
**Using Public Policy to Promote Community Economic
Development: Focusing on Transportation and Workforce Development
Policy**

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Abstract

This study is being conducted in the interest of discovering changes that can be made in transportation and workforce policy to promote economic development. These changes will revolve around the amalgamation of place-based and people-based strategies with an emphasis on investment in people. The people-based strategies will relate to transportation policy, while place-based strategies will pertain to workforce policy.

The following research questions will be answered: What people-based policy changes need to occur through collaborative efforts to foster environments in urban areas that synthesize upward mobility through workforce development? What are the advantages of place-based and people-based strategies? How can transportation policy like Job Access and Reverse Commute grant programs, a people-based strategy, be changed to produce greater outcomes? What lessons can be learned from products of workforce development policy such as one-stop centers, a place-based strategy, in terms of performance? To answer these questions, the investigation uses case studies of Job Access and Reverse Commute grant and one-stop center programs, with the intent of deriving a framework for interagency coordination strategies.

The case studies include the Northern Jersey Transportation, the Baltimore Metropolitan Regional Transportation and the Portland, Oregon Tri-Met Plans. In addition, one-stop centers within the same three regions were examined for potential connections. A comparative analysis of all the case studies will be performed focusing on six major components in order to propose a policy framework that includes federal influence, governance structure, mechanism to connecting with the market, feedback mechanisms, incremental career step provisions, and accountability systems.

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CHAPTER 1: INTRODUCTION

This investigation employs the use of literature reviews, case studies, and comparative analyses to illustrate the changes in policy needed to foster the synthesis of people and place-based strategies, which allows greater upward mobility for low-income citizens through workforce development. Recommendations for change are developed through the discussion and evaluation of two different types of case studies, which illustrate people-based and place-based strategies. The first set of case studies will focus on transportation policy, particularly Job Access and Reverse Commute grant programs, to illustrate a people-based strategy. The second set of case studies will be a product of labor policy, in particular one-stop centers, a representation of a place-based strategy. The investigation will lean in the direction of people-based strategies. Even though one-stop centers are in the realm of place-based strategies, one of the centers main functions is skill development of the workforce, which is a people-based strategy. The combination of the two economic development strategies is thought to have the greatest potential for increasing the standard of living among low-income citizens.

This paper begins with a literature review, which includes a discussion of potential implications resulting from this study. The three major points of interest are economics, access, and one-stop centers. The various strategies and initiatives covered under these topics contribute to the progression of workforce development, which will inevitably contribute to economic development. Next, case studies relating to transportation and employment initiatives will be presented. Finally, a comparative analysis of all the case studies will be performed focusing on six major components in order to propose a policy framework that includes federal influence, governance

structure, mechanism to connecting with the market, feedback mechanisms, incremental career step provisions, and accountability systems.

Research Question

What people-based policy changes need to occur through collaborative efforts to foster environments in urban areas that synthesize upward mobility through workforce development?

Specifically:

- What are the advantages of place-based and people-based strategies?
- How can transportation policy like Job Access and Reverse Commute grant programs, a people-based strategy, be changed to produce greater outcomes?
- What lessons can be learned from products of workforce development policy such as one-stop centers, a place-based strategy, in terms of performance?

Hypotheses

1. Coordination across disciplines (i.e. transportation and labor) is not seen as an efficient method of economic development by decision-makers.
2. Collaborative initiatives though envisioned in a comprehensive manner are implemented in a piece-meal fashion.
3. Place-based strategies inevitably cause inequalities.
4. Sustainability provisions for initiatives affecting workforce development specifically, accountability systems are lacking.

Objectives and Methods

Objective 1: To understand current transportation policies in place that could be changed to promote economic development.

Method 1: Perform comparative analysis of three case studies that have implemented Job Access and Reverse Commute grant and three case studies of One-Stop center program initiatives in the same metropolitan area as the grant programs in terms of economic development potential.

Objective 2: To suggest changes in policy and implementation tactics based on analysis conducted in objective/method one.

Method 2: Interview organizers with standard inquiries and get feedback on possible changes. The organizers were asked the following: Who are the necessary stakeholders and what fields should be targeted for recruitment? What are the coordination issues? What continuation factors are built into the programs? What are the criteria for the targeted populations participating in the program? What are the criteria for evaluating progress? What non-work travel services are offered with the program, if any? How are issues of accountability handled?

Note: Response can be reviewed in Appendix A.

Objective 3: To suggest ways to improve the standards of living for low-income and welfare populations, based on the research conducted in objective/method one and two.

Method 3: Develop a model that includes missing or underrepresented issues necessary for consideration in order to promote career ladder progression.

CHAPTER 2: LITERATURE REVIEW

Community Economic Development Strategies

The issue of poverty in this country has a serious effect on economic development potential, particularly in urban areas, and has to be examined at a community level, more specifically at the people-based level in order to encourage viable projects of change. The poverty rate in the U.S. has fluctuated from 12.6% in 1970 to 19% in 1990 to a declining 16% in 2000 (Dalaker, 2001: US Census Bureau, 2000). The growing concentration of poor in large cities has made it almost impossible for governments to raise funds to provide basic services. This means the closing of crucial public facilities such as schools, hospitals, health care center, police stations and fire stations (Dreier, 2003). Welfare reform was originally seen as way of dealing with fundraising issues.

According to Jared Bernstein with the Center for Social Development, “The goal of welfare reform was not to transform the welfare poor into the working poor, but to significantly lift the living standards of former recipients. That hasn’t happened” (Bernstein, 2003). The underlining assumption of welfare reform is that work for the poor is the cure for poverty. Recipients responded by working more than ever with the employment rate of low-income single working mothers reaching an all time record high (Bernstein, 2003). This did increase their income in comparison to their situations on welfare rolls but not by much. Studies have shown the former welfare recipients in low-wage careers make an average of \$7 per hour with little flexibility in mobility.

The key to increasing the living standards of low-income working families is substantive-wage employment with potential for upward mobility. This investigation

hopes to prove that in order to actually focus on increasing the living standards for low-income communities, the focus of the investments has to be on the community.

The focus of the investments decides the project emphasis for community economic development. If the focus is on the economy, the emphasis is on the growth in numbers referring to jobs, revenue, and other cash flow producers. If the focus is on the development, the emphasis is on structural change with long-term effects- stability, sustainability, and advancement. If the focus is on community, the emphasis is partnerships- mutual place-based commitment (Boothroyd, 1993). For the purpose of this investigation, the interest is community economic development that focuses on community or social-economic change with an emphasis on long-term effects. Similar to this is the Boothroyd’s community focused economic development approach, which is comparable to the people-based strategies, aspired to in this investigation. The chart below shows the comparison of community economic development strategies.

Chart 2.1

Comparison of three approaches to CED

Goals and Strategy	Approaches		
	cEd	ceD	Ced
Concept production Of Economy	Monetary Transaction	Monetary & Non-monetary Transaction	Market and distribution base on market and non-market Principles
Concept Of Community	Locality	Home	Mutual commitment
Primary Goal	Growth in job Income	Stability and sustainability	Sharing and caring
Primary Strategy Development	Increase in Monetary inflows	Increase in local control through Structural change	Integrate social and economic

Source: Community Economic Development: Three Approaches, (Boothroyd, 1993)

The community-focused approach has to have a larger goal than gainful employment. This investigation will reveal it is no longer enough to be satisfied with obtaining of entry-level jobs for low-income citizens. Entry-level jobs in the food and retail sectors such as checkout clerks are being reduced, deskilled or abolished as a result of automation (Blakely & Bradshaw, 2002). Research shows that the problem is not a shortage in jobs. It is a shortage in well-developed human capital that can survive in the current workforce. A Hudson Institute study revealed 90% of U.S. workers need to improve their computer skills, and 60% of workers need to improve their analytical skills to keep doing their current jobs (Blakely & Bradshaw, 2002). This means there is a need for incumbent worker development.

Worker development includes skills training, mentoring, placement and post-employment services (Fitzgerald & Leigh, 2002). In this investigator's opinion, the most important of these activities are the post-employment service because they continue the development process for incumbent workers. The process has to go beyond job placement. There has to be continued support for members of the population transitioning from unemployment to work in order to solidify the foundations of self-sufficient workers with increased standards of living. A people-based development goal has to be the creation of economically self-sufficient populations with the skill set necessary to increase standards of living. This study seeks to prove that doing this requires an ongoing connection with the changing workforce development issues.

The Seattle Jobs Initiative (SJI) is considered one of the most successful workforce development programs in the country because it considered the ongoing connection with the changing workforce development issues. SJI undertook their charge

of linking low-income residents using living-wage jobs with four main goals of the initiatives:

1. To help residents obtain jobs that pay living wages of at least \$8 per hour plus benefits
2. To ensure long-term job retention
3. To secure employer involvement to ensure that people receive relevant training, that jobs exist at the conclusion of training, and that employers get skilled workers
4. To integrate human services with employment and training services

Source: Fitzgerald & Leigh, 2002

The key components of the strategies were employment linkages and targeted sectors. The employment linkages strategies focused on immediate placement of citizens who were job ready. The targeted sector strategies focus on the structure of job training, the support services, and the case management necessary to place residents in growing sector with opportunity for advancement.

The implementation process required for the targeted sector strategies uses tactics which set the initiative apart from its peer programs. The support services are truly targeted towards the low-income populations' needs. Some residents who either have never been in or have little experience in the labor market, there is a need to start with the "soft skills" or work ethic (Holzer, 1996; Moss & Tilly, 1996; Turner Meiklejohn, 1999, Wilson, 1998). The support service range needs to encompass drug treatment, psychological counseling, child care, and transportation (Fitzgerald & Rasheed, 1998; Osterman, 1993; Pavetti & Acs, 1996; Stawn & Martinison, 1998). There may also be services needed in resume writing, interview techniques, English as a Second Language (ESL), or even basic hygiene or other life-skills (Pitcoff, 1998). These provisions are

essential to long-term employment success.

Another key provision in long-term employment success is case management before and after employment. Case managers maintain contact with all employers and service providers. This is what maintains the approach as comprehensive instead of piecemeal, which is a primary interest of this study. SJI took on the responsibility of facilitating partnerships through one-stop centers. This network of information and actual programs housed in one location is crucial to sustain workforce development initiatives. SJI made sure all partners were upholding their ends of the bargain and subscribing to the overall mission. The systematic networking of one-stop centers made this possible. One-stop centers are essential to the creation of systemic reform because it acts as the core delivery mechanism for job placement and federal employment training programs (Fitzgerald & Leigh, 2002).

SJI efforts have resulted in a decline in welfare rolls, and an increase in education and training programs (Fitzgerald & Leigh, 2002). The training programs include the creation of a budget for wage progression and advancement strategies. As a result, the state community college system has received funds to develop wage progression and career ladder programs. This was \$17 million moved from the Department of Social and Health Services to the State Board for Community and Technical Colleges. In support of the ideology that workforce development for low-income populations is not a “social work” issue; it is an economic development issue (Fitzgerald & Leigh, 2002). The reason for detailing the provisions made SJI program is to provide an example of a program that

considers soft skills, support services, and incumbent participant development services as needed elements to ensure the success of workforce development efforts.

Workforce Development

As defined by the Center for Community Change, workforce development is the act of implementing a system of programs that provide citizens with competitive advancement skills needed in the labor market to attain a higher standard of living (Okagasi, 1997). Population, ethnicity, employment, employment type, poverty, education, and services available are the variables that influence workforce and consequently economic development. In this investigation, employment, specifically workforce development, is the primary focus. There is a need for jobs that will benefit low-income populations now and in the long-term.

“Policies that are designed to help low-income individuals find better, more stable, higher-paying jobs are increasingly important in this time of economic and political change. Employment and income are at the root of many of the most pressing problems our communities face— poverty, blighted housing, alienated youth, single-parent families, crime . . .”

—Report of the Neighborhood Funders Group (Okagaki, 1997)

In 1996, Congress confronted these issues by passing the Welfare Reform Act, which emphasizes work for welfare recipients (Federal Welfare Reform Act, 1996). The Act created an urgent need to develop local and state-level policies and to derive strategies for moving people off welfare into jobs. Obstacles to moving people off welfare are poorly educated and trained populations, widespread poverty, institutional racism, and urban decline. The way to overcome these obstacles is workforce development aimed at preparing low-income citizens for jobs with potential for career progression.

The linkage between education and work is the key element in career progression. In 1998, President Clinton signed the Workforce Investment Act (WIA) supporting these ideals. As of now TANF funding far exceeds funding for WIA, which makes it a prime target for advocacy (Giloith, 2000). This act resulted in a reduction in poverty from 15.1% to 13.3% between 1993 and 1997, as more people went back to work and, in some cases, experienced wage gains (U.S. Bureau of the Census, 1999; Giloith, 2000); a decline in welfare roles by 50% to 40%, as populations became more self-sufficient; and a decrease in unemployment from 43.1% to 31.1% for single-parent mothers and from 48.1% to 36.1% for black men between 1992 and 1998 (Freeman & Rodgers, 1999; Giloith, 2000). These results were achieved with the specific goals of the Workforce Investment Act of 1998:

1. Providing *comprehensive education and training programs*, especially professional and technical programs, for students and workers that equal the *highest international standards* of achievement.
2. Promoting continuous public and private investment in improved *management practices*, competitive production processes and *worker training*.
3. Developing the capacity of and providing significant opportunity for *business and labor* to direct the development and delivery of state education and training policy, programs and standards.
4. *Coordinating* the delivery of all education, training, employment, apprenticeship and related programs to eliminate needless duplication and assure the efficient and effective provision of these services.
5. Ensuring the *equitable* distribution of quality education, training and employment services statewide, especially to distressed and rural areas, and areas servicing the *economically disadvantaged* citizens.
6. Achieving the *benchmarks* established by the municipal Board that relate to education and training (Okagasi, 1997).

To achieve these goals, government and employment policy needed to be developed comprehensively towards a *system of reform*. According to Alan Okagasi, a planner with the Center for Community change, policies can be categorized into “Tiers.”(Okagasi, 1997) Tier one policies are those, which can be operational (administered by a funding agency). These policies either help or hinder job programs that are quite specific and single-faceted. Examples of these policies are transportation or employment agencies that operate exclusively from agencies of different disciplines. Tier two policies are broader policies which promote targeted strategies for using the powers of government to address issues with several dimensions. These policies often times involve cross-discipline collaboration, joint transportation and workforce initiatives for example. Finally, Tier three policies are the most multi-dimensional and comprehensive systems reform. These policies support block grants or vouchers over categorical programs. In the case of these policies, the focus is a variety of programs and their interconnection.

