

Core Service Report

Employment Preparation

Consumer Category:
Educational / Employment Limitations

Primary Consumer Group:
Working Poor



February 2007

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COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

ACKNOWLEDGEMENTS

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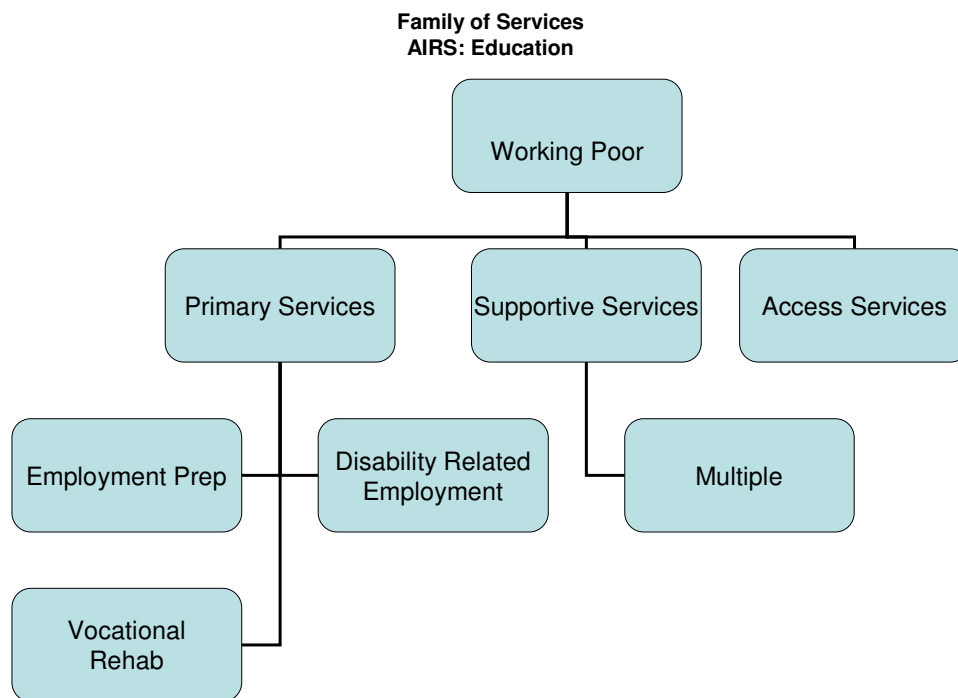
SNAPSHOT

AIRS Code Level I: N – Income Security
AIRS Code Level II: ND – Employment Preparation
Core Service: Employment Preparation ND-200

Investment Committee: Learning and Earning for Life
Cluster: Employment Preparation

AIRS Definition: Programs that provide assistance for people who need information, advice, and guidance and/or training in specific job-related skills in order to make appropriate occupational choices and to secure and retain positions that effectively utilize their abilities.

The Employment Preparation Program is part of a family of services for the working poor. It is one of three services targeting this consumer group. (See figure below.)



Core Service Environment

The U.S. economy has undergone dramatic changes in the latter part of the twentieth century. The extension of product and labor markets has expanded global competition and the infusion of technology has been widespread across all sectors of the economy. Both of these forces have affected the structure of jobs and the way Americans work, fueling increases in educational attainment and the demand for skill.

Carnelvale and Desrochers (2002) suggest that the kind of education and skills in demand has also changed. General reasoning, problem-solving, and behavioral skills as well as a positive cognitive style are increasingly needed to supplement the narrow cognitive and occupational skills sought in a more directed work environment. Access to good jobs and earnings in the American system are driven by the complementarities between these soft skills, general education beyond high school, occupational preparation, and the resultant access to learning and technology on the job.

The most recent major piece of job training legislation, the Workforce Investment Act (WIA), was enacted by Congress in 1998. WIA consolidated a number of U.S. Department of Labor job training programs and created one-stop centers in every state to help job seekers negotiate their way through the otherwise bewildering system of federal job training programs (Policy Almanac, 2001). While intended to increase access to a broad service array, it also resulted in an unintended decline in the number of people who receive training under WIA. The number of adults exiting the training program was 17 percent lower in 2003 compared to 1998, the last full year of the Job Training Partnership Act (JTPA), WIA's predecessor (Frank and Minoff, 2005).

Overall, according to the General Accounting Office, federal job training policy today remains fragmented and inefficient. Independent studies seem to indicate that the benefits of these programs modestly outweigh the costs, but they are not enough by themselves to lift their target populations out of poverty and their benefits probably fade after four to five years (Policy Almanac, 2001).

In Ohio, the Governor's Workforce Policy Board is charged with the mission of improving Ohio's employment and training services. The Manufacturing Workforce Advisory Council is charged with assessing the current and future needs of Ohio's manufacturers. The Ohio Health Care Workforce Advisory Council's purpose is to recommend strategies to alleviate shortages of health care workers and strengthen the state's overall workforce plans.

Core Service Consumers

The target population addressed in this core service report is unemployed persons age 16 and older. It is important to note that there are two distinct groups of consumers for employment preparation programs: those lacking job experience and those with experience who lack a job.

The total annual unemployment rate in 2005 in the U.S. was 5.1 percent for all persons 16 years and older (7.6 million persons). The profile of the unemployed is as follows: age was relatively evenly distributed across cohorts with lowest percentages in 55+ cohorts; Caucasians (70 percent); African Americans (22 percent); Asians (0.3 percent); Hispanics (16 percent) (U.S. Department of Labor, n.d.). African American single males never married (16.9 percent) and single females never married (13.9 percent) had higher unemployment rates than their counterparts. Also by age, the cohort 16 to 19 years had high rates (14.7 percent) with males (16.5 percent) higher than females (14.2 percent).

Carnevale and Fry (2001) suggested that in the near term the nation is undergoing an economic contraction and that national unemployment rates will increase.

Note that the unemployed are considered to be in the labor force as long as they are actively seeking employment. However, there are those discouraged workers who drop out of the labor force and stop looking for a job. In 2005, there were more than 76.7 million persons not in the labor force. By age, 53 percent were 55 years+; 28 percent 25 to 54 years; and 19 percent 16 to 24 years. There were more females (62 percent) than males (38 percent). Of those not in the labor force, 93.5

percent did not want a job now and 6.5 percent wanted a job. Of those who wanted a job (4.9 million), 43 percent had searched for work in the past year and 31 percent were available to work now.

A recent study by the Manpower Demonstration Research Corporation (Strawn and Martinson, 2000) examined the work patterns of low-skilled women who received welfare and found that those who engage in steady work do not end up with substantially higher wages. They furthermore noted that this pattern applies to all low-skilled workers, not just former welfare recipients.

A recent study by the Federal Reserve Bank projects a conservative 3 percentage-point decline over the next 10 years in the labor force participation rate (Aaronson, Fallick, Figura, Pingle, and Wascher, 2006). “Much of the decrease is driven by the retirement of the baby boomers.”

The annual unemployment rate in Cuyahoga County has increased from an average of 4.4 percent in 1999 to an average of 5.3 percent in 2006. Between 1999 and 2006, Cuyahoga County’s civilian labor force decreased by 30,433 persons: from 702,500 to 672,067. At the same time, the number of unemployed persons increased by 5,333: from 30,600 to 35,933 persons, respectively. However the number of unemployed has been decreasing since its high in 2003 (42,800).

Per the Center for Urban Poverty and Social Change (2003):

Even though the 1990s saw historically low unemployment rates and a long period of continued low unemployment, the strong economy of the 1990s did not result in significant growth in total employment in Cuyahoga County. In fact, the county has been in a long slow decline since the early 1970s.

In 2006, 35,933 individuals in Cuyahoga County were estimated to be in the labor force but unemployed, or 5.3 percent of the total civilian labor force. This is the estimated number of persons in need for this service.

Core Service Delivery

The definition of the core service for this report is: programs that prepare people for specific types of employment opportunities by providing instruction or experience in the skills required for the performance of specific job-related tasks and the assumption of specific job-related responsibilities as well as post-employment activities.

The Workforce Investment Act (WIA) was an attempt to strengthen the nation's workforce development system by streamlining and coordinating the delivery of multiple employment, education and training programs. WIA placed a new emphasis on universal access to services, sequenced service delivery, inter-agency coordination, consumer choice, service provider accountability, and local planning. It initiated One-Stop Career Centers where a variety of employment services were available for current or potential employees and employers.

Based on United Way - First Call for Help’s (FCFH) database (February 2005), there are 105 employment preparation providers operating from 265 different sites, 40 of which are government run and 63 are nonprofit. In FY 2004 (July 2003 to June 2004), eight providers were funded by United Way. FCFH call data shows an increase in the number of total requests for employment preparation programs in the county: from 350 in 2000 to 437 in 2004 (25 percent). Over the same five-year period, United Way - First Call for Help had 2,054 requests for information about employment preparation. Of these requests, they were able to make referrals to 99 percent of callers.

Funding for employment preparation services comes primarily from the federal government. Funding and administration of employment preparation services crosses several federal agency boundaries including U.S. Departments of Labor, Education, Health and Human Services, Agriculture, Housing and Urban Development, and the Treasury. Title I—Workforce Investment Systems for Adults, Dislocated Workers, and Youth is the largest single source of federal funds for employment preparation services. In addition, TANF is a significant funder of this service and supports job preparation activities that are aimed at ending needy people’s dependence on government benefits.

As of May 11, 2006, nearly \$24 million in revenues for employment preparation programs has been identified countywide. Ninety-six percent of the funding came from government sources. United Way contributed 4 percent of the identified revenues from both investment committee allocation and designated gifts.

What Works; What Doesn’t

Grubb (1995) believes that institutions that fail to consider the hiring requirements and the quality of jobs for which they provide occupational preparation are likely to place individuals in minimum-wage positions, with few prospects for advancement and with dismal results over the long run.

A study for the U.S. Department of Education (Carnelvale and Desrochers, 2002) reports that effective programs contain an appropriate mix of academic (or remedial, or basic) education, occupational skills, and work-based learning—in the best cases integrated with one another. In addition, effective programs provide clients or students with pathways or “ladders” of further education opportunities, so they can continue their education and training when they are able.

