

An Institutional Analysis of American Job Centers

One-Stop Operators of the AJC System

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Conducted on behalf of the U.S. Department of Labor, the Institutional Analysis of American Job Centers (AJCs) study team visited 40 comprehensive AJCs in 2016 to document key characteristics and features of AJCs. Data were collected when the workforce system, particularly at the local level, was still in the early stages of implementing the Workforce Innovation and Opportunity Act (WIOA). Thus, the study provides a useful picture of the AJC system during the early days of WIOA. The findings offer insights into the changes and potential challenges WIOA raises for the existing AJC service delivery system in its efforts to fully implement WIOA and achieve its vision of an integrated workforce system.

The Workforce Investment Act of 1998 (WIA), superseded by the Workforce Innovation and Opportunity Act (WIOA) in 2014, established the American Job Centers (AJCs) system to provide job seekers and employers streamlined access to an array of education, training, and employment services. One-Stop Operators, selected by local boards (“boards”), assume the unique administrative responsibility within the AJC system for “coordinat[ing] the service delivery of required one-stop partners and service providers.”¹ Boards can also specify other roles for One-Stop Operators, such as managing the day-to-day operations of their AJCs or functioning as service providers.

This paper describes the role and activities of One-Stop Operators in 40 comprehensive AJCs. It provides an overview of the types of entities that served as Operators, the roles that Operators played, common supervision models, and the key activities of AJC managers in day-to-day center operations. It concludes with a description of WIOA One-Stop Operator requirements and identifies some general concerns raised about these changes as local areas prepared for their implementation.

Highlights

- Both WIA and WIOA allow local boards to designate a single-entity or a consortium of organizations as the One-Stop Operator. There is no centralized source of data on the number and type of Operators in the AJC system, including whether they are single-entities or consortia. Among the 40 AJCs examined for this study, most AJCs (30) had single-entity Operators.
- Both WIA and WIOA also allow a variety of different organizational entities to serve as One-Stop Operators. The most common types of organizations that served as Operators—whether as single entities or as part of a consortium—were state workforce agencies (19) and local boards (17). The least common types of Operator organizations were private for-profit organizations (4) and nonprofits (4).
- About two-thirds of Operators (27) performed two closely related and sometimes overlapping functions: coordinating AJC services provided by partners and managing day-to-day operations of the AJCs. At these centers, the Operator either employed an AJC manager or provided joint oversight of an AJC manager employed by a consortium member. The other 13 Operators delegated day-to-day management for the AJC to a manager employed by a partner organization.
- Most Operators (35) also provided direct services at the AJCs, typically for the U.S. Department of Labor-funded Adult and Dislocated Worker programs and the Employment Service (ES) program.



An Institutional Analysis of AJCs: Study Background

The cornerstone of the public workforce system is the American Job Center (AJC) or one-stop local delivery system. Created by the Workforce Investment Act of 1998 (WIA) and reauthorized by the Workforce Innovation and Opportunity Act (WIOA) in 2014, AJCs bring together key workforce, education, and other partners to offer seamless services to individuals searching for jobs and hoping to build their technical and employability skills, and to employers looking for skilled workers to fill their job openings. Both WIA, and now WIOA, require certain programs and agencies to support and participate in AJC service delivery as well as allowing additional partners to participate. Although the AJC service delivery operates under Federal law and rules, states and local boards, which are responsible for implementing the AJC system, are given considerable latitude to adapt the national vision for an integrated, customer-focused workforce system to the needs of their local areas.

The AJC service delivery system is composed of comprehensive and affiliate centers, as well as additional access points including virtual access points to reach a broad customer base. A comprehensive AJC is a physical location where job seekers and employers can access the programs, services, and activities of all required partner programs. For this study, the team selected 40 comprehensive AJCs located in 25 of the 48 continental states, using an approach that purposively selected centers to ensure that they varied in geographic location and urbanicity. The sample also included a mix of administrative structures represented by different types of One-Stop Operators. To systematically document the institutional features of AJCs and to identify key variations in the AJC service delivery system, organizational structure, and administration, Mathematica Policy Research and its partners—Social Policy Research Associates, The George Washington University, and Capital Research Corporation—conducted the Institutional Analysis of AJCs for the U.S. Department of Labor. Thus, the findings apply only to these 40 comprehensive study AJCs and cannot be generalized to the nation's 2,500 comprehensive and affiliate centers that were operating when the study AJC sample was selected in 2015.²