This investigation is concerned with Tier 2 and Tier 3 policies. For example, JARC initiatives, supported by Tier 2 policy, will be examined. Job Access and Reverse Commute (JARC) grant programs sponsor transportation service and the multi-faceted human resource development activities that include provisions for job training, healthcare and childcare. JARC funds are also used to support one-stop centers as the appropriate venue to house and conceive these human resource activities. The a major focus of this study is to suggest the changes necessary in Tier 2 policies to be evolved to and maintained as *true* Tier 3 policies. Not all Tier 3 policies remain true Tier 3 polices. Take Community Development Block Grants (CDBG) for example. This grant is

considered a Tier 3 policy because it is very comprehensive and requires interagency efforts including the agencies of housing, health, human services, transportation, and labor.

Unfortunately, even with broad based policies such as this example, the scope of the grant's intent gets narrowed and individual agendas are still forged under a collective umbrella. For example, in some municipalities the grant can be renamed according to practice as an exclusive physical housing grant. To be fair, this is often times due to prioritization and resource availability. Still, this possibility needs to be considered by program initiators. Even though, planners of government and social service initiatives implement programs with good intentions, they often times fall short of true interconnected process. The visioning process is usually completely interconnected. However, the implementation stage is the stage in which awareness of long-term objectives are compressed by short-term products because of the desire for immediate results. Applied interconnection becomes lost in the selective consciousness of the grants original intent because of the desire of immediate results.

In the case of this investigation, the tangible products are a prepared workforce, transportation access, and support services. Increasing the quantity of these products does not ensure the future effectiveness on economic development initiatives among low-income communities. The quality of these products that will emerge as a result of interconnection between initiatives will have the greatest proportional impact on economic development in low-income communities. According to Okagasi, since the welfare reform, there has been an interest among community organizations, government officials, and service providers to collaborate on workforce development initiatives

(Okagasi, 1997). This collaborative or interconnected effort will lead to higher quality programs.

Okagasi suggests that since most of the resources for workforce and economic development come from the federal level, federal policy is the proper context for local policy reform. He suggests the following policy changes are the most important:

- Welfare reform.
- Possible consolidation of categorical federal workforce development and vocational education programs into block grants or vouchers.
- Budget reductions and other changes in the federal Departments of Commerce and Housing and Urban Development (HUD). (Okagasi, 1997)

Welfare reform has a major impact on retail, homeownership, and the labor market in low-income communities. The basic elements of welfare reform are Temporary Aid for Needy Families (TANF) and a Child Care and Development Block Grant. TANF is funding stream not a program, so states do not have to distribute funds directly to recipients. Funds can be redistributed into job creation, training, transportation access, childcare, education, and other activities besides income assistance. Federal funds can only be used for welfare recipients for up to 60 months.

Cost-minimization is one of the main factors driving welfare reform. For this reason, quick job placement activities are favored over support-based placement that included education and skill development approaches. Time limits also encourage quick job placement since welfare recipients are restricted to five years of assistance. Restrictions create especially strenuous circumstances for young males because the provisions for fund distribution are not targeted towards them. The target population

consists of single-mothers, which can be seen in grants such as TANF and the Child Care and Development Block Grant.

The Welfare Reform Act is a policy, which sets-up a framework that alienates the untargeted, in this case young males age 18 to 35. It also encourages the use of workforce development funds for job obtainment in the public and private sector over education and skill development. This is in support of the “work first” philosophy over the education and training approaches (Gilothe, 2000). The premise of this investigation is that in the long run this framework will prove to be counter-productive. The result will be increased homelessness and joblessness as well as a contribution to even greater social and economic instability (Okagasi, 1997).

This policy framework also risks the danger of “creaming”, which is the choosing of the most employable person to meet workforce development performance goals (Okagasi, 1997). Consequently, welfare mothers are targeted the most. Besides the fact that this leaves a considerable number of recipients out, the bigger picture of sustainable economic growth is compressed. The goal in this case has become the increased quantity of jobs not the quality of skills necessary for career advancement that leads to sustained economic growth.

Workforce development policy consists of a variety of uncoordinated federally funded programs. Okagasi describes these major programs as follows:

- The federal Job Training Partnership Act (JTPA) system, including Private Industry Councils (PICs) and local employment and training agencies funded by the PICs.
- The state Jobs Service (funded through the federal Wagner-Peyser Act).
- The community colleges, vo-techs and other adult educational institutions, many of which receive funding under the Perkins Vocational Education Act.

- Social service systems, including childcare, substance abuse and mental health. (Okagasi, 1997)

Chart 2.2

Local Implications of Federal Workforce Development Reform

Federal Reforms	Local Issues
Devolution to states and localities, workforce development boards	Fundamental connection of workforce development to poverty alleviation
Block grants	Representation on workforce development boards
Elimination of federal eligibility criteria	Creaming; targeting of low-income neighborhoods targeting and populations
One-Stop Centers	Location, outreach, services of One-Stop Centers

Source: Center for Community Change, (Okagasi, 1997)

From workforce development policy reform, a need arose for program creation that targeted specific population needs that were culturally and geographically sensitive. The proposed legislation that answered this need was one-stop centers. One-stop centers provide workforce development services in a central location that is specific to the geographic context of the targeted populations. The functions of these centers are a concern for some non-profit service providers. The providers' funding could be lost due to competition from one-stop centers.

Another concern is the fact that many states limit the services of the one-stop centers to information. In some cases, these services do not include actual programs. These centers can do a disservice to welfare or low-income residents that are facing long-term unemployment without programs for skill development. It does not alleviate some of the fundamental problems of employability (Okagasi, 1997).

Welfare and workforce development reform policy has a large effect on economic policy in general because of the influences on the employability of citizens. Welfare

reform creates a competition for jobs. Workforce development reform focuses on strategies of training for jobs with living wages. Entry-level positions that offer livable wages are limited. The problem is there are still gaps between preparation and the type jobs actually available. There are not enough jobs with a living wages in comparison to jobseekers. According to Okagasi, an average of 31 new job seekers competed for livable wage job that required one-year or less training.

Thus far, research implies that the most prominent answer to this problem of job gaps is Tier 2 polices. These policies encourage the cross-discipline cooperation including job access, job training, support services, and employment providers. The framework includes hiring centers, linking neighborhoods and business development organizations, improving public transportation, and making child care provisions.

Even with all of these provisions, the issue of improving earning wages still needs to be a chief concern. This is covered partially through policy by having hiring agreements that states that employer can receive subsidies only with living wages for their employees. This restriction on subsidies can assist in helping target welfare and low-income citizens as the beneficiary population. These requirements are necessary in improve entry-level living wages.

However, entry-level living wages do not always accommodate entire families. To create an entry-level living wage that accommodates families, career ladders have to be explicitly defined by the employers. Employers must support workplace learning and skill-upgrading opportunities. In particular, employers must be clear on how workers can acquire the incremental skills necessary to increase productivity, which can translate into wage and benefit increases and promotions (Giloith, 2000). A step that can be taken by

public agencies towards achieving this goal is to train for skills sets that have been defined by the current labor market. Public agencies and employers together need to create both the external and internal maps to career advancement within and among firms, sectors, and clusters.

This tactic can fall under the title of cluster-based economic development strategies, which deal with the type of labor market that is in a specific geographic area. Mary Jo Waits, a director of a public policy center, defines cluster-based economic development as shared needs for common talent, technology and infrastructure (Waits, 2000). For the purpose of this investigation, the concern is limited to talent. Public agencies work at equipping low-income populations with the talent necessary to be competitive in the current labor market. Harvard Business School Professor Michael Porter claims the public sector's role is to improve the circumstances that impinge on competitiveness" (Porter, 1990). This competitiveness will lead to advancement on the career ladder.

The research suggests that all training should include an incremental step-process or phased process. All workers do not start at same level nor do they wish to stay at the same level in their career permanently. Incremental career step provisions have to be made to ensure evolutionary competitiveness.

Made apparent by sample programs, a key element to this competitiveness is education, which has led employers and entire industries to invest in education. A 1998 report exhibits this by showing nearly 50% of manufacturers increased fourfold their investment in the training of production-level workers (National Association of Manufacturers, 1998). This report supports the fact that community colleges are

important players in the training arena. Employer and industry investment has been essential to the transformation from theory-based to application-based curriculum. Interdependency is developed with the constant exchange of talent and sponsorship. Here human resources are developed as well as the local market; both are contributing to economic growth.

Employers may fear this investment in training because of the “free rider” problem in which other, similar employers poach trained employees by offering pay bonuses without paying training costs (Giloith, 2000). However, this still can be a win-win situation. A well-developed workforce with trained employees that have upward mobility within the same firms can open up opportunities for new entry-level employees who cost less. Employers need to recognize that investing in increasing skill development over investing in decreasing worker turnover rates will lead to a dynamic cycle of well-developed employees.

The research previously stated suggests employers and service providers alike should be careful of exclusive industry investment. However, it may prove not to be as win-win as these researchers think. Take the investment in the biotech industry for example. It creates jobs, invests in the local market, and sponsors the education of citizen that could start them on career ladders. However, that career ladder only exists within the biotech industry. What happens when there is a change in technology? The worker’s developed skill set is only applicable to the biotech industry. This initiative does result in long-term affects but not as long as it could be. In order to have development initiatives with long-term effects there needs to be more encouragement for educational partners to invest in theoretical techniques as well as applied techniques. This

investigation is interested in educational techniques that will lead to the development of workers with skills that are malleable to changing labor market and technological situations.

There are situations in which job-readiness is not enough to overcome certain barriers such as discrimination. Many employers claim that just having workers with strong “soft skill” or work ethic, in other words showing up is enough (Giloith, 2000). Employers claim this is the main problem of workforce development in minority communities, particularly among young urban black males, although there is mixed empirical evidence to support this claim (Holzer, 1996; Moss & Tilly, 1996; Turner Meiklejohn, 1999, Wilson, 1998). This has to be considered since the new workforce paradigm seeks to challenge roles of race, culture, and gender in the labor market. Many employers lack the ability and willingness to find, accept, and support workers who come from wholly different backgrounds. This causes skills and aptitudes to be frequently misread and ignored during the hiring process (Miller & Rosenbaum, 1996). Intentional or not discrimination is still an issue of employment. A 1994 study revealed that employment discrimination, whether related to hiring, wages, or labor market information from employers, occurred in 20% to 25% of testing cases (Bendick, Jackson, & Reinso, 1994). This implies there is a need for understanding discrimination in the arena of workforce development.

These goals are to be implemented and monitored by quality control council and committees on the state and local levels. The Workforce Investment Act is a Tier 3 policy. A major component of Tier 3 policy is devolution of power from federal to local and state levels. Oregon is an example of a state that has embraced this Tier 3 reform

policy with success. First, Oregon composed Workforce Quality Control Council that consisted of representatives from the following:

- Oregon Department of Employment
- Office of Community College
- State System of Higher Education
- Oregon Department of Education
- Oregon Bureau of Labor and Industries
- Oregon Department of Economic Development
- Oregon Department of Human Resources

Source: Center for Community Change, (Okagasi, 1997)

Oregon moved forward with workforce development reform with the following system of elements based on the workforce act:

- An overarching goal with *broad scope*. “The best trained workforce in the United States by the year 2000” does not speak to any single program or agency, but rather to the overall effectiveness of the workforce development system in its totality.
- A *new institutional structure*—the state Workforce Quality Council and the regional Workforce Quality Committees—for leading this effort.
- A conscious attempt to bring together previously disparate programs so they are *managed as part of a coordinated system*, as suggested by Goal #4.
- An effort to make the system *more market-driven*, as evidenced by Goal #3 above, rather than being fundamentally driven by the program operators themselves.
- An *accountability system* (Oregon Progress Board) for measuring success and progress toward the goals.

Source: Center for Community Change, (Okagasi, 1997)

With this system in place Oregon still faced some obstacles. One, existing workforce development agencies have their own historic agendas. They may not be willing to compromise. It was difficult to make the vision and action of these agencies align with the council. Two, strong leadership was lacking. “States [must] assume a stronger leadership role.” This is crucial to maintain consistency in vision and the relationship of all program activities (Okagasi, 1997). Three, maintaining committees that were not driven by biased agendas was difficult. Several of the committee heads had

been prominent figures in local service agencies, for example, a director of the Private Industry Council. As a result, the discussion of the committee becomes governed by self-interest. The most disturbing problem revealed in this case is that low-income communities are inconsistently represented on regional workforce quality committees. A 1999 HUD report explains that some central cities and neighborhoods have not experienced the benefits of recent economic growth (Marcelli & Joassart, 1998; U.S. Department of Housing and Urban Development, 1999). The reason for this is poverty is a difficult issue to address and as a result change among the chronically disadvantaged is the most difficult to enact.

This study operates on the premise that change in workforce development in should also include disadvantage communities. Therefore, there needs to be a true paradigm shift in strategies from the demand-side, which emphasizes employer or market driven strategies, to the supply-side, which places emphasis on those low-income jobseekers that need work and a pathway out of poverty (Giloith, 2000).

The Oregon example demonstrates there is a need for policy that is responsive to workforce development barriers in the context of poverty stricken communities. These communities have an effect on their economy, the regional economy, the state economy, and the national economy. The Oregon initiative implies policy makers have to recognize that policies, which value expedient changes over all else will contribute to the degradation of already negative situations. Using federal funds to subsidize already successful initiatives will lead to more reactive rather than proactive behavior. If government agencies are encouraged to be innovative through incentives, programs will remain status quo and there will not be any real progress made in the workforce

development arena. For long-term change, it is in this investigator's opinion that the difficult problems have to be addressed by taking the lessons learned from pilot programs such as the Oregon initiatives.

Through the examination of the initiatives of Oregon and others, a lesson can be surmised that workforce development simultaneously includes recruitment, training, retention, and advancement as well as unique, contextualized constraints and opportunities related to jobseeker characteristics, occupations, and regional economies (Gilothe, 2000). The research reveals the problem is that none of the unique characteristics have received adequate attention, leading to a lack of quality benchmarks and standards. Recruitment, training, and retention are the predominant indicators of success, reducing the process in one, which is not effective in the context of low-income communities.