Although program quality and results are uneven, studies have documented that these workers can increase their earnings by between 10 percent and 156 percent, compared with similar workers who do not go through training (Smith, Wittner, Spence, and Kleunen, 2002). And the most successful welfare-to-work programs increase employment and earnings by combining employment-focused services with training and other post-secondary education (Martinson and Strawn, 2003).

Programs that merely train people for jobs, but do not place them into jobs, are no longer acceptable. The environment has become “performance-oriented” (Carnelvale and Desrochers, 2002).

According to a report entitled “Working Hard, Falling Short” (Waldron, et al., 2004), the federal government does not adequately measure the return on its investment in low-income working families. The federal government has little data and information on the overall conditions of low-income working families, making it difficult to focus investments where they are most needed.

Gap Analysis

Including both realized (5,762) and unrealized access (25), the estimated universe of possible consumers for employment preparation programs is 5,787.

I. FOREWORD

INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community’s safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of “safety net” services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn’t work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

II. THE CORE SERVICE ENVIRONMENT

CORE SERVICE ENVIRONMENT

The U.S. economy has undergone dramatic changes in the latter part of the twentieth century. The extension of product and labor markets has expanded global competition, and the infusion of technology has been widespread across all sectors of the economy. Both of these forces have affected the structure of jobs and the way Americans work, fueling increases in educational attainment and the demand for skill.

Carnelvale and Desrochers (2002) suggest that the kind of education and skills in demand has also changed. General reasoning, problem-solving, and behavioral skills as well as a positive cognitive style are increasingly needed to supplement the narrow cognitive and occupational skills sought in a more directed work environment. Access to good jobs and earnings in the American system are driven by the complementarities between these soft skills, general education beyond high school, occupational preparation, and the resultant access to learning and technology on the job.

According to a report entitled “Standards for What? The Economic Roots of K-16 Reform” (Carnelvale and Desrochers, 2003):

The effects of the increasing value of skill are powerful whether the economy is growing or in a recession. In an expansion, rapid growth produces skill shortages and increased wages for skilled workers. For instance, in the 1980s, the demand for skilled workers increased, their wages increased accordingly, and the wage gap between skilled and unskilled workers began to grow. But if growth is sustained for long periods, as it was in the 1990s, the earnings of unskilled workers also can begin to rise as demand outpaces supply. In the mid-1990s, tight labor markets resulted in the wages of low-skilled workers finally beginning to rise, and the wage gap between the most and least skilled workers decreased—but only slightly.

While sustained growth can stabilize, or even slightly reduce, the divergence in earnings between skilled and unskilled workers, a recession has more pernicious effects. The combined effect of a slow-growing economy and increasing skill requirements creates a competitive pressure cooker fueled by educational attainment. The increasing value of skill encourages more schooling, adding even more competition for a growing number of highly skilled workers competing for scarce, high-paying jobs. But in periods of slow growth, the increase in skill requirements and competition creates a decrease in the kinds of jobs available to people at different education levels—post-graduates bump four-year graduates out of jobs, four-year graduates bump two-year graduates, and so on down the line. As a result, skill becomes an even greater prerequisite for obtaining a good-paying job.

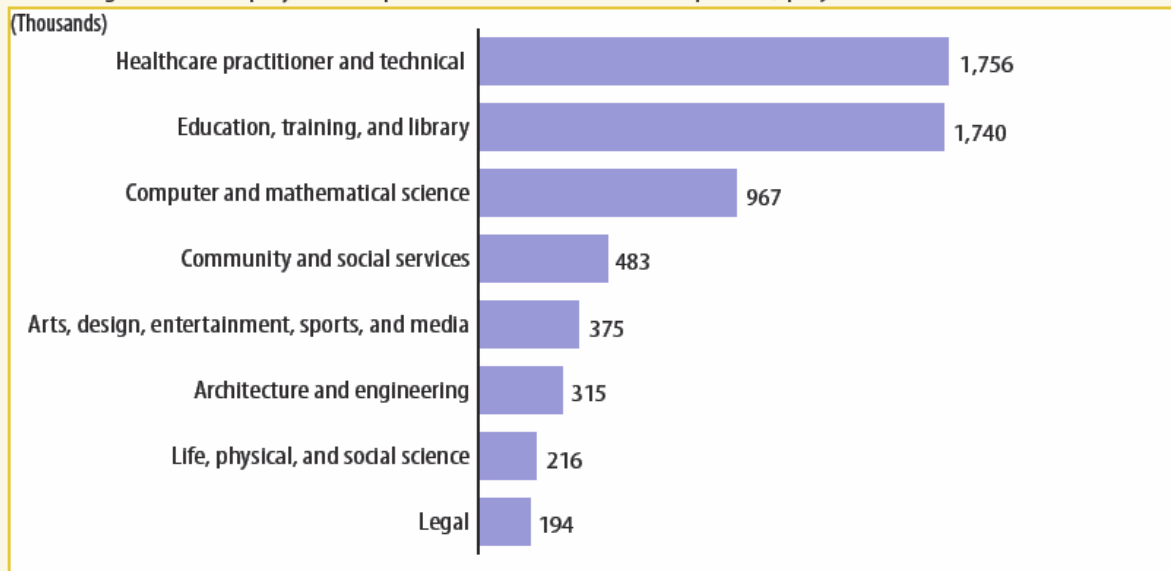
National

The U.S. Department of Labor projects that between 2002 and 2012, the fastest growing *industries* will include software publishing, Internet services, data processing and other information services; computer systems design and related services; management, scientific, and technical consulting

services; community care facilities for the elderly and residential care facilities; employment services; individual, family, community, and vocational rehabilitation services; ambulatory health care services except offices of health practitioners; water, sewage, and other systems; and child day care services.

The estimated fastest growing *occupations* from 2002-2012 include health care, nursing, and nursing assistants (25-27 percent increase); medical assistant and home health care services (25-59 percent increase); elementary and postsecondary education teachers (15-38 percent increase); computer software engineers (46 percent); management analysts (30 percent); and retail/office positions (10-20 percent).

Numeric growth in employment in professional and related occupations, projected 2004-14



Within the professional and related group, healthcare practitioner and technical occupations and education, training, and library occupations both are expected to gain more than 1 million new jobs.

Source: U.S. Department of Labor

The U.S. Department of Labor’s latest statistics that relate education to income levels remain a significant reason that educational achievement should continue as a high priority for social and human service programs. In 2003, median weekly incomes for full-time workers age 25 were the following based on educational achievement:

- No-high school diploma (\$396),
- High school diploma or GED (\$554),
- Associates degree (\$672),
- Bachelor’s degree (\$900),
- Master’s degree (\$1,064), and
- Doctorate (\$1,349).

Ohio

Approximately 24.4 percent of adults in the United States have a bachelor’s or higher degree. In Ohio, the percentage of adults with a bachelor’s or higher degree is only 21.1 percent. Considering that individuals with a college degree typically earn more than those without a degree, this gap is a serious problem for Ohio. Of the individuals enrolled in one of Ohio’s higher education institutions,

approximately 37 percent of first-time freshmen lack basic skills and are taking at least one remedial course, such as math or English.

In 2000, Ohio had a relatively low unemployment rate of 4 percent compared to its 1983 all-time high of 13.8 percent. As of June 2006, Ohio's unemployment rate reached 5.2 percent, compared to the U.S. at 4.8 percent. Most of Ohio's employment decline was in the manufacturing industry. Other losses occurred in government, information, leisure and hospitality, trade, transportation, and utilities. As a manufacturing sector state, Ohio and most midwestern states have been struggling to develop a new employment base compared to the consumer/technology sector states. Ohio's unemployed rate may actually be higher than its current 5.2 percent as persons whose benefits have run out and have dropped off the benefits ranking are not counted.

Ohio's success in diversifying and growing its economy largely depends on the presence of a highly motivated, strategically educated workforce with a highly developed capacity for critical and innovative thinking. The availability of a skilled workforce has become one of the most important issues for attracting and retaining businesses and producing higher paying jobs. Workforce skill level is a key driver of innovation and productivity improvement across all industries. The ability to grow Ohio's economy and wage levels depends entirely on its ability to continuously raise the skill levels of workers and be responsive to the needs of Ohio's businesses and industries. Thus government-funded and private employment preparation programs are key to educating and preparing both displaced and new-entry workers for employment.

Cuyahoga County and Region

According to the Ohio Department of Job and Family Services (ODJFS) (2006a), historically there were three occupations in Cuyahoga County with the largest increase in number of employees between 2000 and 2004: educational services (19.7 percent increase), health care and social assistance (7.3 percent increase), and finance and insurance (4.3 percent increase). The first two have annual average wages below 200 percent of the federal poverty level for family of a 4 (\$40,000 in 2007).

The Ohio Department of Job and Family Services (2006a) projects that there will be 86,700 more jobs for the Cleveland-Elyria-Mentor MSA in 2014 than in 2004, a 7.7 percent increase from 1,128,700 jobs to 1,215,400. Manufacturing is anticipated to decrease by 11.4 percent while the following will increase: education and health services (18 percent); professional and business services (16 percent); leisure and hospitality (13.2 percent); construction (12.9 percent); government (8.3 percent); financial assistance (7.4 percent); trade, transportation, utilities (6.6 percent); other services (6.3 percent); and information (2.6 percent).

ODJFS (2006a) further projects 14,934 annual job openings by educational and experience levels for the same period in the Cleveland-Elyria-Mentor MSA. Jobs must pay more than \$12.00 an hour and have more than 50 employees to be included in the analysis. It estimated that there will be 6,778 job openings for persons with on-the-job training earning at least \$12.00 an hour. This amounts to approximately \$25,000 annually at 40 hours a week for 52 weeks. Note that in 2006, the 100 percent poverty level for a family of four was \$20,000 a year.

PUBLIC POLICY ISSUES

NATIONAL

Laws and Regulations

According to the Policy Almanac (2001):

The federal government operates several dozen job training programs that are only loosely coordinated with one another. According to the General Accounting Office, a nonpartisan congressional research agency, in 1999 there were 40 federal programs that spent an estimated \$11.7 billion on providing job training or job placement assistance as a key program goal. Most of these programs are located in three federal departments—the Department of Labor, the Department of Education, and the Department of Health and Human Services. These programs primarily serve one or more of the following groups: welfare recipients, other poor adults and youth, and workers who have lost their jobs due to foreign trade.