From July through December 2016, the study team visited each selected AJC to collect information on and identify key variations in the AJC service delivery system, organizational structure, and administration. On each visit, team members interviewed the local board administrators, One-Stop Operator entity staff, the AJC manager, AJC partner managers, and frontline staff providing services to AJC job seekers and employers. In addition, AJC partners in 17 sites completed a brief survey between January and June 2017 to further explore AJC partnerships through a network analysis.

This paper's findings are based on data collected when the workforce system was still transitioning from operating under WIA requirements to WIOA. Thus, the study provides a comprehensive picture of the AJC system during the very early days of WIOA and provides insights into the changes and potential challenges WIOA raises for the AJC service delivery system. This paper is one of four resulting from the study.

Other papers in the Institutional Analysis of American Job Centers series include:

- Key Institutional Features of AJCs;
- Resource Sharing Practices Among AJCs; and
- AJC Service Delivery in Rural Areas.

These papers and a study summary are available at <https://wdr.doleta.gov/research/keyword.cfm>.

Structural and organizational variation among One-Stop Operators

Both WIA and WIOA allow boards to select either a single-entity or a consortium of three or more required AJC partners to serve as the Operator (Box 1).³ The study sample of comprehensive AJCs was primarily made up of single-entity Operators. Three-quarters (30) of the AJCs had single-entity Operators and 10 had consortium Operators.⁴ Each consortium was made up of three to seven members from different organizations.

A variety of organizations can serve as One-Stop Operators. Among the AJCs in the study, the most common types of Operators were state workforce agencies, followed by the local board or board administrative entities (Figure 1).⁵ Relatively few Operators were educational institutions, nonprofits, or for-profit organizations. The mix of organizations in the 10 consortia varied, but the majority included the state government agency that oversaw the bulk of labor-related programs, and four consortia included the local board as a member.

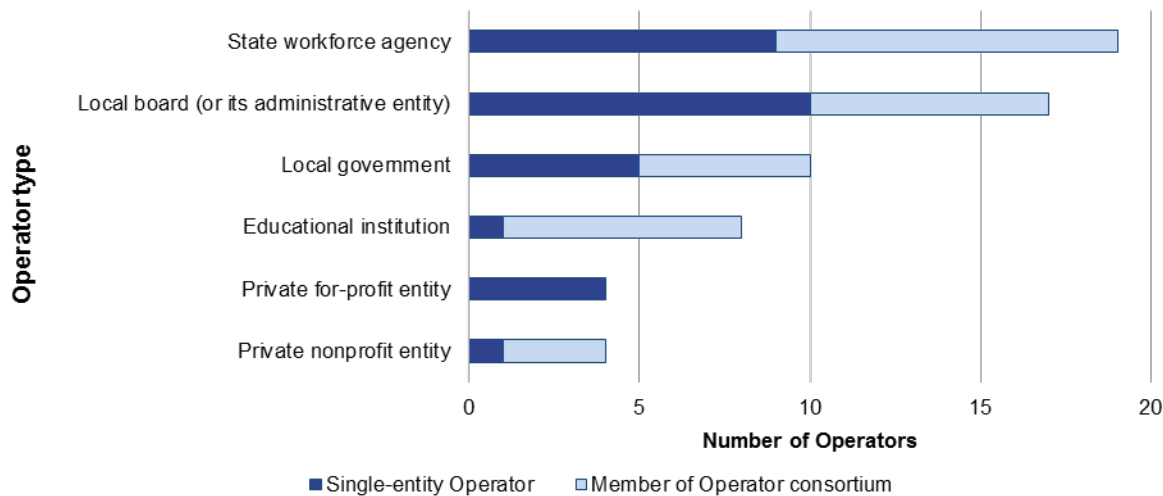
Box 1. Allowable One-Stop Operators

Under both WIA and WIOA, One-Stop Operators may be single-entities or consortia of three or more required One-Stop partner organizations. Single entities may be:

- postsecondary educational institutions; government agencies, including ES agencies;
- private for-profit entities;
- private nonprofit organizations, including community-based organizations;
- local boards;
- other interested organizations or entities.