This investigation will offer suggestion for policy reform as defined by Okagasi, "*Policy reform* is the vehicle for applying the lessons from effective pilot programs to increase the effectiveness of the system as a whole" (Okagasi, 1997). It will suggest the changes necessary to evolve current Tier 2 policies to Tier 3 policies. The model presented by the Center for Community Change will be a control reference for measures taken by agencies in studies to be described later in the investigation. Although the primary components will be derived from the Center for Community Change model, the control reference will be a version modified according to the context of the study and additional suggestions from other literature. The initial phase of the model process begins by mapping the system for change. The phase begins by identifying key service agencies involved in workforce development as shown in Chart 2.3 below.

Chart 2.3

Mapping the System: Agencies needing reform

State Level	Local Level
Department of Employment	Service Private Industry Council
Department of Labor	Workforce Development Board
Community Colleges	Community College District
Vo-Techs	Vo-Tech District
Office of Public Instruction	Department of Economic Development
Department of Economic Development	Department of Community Development
Department of Community Development	Planning Department
Welfare System	Welfare Offices

Source: Center for Community Change, (Okagasi, 1997)

The next phase in the process is assessing the system. First, this involves the identification of the population being served and to what capacity they are being served. For the sake of this investigation, only the services that impact welfare and low-income citizens in specified regions of the country will be examined. Second, the investigation will identify strong service providers. Third, the study will identify agencies that are willing to collaborate. The final component of this step is the identification of policies that encourage strong performance. The policies studied in this investigation are transportation policies, specifically JARC grant programs, and workforce development policies involving the use of one-stop centers.

The third phase is to articulate the principles of the systems change. The principles will be empowering of participants, networking well, integrating across disciplines, being community-based, and being evolutionary. These principles were derived from the existing federal requirements of the two types of policies being examined.

The final phase in the process is the recommendation of system reforms, the adjustment that should be made in the policies. In this investigation the focus is on the adjustments that should be made in transportation policy, specifically JARC (a people-based strategy) and workforce development policy, specifically one-stop centers (a place-based strategy). The list of recommendations below reflects the primary components of a policy framework to be suggested based on the evaluation of the JARC and one-stop center case studies. The intent is to best account for strengths of the two types of strategies used in the policies. The components of the policy framework are as follows.

1. *Federal Influence*
2. *Governance structure*: This describes the executive body that will ensure accountability and commitment to overall vision.
3. *Mechanism for connecting markets*
4. *Feedback mechanisms*: agencies in the system to receive feedback from all participants
5. *Incremental Career Steps Provisions*
6. *Accountability systems: Monitoring and evaluation process, identify clear benchmarks and standards*

People-Based & Place-Based Strategies in Workforce Development

Both place-based and people-based economic development strategies seek to address the process of obtaining and maintaining employment. The differences between the two can be seen in the investments. On the one hand, transit investment is seen through the mobilization of people, which links workers to jobs without changing the location of the job or residential area, a people-based strategy. On the other hand, investment in skill development that brings new resources and opportunities to areas central to people in need, a place-based strategy (Ihlanfeldt, 1999). The outcomes of both of these strategies can be measured in economic effects. Greater access to employment whether it be through place-based or people-based mobility means an

increase in earning potential. The income increase in turn contributes to the boosting of the overall economy.

This paper will look at how the merger of the two strategies can produce the greatest outcome. Transportation policy is seen as an integral factor in the “geography of opportunity,” which means the places where individuals live or to which they have access affects their opportunities (Rosenbaum, 1995). Transportation policy can facilitate the linkages to opportunities outside neighborhoods or reaches of the disadvantaged.

However, job accessibility is not the only factor affecting employability for the disadvantaged. Lack of information and lack of discrimination prevention measures are also factors, which prevent employment for disadvantaged residents (Ihlanfeldt, 1999). Potential workers are often not job-ready because they lack information including skill development. This skill development needs to be provided in a context that is molded to the specific social and cultural circumstances of an area.

Lack of knowledge of circumstance perpetuates the barrier of discrimination and also contributes to the lack of employment opportunities for the disadvantaged. As addressed in spatial mismatch theory, it is a false assumption to believe job access and centralization of services are the only governing factors in the process of obtaining and maintaining employment for the disadvantaged (Ihlanfeldt, 1999). Discrimination factors are also determinants of the potential employability of a population. Steps have to be taken to alleviate the cultural barriers that greatly influence career progression. Noted economists have stated many employers lack the ability and willingness to find, accept, and support workers who come from wholly different backgrounds (Miller & Rosenbaum, 1996).

The lack of impetus to dissolve cultural barrier has a significant impact on potential networking opportunities, which is a large factor in career development. It is true that sometimes it is “who-you-know.” Low-income citizens have more difficulty experiencing these networking opportunities. Dora L. Costa, a research at the National Bureau of Economic Research, notes that a lower income worker has an average workday of eleven-hours, while the well-to-do have an average workday of nine-hours (Costa, 1999). Considerations for networking opportunities that address these cultural barriers need to be infused in both place-based strategies and people-based.

This commentary suggests that policies which acknowledge the potential for career ladder progression and the cyclical economic benefits of networking for the beneficiary population are just as essential as job access and centralized skill development activity access. Having the lives of lower income populations transcend economic classes in more diverse ways will prove to produce greater proportional outcomes to the investments.

The case studies, to be described and analyzed later, put the diverse development investments into context focusing on people-based and place-based strategies. The first invests in geographic mobility. The focus of this strategy is getting people to the jobs in various non-centralized locations, hence, the interest in transportation policy. The second strategy focuses on skill development in a location that is central to people in need of training for employment. One-stop centers serve as an example since they are interaction nodes for various services in a specific area.

One-stop centers deliver services for skill development that are specifically targeted towards the geographical and cultural situations of the localities in which they

are located. This is in the hopes of prescribing strategies better suited for contributing to job growth in the local market. This is a place-based strategy involving people-based tactics. The reason this strategy uses people-based tactics is because it links of a population to jobs through the elimination of barriers. In this case, the barrier is lack of knowledge. With job-readiness training a population can develop the skills necessary for personal mobility. The job procured can be inside or outside their residence. Skill development for personal mobility is important for the progression on a career ladder.

The importance of investigating these strategies is to form a list of changes to be taken under advisement by policymakers, in order to forge more self-sufficient populations that contribute to their individual increase in living standards as well as the entire network of economies. As result even though this paper seeks to suggest ways to merge the two strategies, the support information to follow explains the impacts of investments in these strategies.

CHAPTER 3: ACCESS

Economic Effects

Transit initiatives have more single-faceted sets of evaluation measures as compared to workforce development but have significant potential impact on economic growth. A national analysis proved the year following the transit capital investment 314 jobs were created for each \$10 million invested in transit capital funding (Vary & Weisbrod, 1999). This is the reason for transportation investment by local, regional, and state officials as an economic strategy nationwide.

Increased public travel service can have a number of impacts. First, it improves mobility and access to personal, neighborhood, and community level tasks. It can reduce travel time by eliminating the congestion caused individual travel. Research in travel efficiency lead can also lead to reduced congestion. The results of this research may be seen in rerouting or the addition of travel routes. The decrease in travel time leads to increased business productivity. A business is only as productive as its personnel. People can be more efficient when given access to transportation that saves time. With an increase in business and personal income there is more revenue for government, which is produced by sales, property and income tax (Vary & Weisbrod, 1999).

There are other economic benefits to transit investment that is more difficult to quantify. Examples of these benefits are environmental impacts; medical, particularly stress associated issues; and personal impediment reduction such as environments, noise, constructions sites, and spatially opened spaces. Results of these benefits can be associated with matters of property value, health care, environmental degradation, and personal well-being.

The magnitudes of these impacts are dependent on the context. In metropolitan areas, public transportation systems can add capacity to the regional area at rush hour. In smaller urban and rural areas, transit may play a role in preserving highway capacity. In the setting of smaller urban and rural areas, the economic benefits are not as tangible because with different qualities of life comes a different set of value measures.

In metropolitan areas, there is more value placed on economic and social well being, opposed to placing high value in environmental and historic preservation that is often the case in rural areas, for example. An area with a preference such this is more likely to be supported by non-transit investment such as workforce development (Vary & Weisbrod, 1999). This causes interdependency among agencies and government levels, local and regional, because of the shared interest of promoting economic and social well being of population (Vary & Weisbrod, 1999). This interdependency is the interest of this investigation. The interest is the coordination of government funds and policy towards a common use that impacts a population with the diverse characteristics that can be found in metropolitan areas.

According to economist Vary and Weisbord, investment in transit can be profitable for all members of society. The results are changes in operation costs, travel time, out of pocket expense, and emissions. Individual savings acquired from reductions in transportation cost, which increases disposable income causes the profitability. This happens because laborers are better equipped and more efficient. Businesses are affected by cost savings in wage, price, and profit, which affect the overall cost of doing business because of efficient labor and gain in sells. There are overall market benefits with the combined change in business cost and individual income. This increases regional

competitiveness and business market shares, which benefit the entire population (Vary & Weisbrod, 1999).

There are also the benefits represented jobs developed through construction, maintenance, and operation of transit systems. A rail system for example produces numerous new full-time jobs and other jobs are derived as new income is spent and re-spent in the economy (Wornum, 2001). All new employment is associated with the new system because there is a need for a person to build, operate, and service the facilities. The money invested in transit could be invested by the government in other ways. For example, investment in the construction of a sewer plant or welfare payment could be made. However, these investments do not have the same redistribution properties as transit investment with the job production.

Job Access and Reverse Commute Grant Programs Description

A large portion of this investigation will be centered on the evaluation of Job Access and Reverse Commute (JARC) grant projects. The program was born under the TEA-21, a federal Transportation Equity Act of the 21st century. The grant programs purpose is to help local governments and non-profit organizations with funding to develop transportation services to connect welfare recipients and low-income persons to employment and support services (FTA Website, Accessed 2003). Transportation access is one of the main hindering or helping agents in obtaining employment.

The main activities that are sponsored by the grant are transportation access and human resource development. The funding is provided by the FTA under the U.S. Department of Transportation. Therefore, Job Access projects are focused on developing transportation services such as shuttle vanpools, new bus routes, connector services to

mass transit, and guaranteed door-to-door programs for welfare recipients and low income persons. The Reverse Commute portion of the grant is defined by TEA-21 as projects designed to transport residents of any area to suburban employment opportunities (FTA Website, Accessed 2003). The Reverse Commute projects focus on making employment services available to all populations by providing necessary support services.

States and localities applying for funds from this grant program must make provisions for coordination, services, and a financial distribution schedule. For municipalities to be eligible for funding, human services, the transportation planning processes that administer the Temporary Aid to Needy Families (TANF) and Welfare-to-Work (WtW), and other stakeholders must be coordinated. The municipality must provide an outline that explains how services will meet a community's need. Finally, each applicant must supply a project financing schedule that includes sustainability of funding, financial commitments from human services providers, and commitments from existing transportation providers.

All of these provisions are intended to establish a coordinated regional approach to job access projects. All projects funded by the grant program must be the result of a collaborative planning process. Agencies that may be included in this process are states, metropolitan planning organizations (MPOs), transportation providers, agencies administering TANF and WtW funds, human services, public housing, child care organizations, employers, impacted communities, and other stakeholders.

Applicants are selected by different government agencies according to level of urbanization, population size, and government authority. The MPOs select the applicants

in urbanized areas with populations of 200,000 or more. The states select the applicants of small-urbanized areas with population less than 200,000 and in non-urbanized, rural areas. For instance, tribal governments can submit to the state or directly to the FTA requests for selection. The FTA has been authorized to fund \$150 million annually in Job Access and Reverse Commute grants since 1999. There is a 50/50 Federal/Local match required. The local match can be supplied by other federal funds. It is also important to note, applicants are not guaranteed a renewal of grant funds (FTA Website, Accessed 2003).

JARC CASE STUDIES

The purpose of investigating Job Access and Reverse Commute grant programs is to understand its possible applications of federal fund use as a method of economic development. This method is seen as a more comprehensive approach that includes a diversity of decision-makers and stakeholders, opposed to an incremental approach or tactics that are performed by isolated sectors with divergent interests in economic development initiatives. For the purpose of this paper, the investigation will be limited to case studies on Portland, Oregon; Northern New Jersey; and Baltimore, Maryland metropolitan area. Portland represents initiatives administered by a local agency (a more bottom-up approach), while both Northern New Jersey and Baltimore represent initiatives administered by state agencies (a more top-down approach).

Portland, OR Initiatives

Portland is a large urbanized area of 1.3 million residents with almost 220,000 living below the poverty level. In 2000, approximately 15,000 of the residents were on

welfare. Three of the biggest challenges identified for this area were moving out of poverty by acquiring job skills, finding affordable childcare and accessing transportation. Convenient and affordable transportation services have been the main challenge to obtaining and retaining employment (Portland, Oregon Area-Wide Job Access Plan, 2000).

There are still significant access issues, even though 85 percent of poverty-stricken individuals live within a quarter-mile of transit. A hire analysis showed that the majority of people accept jobs within walking distance their homes or easily accessible by public transportation. Suggested reasons for this occurrence are circumstances not considered when attempting to develop an efficient transit service for the welfare and low-income populations. Circumstances include childcare, shift work, multiple transfers, and excessive travel.

Portland developed a Regional Job Access Plan that focused on the use of collaborative efforts to address the needs of the welfare and low-income populations. Their goals were to maximize the existing transportation and social services. Doing this provided the needy population with improved job access and job related services. The plan was modeled after Oregon's welfare reform program, which achieved a 47 percent reduction in welfare caseloads in less than four years. The model places significant value on partnerships between social services agencies; employers; and local, regional, and state agencies.

By using effective partnerships, Portland developed a three-tier plan that addressed the transportation needs for the welfare and low-income populations. The tiered approach included making provisions for an extensive regional information

program, the designation of multi-modal transportation centers and focusing on employers that retain as well as recruit from welfare and low-income populations. This was done in order to maximize resources for existing alternative transportation networks, the regional transportation systems, land use strategies and successful alternative transportation outreach programs.

Programs were implemented using the guiding principles of regional coordination, serving regional markets, committing to implementation, focusing on job retention, time of day matters, and employer-provided benefits. Participating partners employed some form of the guiding principles in the development of all the strategies.