The disjointed nature of federal job training policy stems in part from its history. The first major federal job training program, the Manpower Development and Training Act (MDTA), was enacted in 1962. It was followed by the Economic Opportunity Act of 1964, which created the Job Corps, and the Work Incentive Program (WIN) in 1967, which provided training to welfare recipients. The first attempt to consolidate the array of already proliferating federal programs was the Comprehensive Employment and Training Act (CETA), enacted in December, 1973. CETA transformed a number of population-specific job training programs into block grants, which were then given to the states. This marked the first step in a devolutionary process that saw increased responsibility for job training delegated to states and localities.

Congress enacted further legislation in the 1980s and 1990s, including the 1982 Job Training Partnership Act (JTPA), which replaced CETA and further devolved responsibility to the states. Other notable laws included the 1984 Carl D. Perkins Vocational Education Act, which continued federal support for vocational education provided through the Department of Education, the 1985 Food Security Act which established a training program for Food Stamp recipients, and the 1988 Family Support Act, an early attempt at reforming the federal welfare system that replaced WIN program with a new Job Opportunities and Basic Skills (JOBS) program targeting welfare recipients.

The most recent major piece of job training legislation enacted by Congress was the Workforce Investment Act (WIA), which was enacted in 1998. WIA consolidated a number of Labor Department job training programs and created one-stop-centers in every state to help job seekers negotiate their way through the otherwise bewildering system of federal job training programs.

Overall, according to the General Accounting Office, federal job training policy today remains fragmented and inefficient. Independent studies seem to indicate that the benefits of these programs modestly outweigh the costs, but that they are not enough, by themselves to lift their target populations out of poverty and that their benefits probably fade after four to five years.

Workforce Investment Act of 1998 (WIA)

The Workforce Investment Act of 1998 (WIA) is a key piece of legislations governing the federal government’s investment in employment. Title I—Workforce Investment Systems for Adults, Dislocated Workers, and Youth is the largest single source of federal funds for employment preparation services. WIA is administered by the U.S. Department of Labor. The WIA system relies on state and local Workforce Investment Boards (WIB). WIA requires that training services be provided primarily through vouchers, known as Individual Training Accounts, rather than through contract methods. WIA authorizes three separate streams of funding to states for activities focused on 1) adults, 2) dislocated workers, and 3) youth.

As noted above, WIA created a new structure by which federally funded job training and employment services are funded and accessed. While intended to increase access to a broad service array, WIA also resulted in an unintended decline in the number of people who receive training. The number of adults exiting the training program was 17 percent lower in 2003 compared to 1998, the last full year of the Job Training Partnership Act (JTPA), WIA’s predecessor (Frank and Minoff, 2005).

In addition to the overall decline in the number of adults receiving training, there has also been a reduction in the share of low-income or disadvantaged adults who receive training. Over four years, from 2000 to 2003, there was a 14 percentage point decline in the share of low-income adults receiving training (Frank and Minoff, 2005):

- In 1998, 96 percent of trainees were low-income. By 2000, the share fell to 82.4 percent and has continued to fall since then. By 2003, the share had fallen to 68.4 percent.
- In 1998, 43.7 percent of adult trainees were single parents. The share fell to 34.5 percent in 2000 and has continued to decline to 24.6 percent in 2003.
- 30.7 percent of adult terminees received public assistance in 1998 compared to only 13.7 percent in 2003.
- In 1998, 6.5 percent of adult terminees had limited English proficiency and 22.3 percent had not completed high school or a GED. By 2003, only 5.3 percent had limited English proficiency and 15 percent had not completed high school or received a GED.

While JTPA required that 90 percent of the funds target low-income adults, WIA has no explicit targeting requirements. Rather, WIA allows broader local discretion and only requires that priority for training and intensive services be granted to low-income people (Frank and Minoff, 2005).

As of June 2006, the full Senate had passed its WIA reauthorization bill by unanimous consent. This action came after months of delay, in large part due to two controversial issues included in the bill the House passed in 2005, but not in the Senate legislation. These two major issues were 1) allowing faith-based groups that receive job-training grants to base their hiring decisions on the religion of job applicants and 2) creating a \$3 billion block grant to states to replace the current separate job training programs and services. These issues will require a potential conference committee to negotiate the differences between the bills passed by the House and Senate bills. It is

unclear at this time whether there will be time remaining in this legislative year to complete these negotiations.

Additional information about WIA and specific funding information is included in Section IV.

STATE

State Workforce Policy Entities

In Ohio, there are several entities that carry out workforce policies:

Workforce Policy Board

In 1999, Governor Taft, along with the state legislature, created the Governor's Workforce Policy Board, which is charged with the mission of improving Ohio's employment and training services through systematic workforce development change. This board regularly assesses Ohio's employment needs, including helping the governor set performance goals and priorities, developing and approving the State Strategic Workforce Development Plan, and facilitating the coordination of workforce development programs.

The Workforce Policy Board created two advisory councils to address specific state concerns. One council, the Manufacturing Workforce Advisory Council, was charged with assessing the current and future needs of Ohio's manufacturers in an effort to reduce workforce barriers and align state funds to support these needs. The Advisory Council identified several key issues that need to be addressed:

- Help dislocated workers make the transition to new jobs.
- Develop and upgrade the skills of manufacturing workers to support innovation and productivity growth.
- Ensure training and recruitment of workers to fill job openings.
- Develop the skills/interests of Ohio's labor force to meet the needs of Ohio's economy.

The Ohio Health Care Workforce Advisory Council

The second advisory council is the Ohio Health Care Workforce Advisory Council. Its purpose is to recommend strategies to alleviate shortages of health care workers and strengthen the state's overall workforce plans. In June 2004, the advisory council made several important recommendations:

- Establish and support a health care workforce center.
- Establish and maintain a health care workforce data collection and analysis system.
- Recruit and prepare populations for health care occupations.
- Sustain statewide efforts to recruit new workers in health care professions.
- Retain current health care workers.
- Fund pilot demonstration projects to promote the infusion of creativity and new technology into health care workforce initiatives.
- Support local and regional efforts.

III. THE CORE SERVICE CONSUMERS

DEFINITION OF TARGET POPULATION

The target population addressed in this core service report is unemployed individuals age 16 and over. It is also important to note that there are two distinct groups of consumers for employment preparation programs: those lacking job experience and those with experience who are lacking a job.

DEMOGRAPHIC CHARACTERISTICS

National

When looking at the demographic characteristics of consumers of employment preparation services, there are two primary populations: the unemployed and those who are no longer in the labor force. Each has different characteristics and needs different strategies for assistance in engaging permanent, fulfilling employment.

The Unemployed (U.S. Department of Labor, n.d.).

As was stated previously, the total annual unemployment rate in 2005 in the U.S. was 5.1 percent for all persons 16 years and older. This was close to 7.6 million persons. The profile is as follows:

- By Age 16+ as Percent of Unemployed:
 - 16 to 19: 15.6 percent;
 - 20 to 24 years: 17.6 percent;
 - 25 to 34 years : percent;
 - 35 to 44 years: percent;
 - 45 to 54 years: percent;
 - 55 to 64 years: percent; and
 - 65 years +: percent.

- By Race/Ethnicity 16+ as Percent of Unemployed:
 - Caucasians: 70 percent;
 - African Americans: 22 percent;
 - Asians: 0.3 percent; and
 - Hispanics: 16 percent.

- Duration of Unemployment by Full Time Workers as Percent of Unemployed:
 - Less than 5 weeks: 35.1 percent;
 - 5 to 14 weeks: 30.4 percent;
 - 15 to 26 weeks: 14.9 percent; and
 - 27 weeks and over: 19.6 percent.

- Reason for Unemployment (16+) as Percent of Unemployed:
 - On temporary layoff: 12.3 percent;
 - Not on temporary layoff: 36.0 percent;
 - Job leavers: 11.5 percent;
 - Reentrants: 31.4 percent; and
 - New entrants: 8.8 percent.

- By Occupation (16+):
 - Natural resources, construction, and maintenance: 10.6 percent;
 - Production, transportation, and material moving: 8.7 percent; and
 - Service: 6.5 percent.

In 2005, some groups had far higher rates of unemployment than their counterparts. African American single males never married (16.9 percent) and single females never married (13.9 percent) were an example. Also by age, the cohort 16 to 19 years had high rates (14.7 percent) with males (16.5 percent) higher than females (14.2 percent).

There were different job search methods used by the 6.6 million unemployed job seekers in 2005. These included:

- Employer directly: 60.6 percent;
- Sent resumes; completed applications: 55.4 percent;
- Placed or answered ads: 14.8 percent;
- Friends or relatives: 17.7 percent;
- Public employment agency: 18.3 percent;
- Private employment agency: 6.7 percent; and
- Other: 11.1 percent.

Persons Not in the Labor Force (U.S. Department of Labor)

Note that the unemployed are considered to be in the labor force as long as they are actively seeking employment. However, there are those discouraged workers who drop out of the labor force and stop looking for a job. In 2005, there were more than 76.7 million persons not in the labor force nationally.

- By Age as Percent of Those Not in Labor Force:
 - 16 to 24 years: 19 percent;
 - 25 to 54 years: 28 percent; and
 - 55 years+: 53 percent.
- By Gender as Percent of Those Not in Labor Force:
 - Males: 38 percent; and
 - Females: 62 percent.

Of those not in the labor force, 93.5 percent did not want a job now and 6.5 percent wanted a job. Of those who wanted a job (4.9 million), 43 percent had searched for work in the past year and 31 percent were available to work now.

For those available to work now (1.5 million), the following reasons were given for not currently looking for a job:

- Discouragement over job prospects, which includes: belief that no work is available, not being able to find work, lacking necessary schooling or training, employer thinking they were too young or old, or other types of discrimination: 28 percent;
- Family responsibilities: 10 percent;
- In school or training: 14 percent;

- Ill health or disability: 8 percent; and
- Other, including those who did not actively look for work in the prior 4 weeks for reasons such as child care and transportation problems: 40 percent.

