, etc. help to foster trust, good programming, etc. For example, having a defined "review" period that all draft policies go through before becoming official allows locals to provide feedback, ask questions, and often result in a stronger policy that will be better implemented An association or something similar may be helpful in playing a liaison role between local areas and state agency 	

Appendix 6: National Best Practices

	AIR Insights	NGA Information				
	Governance and Structure					
Statewide Service Design	 There needs to be strong vision and state support and structure that is balanced with local autonomy/service delivery decisions. State board sets priorities, vision, etc., but it should not be so prescriptive that it tells local areas how to implement it. Resources, cultures, and needs vary from area to area and sometimes office to office; locals should be able to implement the vision for the system in a way that truly meets the local need – and often results in better outcomes for the system. 					

	AIR Insights	NGA Information
	Accountability	
Oversight	While state-level monitoring of local areas is required by law, monitoring and oversight can move beyond perfunctory "rules checking" but can use it to model and support system integration. Conducting oversight activities and providing needed TA jointly can support integration at the local level.	
Shared Systems	 Ideally, states have a shared system(s) that includes both customer information and performance/reporting information, or at least systems that are able to "talk" with one another. However, even absent shared systems, there are workarounds that can help bridge disconnected systems, like SARA. Many states that are leading in the data and accountability space caution that there is no one "silver bullet," off-the-shelf solution. Technology alone won't solve underlying problems related to poor customer service design, lack of trust or collaboration among partners, etc. States that are leading in this space advise "reversing the alphabet": Start with C, internal and external customer need (engage your frontline users [local area staff] in this process); then B, examine and transform business processes; then last, A, acquire technology Most states that do this effectively have data sharing agreements in place so the systems can work together. 	 NGA has yet to come across a compelling state dashboard. For data specialists, dashboards are useful, and some LMI offices have done a good job. Yet, they haven't seen a good one that's both detailed and simple enough to educate audiences across roles. Realistically there's a been a lot of interest in public-facing dashboards, but the public is not really going to look at them. Sharing a data point with a story could be useful for the public. States need to figure out how to share info to entice certain customers. For example, if a dashboard were to say, "Here's a tool you can use to better understand wage outcomes" (using plan language and not jargon) that could be useful. Dashboards should generally be geared towards law and policy makers who may invest in the system. The Oregon ROI calculator dashboard was discussed geared toward employers.

AIR Insights NGA Information Accountability • High-performing states see the WIOA required measures as important, for both compliance and continuous improvement purposes, but don't see them as sufficient. Some states identify additional measures beyond those required by WIOA and are very intentional about tracking those at the • The Governor within WIOA has the ability state and local levels, reporting out transparently, and using to add additional performance measures them for system/service improvement and broader impact (outside of the set 6) to the state plan. (one example might be states that are intentional about Several states are looking to pursue theirs disaggregating service and outcome data by demographic for their next state plan. Measures/ in support of their DEI work/goals). States that are forward-What's • Whatever performance measures are thinking in this way also tend to be those that invest in Measured added, they are also negotiated and data analytics and data-for-decision-making capacity/ infrastructure, not just compliance data warehousing and tracked. This negotiation process is currently opaque through DOL, but reporting infrastructure Oregon could ask other states how they • Creating a tool, like a dashboard, to help track and are negotiated. communicate measures can be an effective method of sharing information across the system and serve as an indicator of active performance management (performance beyond required federal performance), which is a component of a system that embraces continuous improvement Crosscutting • There is a gap between strategy and operations; a strong system needs both people who can do this and a structure that promotes this. The vision set at the state level needs



to translate to operationalization (performance measures set, capacity-building and technical assistance, etc.) Vision absent structural, policy, staff development, accountability,