First, Portland partners recognized that a plan designed entirely from a transit perspective would not meet the true needs of the welfare population. At the same time, partners acknowledged the fact that social service agencies do not have the expertise to design or operate an efficient transportation service. In order for the plan to be successful there needed to be coordination involving the regional transit agency; social service agencies; alternative transportation groups; and local, regional, and state jurisdictions. To develop an effective transportation solution coordinated efforts had to be made. Specifically, the coordination strategies include the use of private industry partnerships, employer partnerships, private transportation providers, and one-stop centers.

The Job Access Plan needed to meet the needs of a broad population. Therefore, the regional market had to be considered. This was necessary in the process to improve access to the targeted needs of the welfare population. This principle was intended to provide universal access to regional services.

The Portland partners worked on several service levels of human and transportation service industries that varied in complexity. This meant that implementation would be performed in phases. Partners focused on implementing the simple things right away that made a big a difference without a lot of investment. The remaining factors were done based on the predicted availability of resources.

Noting the location of job resources was also important. The Job Access Plan identified areas with projected growth in entry-level positions. It also noted the location of employers that hired people off of welfare and have a record of retaining those employees. This was done in order to designate a route of sustained use and the most promising areas for employees.

The developers of the Plan accepted the fact that if a transportation solution was going to be developed that was inclusive of the diverse needs of low-income employees, time schedule was an important factor. There needs to be transportation options that address off-peak work hours. The transportation options needed to address off-peak needs and designs flexibility into the network. Also, general life's needs had to be balanced in the time schedule. For example, the time for drop-off and pick-up at childcare, especially on public transit, can drastically reduce an employees earning potential. Alternatives needed to be considered for transportation solutions.

According to these principles, the Job Access Plan needed a transportation solution that required an approach from many different levels. The Plan focused on three-levels of emphasis: regional, area-specific, and employer-specific. The levels focused on different elements of improvement.

The regional approach focused on improving coordination, training and information. Tasks associated with this approach were many, orchestrated by social service providers, who focused on developing new marketing materials and training methods to meet the special needs of the welfare and low-income populations.

The area-specific approach focused on designating areas most suitable for Job Access transportation hubs, which would service the targeted population. These areas were deemed suitable by being a centralized point where people could connect to the regional transportation system. These hubs would also house information on a variety of transportation and other support services. The hubs included information on car sharing, vanpooling, bicycling, transit and other information.

The employer-specific approach focused on targeting information about employment areas. The employment areas were selected on the basis of employment growth patterns and existing levels of transit service. Participants involved in this approach focused on employers that were likely to hire and retain welfare and low-income employees. The concepts for targeting these areas were built off of the Portland, Tri-Met employer outreach programs.

Tri-Met is a municipal corporation that provides public transportation for the tri-county Portland metropolitan area. Tri-Met operates a 33-mile light rail line, bus routes, and services for seniors and people with disabilities. The corporation also provides alternative transit choices including ridesharing options, bicycling, employer-based programs and innovative pilot programs that test new ways of providing an alternative to the automobile. All of these services are highly coordinated regionally, reaching from the downtown core to the outskirts of town and suburban employment centers.

Tri-Met also works with other transportation service providers on integrated services. These providers include C-TRAN, South Metropolitan Area Rapid Transit (SMART), South Clackamas Transportation District (SCTD), and number of private service providers. The corporation also keeps track of employers that make their own arrangement for employee transportation. Some of these employers are Intel, Nike, St. Vincent's Hospital, transportation management associations and social services that make their own provisions.

Provisions for transportation remain a key objective when planning for new or expanded Welfare to Work services. Portland's analysis has proven there is more to meeting the needs of the targeted population than proximity to transit services. This accounts for the diversity among partners involved in the use of the Job Access and Reverse Commute Grant for Portland. A comprehensive criterion towards developing a transportation solution that meets the diverse needs of the targeted populations has been employed. The criterion includes access to the transit system, connection to community and other transportation services, high population concentration, and easy access for the community.

Northern New Jersey Regional Initiatives

The Northern New Jersey region is a large urbanized area that encompasses the 13 northernmost counties in the region and is a part of the New York metropolitan area. It houses five of New Jersey's six major urban centers, with several of the centers surrounded by old suburbs exhibiting patterns of poverty. In 1990, the total population for the region was 5.5 million, of which 417,460 (7.6 percent) people were below the

poverty level. The region had an unemployment rate of 5.2 percent (U.S. Census Bureau, 1990). The profile to follow illustrates a more vivid picture of the region.

Table 3.1: NJTPA Regional Household, Employment and Client Travel Profile

<p>Households</p> <ul style="list-style-type: none">• 64,947 households in NJTPA region receive TANF aid.• TANF aid is distinctively dispersed and heavily concentrated in the State's four northeast counties: Essex, Hudson, Passaic, and Union.• 77 percent of the region's TANF recipients live in these four counties.• 49 percent of the region's TANF clients are concentrated in the NJTPA urban centers of Newark, Jersey City, Paterson, Elizabeth, and New Brunswick.• 70 percent of the region's TANF clients live in these urban centers and the municipalities adjacent to them.• Approximately 85 percent of TANF participants are located within 35 of the region's 385 municipalities.• Each of the 35 municipalities is within 6 miles of an urban center and accounts for only 8 percent of the region's total land area. <p>Employment</p> <ul style="list-style-type: none">• Between 1972 and 1997, urban counties lost more than one-quarter of their share of private sector jobs.• Majority of employment growth is in areas that are largely vehicle dependent, not in the urban centers served by public transportation. <p>Client Travel</p> <ul style="list-style-type: none">• Employed women in urban areas average 3.8 trips per day, usually involving a combination of work, school and running errands.• Approximately 90 percent of New Jersey TANF recipients are female.• An obvious need exists for effective and efficient complete trip chains.
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Source: Regional Job Access Reverse Commute Transportation Plan, NJTPA, 1999

By 1997, the need to develop programs that address these realities became even more urgent with the federal welfare-to-work initiative of 1996 (Welfare Reform Act, 1996). In the words of the state's Secretary of Transportation Rodney Slater, "Transportation is the *to* in welfare-to-work" (NJTPA, 1999). The comment recognizes that transportation is one of the challenges to obtaining and maintaining employment. There are other unique challenges that at times compound the issue of transportation such as education, work skills, and training. The immediate concern of the state transportation

department is the fact that most welfare recipients lack access to vehicles or housing serviced by the public transportation necessary to reach entry-level jobs. Another concern is for the ability of welfare recipients to meet the challenge of balancing work and family responsibilities, access to support services such as child care and shopping must also be available. Original transportation services did not respond to the needs of unique groups such as welfare recipients.

The Job Access and Reverse Commute grant was designed to fund programs that responded specifically to the unique needs of welfare recipients and low-income citizens. The program required the state to collaborate with MPOs, local and regional transportation agencies, and social service providers. Their joint efforts orchestrated by the North Jersey Transportation Planning Authority (NJTPA), were essential to successful job access initiatives. Additionally, the New Jersey Department of Human Services (NJHHS) derived a plan coordinating county-based and regional services to implement projects integrating the reverse commute part of the grant program that focused on the support services such as child care and skills training. Both of these state agencies utilized funds and developed projects relating to job access and reverse commute, but implementing and reporting was done separately.

Both NJTPA and NJHHS recognized the importance of reliable transportation to the development of economic independence among welfare participants. For the New Jersey Department of Human Service specifically, GIS was used to identify transit routes that would be responsive to housing patterns, support services, and jobs for the target population. The spatial analysis provided the percentage of client residences, training centers, childcare and family day care facilities, and potential employers within walking

distance of the transit routes. The study also considered that the average transit rider would not walk more than one-half a mile to a transit stop or destination. The study revealed the need for feeder transit connections that fill missing links to existing transit stations, park and rides, and circulator services to area stores and restaurants.

The Northern Jersey Transportation Planning Authority also used the grant to conduct the same GIS analysis and examine the same current data. This information complemented the Regional Job Access and Reverse Commute Transportation Plan, which included identifying the current location of TANF recipients, mapping concentrations of poverty and employment, illustrating prospective client travel, screening projects for established or showing the potential the establish regional links, and prioritizing programs.

The NJTPA analyzed and documented the patterns using data collected from NJDHS and the Census in GIS applications. This helped in the connection of transit-dependent populations to job opportunities. The authority developed the follow guiding principles for transportation strategies:

Table 3.2: NJTPA's Recommended Transportation Strategies

- Modify existing bus routes and schedules to increase the frequency of service, add destinations, or provide connections to other services.
- New services, operating on fixed or flexible routes and schedules, to link county residents with regional transit services or employers and other major destinations.
- Increase coordination of para-transit services, including establishing transportation brokers.
- Expand para-transit systems to offer service to new user groups or add hours of service.
- Initiate programs to assist low-income individuals with the purchase and operation of their own cars.
- Initiate employer shuttles.
- Increase distribution of public transportation information to users, including trip-planning services.
- Implement NJ Transit's WorkPass program and other incentives for using transit passes.
- Encourage car pooling and van pooling.

Source: Regional Job Access Reverse Commute Transportation Plan, NJTPA, 1999

This transportation plan was made possible through several cooperative federal, state, and local partnerships. Collaboration between agencies is essential to leveraging the resources necessary to begin to solve the multi-layered problems low-income populations have in obtaining and maintaining employment. However, the lack of collaboration between the NJTPA and NJDHS reveals redundancy in efforts in efficient use of federal resources. Tapping diverse resources and expertise is the key to filling the gaps of transit service to these communities. The federal government communicated the vision of helping welfare and low-income populations in the area of employment by eliminating transit barriers through policy and funds. The state made the vision applicable through specific program objectives and goals that required partnership to derive a comprehensive solution to satisfy the needs of the target population. The partners of this effort include:

- U.S. Department of Transportation (U.S. DOT)
- Federal Highway Administration (FHWA)
- Federal Transit Administration (FTA)
- New Jersey Department of Transportation (NJDOT)
- New Jersey Department of Human Services (NJDHS)
- North Jersey Transportation Planning Authority (NJTPA)
- 13 NJTPA counties, with participation from members of their economic development corporations, planning departments, divisions of social services, transportation divisions, and others
- The Bloustein School of Planning and Public Policy at Rutgers, the State University of New Jersey

In this investigator's opinion, these projects demonstrate that there is no single method to address transportation planning in low-income communities. The challenge to future planning initiatives includes inclusive data, effective partnerships, continued responsiveness to need, and sustainable programs. There has to be a continued effort to recover data from primary qualitative sources such as one-on-one interview, focus

groups, and surveys that reveal the public need. Quantitative tools, like GIS, require qualitative understanding. This should be complemented by partnerships that bring a diversity of expertise to the project. True success of the projects will be measured by the amount of low-income citizen can be afforded the opportunity of survival in the workforce because of the job access initiatives. This is accomplished through the combined strength of the pervious elements and continued investment the policies and funds that make these initiatives possible.

Baltimore, Maryland Metropolitan Initiatives

The Baltimore, Maryland Metropolitan region is considered a large urbanized area. The region consists of six counties and is in proximity to the Washington, DC metropolitan area but is considered a separate metropolitan area. According to the Maryland Department of Human Services as of January 2000, there were a total of 20,151 TANF recipient households in the region. In 2000, the total population for the region was 2.5 million, in which 241,255 (9.6 percent) people are below the poverty level. The region had an unemployment rate of 2.6 percent (U.S. Census Bureau, 2000).

The region was faced with the similar demand as other states to develop job access and reverse commute transportation services. This was in response to two conditions. The first condition refers to the relocation of employment centers from the central cities to the suburbs. Even though public transit continues to serve urban areas well, it is difficult and often impossible to reach new suburban job opportunities with conventional transit service. The second condition refers to the welfare reform criteria of 1996, which mandated recipients to join the workforce. The state of Maryland has reported 7,738 families have exited welfare between October 1996 and March 2000.

(Baltimore Regional JARC Transportation Plan, 2001) These issues had to be considered when devising a transportation plan that addressed the needs of low-income residents in an appropriate time period.

To address these diverse needs there needed to be a diversity of stakeholders involved in the planning process. The Baltimore Metropolitan Council has provided a forum for these diverse stakeholders and has convened since 1997. Participants of the council include transportation service providers, human service providers, economic development organizations, and employers from across the region. The intention is to develop a comprehensive approach to transit service for the special needs low-income populations.

The Baltimore Regional Transportation Board, the MPO for the region, orchestrates the development of comprehensive transit services in the region. The Board reviews JARC grant proposals and makes recommendations to the Maryland Transit Authority for statewide application. These proposals contribute to funding recommendations and long-term service planning for the region. The Regional Job Access and Reverse Commute Transportation Plan for the region is meant to build on existing welfare-to-work transportation activities, not supersede them. This allows stakeholders of the initiative to have an understanding of issues involving welfare recipients, employment centers, employment related services, and transportation gaps without reinventing the wheel (Baltimore Regional JARC Transportation Plan, 2001)

The Baltimore Regional Transportation Board examined population trends versus job growth trends as economic indicators to gather a better image of the progress being made in the areas of employment, employment centers, and employment related services.

The region performed studies on the Regional Planning District (RPD) level to note trends. The region concentrates on urban-suburban transition, in which the understanding of the transition heavily impacts the regions capacity to assist low-income citizen in retaining employment. The trends were determined for the period 1990-2000. The trend study revealed a substantial population growth in all the districts.

As a result of the population growth in these RPDs, new business establishments have been attracted to serve new residents. There was a significant growth in the service industry in these areas. This led to the creation of service-oriented jobs in construction, office, retail, hotel or motel, hospitals, nursing homes, and institutions. These are the jobs that could be conducive to properly trained low-income citizens. However, due to lack of skills or experience, jobs in these industries are not easy to obtain by all welfare recipients. Welfare recipients often only qualify for low-wage or entry-level positions. According to the Occupational Outlook Handbook 1998-1999 Edition, U.S. Department of Labor, Bureau of Labor Statistics, the some leading low-wage occupations are cashiers, food and beverage preparation works, stock labors, home health aides, child car workers, and deliver route workers.

The Baltimore Regional Transportation Planning Board was charged with supporting projects that directly impacted transit service for low-income residents of the region keeping the previously mentioned contextual issues in mind. Using JARC funds, the Board's objectives were to implement transportation service; to improve customer service and to operate efficiency; to promote the use of transit, transit vouchers and pass programs; and to develop employer-provided transportation. The guiding principles for the coordination of these job access projects are as follows.