WIOA further clarifies that workforce intermediaries, local chambers of commerce or other business organizations, and labor organizations can serve as One-Stop Operators.

Figure 1. Types of organizations serving as Operators



Source: Institutional Analysis of American Job Centers qualitative data collection, 2016.

Note: The number of organizations serving as members of Operator consortia adds up to more than the 40 AJCs in the study because each consortium had multiple members.

Primary roles of One-Stop Operators in the AJC system

Under the direction of local boards, Operators are required to coordinate the delivery of partner program services at their AJCs, ensuring that AJCs can provide customers with career services, training services, and other employment related services provided by required partner programs. Boards may also specify Operators take on

the role of (1) coordinating services across multiple AJCs or entire workforce areas (2) functioning as a direct service providers, and (3) managing the day-to-day operations of their AJCs. Most Operators in the study assumed at least two of these roles:

- **Almost all Operators (32 of 40) were responsible for more than one comprehensive or affiliate center in their area.** Operators with responsibility for multiple centers were responsible for an average of 8 AJCs in that local area.
- **Almost all Operators (35 of 40) provided direct services at the AJCs, typically for the Adult and Dislocated Worker programs and the Employment Service (ES) program (Table 1).** Serving as a direct service provider enabled all but three of these Operators to leverage their program funding to support functions that supported AJC center-wide operations. Most notably, it allowed these Operators to directly employ an on-site center manager at the study AJCs. In contrast, only one of the five Operators that was not also a direct service provider was able to fund an on-site AJC manager. In addition, Operators that were direct service providers could also assign their staff to provide center intake greeter services or to provide staff assistance to customers in the resource room—two important services that benefited center operations as whole.
- **The majority of Operators (27 of 40; 23 single-entity and 4 consortia) directly oversaw day-to-day AJC management.** At these sites, the Operator either directly employed a full-time AJC manager or, if the Operator was a consortium, provided joint oversight of an AJC manager employed by one consortium member. Among the remaining 13 AJCs (7 single-entity and 6 consortia), One-Stop Operators delegated the role of AJC manager to an on-site supervisor employed by a partner organization or—in the case of consortia—to a single organization in the consortium. The primary reason for delegating this role was that the Operator lacked the funding to support this position. Of the seven single-entity Operators that delegated the role to a partner, three did not have supervisory-level staff and four had neither supervisory nor front-line staff based at the study AJCs who were directly employed by their organization.⁶

Table 1. Most common programs directly provided by Operators at AJCs

AJC partner program	Operators that provided direct program services, by operator structure	
	Single-entity (N =30)	Consortium (N = 10)
Core programs		
Title I: WIOA Adult and Dislocated Worker	19	10
Title I: WIOA Youth	15	9
Title II: Adult Basic Education and Literacy	0	7
Title III: Wagner-Peyser Employment Service	8	10
Title IV: Vocational Rehabilitation	1	7
Required and optional partners		
Jobs for Veterans State Grants	7	10
Senior Community Service Employment Program	1	1
Supplemental Nutrition Assistance Program Employment and Training	8	3
Trade Adjustment Assistance Act	7	10
Temporary Assistance for Needy Families	12	6

Source: Institutional Analysis of American Job Centers qualitative data collection, 2016.

One-Stop Operator supervision models for managing AJC operations

To oversee and manage the delivery of AJC services by multiple partners, local boards and Operators relied on different supervisory models that varied somewhat by (1) whether the Operator was a consortium of organizations and (2) if the Operator directly employed the manager responsible for day-to-day operations for the AJC. An additional important factor that influenced the structure of these supervision models was whether the board also served as the local area's designated Operator. Overall, the variations in these models of supervision provided boards and Operators with different levels of direct control over the day-to-day management of AJCs.