Persons with Low Skills

A recent study by the Manpower Demonstration Research Corporation (Strawn and Martinson, 2000) examined the work patterns of low-skilled women who received welfare. Many had little employment experience prior to passage of the 1996 federal welfare law. The study found that most of the women who were former welfare recipients do work, but typically in low-wage jobs with no benefits and during nonstandard hours with little stability or possibility for advancement. They spend as much time out of work as in jobs, although over the long term they work an increasing amount of the time. Those who engage in steady work do not end up with substantially higher wages. The report also states that “many of the hurdles low-income parents face in sustaining employment and advancing to better jobs are common to all low-skilled workers, not just those who have received welfare.” In summary:

- Work is common, but steady work is not.
- Job loss is common, especially within the first three to six months of starting employment.
- There are often long periods of unemployment between jobs.
- Sustained, full-time, year-round work is rare.
- Even after five years, only about a fourth is employed full time all year.
- Most women who have received welfare earn low wages.
- Wages increase little despite years of work.
- Despite small wage increases, earnings do rise significantly over time, as low-income parents work more hours.
- Many former welfare recipients work nonstandard hours and/or changing schedules. Most recipients find jobs that lack important benefits, such as paid sick days and health insurance.
- As a result of part-time work and intermittent work at low-wage jobs, many recipients remain poor or near poor, even years after leaving welfare.

The same study (Strawn and Martinson, 2000) looked at the key factors related to sustaining employment and found that “job characteristics may be more important than previously thought, while observable personal characteristics—such as age, number of children, presence of a disability, basic skills, and education level—may be less important.” The authors caution, however, that the study is about prior welfare recipients who work and that “other research shows that some personal characteristics, such as the presence of a disability or very low basic skills, are strongly correlated with who finds work at all.” In summary:

- Working steadily initially—other job and personal factors being equal—is linked to sustaining employment over time.
- Starting out in jobs with higher wages is linked to sustaining employment over time.
- Starting out in jobs with employer-provided benefits is linked to sustaining employment over time.
- Starting out in certain occupations may be linked to sustaining employment over time.
- Personal characteristics, such as educational attainment and basic skill levels, are only weakly linked to sustaining employment over time, among those who find work.

And finally the study (Strawn and Martinson, 2000) examined the factors linked to job advancement among this low-skilled, female, prior-welfare population.

- Working steadily initially—even over several years—does not lead to higher wages later on.
- Switching jobs periodically can be a path to higher wages later on.
- Starting out in higher-paying jobs is linked to higher wage growth over time.
- Starting out in certain occupations is linked to higher wages later on.
- Higher basic skills, and especially education beyond high school, are linked to higher wages later on.

Cuyahoga County

The annual unemployment rate in Cuyahoga County has increased from an average of 4.4 percent in 1999 to an average of 5.3 percent in 2006. Between 1999 and 2006, Cuyahoga County’s civilian labor force decreased by 30,433 persons: from 702,500 to 672,067. At the same time, the number of unemployed persons increased by 5,333: from 30,600 to 35,933 persons, respectively. However the number of unemployed has been decreasing since its high in 2003 (42,800) (See Table 1.)

Table 1: Civilian Labor Force Estimates for Cuyahoga County (Not Seasonally Adjusted)

Year	Civilian Labor Force	Employment	Unemployment	Unemployment Rate
Avg-1999	702,500	671,900	30,600	4.4
Avg-2000	693,700	665,600	28,200	4.1
Avg-2001	691,000	660,000	31,000	4.5
Avg-2002	685,000	646,000	38,900	5.7
Avg-2003	680,700	637,900	42,800	6.3
Avg-2004	672,700	630,000	42,700	6.3
Avg-2005	669,600	629,000	40,500	6.1
Avg-2006*	672,067	636,133	35,933	5.3
Source: Ohio Department of Job and Family Services				
*Note that average for 2006 was calculated using the "Monthly with Annual Averages" report from the Historical Civilian Labor Force Estimates from Ohio's Labor Market Information as of February 5, 2007.				

Carnevale and Fry (2001) suggest that in the near term, we are undergoing an economic contraction and that national unemployment rates will increase.

There will be distress and dislocation, and we will require appropriate policy responses such as retraining, unemployment insurance, income transfers, and adjustment assistance to address declining incomes and employment.

A recent study by the Federal Reserve Bank projects a conservative 3 percentage-point decline over the next 10 years in the labor force participation rate, i.e., the percentage of people who are either working or looking for work (Aaronson, Fallick, Figura, Pingle, and Wascher, 2006).

Much of the decrease is driven by the retirement of the baby boomers. For much of the past four decades, the participation rate has trended up, rising

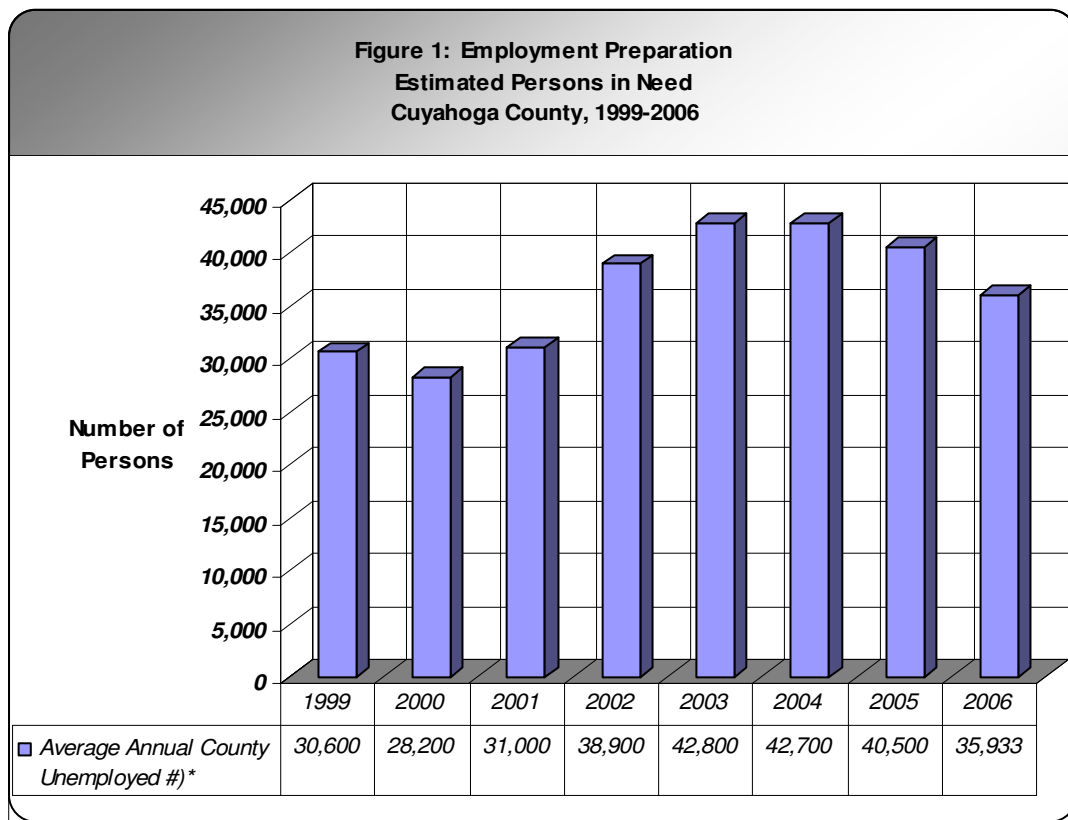
from less than 60 percent in the early 1960s to more than 67 percent by the late 1990s. However, after having peaked at 67.3 percent in the first quarter of 2000, the labor force participation rate fell steadily to under 66 percent by early 2005 and has edged up only to just above 66 percent since then.

Per the Center for Urban Poverty and Social Change (2003):

Even though the 1990s saw historically low unemployment rates and a long period of continued low unemployment, the strong economy of the 1990s did not result in significant growth in total employment in Cuyahoga County. In fact, the county has been in a long slow decline since the early 1970s. The implication is that future employment opportunities for welfare leavers (and the unemployed) are unlikely to come from new employment growth, but rather from employment turnover – job openings created when people leave the labor force, primarily through out-migration or retirement.

Estimated Persons in Need

In 2006, 35,933 individuals in Cuyahoga County were estimated to be in the labor force but unemployed, or 5.3 percent of the total civilian labor force. This is the estimated number of persons in need for this service. (See Figure 1.)



Source: Ohio Department of Job and Family Services

It is recognized that this is a conservative estimate of persons in need of employment preparation because it does not include those persons not in the labor force who might consider working. In

Cuyahoga County, 37.5 percent of the population ages 16 and older were not in the labor force in 2000 (406,667) (U.S. Census 2000). However, it is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

REALIZED ACCESS TO SERVICE

Realized access to service is represented by the numbers of consumers actually served. It includes the actual number of consumers reported by United Way funded agencies and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY 2004, United Way funded 5,290 persons 16 years and older in Cuyahoga County for employment preparation programs. (See Attachment 3.) The number of actual annual consumers funded by the Department of Employment and Family Services (EFS) in CY 2004 was 2,000, and the City of Cleveland Workforce Development funded 3,762 persons. Numbers for the county WIA were unavailable.

Forty-two percent of consumers funded by United Way were male and 53 percent female, while 15 percent and 85 percent, respectively, were funded by EFS.

Consumers funded by United Way were 14 percent Caucasian, 72 percent African American, and 1 percent Asian. Consumers funded by the Department of Employment and Family Services were 0 percent Caucasian and 70 percent African American. The rest were unreported.

Thirty-four percent of those funded by United Way reported annual household income between \$0-9,999; 12 percent were between \$10,000 and \$29,999; and the rest were unreported.

Of consumers funded by United Way, 61.5 percent resided in Cleveland and 38.5 percent in suburbs. Consumers were distributed across many zip codes in the county. Zip code data was not provided for EFS and WIA Consumers. (See Attachment 4.)

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of the core service for this report is: programs that prepare people for specific types of employment opportunities by providing instruction or experience in the skills required for the performance of specific job-related tasks and the assumption of specific job-related responsibilities as well as post-employment activities.