Table 3.3: Baltimore Metropolitan JARC Transportation Plan Strategies

- Build upon existing partnerships among transit providers, social service providers, and workforce development agencies that formed as a result of the JARC grant program, both in planning for services and combining funding.
- Create new Transportation Management Associations (TMAs) with coordinated efforts to assist low-income commuters, including:
 - Provide a one-stop information clearinghouse for transportation services, including a toll free phone line;
 - Work with employers to promote and initiate employer-based transportation programs such as employee shuttles, carpooling, Guaranteed Ride Home (GRH), telecommuting, and flexible work hours;
 - Adapt traditional rideshare and carpool activities to include people who do not own cars; and ○ Implement the Maryland Commuter Choice program and the federal employee workforce transportation initiative.
- Improve safety at transit stops through design and land use enhancements, including:
 - Locate transit stops in mixed-use, higher-trafficked areas;
 - Install bus shelters with lighting, security cameras, and phones;
 - Increase police patrol of transit stops.
- Improve access to transit stops by providing sidewalks and other pedestrian infrastructure.
- Extend fixed-guide-way transit service to employment centers not already served.

Source: Baltimore Regional JARC Transportation Plan, 2000

Table 3.4: Additional Baltimore Strategies

Child Care and Health Care

- Conduct needs assessment for child care and health care and determines where and when additional services are needed.
- Reduce multiple trips by providing more convenient child care and health care in low-income neighborhoods, along major public transportation routes, and at work sites.
- Encourage child care and health care centers to provide van service to and from homes or work sites.

Land Use and Housing

- Encourage transit-oriented and mixed-use development to improve car-free mobility.
- Offer affordable housing options close to employment sites.
- Encourage all jurisdictions and more employers to participate in the State of Maryland's Live Near Your Work program.

Working with Employers

- Educate employers about transportation problems, potential solutions, and what they can do to help.
- Encourage employers to locate in densely populated areas, which support transit and offer affordable housing options.
- Encourage employers to implement employer-sponsored transportation services, including shuttles from the work site to existing transit stops that may include en-route access to employment-related activities such as child care.
- Encourage employers to help pay for transportation services utilized by their employees.
- Help employers take advantage of federal and state employer tax credits by providing information and streamlining the process.
- Encourage employers to provide opportunities for upward mobility, and pay for career advancement courses.

Source: Baltimore Regional JARC Transportation Plan, 2001

All of these strategies are essential to a comprehensive approach to improve job access for low-income populations in the region that will lead to more sustainable employment, which in turn will lead to increased standards of living. The Board intends to enhance the plan with GIS analysis that includes more specific information of employers; new job growth data; and time related data such as frequency and bus hours, child care operational hours, and work shift time schedules.

Summary

The purpose of investigating these three Job Access and Reverse Commute grant programs was to understand its various applications as a method of economic development. The various techniques employed by the different metropolitan areas reveal the possible coordination options. Coordination across disciplines is essential to developing a wide-ranging approach to economic development, opposed to single-faceted sector approach that is most prevalent.

Included in the approaches of all three cases were partnerships with various sectors comprised of transportation planners, social service providers, municipal officials, private employers, and other stakeholders. By bringing these decision-makers together, there is more of an opportunity for sustainable economic development initiatives. The reason for this is that various disciplines of expertise that collaborate towards one common goal. The goal is to increase the economic situation of welfare and low-income populated communities. Recommendable is the acknowledgement that there is no-one-size-fits-all solution to economic development. Coordination across disciplines is essential to the viability of the various phases of economic development.

The main interest in this method is continuous viability and sustainability as expressed in career paths and the general improvement of life situations. It is one thing to provide entry-level jobs that remove a certain percentage of the population from welfare. However, it is much more valuable to start a population on a continuous upward spiral. One time intervention with an isolated focus will not do it.

The programs developed under this grant do consider external circumstances. For example, childcare is a large factor when considering travel time from work to home. However, the long-term advantages for the target populations are not clear. For instance, is it in the person's better interest to take an entry-level position that causes them to sacrifice finances and the amount of time they can spend with their children? Unfortunately, the answer is sometimes 'no'. It is apparent that these programs provide greater access to jobs but not the training to continue climbing. It can be difficult to see the incentives for self-sufficiency.

In the Portland study, there were provisions made for employment training but occupation levels for the trainees still were not clear. The most abundant jobs were available in the food service, transportation, security, and home care industries. It is not apparent that the skills necessary to develop a career are provided by these jobs. There were also employment opportunities made accessible in high-tech corporations such as Nike and Intel. However, the Portland Plan was not clear about the positions that the targeted population would qualify for, if any. The Northern Jersey case left similar concerns. Both plans did not include services for incumbent workers, which is necessary to career ladder progression.

The Baltimore regional model however, specifically mentions service for incumbent workers and partnering with employers concerned with providing opportunities for upward mobility. If Portland and Northern Jersey have programs in place that do set people on career paths in corporations such as these, which would change the lifestyle situations of welfare and low-income populations, these would be great models for economic development. However, it is not certain that this is the case after investigating the cases. The Baltimore regional model is the closest to aligning with one of the main overarching objective of this investigation, which is to develop a model that includes missing or underrepresented issues necessary for consideration in order to promote career ladder progression.

The Baltimore regional model addresses the often underrepresented issues which low-income citizens are confronted by including childcare, healthcare, basic skill training, housing, and job access. The state government has a substantial enough role in administration to more easily ensure consistency. Special considerations were made to recruit employers, which provided entry-level positions with potential for upward mobility. The study also considered program impacts in more affluent neighborhoods. The focus was not limited to acquiring the support of lower-income citizens but also the broader economic impacts. To compare the impacts of federal funds on economic development an addition strategy will be examined besides JARC. JARC programs are federally funded transportation initiatives. The case studies covered in the next chapter will examine federally funded workforce development initiatives, one-stop centers.

CHAPTER 4: ONE-STOP CENTERS

In 1998, the Workforce Investment Act (WIA) required states and localities to coordinate most federal funds supporting employment and training services into a single system, the one-stop center system. Possible federal support for these centers can be obtained for the Department of Labor, the Department of Education, Health and Human Services, and the Department of Housing and Urban Development (GAO Report, 2003). The one-stop center system involves a central location, in which jobseekers can access information and/or programs pertaining to employment, training, and other related support services. The overall objective of the system is to unify the “patchwork” of categorical programs into one workforce development system (Kogan, 1997). The one-stop center system is a network node for employers, employees, and service providers.

The specific objectives of one-stop initiatives are as follows:

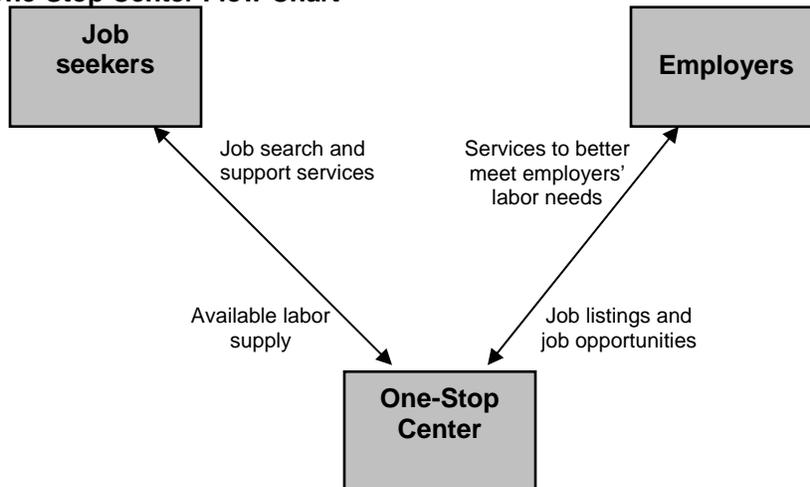
- *Universal access:* Core workforce development services universally accessible to all individual and employer customers, regardless of their eligibility for specific categorical programs.
- *Customer choice:* The transformation of the bureaucratic maze of categorical workforce development programs into a customer-driven system that allows job-seeker and employer customers to select services appropriate to their individual needs and interests.
- *Service integration:* The integration of the planning, design, and delivery of services across multiple funding streams and agencies to create a system of services that is seamless from the customer perspective and minimizes duplication of effort.
- *Outcome accountability:* The development of new system-level accountability mechanisms to ensure that the system is driven by efforts to improve outcomes for worker and employer customers.

Source: Social Policy Research Associates, (Kogan, 1997)

Implementation Strategies

The one-stop centers, considered exemplary in a report prepared by the U.S. General Accounting Office (GAO), implemented a range of streamline services for jobseekers, engaged employers in the community, and built solid one-stop infrastructure (GAO 03-725, 2003). Educational training of one-stop staff and the consolidation of case management and intake procedures streamlined the service needs of jobseekers. The successful centers also all had at least three methods of engaging employers that were tailored to the service needs of the employers. This meant that there was specialized staff for specific employment industries and assistance from intermediaries such as Chamber of Commerce and economic development agencies. Strong infrastructures of the centers were built by strong program partnerships and consistent fundraising to supplement the funds supplied by WIA. The program partnerships were strengthened through the encouragement of teamwork and joint projects. Additional funds were raised through fee-based services, grants, and contributions from partners and local or state governments. Below is a flow chart of the exchange fostered in one-stop centers.

Figure 4.1: One-Stop Center Flow Chart



Source: The U.S. General Accounting Office

The Department of Labor does currently track outcomes such as job placement, jobseeker satisfaction, and employer satisfaction to evaluate workforce development programs. However, there is very little known about the impact of various one-stop service delivery approaches on these and other outcomes (GAO 03-725, 2003). This investigation will examine those outcomes along with approaches. The approaches of the one-stop centers are lacking in evaluation of integrated services such as sharing customer intake forms across programs, employer partnerships, and the dedication of staff to focus on engaging and serving employers. Also, missing is the collaborative evaluation across federal agencies on the interdependent affects that does not just favor labor but includes issues of education, health, housing, and urban development. This study operates on the premise that an acknowledgement of the interdependency of these issues is needed for a comprehensive solution to increasing the standards of living for low-income populations.

Coordination of Federal Funds

As a result of welfare reform, there are increasingly more TANF dollars being used in the one-stop centers across the country. This allows increasing TANF-related services to be available on-site, and more importantly the joint efforts in serving clients. Examples of these joint efforts are electronic linkages and client referrals. There are many states, in which to some extent provider TANF services through one-stop center. As of 2001, only four states in the nation did not provide any TANF services through a one-stop center (GAO-02-696, 2002). This is important to states workforce investment programs with centers because once fully operational one-stop centers should serve 80% of the nations civilian labor force according to a 1997 projection (Kogan, 1997). TANF dollars are the main funding stream of welfare recipients. Various issues are associated

with the task of distributing these funds to increase the situation of the low-income population there comes a variety of issues.

A variety of issues including historic relationships, geography, adequate facilities, and different perspectives influence how one-stop centers are used to relay services to TANF clients. Historic relationships pertain to the staff of local agencies that do not have experience working with one-stop center staff, which leads to a lack of trust limiting coordination options. Geography can be a barrier because of uncertainty of service district. Some local agencies may be reluctant to work with one-stop center because of physical location and being unsure of the one-stop center's service reach encompassing their area. In the case of adequate facilities there may not be enough space to house a joint staff. With different perspectives, there is a debate over whether or not TANF clients are better serviced in separate social service facilities. There is a concern that because of multiple employment barriers TANF clients may not receive priority of service in a one-stop environment (GAO-02-696, 2002).

These issues influence coordination provisions. For example, workforce staff might be outsourced in various welfare agencies to service TANF clients. Without a centralized locale, this hinders coordination. There are also program differences that hinder coordination efforts. For example, there are different measures of program success that include variations in definitions and report requirements. For example, defining what income level constitutes self-sufficiency (GAO-02-696, 2002). Currently, there is no evaluation of how coordinated service delivery forged by one-stop centers affects the outcomes of TANF clients. This investigation will seek information on those outcomes and efforts made to alleviate coordination issues through sample case studies.

Efforts that can be made to alleviate coordination issues include welfare and workforce information systems, which are not equipped to exchange data. A one-stop staff has to enter data on the same client into two different systems. A 2002 GAO report recommended that coordination issues should be dealt with jointly by the Department of Labor and Health and Human Services (GAO-02-696, 2002).

This research seeks to analyze policy coordination on the federal level that trickles down to states and localities, which is necessary to the promotion of positive development. Efforts need to start at the federal level, which is the proper platform to ignite consistency and momentum for real change. The previous conclusion is surmised based on preliminary literature support. Preliminary literature explains performance measures must be clearly outlined by the federal government before the devolution of funding control occurs (GAO 03-725, 2003; GAO-02-696, 2002; Kogan, 1997; and Okagasi, 1997). The standard of living for low-income populations will not be improved with the efforts of a few anomalies. Meaning the measures of success for one-stop centers need to be standardized and judged based on a set of criteria that are easily transferable. Knowledge from model programs as well as failed ones using one-stop centers need to be documented to promote the proper policy adjustments. One-stop centers are viable venues to promote economic growth for low-income and all citizens of society.

ONE-STOP CENTER CASE STUDIES

Portland, Oregon Initiatives

The Portland one-stop center case study will serve as example of initiatives involving the participation of community colleges. Today a portion of the curriculum of

community colleges around the country are being devoted to applied skill development directly relating to industry to better prepare potential participants of the labor market. This can be recalled from a discussion in Chapter 2 about workforce developers attempting to meet the specific needs of particular industries and the issue of industry cluster development. The particular interest in this tactic is the possibility of better preparing low-income population to join the workforce in a position directed towards upward mobility.

Metro One-Stop is the center being studied in this case. The center is one of three centers in the Portland Community College (PCC) workforce network. The PCC workforce network is an organization that seeks to optimize workforce performance. It serves the north and northeast regions of Portland. The network specializes in helping businesses fulfill their human resource needs and helping jobseekers in their career development.

Overall services provided by the network include workshops, Adult Basic Education (ABE) & General Educational Development (GED) services, computer classes, teen opportunities, short-term training programs, workplace English, career centers, and transportation assistance. Topics covered in the workshops are resume building, career exploration, interviewing skills, and mastering the application process. GED preparation courses are also offered. Computer classes are available at every center in the network with a mix of self led and instructor led classes. Teen opportunities range from life skills to career development. There is also a broader connection to transportation assistance in the region including access to a Tri-Met trip planner.