Consortium Operator supervision approaches. The 10 consortium Operators typically relied on one of two types of supervisory approaches, both of which differed from those used by single-entity Operators:

- **Supervision by an individual consortium member.** In six AJCs with consortium Operators, the consortium as a whole had no role in supervising the AJC manager. Instead, the AJC manager was employed by one of the consortium's member organization and supervised by a higher-level manager from that organization.
- **Group-based supervision.** At the other four AJCs with consortium Operators, committees with representatives from all consortium member organizations supervised the AJC manager. These committees, two of which were also local board committees, met on a regular basis (either monthly, bimonthly, or quarterly).

In the six consortium AJCs that were supervised by a single consortium member organization, that member organization served, in effect, as a single-entity Operator but lacked the same clear line of accountability to the board. One board staff member noted that this lack of accountability for the day-to-day operations of the AJCs in their local area led her board to switch from a consortium to a single-entity Operator structure. This concern was not raised in the other sites that had adopted this approach.

Single-entity Operator supervision approaches. Single-entity Operators also typically relied on one of two supervisory approaches, depending on whether or not the Operator was a local board:

- **Operator is not the local board.** For the 20 single-entity Operators that were not local boards, the board typically provided supervisory oversight for the Operator via a contract monitored by the board or its staff. In turn, 17 of these 20 Operators directly employed and supervised their AJC managers. Three Operators did not directly employ the AJC manager and relied on a partner to employ and supervise the AJC manager. The delegation of these responsibilities to a partner meant that these three Operators tended to have less direct control or interaction with the AJC managers and therefore less control over the management and coordination of services at those AJCs.
- **Operator is the local board.** For the ten single-entity Operators that were local boards, the Operator staff worked directly for the board, rather than being contracted by the board to serve in this capacity. In six sites, this direct line of supervision extended from the board down to the AJC-level because the local board Operators also directly employed the AJC managers. While this level of direct supervision increased the board's control over the management and coordination of services at those AJCs, it also introduced an additional administrative layer of complexity in that the local boards were both responsible for monitoring the performance of the Operator while simultaneously serving in the capacity of the Operator and managing the AJCs' day-to-day operations.

Operator and AJC manager roles in day-to-day center operations

Among the AJCs, about three-quarters of Operators (33 of 40) directly employed an individual to manage center operations while, as noted previously, the remaining AJCs delegated this responsibility to a partner organization. The supervisors of the AJC managers, no matter the type of Operator or supervisory model, were usually based off-site—sometimes at other AJCs, at local board offices, or at state-level offices.⁷ The responsibility for the day-to-day functioning of the center fell squarely on the shoulders of the AJC manager. At the same time, AJC managers typically had little to no direct authority over partner staff co-located at the center and therefore needed to work collaboratively with partner staff (and their managers) to make the center function as a whole.

AJC managers typically carried out three types of activities: handling the bricks and mortar issues relating to facility management, managing and coordinating service delivery (including managing service provision of programs under their direct supervision), and facilitating communication within the AJC.

Managing AJC facilities

About three-quarters of the AJCs (32 of 40) were leased or owned by the organization that employed the AJC manager. AJC managers indicated that they spent significant time on operational issues related to AJC facilities and logistics. These activities typically included dealing with the center's lease, facility maintenance, computer and phone infrastructure, rules for use of communal spaces (such as how to reserve conference rooms and whether food and drink was allowed in the resource room), common use of equipment (such as copiers and furniture), and center layout. In some cases, these duties also included managing building security and parking. AJC managers often collected input from co-located partners before making major logistical or facility-related changes.

Managing and coordinating service delivery at the AJC

Managing AJC service delivery involved several activities, including ensuring that comprehensive centers were able to provide the services (and access to other services) as required by WIA and now WIOA, supervising center intake, overseeing cross-program functional teams and/or supervising the delivery of their own organization's services at the AJC. The most common and basic activity was to ensure that the AJC was open and set up to provide customers access to services. This activity ranged from fairly basic managerial tasks, such as ensuring that the center opened and closed at specified times—sometimes even being the person who unlocked the AJC's front doors—to more complex responsibilities, such as ensuring that sufficient staff from partners and their own organizations were available to serve customers during operating hours.