BACKGROUND ON CORE SERVICE

According to the Workforce Alliance (2001):

In 1998, Congress passed the Workforce Investment Act (WIA) in an attempt to strengthen the nation's workforce development system by streamlining and coordinating the delivery of multiple employment, education and training programs. WIA placed a new emphasis on universal access to services, sequenced service delivery, inter-agency coordination, consumer choice, service provider accountability, and local planning. There are 3 underlying principles:

Universal Access and Coordination of Services

One of WIA's underlying principles is universal access. In theory, anyone requiring employment assistance should be able to access, in one place, information and services from the various federal agencies that help people to get jobs and advance in the labor market. The proposed focal points of the WIA system are One-Stop Career Centers through which a job-seeker would face 'no wrong door' in his or her search for the full range of available federally funded employment and training services.

Sequenced Service Delivery

WIA services are divided into three tiers: core, intensive and training.

Core services are available to all job-seekers. These services include self-service access to job listings, information about careers and the local labor market, and limited staff assistance with job search activities. As stated in the law, individuals can only access intensive services when they have failed to obtain viable employment through core services (though how this 'failure' should be assessed was not defined in the statute).

Intensive services include life-skills workshops, case management, and comprehensive assessments leading to the development of an individual employment plan.

Training services, such as employer-linked programs and classroom-based skills training leading to a specific occupation, can only be accessed by

individuals who have failed to obtain or maintain employment through core and intensive services.

Some local workforce areas and regional USDOL (U.S. Department of Labor) offices have interpreted WIA's framework of tiered services to be a 'work first' mandate, in which skills training is a last option, available only after other services have failed repeatedly to help someone secure a steady job. By contrast, other local areas have used an assessment process that moves clients through the service tiers as quickly as possible, so those who can benefit from training are able to do, thereby improving their chances to find a decent job when they go out into the labor market.

Consumer Choice and Provider Accountability

In an attempt to increase consumer choice and training provider accountability, WIA stipulates that training services be funded primarily through vouchers, known as Individual Training Accounts (ITAs), rather than through the contract method that governments used under JTPA to purchase services from training providers. Individuals in need of training services are supposed to be given an ITA, which they can use to purchase services from any organization on their local Workforce Investment Board's (WIB's) "Eligible Training Provider" list.

Ohio

The Workforce Investment Act provides a variety of employment-related services through a statewide system of local and regional One-Stop Centers throughout Ohio. Workforce Investment Boards plan for and oversee services to meet the needs of adults, dislocated workers, and youth. Adult and dislocated worker services are provided to improve the quality of the local labor force, assist workers impacted by temporary or permanent closures, increase employment opportunities, and provide the necessary training to meet the demand of tomorrow's labor force. The Workforce Investment Act youth program provides a comprehensive mix of services to low-income youth ages 14-21. These youth face barriers to high school graduation, securing and sustaining employment, acquiring basic skills, and may have disabilities that require additional assistance in completing their education and obtaining meaningful employment.

The One-Stop System in Ohio is comprised of federal, state, and local workforce development partners. Ohio has fully executed cost and resource sharing agreements in all of its 31 One-Stop Systems.

Ohio Workforce Investment Act (WIA)

- The Ohio Department of Job and Family Services is the agency designated by the Governor's Workforce Policy Board to implement the WIA statewide. Ohio has eight local Workforce Investment Areas, which are governed by Workforce Investment Boards. These boards oversee local WIA activities, with consultation from chief elected officials, administrative entities, and various partners.
- WIA provides a variety of job-related services through a statewide system of local One-Stop Centers. These are full service facilities, overseen by local Workforce Investment Boards, which are designed to help employers find qualified workers and help workers obtain training and employment services.

- Local workforce areas throughout the state are provided WIA funding in three distinct formula allocations: adult, dislocated worker, and youth. Services are planned under the direction of local Workforce Boards led by local private-sector volunteers. In May 2004, Cuyahoga County became the first Ohio County with a fully certified One-Stop.
- According to the Ohio Department of Job and Family Services (2005), in 2004, the following were the job services statistics at a glance:
 - 229,873 job seeker registrations
 - 21,922 employer job orders
 - 176,816 referrals to jobs
 - 33,381 placements made from job referrals
 - 45,344 total job seekers entered employment

To help Ohioans enter and maintain meaningful employment, gain self-sufficiency, and achieve financial independence, the Office of Workforce Development located in the Ohio Department of Job and Family Services is dedicated to providing quality services to businesses, job seekers, service providers, and county partners. The office also assists Ohio businesses with recruiting a skilled and qualified workforce, provides assistance with identification of financial resources for skills training for new and incumbent workers and offers other support services tailored to meet the needs of the business community. It collaborates with public and private agencies, businesses, and Workforce Investment Boards.

The Office of Workforce Development provides several helpful on-line career and occupational links. Some of the links specifically related to employment preparation include:

- Ohio Career Source – an Ohio Department of Education site that provides information on the latest jobs, training and salaries for Ohio occupations.
- Career Centers and Joint Vocational Schools in Ohio – provides additional links to skill development and career preparation centers that offer vocational and technical training.

Cuyahoga County

Employment Connection is the collaborative workforce system of the Cuyahoga County and City of Cleveland Departments of Workforce Development that assists with the specific needs of both *job seekers* and *employers*. At Employment Connection Career Centers located throughout Greater Cleveland, qualified staff is available to help with business or personal workforce goals.

Any employed or unemployed adult over the age of 18 who lives in Cuyahoga County is eligible for Employment Connection, without regard to family income. For some skill training and other services, income guidelines may apply. Youth must be between 14 and 21 years and be a member of a family that receives public assistance or, for a family of three (for example) having an annual family income that does not exceed \$16,020.

Services provided for job seekers are:

Self-Directed Job Search Services

Make available the basic tools needed to conduct a job search through Career Centers that provide free Internet access to identify the most recent job postings in Northeast Ohio. The Centers also provide information from many employment guides as well as the latest labor market information. Staff assists with development of networking skills, preparation of resumes, and posting resumes on-line.

Job Search and Placement Assistance

Career managers provide one-on-one assistance in areas such as:

- Job search and job readiness assistance;
- Skills and interest analysis;
- Aptitude testing;
- Resume writing and updating;
- Cover letter writing;
- Information about jobs in “demand;”
- Job fair notification;
- Interview techniques;
- Reading and math skills;
- GED courses; and
- Day care and supportive services.

Workshops

Employment Connections offers a variety of workshops to develop job search skills. One of these is an orientation to learn about available programs and services designed to maximize the job search.

Training

Employment Connections offers training to prepare for jobs that are in demand and help with applications for financial assistance for the training programs.

Youth Services

For youth ages 14 to 21 years who are in school or out of school, the following are free programs:

- Internships;
- Job shadowing;
- Job readiness;
- Occupational skills training;
- Tutoring;
- Counseling;
- College preparation;
- College training;
- Summer employment;
- GED and secondary alternative programs;
- Mentoring and leadership development; and
- Supportive services, some include child care assistance.

For employers, there are the Employment Connections Business Services to assist with workforce needs such as the following:

- Research and industry information;
- Recruitment and screening;
- Employee training and retention;
- Layoff aversion and assistance;
- Tax credits for your business; and
- Federal bonding.

The following are the 2003 WIA Performance Statistics for Cuyahoga County and the City of Cleveland:

- Cuyahoga County, total participants: 697 adults, 1,789 dislocated workers, 126 older youth, and 270 younger youth.
- City of Cleveland, total participants: 961 adults, 915 dislocated workers, 511 older youth, and 2,854 younger youth.

Since 2005, while the Cuyahoga County and the City of Cleveland Workforce Investment Boards are separate 501(c)3 organizations, they operate together.

In addition to WIA-funded services, Cuyahoga County’s Prevention, Retention, and Contingency Program (PRC) operated through the Cuyahoga County Department of Employment and Family Services offers many services, including job preparation services. Some of these services/benefits include job readiness assessments and training; adult basic education and GED preparation; pre-employment drug testing; training for women in non traditional jobs; testing for state licenses, board certification, and commercial drivers licenses; and occupation training for computer literacy and hospitality services. The targeted populations for these services include recently employed individuals, under-employed individuals, individuals between jobs, unemployed individuals, and families of incarcerated individuals. The economic need standard to qualify is equal to or below 200 percent of the federal poverty level, which in 2007 is \$40,000 for a family of four.

The implementation of welfare reform and the Workforce Investment Act has helped thousands of low-income individuals join the workforce. However, many welfare leavers obtain jobs with low wages, lack of health benefits, and few opportunities. Providing post-employment supports and supporting workers’ retention and advancement is essential to achieving long-term outcomes for workers.

United Way – First Call for Help Call Data

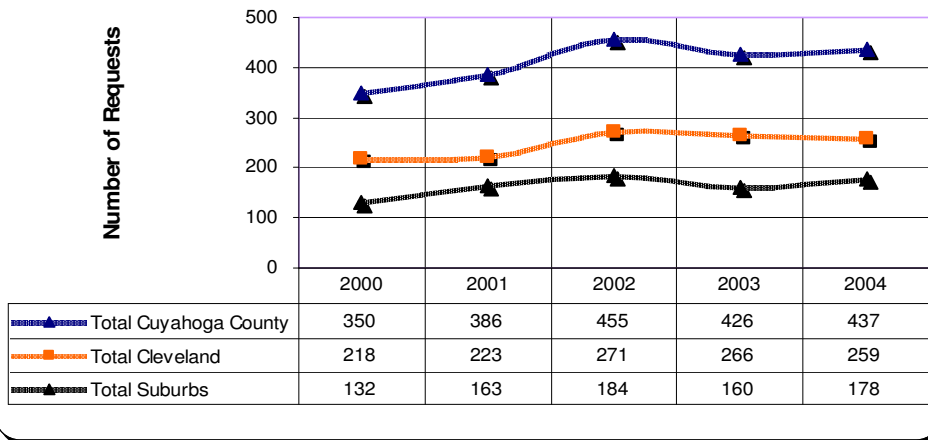
Based on United Way - First Call for Help’s (FCFH) database (February 2005), there are 105 employment preparation providers operating from 265 different sites, 40 of which are government run and 63 are nonprofit. In FY 2004 (July 2003 to June 2004), seven providers were funded by United Way. (See Attachments 5 and 6.)