Network partnerships consist of self-sufficiency offices, departments of human services, regional one-stop centers, workforce developers, educational partners, employers, and teen services links. These partnerships equip the network with the tools need to serve employers and jobseekers. Services offered by the network are as follows.

Table 4.2: Metro One-Stop Services

General Services	
<ul style="list-style-type: none"> • Full-service Career Center with current job listings • Computers with Internet Access • Resource library with over 250 job search books and videos • Employer presentations 	<ul style="list-style-type: none"> • Full time Employment Department Representative • Self-paced computer classes • Job search workshops on resume writing, interviewing and other topics • Community resource information
Extended Services	
<ul style="list-style-type: none"> • Individualized services to help you find or keep employment • Career assessment • Workplace English 	<ul style="list-style-type: none"> • Instructor led computer classes • Short Term Trainings • Adult Basic Education/General Educational Development

Source: WORKFORCE NETWORK website (<http://wfn.pcc.edu/>), Accessed 2004

Northern New Jersey Regional Initiatives

The Northern New Jersey region one-stop center case study will serve as example of initiatives involving state administration. The one-stop centers in New Jersey like the JARC initiatives are more from the top down in terms of governance structure. The program control is still maintained at the state level. The one-stop centers are part of a state network in New Jersey. The particular interest in this tactic is the possibility of system that exhibits standards for consistency and a capacity to easily transition into a process involving interdependent agencies with common missions. The importance of these standards and processes, as covered in Chapter 2, are crucial to the development Tier 3 reform policy that is multi-dimensional and is a comprehensive system of reform.

The Jersey City of Hudson County one-stop center will be examined in this case. The center is part of the Workforce New Jersey Public Information Network. The centers

in this network are divided by counties with one managing center. The Jersey City center is the managing center of Hudson County. The center and network is operated under the State Employment and Training Commission.

Overall services and programs provided by the network include the NJ Employer Council, services for employers, government contracting, professional service group, apprenticeships, intern programs, unemployment and disability information, labor market information, and transportation for employees. The NJ Employer Council is a statewide organization that partners with the state department of labor to work on ways of improving the state workforce through development programs and services. The network provides a variety of services for employers includes maintaining a 24-hour a day, seven days a week talent bank. New Jersey has professional service groups, which are self-help organizations of professionals helping professionals to find new jobs. There are a number of transportation options for employees in the region, a number of which tie into the JARC initiatives.

Participating partners of network initiatives are state departments of labor, personnel, education, human services, commerce and economics, community affairs, and veteran affairs, as well as private sector employers. The partners contribute to the service of jobseekers, employers, and career explorers. Services specifically provided by the Jersey City One-Stop of Hudson County are as follows.

Table 4.3: Jersey City One-Stop Services

Services:

- Public access to One-Stop computers for posting resumes and searching for jobs
- Assist applicant in registering for services
- Review the applicant's job qualifications, experience, readiness, abilities, etc.
- Vocational counseling to veterans and other applicants
- Refer the applicant to employers with appropriate job openings
- Refer to other agencies for job training
- Refer to other agencies for supportive services (health, housing, legal, etc)
- Classes in job seeking methods (searching for job openings, writing resumes and cover letters, interviewing for a job, networking, etc.)
- Assist job applicants in writing and entering their resumes into America's Talent Bank
- Public access to computers featuring the Workforce New Jersey's One-Stop website (Job Bank, Resume Bank, directories of training and services, etc.)
- Assistance, when needed, to registered applicants using the computers
- Vocational rehabilitation services
- Fax, copier, phones available to applicants for use only in their job search
- Certification of unemployed job seekers for tuition-free training at any community college or state college (on a space-available basis)
- Orientation and referral to the Self-Employment Assistance program

Services to employers include, among others:

- Screening and referral of appropriate job candidates from the largest pool of workers
- On-site (at employer's location) recruitment and screening for the employer
- Positive recruitment—employer can conduct recruitment using the office and facilities of Workforce New Jersey
- Employers can set up on-the-job training for workers through Workforce New Jersey

Source: Workforce New Jersey Public Information Network website (<http://wnjpin.net/index.html>), Accessed 2004

Baltimore, Maryland Initiatives

The Baltimore, Maryland region one-stop center case study will serve as example of information technology driven initiatives. The one-stop centers in Baltimore are similar to New Jersey in terms of being administered by a more top-down approach. The program control is still maintained at the state level. The one-stop centers are a part of a state network in Maryland. The particular interest in this tactic is the outcomes produced by a center that works as a node of information, instead of a node of information *and*

program activity. The center works as a collector of information but, out-sources actual programs. The center exhibits the possible tactics of one-stop centers that should be implemented with care since it can do a disservice to the region by not providing extensive development services, particularly in the case of low-income citizens.

The Baltimore City CareerNet one-stop center will be examined in this case. The center is a part of the Maryland Job Services CareerNet. This network is operated under the State Department of Labor, Licensing, and Regulation. The centers in this network are divided by counties. The technology is used by jobseekers and employers to find career matches by connecting people to jobs.

Partners of the network include Professional Outplacement Assistance Center, employment agencies, the state departments of human resources and health, licensing boards, bankers, educational institutions, and employers. The Professional Outplacement Assistance Center is for workers that already have professional, technical, or managerial skills. A host of other organizations collaborate by providing a comprehensive resource bank of websites and contact information for programs and information relating to employment.

Services specifically provided by the Baltimore City CareerNet One-Stop are as follows.

Table 4.4: Baltimore City CareerNet Services

- Full service WIA One-Stop Worker Services
- Locate job opportunities
- Receive free computer training in the Digital Learning Labs
- Discover winning job search techniques
- Access training opportunities
- Identify and assess current skill levels
- Explore career options
- Learn about financial aid
- Obtain information on local employers and labor market trends
- Participate in GED or adult basic education classes
- Create a winning resume Business Services
- Outreach & Recruitment Prescreening
- Assessment & Testing
- Occupational skills
- Cooperative programs (workplace & instruction)
- Upgrade skills training
- Job readiness

Source: Maryland Job Service CareerNet One-Stop Centers website (<http://www.dllr.state.md.us/county/>), Accessed 2004

Summary

The purpose of investigating one-stop centers in these particular regions is to examine potential connections to JARC initiatives, as well as evaluate impacts of the three different typologies. The typologies have different dimensions which contribute to the deriving of a comprehensive system. A comprehensive system, which involves standards of consistency, provisions for sustainability, and frameworks for interdependent government agency efforts, is one of the main interests of this investigation. A system of policy reform consisting of these measures will transition Tier 2 policy such as JARC to Tier 3 policy, which provides the necessary federal support for merging people-based and placed-based strategies leaning with preference towards the arena of people-based strategies that are believed by this investigator to produce the greatest outcomes.

Strategies such as these open up the dialogue between decision-makers with the intent of developing plans for economic growth that cause a large enough ripple effect, in

which there is no need to compete over place standings. Without the competition of place standings, the beneficiary population no longer needs to be single-faceted in order to produce meaningful outcomes. The benefits can be reaped across several income brackets. The focus does not need to be either exclusively on job opportunities for low-income citizens or network opportunities for well-educated professionals. The research implies that networking opportunities provide cyclical benefits, which are essential to economic growth. Meaning social networks can create career opportunities, which in turn contributes to monetary benefits. This is the reason for interest in merging the place-based strategy of one-stop centers with people-based strategy of people mobility. Pertinent information that can only be acquired at the grassroots-level utilizing place-based strategies adds an advantage to the overarching people-based agenda, which is more likely to receive the federal support, a top-down approach, because of the protection of the public interest.

The advantage provided by all the one-stop centers is access to a node of employment information and activity. Diverse resources are apparent in every case. However, alleviation of bias barriers is not apparent in every case. In each of the case, a specific group of residents is targeted or shown preference. In the Oregon center, the younger generation has a higher likelihood of success in a community college based program. This assumption is made because most of the services and programs are directed at teens and young adults. In the New Jersey and Maryland centers, there is an assumption of populations with the above basic skills needed to take advantage of the services offered in the information-technology based systems. Systems with multiple phases to serve a diverse population with different skill levels are needed.

None of these models are exemplary collective one-stop center systems, which use these tactics successfully. However, each model has successful individual tactics, which should be integrated into a multi-phase system. The Oregon center works closely with local industries and community colleges on creating an applied curriculum that is reflective of the current labor market. The downfall is this ties a jobseeker to a place. In the New Jersey model, a participant is not as tied to a place and has more transient freedom within the state when looking for a job. Because of the state administered system, jobseekers can find fair consistent one-stop practices across the state. The Maryland model is also state administered system and in addition has in-house WIA staff to assist the particular needs welfare and low-income citizens. In order to comprise a successful collective model of one-stop center systems, the model needs to include all of the successful aspects of the individual models described above and a stronger connection to transportation initiatives such as JARC. To make suggestions of the specific dimensions of an ideal model, a comparative analysis of all the model samples will be performed in the chapter to follow.

CHAPTER 5: ANALYSIS

This chapter is designed to comprise a framework for policy changes through analysis of the sample models of JARC initiatives and one-stop center systems. The chapter begins by further detailing dimensions of the model strategies to support the summaries at the end of chapters three and four. Then, the paper ends with consolidated analysis, which includes a framework of suggested policy changes to synthesize people and place based strategies to promote economic upward mobility.

JARC Comparison

The purpose of this segment is to perform a comparative analysis of Job Access and Reverse Commute (JARC) grant program applications in terms of process and resulting projects. The projects compared are located in Oregon, New Jersey, and Maryland. This sample was chosen for its ability to exhibit a diversity of situations across the country and initial information available on JARC programs based on Federal Transit Administration (FTA) resources. The information discussed in this section will cover both the state and regional level. In certain cases the focus stressed in implementation strategies differ between states and between regions within a state have agendas that go beyond the overall state agenda.

This serves as a preliminary study to identify guidelines needed to utilize transportation policy as an effective vehicle of community economic development. Using this strategy is seen as a comprehensive approach that includes a diversity of decision-makers and stakeholders. This approach is preferred over incremental approaches or tactics that are performed by isolated sectors with divergent interests in development initiatives. The study will first describe the JARC grant program. Then, the

study will compare and contrast coordination structures, guiding principles, and services provided by each state. This will be followed by an overall evaluation.

Coordination Structure and Hierarchy

The major criterion for the use of grant funds is coordination. All states are required to make provisions for coordinated services, employment and related services, and a financial distribution schedule. The difference discovered among the New Jersey, Maryland, and Oregon cases is the governance structure. For the most part, all of the states used partnerships to implement these requirements. The dissimilarity was the states' organization of the partnerships.

In the case of Portland, Oregon, partnerships were heavily dependent on local participation encouraging individualized implementation tactics. Participants included members of public and private transportation providers as well as human service providers. The bulk of the effort was spearheaded by Tri-Met, an independent transportation provider. In Oregon, there is no apparent state committee or agency to oversee the day-to-day tasks after initial administration by the MPOs. Authority for day-to-day management is mainly deferred to the local level with necessary provisions for regional services (Portland, Oregon Area-Wide Job Access Plan, 2000).

This is not the case for both New Jersey and Maryland power of administration is maintained from inception to completion mainly at the state level. In both cases, there is a State Coordination Committee for Human and Transportation Services. Funds are still primarily distributed to local transportation providers for programming but final approval is up to the discretion of the state committees. In these states, programs are also generally examined on the county level.

In New Jersey, each county develops a Community Transportation Plan and there is a steering committee for each county that implements the action strategies. The steering committee consists of representatives from the State Departments of Transportation, Human Services and Labor, the NJ State Employment and Training Commission, and NJ TRANSIT. The county-based steering committees are responsible for updating transportation gaps and identifying possible strategies with specific types of services offered (NJDOT website, Accessed 2003).

Guiding Principles

Each state has its own set of guiding principles that governed the services to be researched and developed that is as follows.

Table 5.1: State Overarching Guiding Principles

Oregon

- Coordinating regionally
- Serving regional markets
- Committing to implementation
- Focusing on job retention
- Developing provisions that consider non-traditional work schedules
- Encouraging employer-provided benefits

New Jersey

- Reducing barriers to employment and self-sufficiency
- Developing a transportation brokerage or feeder service model that can be replicated in other suburban counties
- Encouraging the use of public transportation
- Quantifying the degree to which child care and shift work pose transportation barriers for participants
- Determining the viability of these types of transportation systems

Maryland

- Expanding route services to employment centers
- Extending service to accommodate non-traditional work schedules
- Providing specialized services to meet local needs

Source: Portland, Oregon Area-Wide Job Access Plan, 2000; MTA Website, Accessed 2003; and NJDOT Website, Accessed 2003

Note: Each region derive their own more elaborate set guiding principles or strategies from the overarching principles of their states

Services

Each state provides a broad range of services. All the states supplied public and private transportation, employment resources, training, services for the aging and disabled, and information networks. Other services were reliant on the state's partnerships.

In the case of Portland, other services included childcare, health benefits, and a large array of non-traditional transportation alternatives. These alternatives were CarSharing, in which recipients were loaned a vehicle to use for carpooling; the Bicycle Transportation Alliance, the recipients were loaned a bike for work; and the recruitment of companies that supplied transportation as a part of its benefits package (Portland, Oregon Area-Wide Job Access Plan, 2000).

At the state level, Maryland did not appear to look at alternatives to a straightforward package of transportation services. The projects found in this case do not seem to prioritize additional support services over additional access routes. Descriptions of social services beyond employment related services are limited. This makes the state stick out in comparison to Oregon and New Jersey since several of the programs in these states are hinged around childcare provisions. This does not seem to be Maryland's focus.

Although on the regional level in the case of the Baltimore Metropolitan region, there were provisions made for both childcare and health care. These programs were necessary to respond to the needs of citizens in that environment. These considerations consequently affected transportation planning. For example, steps were taken to reduce

multiple trips by providing more convenient childcare and health care in low-income neighborhoods, along major public transportation routes, and at work sites.

More detail on this case is covered in Chapter 3, along with the exemplary strategies to the Baltimore region employed, using JARC funds, to utilize employer partnerships to assist in starting low-income citizens on a career ladder. Baltimore JARC planners went beyond recruitment and retention of employment for low-income citizen. They established a criterion for working with employers that would allow even incumbent workers to maintain continuous viability in the changing labor market. For example, employers were encouraged to provide opportunities for upward mobility, and pay for career advancement courses. A list of similar criteria can be found in Chapter 3. These criteria or any similar criteria with this focus were not mentioned in process performed by any of the other states or regions.