To help ensure there was adequate staff to serve customers during operating hours, AJC managers usually required staff to inform them about any impending absences. However, they typically did not have the authority to approve absences if the staff member worked for a different organization. AJC managers often established workplace standards, such as by making sure all staff at the AJC—both those from their own as well as partner organizations—adhered to dress codes, maintained professional attitudes, and interacted appropriately with one another and with customers. But here again, most AJC managers had limited authority over staff from other partners—for example, they could not formally document performance issues in the worker's personnel records. Therefore, addressing staff performance or noncompliance with a center's standards could present management challenges.

Besides ensuring that the center was open and able to serve customers, most AJC managers also carried out one or more of the following activities related to coordinating and managing AJC service delivery:

- **Supervised AJC intake and resource room.** At 37 of 40 AJCs, center managers supervised some or all aspects of the AJC initial intake functions, such as greeting customers and directing them to services, and staffing the center's resource room. At 25 of these 37 AJCs, intake was handled only by employees of the Operator's organization. But at the other 12 AJCs, more than one organization handled intake functions, so AJC managers supervised staff members who worked for their organization as well as for partners.
- **Functionally supervised staff of multiple partners.** As part of overseeing service delivery, AJC managers at 11 centers supervised some functions of all on-site AJC staff—whether or not those individuals worked for their own organizations. This “functional supervision” role typically involved the AJC manager overseeing the day-to-day activities of partner staff at the AJC but not being responsible for other supervision activities, such as completing performance appraisals, signing timesheets, or approving vacation days. Functional supervisors also did not typically play a role in partner staff hiring decisions. These more human resources-related roles were instead handled by an off-site supervisor who worked for those staff members' employer of record. However, in some cases, functional supervisors provided input on employee performance, hiring interviews, and vacation approvals. Multiple staff members from these 11 AJCs indicated that the functional supervision model led to staffing efficiencies and greater service integration.
- **Supervised their own organization's services.** All but 1 of the 40 AJC managers also supervised program and service delivery activities provided by their own agency's staff members—either directly or via supervision of a lower-level manager. Most commonly, these were Adult, Dislocated Worker, Youth, or ES program services, as 37 of the 38 distinct entities that employed AJC managers provided at least one of these programs. AJC managers who split their time between managing specific programs within the AJC system and overall AJC management had to balance different and sometimes competing priorities, which presented its own management challenges. For example, one AJC manager who held this dual role noted that what was best for a specific program was often not best for the AJC as a whole. In this particular case, the AJC manager noted that he focused most of his time and resources on direct service delivery for the program he managed, rather than on acting as AJC manager for all partner programs, because service delivery was the larger and better-funded of the two roles.

Facilitating communication with AJC partners

All AJC managers communicated with on-site partner staff, and many communicated with off-site partners. AJC managers connected with on-site staff in several ways, including by phone, email, staff websites, and intranet sites (Box 2). One AJC also provided staff with a physical box for written comments, which the AJC manager routinely checked. Several AJC managers also reported that they regularly walked around their centers to check in with staff or had an open-door policy, allowing staff from all partner programs to come at any time to discuss questions or concerns.

Other common types of communications that fostered collaboration included the following:

- **Cross-program meetings.** AJC managers in all but four (mostly very small) AJCs held regular cross-program meetings, which typically included all staff at the center. These meetings usually involved both line staff and managers, but in a few centers, only managers attended. The frequency of the meetings varied widely across AJCs, from daily to annually. Topics varied as well but were often focused on facility issues (for example, phone systems and parking lot rules at the center) and staffing issues (for example,

changes to referral processes and staffing resource rooms). AJC managers also sometimes formed ad hoc teams composed of on-site staff to tackle specific issues. For example, one AJC manager formed an ad hoc security team of on-site staff to address staff concerns about center security.