etc. structures and supports is rarely achieved

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State Level Integration	Three of four WIOA Titles in one agency – Colorado Department of Labor and Employment (CDLE); Title II in Colorado Department of Education (CDE)	All WIOA titles under one agency – Michigan Department of Labor and Economic Opportunity	All WIOA Core Titles under one agency – Texas Workforce Commission (TWC)	All WIOA core titles under one agency Kentucky Education and Labor Cabinet	 Titles I and III at Department of Economic Opportunities Titles II and IV at Florida Department of Education 	All WIOA core titles under one ager New Jersey Department of Labor and Workforce Development
State / Local Collaboration	 Philosophy: Local boards utilize the state plan to set objectives. Local objectives must be tied to state objectives. Policy Changes: Meeting Cadence: Local workforce directors attend WIOA partners meeting which discusses state plan goals and highlight progress Local workforce directors meet monthly and talk through challenges, policies, and how to achieve specific objectives Local boards report 2x / year on progress to the CWDC, then the CWDC makes incentive (from state set aside funds) decisions based on that progress Partnership Activities: Colorado Ready Collaborative. Based on the cabinet working group goals. Identified a void that the implementers don't connect enough and wanted to create a model for shared governance and accountability. Just started in August 	 Philosophy: Collaboration is quite strong; state seeks input on all policies prior to finalizing; uses representations from Locals for workgroups on major projects/initiatives. Policy Changes: Seeks input on all policies prior to finalizing Meeting Cadence: Local workforce directors participate in the state board and are engaged and participate in the quarterly board meetings Agency Director meets with all Directors every month and Title Directors meet with them every month Partnership Activities: Uses representations from locals for workgroups on major projects / initiatives Uses Michigan Works Association as a hub for input and communication. Statewide Uses locals as hubs for grants 	 Philosophy: TWC is very intentional about engaging LWDBs and the LWDB association (as well as other local partners) in system planning/design and in developing recommendations and strategies. Though a lot is centralized under one state agency, given the size of the state and the diversity of its regions, TWC seems to strongly value local input and the need for local tailoring Policy Changes: Any change in policy goes through a structured process (briefing at least twice) through the commissioners (TWC). Meeting Cadence: Recurring meetings with workgroups. Includes leadership representatives and open to others. Partnership Activities: TWC is intentional about forming state/local staff workgroups to work on priority issues, e.g., enhancing partnerships in the system and improving service integration. TWC is also focused on engaging regularly with the association of local workforce board Executive Directors. 	Philosophy: The state seeks local input on system building and system designing initiatives as well as seeking comment on proposed policy directions Policy Changes: Meeting Cadence: Partnership Activities:	Philosophy: The locals have two agencies to work with as outlined above (DEO does compliance monitoring and CareerSource does strategy, performance, etc.) FL has identified challenges with coordination and delineation of roles/responsibilities. To address this, the REACH Act is focused on streamlining into one organization. Policy Changes: Meeting Cadence: REACH Act entities are meeting weekly Partnership Activities: At the local level the partners work very closely together	 Philosophy: A lot of the vision and strategy is driven from the local areas and currently working on governance to support the 17 LWDBs. Policy Changes: They are focused on having a local governance policy. Operators have traditionally been seen as driving the system; now it is shifting to the SETC as driving the system Meeting Cadence: Partnership Activities: NJ is focused on improving the capacity of locals to more effectively monitor locally to address problems issues sooner (before they grow into findings/deficiencies) Training local leaders how to use a system to look at the data for their community An example of connecting the vision to local operations: youth voice policy which highlights the voice needed to inform the youth programs

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Vision Setting and Strategic Planning	Broad Vision and Strategic Plan: The vision for the system is the vision for the council – one and the same. The strategic plan was updated in Jan 2020 and put into 4-year state plan in March 2020. In spring 2022, in coordination with the workforce cabinet group, CWDC incorporated a new plan State Plan: 2-year process Involve a statewide survey and working with council members to create it Local Plan Alignment: The council reviews local plans	Broad Vision and Strategic Plan: • One strategic plan and one set of metrics for all State Plan: • Do a briefing for the board and get their input and feedback and traditional public comment that is mandated Local Plan Alignment: • System partners are held to the vision by how they get the money and who gets the money	 Broad Vision and Strategic Plan: The overarching vision starts with Texas Workforce Investment Council (TWIC: the state board). One of their main roles is to establish a strategic plan for the full system. The Texas Workforce Commission (TWC) develops a 5-year strategic plan that has to align with the TWIC's. TWC looks at TWIC's plan and creates one that aligns State Plan: Federally required WIOA state plan Local Plan Alignment: The feds issue planning guidance, to which states align, and then locals typically have to address how they will contribute to state plan goals in their local plans, through locally designed efforts. Measures are provided to the 28 local workforce areas. These measures are a mix of federally required performance measures and state-driven measures. The areas have flexibility in how they reach those measures.