New Jersey does focus on childcare in their programs as well as reduce fares for children and after-school programs. Studies have ranged from traditional route access plans for employment and shopping centers to trip analysis of daycare and schools of Welfare to Work participants. The state also includes programming that impacts more diversified populations (NJDOT Website, Accessed 2003).

After reviewing a case study of the Northern Jersey region, the actual administration that makes these impacts possible is interesting. The transportation planning authority and the department of human services, these two municipal bodies administering grant funds for the region, derive separate plans and implementation strategies. Both agencies share and use data from but do not derive a joint plan even though they are using the same federal funds and serving the same target population. The

reason for this is a difference in perspectives, transportation and human resources. This is an example of program differences that hinder coordination efforts. For example, there are different measures of program success that include variations in definitions and report requirements. For instance, defining what income level constitutes self-sufficiency. (GAO-02-696, 2002) This issue will be revisited because it has to be addressed for so-called comprehensive initiatives to progress.

Evaluation

The purpose of this comparative study is to compile the pros and cons that manifest as result of different implementation strategies for the Job Access and Reverse Commute Grant program. This will serve as a preliminary study to identify guidelines needed to utilize transportation policy as an effective vehicle of economic development. This method is seen as a comprehensive approach that included a diversity of decision-makers and stakeholders. This option is opposed to incremental approaches or tactics that are performed by isolated sectors with divergent interests in economic development initiatives.

The foundation of this method is built on partnerships of various sectors including transportation planners, social service providers, municipalities, private employers, and other stakeholders. By bringing these decision-makers to a common ground, there is more of an opportunity for sustainable development initiatives because various disciplines of expertise collaborate towards one common goal. This is feasible as pointed out in GAO reports in Chapter 4, but there needs to be more policy coordination among department on the federal level to support the efforts. Without this support universal indicators and measures of success will not result. Thus, there will be continued

redundancy and piecemeal efforts that do not have sustainable effects. The goal is to increase the economic situation of welfare and low-income populated communities inevitably leading to a more self-sufficient population with a higher quality of life. The best thing about these tactics is the acknowledgement that there are no one-size-fits all solutions to improving a person's individual situation. Coordination across disciplines is essential for diversified solutions and for allowing continuous viability.

Continuous viability is the main reason for interest in a strategy that requires coordination across disciplines. Particularly, the interest is the creation of sustainable career paths and general improvement of living standards for impoverished communities. It is one thing to provide entry-level jobs that remove a percent of the population from welfare. However, it is much more to start a population on a continuous upward spiral. One time intervention with an isolated focus will not do it.

The programs developed under this grant do consider external circumstances. As advised by several economic developers, the range of support service need to encompass drug treatment, psychological counseling, child care, and transportation. (Fitzgerald & Rasheed, 1998; Osterman, 1993; Pavetti & Acs, 1996; Stawn & Martinson, 1998) For example, childcare is large factor when considering the travel time from work to home. However, the long-term advantages for the target populations are not clear. For instance, is it in the person's better interest to take an entry-level position that causes them to sacrifice finances and the amount of time they can spend with their children? Unfortunately, the answer to this question is sometimes 'no'. It is apparent that these programs provide greater access to jobs but not the training to continue climbing. It can be difficult to see the incentives for self-sufficiency.

In the Portland project, there were provisions made for employment training but provisions for occupation levels are not clear. The most abundant jobs were available in the food service, transportation, security, and home care industries that did not allude to the potential for elevation. There were also employment opportunities made accessible in high-tech corporations such as Nike and Intel. However, the study was not clear about the positions that the targeted population would qualify for, if any. If Portland has programs in place that do set people on career paths in corporation such as these, which would change the lifestyle situations of welfare and low-income population, this would be a great model for economic development for its completeness. However, it is not certain that this is the case after investigating this study. The reason for this belief is the predominant jobs resulting from the project did not provide the option of upward progression on a career ladder.

In the case of Portland, one of better non-traditional transportation service plans was implemented. Workers had the option of a bike or a carpool, catered to the schedule of the individual more than the non-traditional services of the other states. These provisions were made recognizing the need for extended hours and expanded routes in public transportation is still sometimes not enough.

The presence of a State Coordinating Committee is a definite plus for both Maryland and New Jersey. Also, the organizational power at the county level with steering committees makes regional coordination and consistency easier to maintain. This level of hierarchy in coordination is necessary for efficiency.

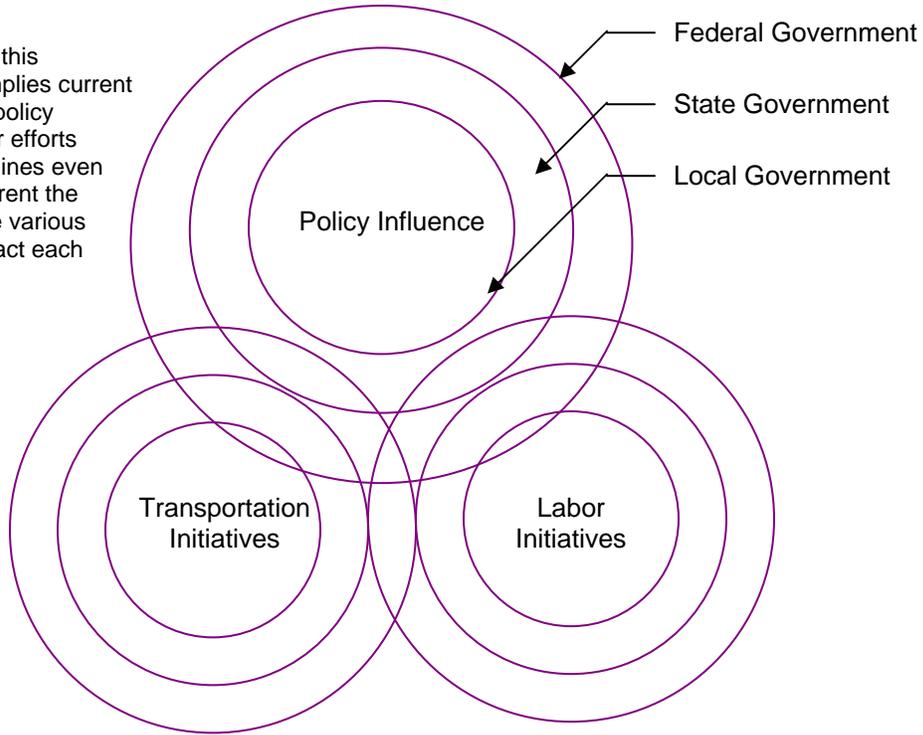
New Jersey built in another level of efficiency for the state while still maintaining enough flexibility in program to cater to the needs of individual localities. Even with the

more top down approach, the diverse needs of the localities are recognized. This approach even extended to include populations outside the targeted low-income and welfare populations in which the grant is designed. The extension of servicing population will prove to be essential in the viability of projects that genuinely improve the quality of life. Individuals are afforded the opportunity to transcend and truly improve their life situation.

A negative for the Portland case was the diffused power involved in organizations implementing the plans. Oregon deferred most of the power to localities. This is good for responding to the needs of local populations but it makes it difficult to respond or be on board with the agenda of the state macrocosm. The lack of a State Coordinating Committee could cause a decrease in productivity and sustainability, particularly in overlapping geographic regions. After review these case studies it is clear that the rings of administration need to be orbiting on the same axis from the innermost ring being localities to the outermost ring being federal government. (See Figures 4.1 and 4.2 below) As noted in the GAO reports in Chapter 4, joint efforts need to be made starting on the federal level to ignite consistency and the momentum for change.

Current Rings of Administration

Figure 5.2
Research from this investigation implies current administration policy evokes singular efforts between disciplines even when it is apparent the initiatives of the various disciplines impact each other.



Suggested Rings of Administration

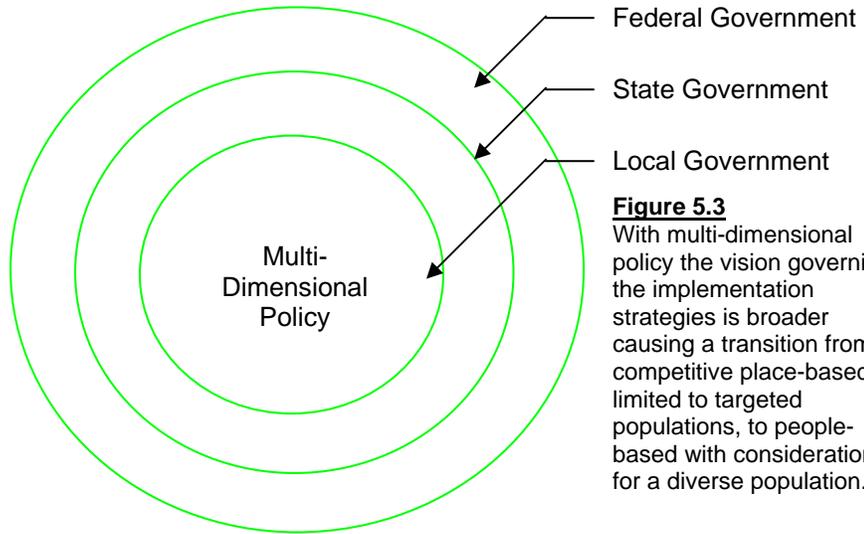


Figure 5.3
With multi-dimensional policy the vision governing the implementation strategies is broader causing a transition from competitive place-based, limited to targeted populations, to people-based with considerations for a diverse population.

One-Stop Center Comparison

The purpose of this section is to perform a comparative analysis of One-Stop center services and programs in terms of typology. The three different type of typologies

covered will be a community college partnership center, a state administered center, and an information-technology based center. This sample was chosen for its ability to exhibit a diversity of situations across the country and potential connection with JARC programs in the same region.

This will serve as a preliminary study to identify guidelines needed to utilize one-stop centers as an affective venues for services and programs resultant of policies that promote community economic development. The one-stop center system involves a central location in which jobseekers can access information and/or programs pertaining to employment, training, and other related support services. The overall objective of the system is to unify the “patchwork” of categorical programs into one workforce development system (Kogan, 1997).

The interest in one-stop center is the fact that it is a network node for employers, employees, and service providers. Using this system is seen as providing the proper forum to forge a comprehensive approach that includes a diversity of decision-makers and stakeholders. The study will include a summary table center types, administering body, and services provided by each region. This will be followed by an overall evaluation.

Table 5.4: One-Stop Center Summary Table

Center: Metro One-Stop Portland, OR	Jersey City One-Stop of Hudson County, NJ	Baltimore City CareerNet One-Stop, MD
Type: Community College Network	State Administered	Information Technology Based
Services: Basic Skill Development <ul style="list-style-type: none"> ✓ Workplace English ✓ Adult Basic Education/General Educational Development 		<ul style="list-style-type: none"> ✓ Participate in GED or adult basic education classes ✓ Assessment & Testing ✓ Job readiness

<p>Computer Access</p> <ul style="list-style-type: none"> ✓ Computers with Internet Access ✓ Self-paced computer classes ✓ Instructor led computer classes 	<ul style="list-style-type: none"> ✓ Public access to computers featuring the Workforce New Jersey's One-Stop website (Job Bank, Resume Bank, directories of training and services, etc.) 	<ul style="list-style-type: none"> ✓ Receive free computer training in the Digital Learning Labs ✓ Discover winning job search techniques ✓ Create a winning resume Business Services
<p>Labor Market Resources</p> <ul style="list-style-type: none"> ✓ Full-service Career Center with current job listings ✓ Resource library with over 250 job search books and videos ✓ Job search workshops on resume writing, interviewing and other topics 	<ul style="list-style-type: none"> ✓ Classes in job seeking methods (searching for job openings, writing resumes and cover letters, interviewing for a job, networking, etc.) ✓ Assist job applicants in writing and entering their resumes into America's Talent Bank 	<ul style="list-style-type: none"> ✓ Obtain information on local employers and labor market trends ✓ Outreach & Recruitment Prescreening
<p>Employer Related</p> <ul style="list-style-type: none"> ✓ Employer presentations ✓ Full time Employment Department Representative 	<ul style="list-style-type: none"> ✓ Screening and referral of appropriate job candidates from the largest pool of workers ✓ On-site (at employer's location) recruitment and screening for the employer ✓ Positive recruitment—employer can conduct recruitment using the office and facilities of Workforce New Jersey ✓ Employers can set up on-the-job training for workers through Workforce New Jersey 	<ul style="list-style-type: none"> ✓ Use of talent bank database as recruitment source.
<p>Incremental Career Step-Provisions</p> <ul style="list-style-type: none"> ✓ Career assessment 	<ul style="list-style-type: none"> ✓ Review the applicant's job qualifications, experience, readiness, abilities, etc. ✓ Refer the applicant to employers with appropriate job openings ✓ Certification of unemployed job seekers for tuition-free training at any community college or state college (on a space-available basis) 	<ul style="list-style-type: none"> ✓ Access training opportunities Identify and assess current skill levels ✓ Occupational skills ✓ Explore career options ✓ Upgrade skills training

Special Needs		
✓ Individualized services to help you find or keep employment	✓ Refer to other agencies for supportive services (health, housing, legal, etc) ✓ Orientation and referral to the Self-Employment Assistance program	✓ Full service WIA One-Stop Worker Services

Source: WORKFORCE NETWORK website (<http://wfn.pcc.edu/>), Accessed 2004; Workforce New Jersey Public Information Network website (<http://wnjpin.net/index.html>), Accessed 2004; and Maryland Job Service CareerNet One-Stop Centers website (<http://www.dllr.state.md.us/county/>), Accessed 2004

Evaluation

This study is used to identify guidelines needed to utilize one-stop centers as an affective forum for services and programs resultant of policies that promote community economic development. Knowledge from these model-programs using one-stop centers can lead to more effective adjustments in policy. One-stop centers are viable venues to promote economic growth for low-income and all citizens of society.

All of these centers have different sets of pros and cons. The community college network center seems like a perfect model for escalation on a career ladder. The environment obviously supports education and training. The question becomes, is this environment more conducive to a certain age bracket, specifically the teens to the twenty something generation? The services offered by the center imply that its target population is the younger generation. The center operators try to appeal to student as they graduate from high school. This is not to say other generations are purposely excluded or that there are no programs directed towards their age group, but that services and resources available at this center are better suited for younger generations.