United Way - First Call for Help call data shows an increase in the number of total requests for employment preparation programs in the county: from 350 in 2000 to 437 in 2004 (25 percent increase) with a 19 percent increase in Cleveland (218 to 259 requests) and 35 percent in the suburbs (132 to 178 requests). (See Figure 2.) Calls came from 80 percent of Cuyahoga County zip codes with the following experiencing the highest average number of calls from 2000-2004:

- 44104 (Cleveland) – 28 calls;
- 44102 (Cleveland/Brooklyn) – 26 calls;
- 44112 (East Cleveland/Cleveland) – 25 calls; and
- 44120 (Shaker Heights/Cleveland) – 24 calls.

(See Attachment 7.)

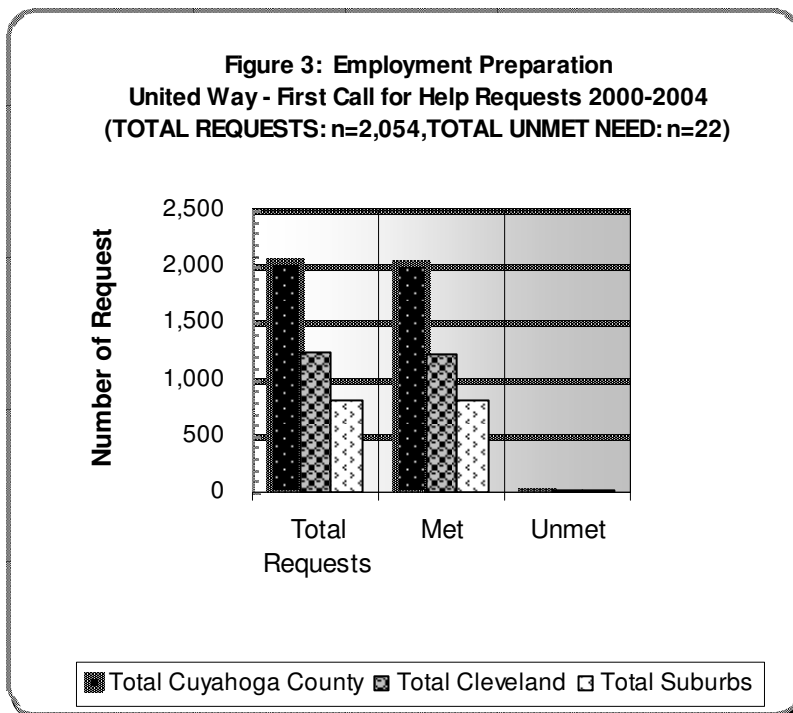
**Figure 2: Employment Preparation
United Way - First Call for Help Requests 2000-2004
Greatest Increase/(Greatest Decrease)**



Over the same five-year period, United Way - First Call for Help had 2,054 requests for information about employment preparation. Of these requests, they were able to make referrals to 99 percent of callers; however, 1 percent of all Cuyahoga County callers (22) had an unmet need, meaning there was no agency to which to refer the caller. Callers from the City of Cleveland had a 1 percent unmet need rate and from the suburbs, 1 percent.

(See Figure 3 and Attachment 8.)

**Figure 3: Employment Preparation
United Way - First Call for Help Requests 2000-2004
(TOTAL REQUESTS: n=2,054, TOTAL UNMET NEED: n=22)**



FUNDING OF CORE SERVICES

Major Government Funders

The major sources of government funding come from the following sources:

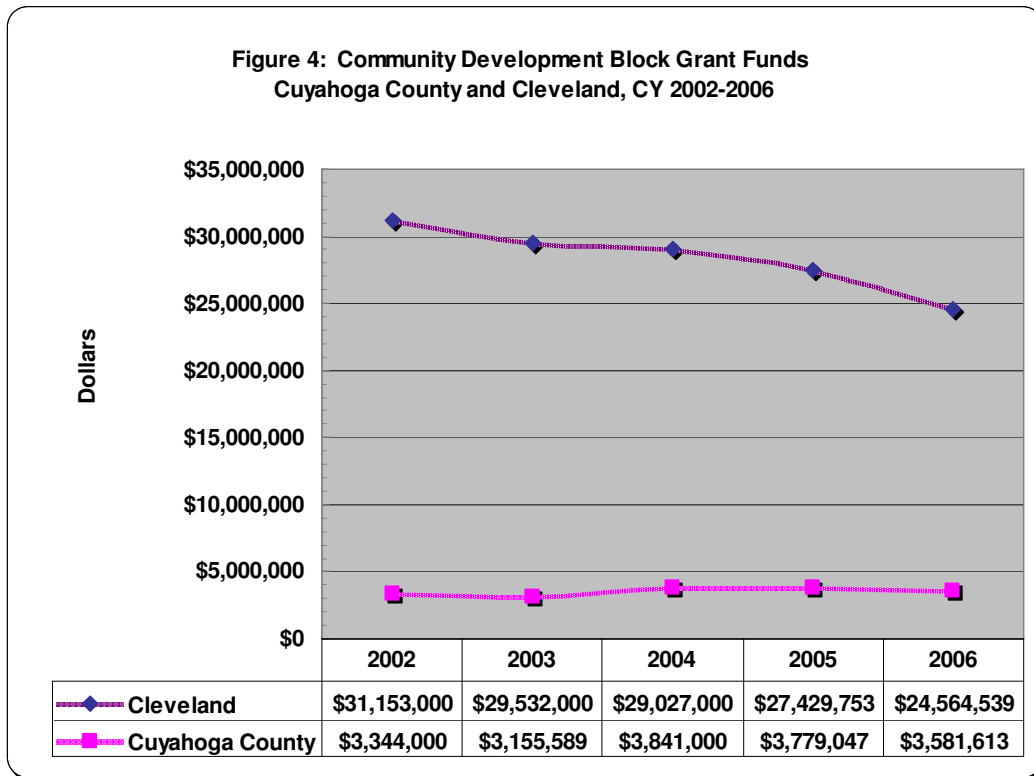
- Community Development Block Grant (CDBG) – County and City of Cleveland ;
- Community Services Block Grant (CSBG);
- Food Stamp Employment and Training Program (FEST);
- Social Services Block Grant (SSBG);
- Temporary Assistance to Needy Families (TANF);
- Title I of the Workforce Investment Act; and
- Trade Adjustment Assistance.

Funding for employment preparation services comes primarily from the federal government. Funding and administration of employment preparation services crosses several federal agency boundaries including U.S. Departments of Labor, Education, Health and Human Services, Agriculture, Housing and Urban Development, and the Treasury. Below are several of the largest sources of funding.

FEDERAL

Community Development Block Grant (CDBG) – County and City of Cleveland

Community Development Block Grant funds are intended to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for low- and moderate-income persons, thus homeless services are often funded from CDBG funds. The U.S. Department of Housing and Urban Development (HUD) determines the amount of federal funds that cities and counties are entitled to receive each year through a formula based upon population, growth lag, poverty level, age of housing, and overcrowding. CDBG provides federal funding for locally initiated neighborhood improvement projects. Employment preparation programs are eligible to be funded with CDBG funds. City of Cleveland CDBG funding has been trending downward. Cuyahoga County CDBG funds have increased slightly. Below is a trend of total CDBG funding in Cuyahoga County and the City of Cleveland. (See Figure 4.)



Source: Department of Housing and Urban Development Community Planning and Development Program Formula Allocations for 2002, 2003, 2004, and 2005 Information by State. Retrieved from <http://www.hud.gov/offices/cpd/about/budget/index.cfm>

Cleveland’s CDBG program funds five programs that have an employment component, but the service is provided along with many other services and specific funds from CDBG utilized only for employment preparation were not identified. No county CDBG funds for employment preparation were identified.

Community Services Block Grant (CSBG)

The Community Services Block Grant is administered by the Administration for Children and Families within the U.S. Department of Health and Human Services. Formula grants based on poverty level are made to states that provide to local entities, primarily community action agencies. Employment preparation services can be supported with CSBG funds. The state of Ohio’s CSBG has been decreasing from \$24.9 million in 2004 to \$24.7 million in 2005 and to \$24.5 million in FY 2006. The Council for Economic Opportunities of Greater Cleveland (CEOGC) in Cuyahoga County is the local agency with jurisdiction, and does provide workforce development services including job-readiness training, customer service training, computer studies, and job search assistance and placement. Amount of funding provided from CSBG for employment preparation services was requested from CEOGC, but was not available at the time this report was written.

Food Stamp Employment and Training Program

Administered by the Department of Agriculture, the Food Stamp Employment and Training Program (FSET) is a formula grant distributed to states that was created to help food stamp recipients gain skills, training, or experience and increase their ability to obtain regular employment. All able-bodied adult food stamp recipients between 16 and 60 must work, be in a training program, or accept an offer of suitable employment or else be disqualified from food stamps. Funded activities include job search, job search training, workfare programs, programs designed to improve the employability of eligible individuals, and educational programs. In FY 2006 the FSET level was \$110 million nationally. Ohio received \$3 million from the FSET in FY 2006. Specific amounts allocated to Cuyahoga County were not available at the time this report was written.

Social Services Block Grant (SSBG)

Title XX of the Social Security Acts is the Social Services Block Grant program. A formula grant made to states based on state population relative to total U.S. population, SSBG has no matching funds requirement and is an extremely flexible source of funding for a broad range of social services. Funded services can be provided through governmental agencies or through grants or contracts with private organizations. The law has a list of authorized services that can be funded through SSBG including employment preparation. Appropriations from the SSBG were \$1.7 billion in 2006 and have remained unchanged since FY 2002, but are down significantly from the 1990s when they were \$2.8 billion (Rubenstein and Mayo, 2006). Cuyahoga County received \$27 million from SFY 2005-2007 from the SSBG, and \$100,000 is to be allocated for employment services per the state's Title XX plan (ODFJS, 2006b).