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Broad Vision and Strategic Plan: The board has a history of being a strong leading entity for the state. The board has a current strategic plan and a solid one stop certification process. State Plan: Local Plan Alignment: When the local workforce development areas do plans, they try to ensure they are aligned with state plan.	Broad Vision and Strategic Plan: State Plan: Career Source Florida takes the lead in pulling together the state plan – pull the partners together and then flows into Career Source FL who does the edits. It is about a 6-month process. Local Plan Alignment:	Broad Vision and Strategic Plan: The SETC and NJDOL are setting the leadership and vision for the system. The vision was developed 10+ years ago. We are always looking to making better connections and the vision and mission is foundational to that. Right now, NJ just has the WIOA plan and with the new board members, will most likely need to develop the strategic plan. State Plan: Local Plan Alignment: State Board sets the vision and priorities based on the state plan and then approve the local plans that align to the state vision and priorities. They are trying to bring the system in line with WIOA.

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Data Sharing/ Integrated Data Systems	 They have a robust case management system, but they are in the middle of rebuilding their system All locals have one system where they input / share info for Titles I and III Working on further integration with Title IV The new system will not contain all the titles, but will have a focus on connectivity to share information across all titles 	 Titles I & III, TANF, SNAP, additional state funding programs, and some statewide grants are managed in one system. Titles II and IV are not integrated Don't have a unified case management system The data reporting and systems team is all one team and sits at the Director level 	TWC is seen as a leader on data systems and internal and external customerdriven data systems design, and area that it is actively working onw	Titles I and III share a new homegrown system. Other partners use their own systems	 One of the original Geographic Solutions partners Strong ability to access and analyze data to drive performance management Florida cliff dashboard helps identify the fiscal cliff that an individual may experience as they increase their wages and this data is used to help address / mitigate individual cliffs. This includes public assistance rules and cost of living by county, family size, programs individual are on. 	 Data sharing agreements in place, with Heldrich Center doing analysis This is currently a big focus right now. They are in the process of getting an RFP in place to get better data sharing with partners.
Strong and Strategic State Board	 Resources: 27 state staff Local Relationship: SWDB works to ensure partnership, alignment, collaboration, and dialogue with LWDBs Focus Areas: Systems innovation Career Pathways Tech assistance and industry-led networks Innovative financing for Workforce Development Communication & Collaboration Operations: fiscal management, board liaison, quality assurance Identify capacity needs and how to address them Meeting Cadence: The council meets 3x/year for 2 days each It includes an online prework process to suggest changes and topics Publications focused on the vision with specific strategies called out and current themes and challenges they are addressing Newsletters, general meetings are held to discuss progress 	Resources: Don't have a state board that matches guidance from WIOA; board is advisory in nature. They received a waiver from USDOL to structure their board differently so they are not technically out of compliance with WIOA. Local Relationship: Focus Areas: Advise the Governor The Board takes the Governor's priorities and initiatives and advises on the key strategies / objectives / tactics to meet those priorities and initiatives The Board can expand on the Governor's priorities and initiatives if needed Meeting Cadence: Bimonthly or Quarterly	Resources: The Texas Workforce Investment Council is the SWDB Local Relationship: Collaborative effort (beyond just a compliance one) to involve LWDBs in development of the content of the state WIOA plan and/or the SWDB strategic plan to some degree, and then to work together to figure out joint efforts to support shared goals/strategies that might also be reflected (or required) in local plans. Focus Areas: One of their main roles is to establish a strategic plan for the full system Meeting Cadence: Bimonthly or Quarterly Quality Assurance Network (QAN) meetings 2x year focuses on anything they're monitored on across departments The 28 local areas all have quality assurance staff	Resources: Local Relationship: Focus Areas: Provide leadership across the workforce system Administers and oversees the WIOA programs and holds primary responsibility and accountability for oversight of Kentucky's workforce development system Meeting Cadence: Bimonthly or Quarterly	Resources: • Board is very well organized, staffed and supported Local Relationship: Focus Areas: • The vision is to keep the Board's focus at a very high, strategic level which is ideal but also can make it challenging to ensure members fully understand the programs, services, customers, etc. • Provides policy direction for talent • Development programs administered and overseen by the Department of Economic Opportunity Meeting Cadence: • Quarterly	Resources: Local Relationship: Solid local board certification processes have been developed. Focus Areas: Strength of the SWDB is dependent on the administration. It has had strong state planning systems since the start of WIOA – interagency as well as roll up from local to regional to state. Meeting Cadence: Bimonthly or Quarterly