The services and resources available at the state administered center in Jersey City can be suited for just about everyone. There is a plethora services available through the state mandated collaboration of various departments. The problem is in the smorgasbord of programs available in the network, a client could become lost in the overwhelming knowledge not knowing how to process the information. Not everyone is a ‘self-starter.’ Some people need the extra guidance. The local center does offer basic programs. This still might not be basic enough for people coming off of welfare with little or no experience working.

As mentioned early by Giloth, many employers claim that just having workers with strong “soft skill” or work ethic, showing up is enough (Giloth, 2000). It seems like this center would consider this skill to be too remedial since, this particular center does not employ a WIA worker. A WIA work has a better understanding of the needs of welfare and low-income clientele.

The information technology based center in Baltimore City does employ WIA staff in the actual center. There is a separate list of services specifically designed for TANF and low-income population too extensive to include in the table above. However, the concern is whether low-income citizen can obtain labor marker information via the one-stop center. Or, are they still resorting to individual human service agencies? The abundance of information offered by the center requires a certain level knowledge. This requirement of knowledge can serve as a barrier to low-income citizen Maryland. Limiting centers to information can do a disservice to welfare or low-income centers that are facing long-term unemployment without programs for skill development.

As recalled by Okagasi, it does not alleviate some of the fundamental problems of employability (Okagasi, 1997). Information technology based center like this one also distract agencies for true joint efforts. From the perspective of this investigator being hyperlinked on a website does not replace joint policies, joint missions, joint goals, and joint initiatives. It avoids the necessary logistics of them.

Maryland has the programs, the initiatives, the networks, and the knowledge to use one-stop centers to their capacity but, it does not. Everything is in place except the true interdependent collaboration among agencies. The state is even orchestrating the effort but it is not a strong enough leader.

Okagasi mentioned, “States [must] assume a stronger leadership role.” This is necessary to make the vision and actions of these agencies align (Okagasi, 1997). The information collected through out this investigation has implied this is crucial to the maintaining consistency in vision and the relationship of all program activities. The one-stop centers alleviate some of the communication barriers with physical proximity. However, they are not being utilized to their full potential.

This capacity usage includes interagency performance within states, especially when they are operating under the same federal policies and funds. Departments of labor, human services, health, housing and urban development, and transportation all should be working jointly on the issues of job access and employment support service for low-income citizens. The issues impact all of these departments. The piecemeal approaches sanctified in the past are not making a big enough dent.

The recommendations in a 2002 GAO report have to be taken under advisement, coordination issues should be dealt with jointly be the Department of Labor and Health

and Human Services (GAO-02-696, 2002). It is the opinion of this investigator that policy coordination on the federal level that trickles down to states and localities is necessary the promotion of positive development. This would be a start to overdue comprehensive approaches. The standard of living for low-income populations will not be improved with the efforts of a few anomalies. There has to be an agenda of policy reform that encourages interdependent agency initiatives and the use of one-stop centers as nodes of activity not just information that responds to the needs of a diversity of populations including low-income citizens.

Consolidated Analysis

The purpose of proposing the merger of people-based strategies such as JARC initiatives with place-based strategies such as one-stop centers is to suggest a framework of policy changes which better suit the synthesis of the two strategies to promote economic upward mobility for all citizens. Currently, the policies discussed in the case studies are Tier 2 policies with the potential of becoming Tier 3 policies. JARC is a multi-faceted transportation policy that mandates regional coordination including funding the one-stop centers, which are the result of multi-faceted workforce development policy. In order for transportation and workforce policies to become Tier 3 policies, there needs to be a comprehensive system of reform, which requires federal influence in terms of administration to maintain universal performance standards.

The purpose of engaging in a discussion, which emphasized people-based strategies and their impacts on employment, was to illustrate the common need among diverse decision-makers for universal performance measures of collaborative efforts as common interest of diverse decision-makers. The discussion has led to the conception of

a policy framework which encourages interdependent agency initiatives based on lessons learned from the sample case studies and relevant literature. Described on the next page, in Table 5.1 and in Figure 5.2 are the current structures in position and the additional links to be made in order to create a system which produces a large enough ripple effect in economic development to be experienced by all.

Table 5.5: Policy Framework

	Portland, OR	Northern Jersey	Baltimore, MD	Missing Links
Federal Influence	<ul style="list-style-type: none"> • Departments of Transportation and Labor 	<ul style="list-style-type: none"> • Departments of Transportation and Labor 	<ul style="list-style-type: none"> • Departments of Transportation and Labor 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">More Interagency Policy</div>
Governance Structure	<ul style="list-style-type: none"> • Tri-Met—municipal public transportation provider • Community College 	<ul style="list-style-type: none"> • County Commissions • State Employment and Training Commission 	<ul style="list-style-type: none"> • Regional Municipal Council • State Department of Labor 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Devolution with commitment to basic universal performance standards</div>
Mechanism to Connecting with the Market	<ul style="list-style-type: none"> • Partnerships with employers and service providers • Partnerships between industries and community college administrators 	<ul style="list-style-type: none"> • Partnerships with employers and service providers • Advisor Committee of Employers 	<ul style="list-style-type: none"> • Partnerships with employers and service providers • Advisor Committee of Employers 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Uncompetitive Administrative Bodies</div>
Feedback Mechanisms	<ul style="list-style-type: none"> • Online survey 	<ul style="list-style-type: none"> • Not Apparent 	<ul style="list-style-type: none"> • Not Apparent 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Incumbent support provisions for employers, workers, and administrators</div>
Incremental Career Step Provisions	<ul style="list-style-type: none"> • Community College Curriculum 	<ul style="list-style-type: none"> • Professional Networks 	<ul style="list-style-type: none"> • Incumbent worker services • Recruiting employers, which offered development programs for upward mobility • Professional Networks 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Diverse Social Networks</div>
Accountability Systems	<ul style="list-style-type: none"> • Increased job access • Job growth • Vague coordination measures 	<ul style="list-style-type: none"> • Increased job access • Job growth • Vague coordination measures 	<ul style="list-style-type: none"> • Increased job access • Job growth • Vague coordination measures 	<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Phased or Tiered System</div>
				<div style="border: 1px solid black; border-radius: 15px; padding: 5px; text-align: center;">Universally accepted definitions of performance standards</div>

Suggested Policy Framework Cycle

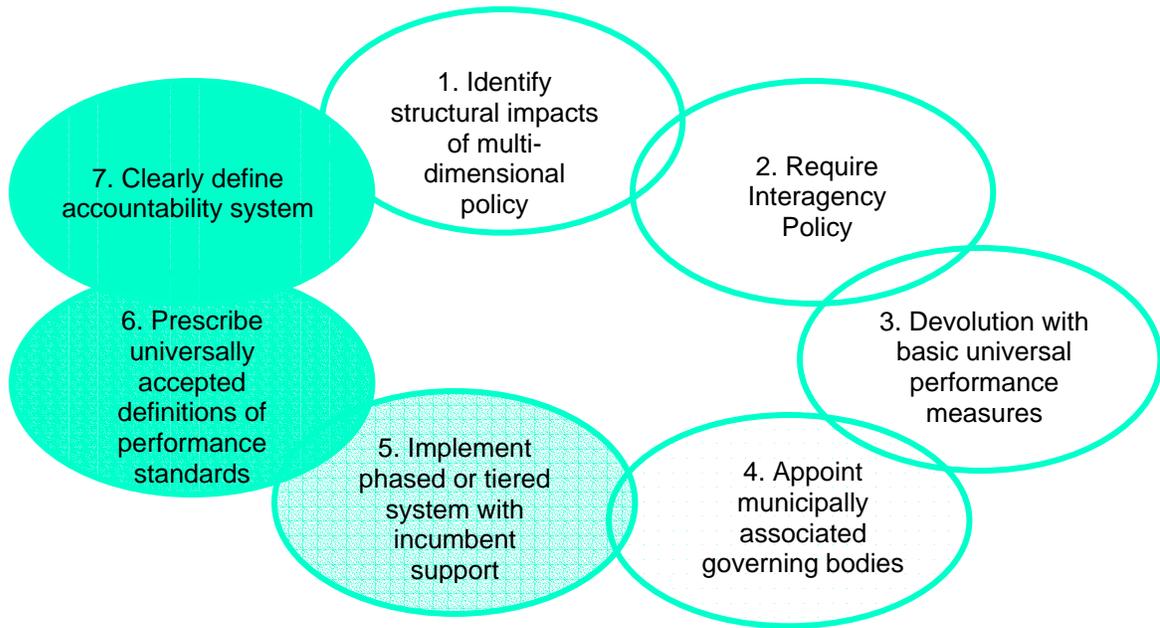


Figure 5.6
Suggested Policy Cycle derived from evaluation of policy framework used in case studies and recommendations from the U.S. General Accounts Office, which evaluates one-stop centers.

IMPLICATIONS FOR PLANNING

The lessons learned from examining the policy framework components in Table 5.1, which identifies the missing links in policy have been used to form the suggested policy cycle in Figure 5.2. This cycle will be explained through a discussion of administrative changes, component changes in framework, and potential impact changes. Then, the paper ends with a suggestion for future initiatives to be undertaken by both planners and economic developers.

Both planners and economic developers need to create integrated workforce development and social welfare strategies because the strategies affect the overall public

interest and the greater economy. The integrated strategies should include interagency action with universal performance standards, an unbiased governing body, and provisions for workforce development that go beyond job access. As defined in spatial mismatch theory, the process of obtaining and maintaining employment is also impacted by lack of information and lack of discrimination prevention (Ihlanfeldt, 1999). The U.S. General Accounts Office also notes that joint efforts need to be made starting on the federal level to increase consistency and the momentum for change.

These recommendations need be taken into account starting with increased numbers of departments participating in coordinated efforts to address the issue of employment. These departments should not only include the departments of transportation and labor, but also departments of housing, health, and education. Extensions of joint efforts are necessary to address the underrepresented or missing issues of employment. Not addressing these issues is often times to the detriment of low-income populations. Addressing these missing issues will ignite true change because the needs of the weakest links in the economy, low-income populations, will be recognized.

The changed administration has to be governed by a non-biased body. Specifically, the governing body should be spearheaded by a municipality to avoid conflicts of interests or dominating voices. As previously exemplified in the Oregon Workforce Investment Board example, having initiatives led by private industry participants can lead to the forging of alternative agendas compressing the original comprehensive purpose of the Board.

To maintain the comprehensive purpose behind workforce development initiatives there has to be a comprehensive means of evaluating them, which means that new

performance standards have to be derived that measure new coordinated systems not old single-faceted systems. Transportation providers and social services providers cannot keep performing with different measures of success and claim to be coordinating their efforts. For example, as explained in the New Jersey JARC case study, having two agencies use the same federal funds to develop completely different plans and implementation tactics is an inefficient use of resources. An evaluation system that relates to the measure of coordinated outcomes, not the predictable historic outcomes of the separate agencies, has to be put in place in order to overcome perspective barriers to coordinated efforts. Historically, different government agencies use different methods to solve problems. There has to be a paradigm shift centered around collaboration in order to derive universal performance measures.

The shift needs to start at the federal level through incentives and directives, which orchestrate the mentality change. The federal government has the power and funding, which should only undergo devolution to the local levels with guidelines to support collaboration from inception to completion. This major step needs to be taken to ensure a policy cycle of success.

Conclusion

Standardized evaluations of federally funded programs such as JARC and one-stop center systems can lead to the creation of better integrated workforce development, and therefore social welfare strategies. Development of these integrated strategies can begin with the synthesis of people and place-based strategies, which allow for greater upward mobility for low-income citizens. By focusing on low-income citizens, the underrepresented or missing links of policy structure can be added. By adding the

missing links to policy structure currently in position, a system can be created which produces a large enough ripple effect in economic development to be experienced by all.

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APPENDIX A

Portland, Oregon Response

Who are the necessary stakeholders and what fields should targeted for recruitment?

Stakeholders include regional transportation providers, social service providers, community colleges, vocational schools, regional employers, TANF clients, and people living at or below 150% of the federal poverty level.

What were the coordination issues?

Aside from arranging meeting times that work for many parties, the largest coordination issue has been making certain that no services duplicate fixed route transit service already offered by TriMet.

What continuation factors are built into the programs?

Ideally programs will sustain themselves beyond the duration of the grant, however there is no process in place to assure this.

What are the criteria for the targeted populations participating in the program?

What are the evaluation criteria for progress?

The criteria for the target audience is TANF clients and people living at or below 150% of the federal poverty level. The evaluation criteria is ridership on services funded by the grant. We may also review regional TANF data (enrollment) in the near future.

What non-work travel services are offered with the program, if any?

How were issues of accountability handled?

Non-Commute vouchers are funded by the Job Access grant. The grant also funds travel training. Accountability is not a problem. All vouchers have carbon copies. Travel trainings are tracked by instructors. This is especially important because students receive an all-day TriMet pass for completing the training.

New Jersey Responses

1. Who are the necessary stakeholders and what fields should targeted for recruitment?
 - a. We have no specific employment fields we are targeting. The stakeholders have become the transportation provider, the human service agency, and the Metropolitan Planning Organization.
2. What were the coordination issues?

- a. Some of the issues surrounding coordination have been establishing the benefits received. From my own observation many of the employers, human/social service providers, and transportation providers had to be shown what they would be receiving from any type of collaboration. For example, a transportation operator must feel confident that a certain level of ridership can be guaranteed in order to operate a given route.
3. What continuation factors are built into the programs?
 - a. There are no guarantees on the receipt of future federal funds for a project that received an award. The guidance given is that grantees should incorporate into their programs methods of sustainability, barring a possible additional award, once all federal funds have been used
4. What are the criteria for the targeted populations participating in the program?
 - a. **Are you referring to poverty level of an area?**
5. What are the evaluation criteria for progress?
 - a. JARC grantees are required to submit two reports, which assist the FTA in evaluating the program. First, they are required to submit a quarterly report to TEAM. TEAM is the electronic grant making system for the FTA. This system allows us to track a measure of the qualitative and the more quantitative data. These measures include the money drawn down, and the milestones met for different phases of the project. Second, the FTA has a more qualitative reporting database that grantees must utilize. This enables us to track data such as number of employer sites reached, number of new transit stops added, etc.
6. What non-work travel services are offered with the program, if any?
 - a. The program does call for routes to employment sites, as well as, employment related services such as childcare centers, senior facilities, etc.
7. How were issues of accountability handled?
 - a. **Please explain**