Temporary Assistance to Needy Families (TANF)

Created by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, TANF is administered at the federal level by the U.S. Department of Health and Human Services. TANF ended individual federal entitlement to welfare and replaced it with block grants to states. States are given considerable flexibility in program setup. TANF supports job preparation activities that are aimed at ending the dependence of needy people on government benefits. TANF allows three educational activities: vocational education training, secondary school attendance (or its equivalent), and education directly related to employment. The population TANF serves is low-income families. About \$16.5 billion was authorized in FY 2006. Each year since 1999, the state of Ohio receives \$728 million in TANF funds. Cuyahoga County's FY 2006 budget called for a total of \$210.6 million in TANF funds for all public assistance, including employment and training. Approximately \$4 million is allocated for employment preparation services from TANF in Cuyahoga County.

Title I of the Workforce Investment Act

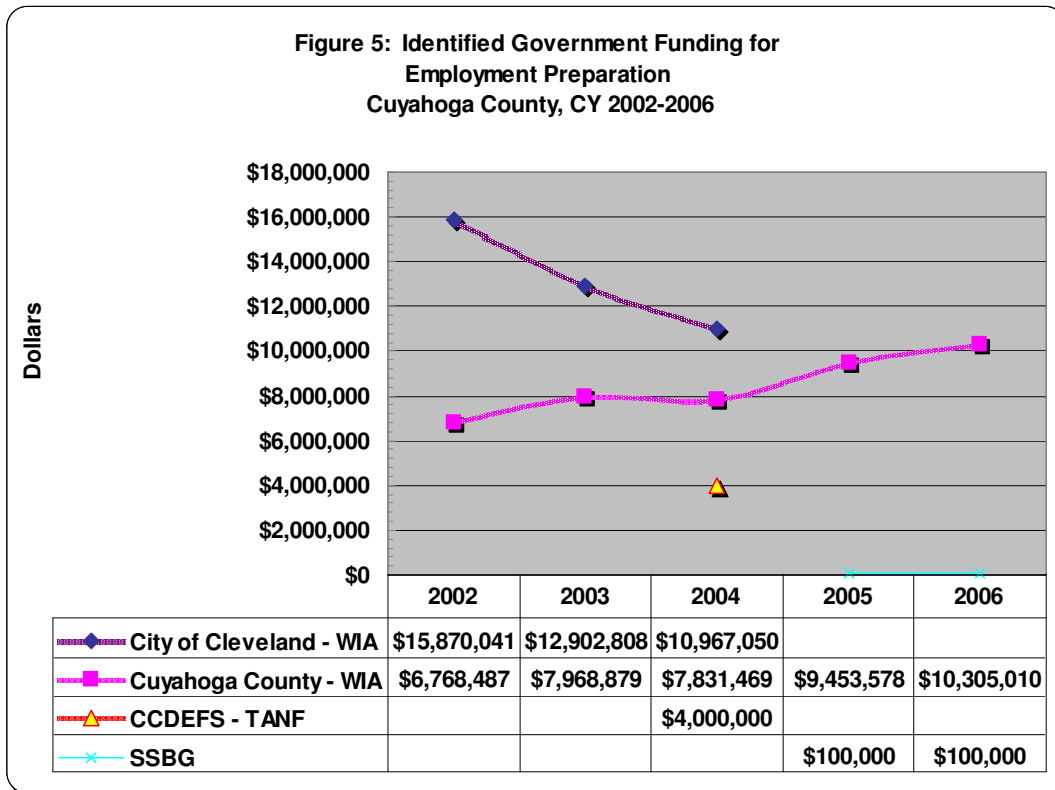
A formula determines the distribution of WIA funds that is based on state unemployment rates. Over \$3.0 billion was allocated under WIA in FY 2006 for adult, dislocated worker, and youth formula grant programs. Funding has been decreasing over the past several years. WIA adult formula funding has decreased 8.4 percent from \$945 million in FY 2002 to \$865.7 million in FY 2006. Dislocated worker funds have decreased by 3.2 percent, from \$1.233 billion in FY 2002 to \$1.193 billion in FY 2006. Local WIA boards can also transfer funds between the adult and dislocated worker funding streams. Cuyahoga County's budget shows that the Workforce Development Fund (which represents WIA funds) expects to receive \$9.2 million, \$2.8 million more than 2005 actual of \$6.4 million. Funding from WIA to the county has grown over the past several years. The growth in revenue from 2002 to 2003 is mainly related to the development of special projects to address the loss of hundreds of area jobs due to a permanent plant closing in late 2001. These funds are used to support employment training for youth and adults as well as retraining for dislocated workers.

Trade Adjustment Assistance

The Trade Adjustment Assistance (TAA) program was created in 1974 to assist workers who lost their jobs because of increased competition from imports. The most recent changes to the program occurred in 2002, under the Trade Act of 2002. Trade Act programs are designed to help trade-affected workers return to employment in suitable jobs and to obtain retraining where appropriate. To obtain funds from the Trade Adjust Assistance program, a group of workers must first file a petition with the U.S. Department of Labor reemployment services and benefits and become TAA certified to be eligible for benefits. The state agency with jurisdiction includes state workforce or employment service agencies. Appropriations for training under the TAA program are statutorily capped at \$220 million. Direct benefits are provided to individuals (such as travel allowance, health care benefits, and cash assistance) as well as funding of services. Amount of funding made available in Cuyahoga County was requested from Ohio Bureau of Employment Services, but was not available at the time this report was written.

Trends of Identified Government Funders in Cuyahoga County

Between calendar years 2002 and 2006, WIA funds from Cuyahoga County have increased substantially from \$6.8 million to \$10.3 million. City of Cleveland WIA funds, however, have decreased from \$15.8 million in 2002 to \$10.9 million in 2004. Four million dollars was identified from TANF in 2004, and \$100,000 in 2004 and 2005 from the Social Services Block Grant. (See Figure 5.)



Source: City of Cleveland Department of Economic Development, Cuyahoga County Budget, Temporary Assistance to Needy Families, and Ohio Department of Jobs and Family Services

IDENTIFIED REVENUES

As of May 11, 2006, nearly \$23.86 million in revenues for employment preparation programs has been identified countywide. (See Table 2.) This includes information from foundations; federated fundraising organizations; regional, county and municipal government; and United Way of Greater Cleveland.

Ninety-six percent of the funding came from government sources. United Way contributed 4 percent of the identified revenues from both investment committee allocation and designated gifts.

Table 2: Identified Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland Employment Preparation, 2003/2004.

Funder	Period	A		B	
		Identifiable Total Dollars County-wide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)			0.00%	21,504	0.29%
Cleveland Foundation, The				150,000	
Deaconess Community Foundation				30,000	
Gund Foundation, The George				50,000	
Mt. Sinai Health Care Foundation, The				25,000	
Other Private Foundations - Not Elsewhere Classified				261,359	
Key Foundation				10,207	
National City Bank Foundation				11,000	
Sherwin-Williams Foundation, The				10,000	
Other Corporate Foundations - Not Elsewhere Classified				67,452	
Total - Foundations & Trusts		0	0.00%	615,018	8.20%
Total - Special Events - Growth			0.00%	85,000	1.13%
Community Shares		14,255			
Total - Federated Fundraising Organizations		14,255	0.06%	0	0.00%
Department of Education				146,638	
Department of Justice				11,164	
Department of Labor				28,541	
Subtotal Federal Government		0	0.00%	186,343	2.49%
Department of Alcohol and Drug Addiction Services				39,538	
Department of Health				7,665	
Department of Job and Family Services				25,500	
Ohio Rehabilitation Services Commission				39,734	
Subtotal State of Ohio		0	0.00%	112,437	1.50%
Board of Mental Retardation and Developmental Disabilities (169 Board)				33,429	
Department of Workforce Development (WIA)	2004	7,831,469		108,354	
Employment & Family Services (TANF)	2004	4,000,000		539,100	
Other Cuyahoga County Funders - Not Elsewhere Classified				6,102	
Subtotal Cuyahoga County Funding Sources		11,831,469	49.59%	686,985	9.16%
Other Lorain County Funders - Not Elsewhere Classified				64,943	
Subtotal Lorain County Funding Sources		0	0.00%	64,943	0.87%
Department of Economic Development (includes City WIA)	2004	10,967,050		3,425,849	
Other City of Cleveland Funders - Not Elsewhere Classified				1,143,204	
Subtotal City of Cleveland Funding Sources		10,967,050	45.96%	4,569,053	60.95%
All Other Funding - Not Elsewhere Classified				9,273	
Subtotal Other Govt Funding Sources		0	0.00%	9,273	0.12%
Total - Contracts/grants from government organizations		22,798,519	95.55%	5,629,034	75.09%
Private Pay/Fee for Service				68,760	
Total - Program Service Fees				68,760	0.92%
Total - Investment Income				1,358	0.02%
Total - All Other Revenue				28,122	0.38%
Subtotal Non - UWGrCle Support		22,812,774	95.61%	6,448,796	86.03%
Total - UWGrCle designations applied to program		28,691	0.12%	28,691	0.38%
Total - UWGrCle investment committee allocation		1,018,559	4.27%	1,018,559	13.59%
Subtotal UWGrCle Support - 4001, 4701 & 4703		1,047,250	4.39%	1,047,250	13.97%
Total Support/Revenue		23,860,024	100%	7,496,046	100%



REIMBURSEMENT/COST

Determining the cost for employment preparation services is difficult because the unit of service varies; however, most programs determine costs based on an hourly rate. The average market price or cost of service delivery ranges between \$20 and \$500 per hour according to the Cuyahoga County Department of Employment and Family Services (2005). The range of government reimbursement per client is \$1,000 to \$5,500.

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

What Works

Effective employment preparation programs understand the local labor market and target the jobs that are likely to employ individuals with community college credentials, with relatively high earnings, strong employment growth, and opportunities for individual advancement. The most successful programs succeed by providing careful local needs assessments. They not only focus on the needs of the employer, but also on the needs of the job-seeker.

Grubb (1995) believes that institutions that fail to consider the hiring requirements and the quality of jobs for which they provide occupational preparation are likely to place individuals in minimum-wage positions, with few prospects for advancement and with dismal results over the long run.