- **Cross-trainings.** Slightly more than half (25) of AJC managers at least occasionally organized cross-trainings, some of which took place during the cross-program meetings. Sometimes, these were group sessions in which a staff member who worked on a certain program shared information about that program with a mix of staff, some who worked for the same organization and some who worked for partners. Cross-training also sometimes took place through one-on-one job shadowing, in which a staff person who was not familiar with a certain program or a role observed an experienced staff member carrying out those duties. Most often, one-on-one cross-training brought staff who were new to an AJC or a program up to speed, whereas group cross-training occurred more regularly, such as monthly, quarterly, or annually, to keep existing staff updated on program changes. In addition, one-on-one cross-training might last for several days, whereas group cross-trainings typically ranged from 15 minutes to full days.

In AJCs where managers handled multiple communications activities, including holding regular staff meetings and cross-trainings, staff were more likely to report that those centers were well-integrated. However, even in AJCs where these kinds of meetings seldom occurred, staff still tended to report that the AJC managers welcomed input from partner staff and that the centers' programs were coordinated.

Looking ahead: WIOA One-Stop Operator changes

Like WIA, WIOA continues to support the role of One-Stop Operators as facilitators of integrated and co-located partnerships at AJCs. However, WIOA also makes some key changes related to the selection of One-Stop Operators that may lead to major changes in the structure, types, and roles of Operators. Effective July 1, 2017, all One-Stop operators were required to be selected through a competitive process whereas WIA only encouraged competitive selection of Operators.⁸ Further, local boards must reissue a competitive Operator selection process at least every four years under WIOA. This change is intended to provide efficiency and effectiveness of Operators by regularly examining performance and costs.

At the time of the study's site visits in the latter half of 2016, boards for only nine AJCs had selected their Operators using a competitive request for proposal process (Figure 2); only one of these boards had implemented a competitive process for the first time in direct response to the WIOA requirement. Of the nine boards that had

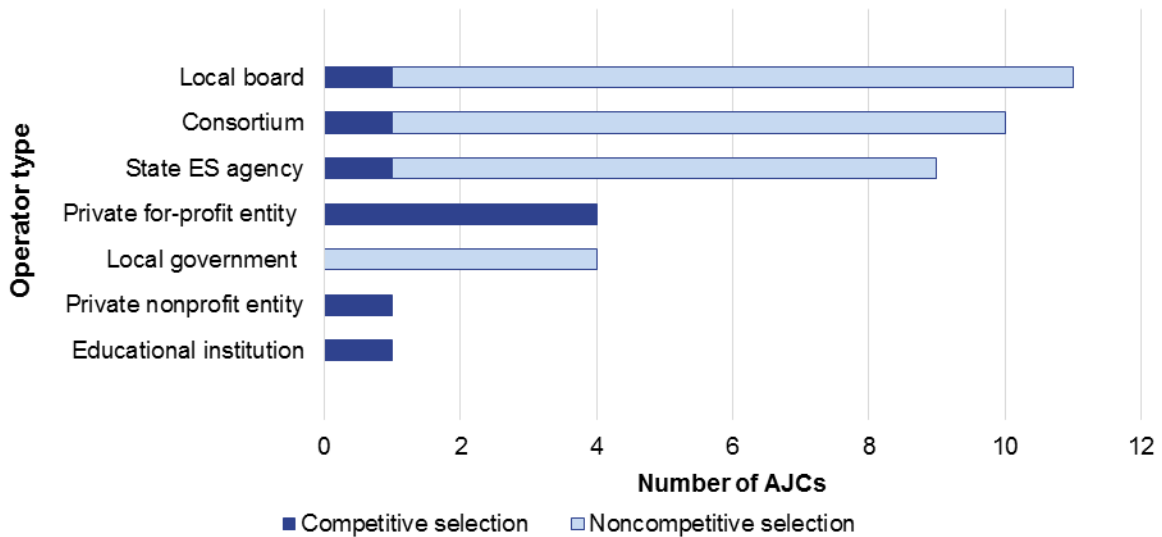
Box 2. Example of multiple levels of coordination meetings

To facilitate communication at various levels, one AJC manager hosted or participated in three sets of regular meetings for the AJC's partners.

- **Staff meetings.** The AJC manager organized a one-hour on-site staff meeting each week. During these meetings, all partners and the AJC manager typically provided updates on recent activities and upcoming events. AJC functional teams (an operations team, a business services team, a job seeker services team, and a management team) used these meetings on a monthly basis to brainstorm and resolve problems related to their teams' operations.
- **Partner meetings.** Once each quarter, the AJC manager hosted a partner meeting that included on- and off-site partner staff. During the first half of the meeting, the AJC manager presented on a relevant workforce-development topic aimed at both line staff and managers. During the second half of the meeting, line staff were excused so that partner managers could discuss higher-level AJC operations, including coordination, funding, and upcoming events.
- **Operator consortium meetings.** Once each quarter, the Operator consortium for the AJC met to discuss high-level AJC operations and coordination between consortium member organizations. Meeting attendees included senior managers from the state ES agency (which also ran the Trade Adjustment Assistance and Jobs for Veterans State Grants programs); the state VR agency; the contracted provider for the Adult, Dislocated Worker, and Youth programs; and the AJC manager.

implemented a competitive process, four selected a private for-profit entity as the Operator. The Operators selected by the other five boards were evenly divided between the administrative entity for the board, a consortium, a state ES agency, a private nonprofit, and a public educational institution. As part of the same competitive procurement process, seven of these Operators were also selected to provide Adult and Dislocated Worker program services at the AJC.

Figure 2. Use of a competitive selection process, by Operator type



Source: Institutional Analysis of American Job Centers qualitative data collection, 2016.

Because so few Operators had been selected through a competitive process, most boards were gearing up to implement this requirement. In general, the prospect of new entities taking on the role of Operator was a source of concern for local board and Operator staff, and many worried that it would have a detrimental impact on AJC operations and service delivery. The nature of these concerns depended in part on the type of Operator entity that currently held that role. For example, among AJCs with Operators that were local boards (or closely affiliated), some staff expressed concern that the new selection process would reduce the board's control over AJC operations and its ability to standardize practices across the local area's AJCs. Among those that had no experience with for-profit Operators, some expressed concern that for-profits assuming the Operator role might shift the focus of AJC service delivery, making it more of a "commercial transaction" and less customer-focused.

Other concerns focused on the financial implications of the new Operator competitive selection requirement in connection with WIOA's one-stop cost-sharing requirements. Some respondents anticipated that shifting to a competitive selection process would lead to increased Operator costs—either to make the position sufficiently attractive to draw bidders or to cover for-profit providers' negotiated profits. These increased costs could, in turn, create additional financial burden on AJC partners because WIOA also requires one-stop partners to contribute to AJC operating costs (infrastructure costs, additional operating costs, and shared services costs). For many partners, sharing in these costs will represent a departure from past practice and a new financial obligation.⁹

WIOA's requirement for competitively procuring One-Stop Operators—including Operators that are boards—may lead boards to focus more on monitoring Operator performance and developing more detailed accountability metrics for Operators. Boards can then monitor Operators' performance on these metrics and use that information for future procurement decisions. Among the local boards overseeing AJCs in the study, only a handful had developed detailed performance expectations for their Operators, and those tended to be boards that had already contracted out the Operator function. In addition, as noted in the WIOA final rule and subsequent

guidance, boards that apply and are selected through a competitive process to serve in the role of Operators will need to establish firewalls to clearly separate the functions of board staff who monitor Operators' performance metrics and those who perform Operator functions.¹⁰

The One-Stop Operator plays a critical role in the management and coordination of services in the AJC system. It will be important to examine the effect that the Operator competitive selection requirement has on the types of organizations that serve in this capacity, their supervisory structures, and their role in the AJC service delivery system. This descriptive study documents the variation that existed along these dimensions in the 40 study AJCs. However, it was not designed to assess the effectiveness of one Operator structure or type over another. Additional examination of how differences in the organizational and administrative characteristics of different types of One-Stop Operators impact AJC management, partner collaboration, and overall service delivery could prove to be both timely and valuable as local areas fully transition to a competitive Operator selection process.

Endnotes

¹ 20 CFR 678.620(a).

² As of December 2017, DOL recognizes 2,409 AJCs, which includes 1,529 comprehensive AJCs. A current listing may be found at <https://www.careeronestop.org/LocalHelp/service-locator.aspx>.

³ WIOA core partners include: Adult, Dislocated Worker, and Youth programs (Title I); Adult Education and Family Literacy (Title II); Wagner-Peyser Employment Services (Title III); and Vocational Rehabilitation (Title IV). WIOA required DOL programs include: YouthBuild, Indian and Native American Programs, National Farmworker Jobs Programs/Migrant and Seasonal Farmworker Programs, Senior Community Service Employment Programs, Trade Adjustment Assistance, Jobs for Veterans State Grants, Unemployment Compensation, and Reentry Employment Opportunities. The Department of Education's career and technical education programs, the Department of Health and Human Services' TANF programs and Community Services Block Grant Employment and Training, and the Department of Housing and Urban Development's employment and training programs are also WIOA required partner programs.

⁴ To ensure diversity of selected comprehensive AJCs, the study team implicitly stratified the sampling frame by state, and then by level of urbanicity within the state. Although Operator type and structure was not a site selection criteria, the study team confirmed that the initial sample contained a variety of different types of One-Stop Operators entities in order to ensure that a mix of organizations responsible for overseeing AJC operations and service delivery were included in the final AJC study sample.

⁵ The local board's administrative entity is the organization that employs people who provide staff support to the board. Five of the 19 AJCs where the state workforce agency was designated as the One-Stop Operator were located in states with only a single workforce area ("single-area" states). The study sample included five AJCs that were located in three single-area states (ID, MT, and ND). In these single-areas, the state workforce agency administered both Title I (WIOA) and Title III (ES) services and managers at the district or regional level of the state agency—rather than managers at the local AJC level—made key decisions about AJC operational policies and procedures.

⁶ Of the seven Operators that delegated the AJC manager role to a partner organization, three were direct providers of Adult and Dislocated Worker services for multiple AJCs located in large, rural workforce areas. Faced with the challenge of providing access to program services throughout sparsely populated but geographically large areas, coupled with funding constraints, these direct service provider Operators employed front-line program service staff at the AJCs but lacked an on-site supervisor or center manager. At the other four AJCs, the Operators were not direct service providers at these AJCs and the amount of funding allocated by the local boards for the Operator could not cover the cost of an on-site AJC manager.

⁷ For example, the supervisor of most AJC managers working for the state ES agency was a regional or area manager who worked for that same agency either at another AJC or in the state capital.

⁸ Under certain conditions, single-area states may contract for an Operator using a sole-source contracting process, if allowed under state procurement procedures.

⁹ English, Brittany, and Sarah Osborn. "An Institutional Analysis of American Job Centers (AJCs): Resource Sharing Practices Among American Job Centers." Washington, DC: U.S. Department of Labor, Chief Evaluation Office, 2018.

¹⁰ Workforce Innovation and Opportunity Act; Joint Rule for Unified and Combined State Plans, Performance Accountability, and the One-Stop System Joint Provisions; Final Rule. See also "Advisory: Training and Employment Guidance Letter, WIOA No. 16-16." January 18, 2017. Available at https://wdr.doleta.gov/directives/attach/TEGL/TEGL_16-16_Acc.pdf. Accessed April 7, 2018.

Acknowledgments

We gratefully acknowledge the contributions of those who made this study possible. We benefitted from the valuable guidance provided by many individuals from DOL's Chief Evaluation Office and Employment and Training Administration over the course of the study. Research staff from Mathematica and our partners—The George Washington University led by study Principal Investigator Burt Barnow, Social Policy Research Associates led by Kate Dunham, and Capital Research Corporation led by John Trutko—collected the information from AJCs across the country on which this brief is based. Members of our Technical Working Group (TWG) gave critical feedback on the study. We also thank members of the TWG and staff from DOL and Mathematica for their careful review of this brief. Finally, we are indebted to the many administrators and staff who took the time to talk with us about their work and involvement with the AJCs visited as part of this study.

This project has been funded, either wholly or in part, with Federal funds from CEO under Contract Number DOLU139634924. The contents of this publication do not necessarily reflect the views or policies of DOL, nor does mention of trade names, commercial products, or organizations imply endorsement of same by the U.S. Government.