A study for the U.S. Department of Education (Carnelvale and Desrochers, 2002) reports that effective programs contain an appropriate mix of academic (or remedial or basic) education, occupational skills, and work-based learning—in the best cases integrated with one another. While flexible and innovative scheduling may be necessary, the intensity of both academic and vocational education must be appropriate to the jobs being targeted. Effective programs contain the following support mechanisms:

- Guidance and counseling mechanisms;
- Remedial/developmental education;
- Retention programs; and
- Services for students with disabilities.

In addition, effective programs provide clients or students with pathways or “ladders” of further education opportunities so they can continue their education and training when they are able to.

Increased expectations and changes in the labor market have created enormous pressure for community-based organizations. Organizations that did not need to be competitive in the past now find themselves competing for business by offering improved services and increasing employer satisfaction. Many of these organizations are finding themselves in financial trouble because it is costly to offer some of the improved services, and the competitiveness between programs is driving down prices. The financial problems tend to keep these organizations from being able to build their own managerial, technological, and staff capacities to respond to these new demands.

A study by the Urban Institute (Holzer and Martinson, 2005) entitled “Can We Improve Job Retention and Advancement among Low-Income Working Parents?” summarized evidence from research that shows what frequently impedes the retention and advancement prospects of low-wage workers.

These difficulties include poor skills and work histories; wages and benefits, which provide little incentive to remain on the job and little hope of advancement; difficulties with child care, transportation, and other family issues; and limited access to better employers ... Our review of the policy evaluation literature left us with no “magic bullets,” and relatively few programs or

efforts that solve these problems and improve retention and advancement with certainty. Many promising efforts have not yet been rigorously evaluated. Others have, but their success rate is mixed, and our ability to replicate successes and implement them on a large scale remains uncertain.

The study lists some areas for innovative policy activities that are promising:

- Financial incentives and supports seem to generate more steady employment for low earners, especially if tied to full-time work; but these supports must be permanent, and their impacts alone on advancement are likely very limited.
- Temp agencies (and perhaps other intermediaries) can improve the access of low earners to higher wage employers, where their retention and advancement are strengthened. Some post-employment services provided at the workplace seem to strengthen retention as well.
- Education and job training for low earners are most successful when they provide workers with credentials that employers value (such as associate's degrees, and perhaps other training certificates), and when the training provides skills that match private-sector demands in local labor markets.
- The returns to privately provided training by employers are high.
- Some programs based on mixed strategies—especially those that provide some training, a range of services and supports, financial incentives, and access to better employers—have worked well, especially when implemented in an environment where pressures to gain employment are strong.

The Manpower Demonstration Research Corporation (Wallace, 2002) is investigating the feasibility of developing Work Support Centers as a way to address the challenges of access to and institutional responsibility for services that support the working poor.

Work Support Centers would be single locations where job seekers can access employment, retention, and advancement services, and easily apply for work support programs. Work Support Centers could operate in a range of institutions, including One-Stops, community colleges, Family Resource Centers, and private employers. Indeed, rather than creating a new network of agencies, MDRC views Work Support Centers as incorporating a set of functions that could be adapted to a number of existing institutions already working with low-income families. Work Support Centers would directly provide pre-employment services to help low-income parents secure employment; job retention and career advancement services; access to work supports; financial counseling; and access to free tax assistance to increase participation in the Earned Income Tax Credit.

Work Support Centers would aggressively market these services to assure higher participation in retention and advancement services and the full package of multiple work supports; and help clients navigate the maze of available programs in user-friendly environments. A key goal of Work Support Centers would be to administer these services as a cohesive

“package” instead of as discrete, unrelated programs. If an approach to Work Support Centers appears to be promising, MDRC plans to develop a demonstration that would test the effect of these services.

According to the report “Working Hard, Falling Short” (Waldron, Roberts, and Reamer, 2004):

Study after study has documented the financial payoff that comes with encouraging low income working families to invest in post-secondary education. College education has always translated into higher average earnings. However, the difference between those who continue with post-secondary education and those who do not has grown more pronounced in the last quarter century (Day and Newburger, 2002). The benefits of post-secondary education are significant particularly for workers whose parents did not go to college (Johnson and Kaggwa, 1998).

In California, a recent study found that for welfare participants who attend community college, the more college they attend, the more they earn. Earnings increased for all recipients who attended college, even those who did not have a high school diploma before entering community college; the highest increase was for those in vocational training programs (Mathur, Reichle, Strawn, and Wiseley, 2004).

Not all workers would be well-served by postsecondary education, or in some cases even a high school credential. However, some job training programs have generally proven to be cost-effective in improving skills among the nation’s less educated workers (Holzer and Waller, 2003). Although program quality and results are uneven, studies have documented that these workers can increase their earnings by between 10 percent and 156 percent, compared with similar workers who do not go through training (Smith, Wittner, Spence, and Kleunen, 2002). And the most successful welfare-to-work programs increase employment and earnings by combining employment-focused services with training and other post-secondary education (Martinson and Strawn, 2003). A study of prisoners who participated in education and job training programs found their recidivism rate dropped by 29 percent and that they had higher earnings than non-participants (Steurer and Smith, 2003).

Employer programs and policies play a critical role in job retention and advancement, according to the Welfare Information Network Issue Notes report “Promoting Employer Practices That Increase Retention and Advancement”:

The successful long-term placement of the employee at her job is largely dependent on the organizational practices of the employer. Involving employers in retention and advancement efforts can result in decreased costs for agencies as a result of fewer individuals returning to TANF and reusing job placement resources.

Engaging employers will enable more low-income workers to access training and advancement opportunities. Low-wage workers often do not take advantage of training opportunities after job placement, due to both the

challenges of balancing work with family obligations as well as eagerness to cease relying on public resources associated with welfare.

Finally, strong workforce agency-employer partnerships enhance the visibility and credibility of welfare-to-work efforts. Since a region’s ability to attract and retain firms and industries is linked to the presence of a skilled labor supply, targeted efforts focused on the skill development of workers will likely garner more public support for the workforce system (Crandall, 2004).

Employer policies and programs that have been show to be effective for increasing employee retention and promoting career advancement in general and for low-wage workers in particular include:

- Effective Selection Tools;
- Meaningful Work;
- Opportunities to Learn and Grow including training, career ladders, and mentorships;
- Excellent Supervision;
- Compensation Practices; and
- Family Friendly Benefits (Crandall, 2004).

State and local agencies can offer the following support services to help employers implement and reinforce retention and advancement practices outlined above:

- Job Placement;
- Incumbent Worker Training;
- Training for Supervisors;
- Career Ladders;
- Mentor Programs;
- Career Counselors and Case; and
- Information on Work and Financial Supports (Crandall, 2004).

What Doesn’t Work

The businesses and government agencies that provide funding for these programs are looking for results. Programs that merely train people for jobs, but do not place them into jobs, are no longer acceptable. Employers are looking to spend less than in the past and get more for their money. Organizations that cannot meet these demands have fewer people to serve. Government agencies that previously paid for placement alone are now adding additional requirements to their funding such as job retention, increased earnings, and employer satisfaction. The environment has become “performance-oriented” (Carnelvale and Desrochers, 2002).

IMPACT ON COMMUNITY

According to the report entitled “Working Hard, Falling Short” (Waldron, Roberts, & Reamer, 2004):

The federal government does not adequately measure the return on its investment in low-income working families. Three significant federal programs administered by the states–TANF, the Workforce Investment Act



(WIA) and Adult Education—do not measure participants’ earnings to see if they are advancing out of poverty or achieving economic self-sufficiency. The government fails to make data on the performance of federal programs readily available to the public, with the exception of the WIA Title I job training program. More broadly, the federal government has little data and information on the overall conditions of low-income working families, making it difficult to focus investments where they are most needed.

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

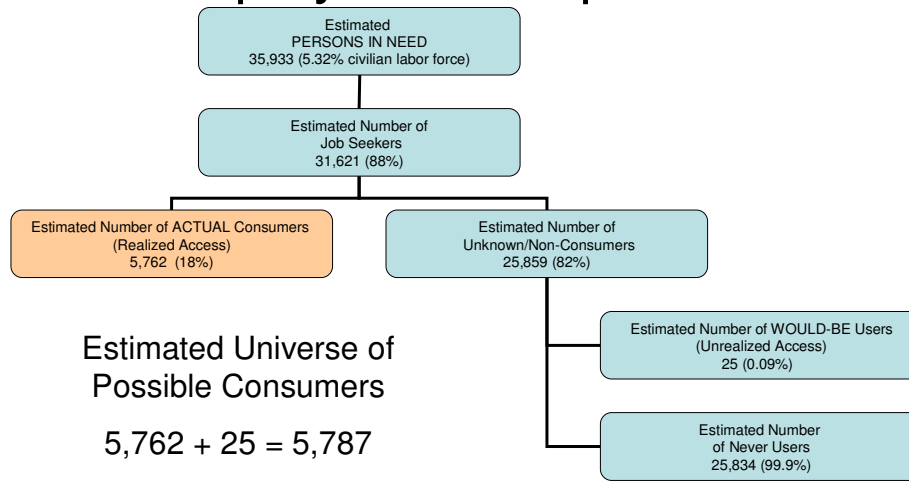
No accreditation standards were found for this core service area.

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for Employment Preparation services:

- A conservative estimate of 35,933 persons need employment preparation programs, which is the number of unemployed persons in Cuyahoga County in 2006.
- The U.S. Department of Labor reported that in 2005, 88 percent of the nation’s unemployed were job seekers and of those 18.3 percent had used a public employment agency as a method in their job search. Applying these percentages to Cuyahoga County’s unemployed results in 31,621 job seekers (88 percent of 35,933).
- Based on available information about actual consumers, approximately 5,762 have realized access to employment preparation programs. This is the sum of those who receive employment preparation assistance from the Department of EFS (2,000) and the City of Cleveland Workforce Development (3,762) persons. It assumes that consumers funded by United Way (5,290) are duplicated with the other two funding sources.
- This leaves a net estimate of 35,786 persons 16 and older who are either receiving services from unaccounted-for sources or are not receiving employment preparation services. (31,621 – 5,762 = 25,859)
- Also according to the U.S. Department of Labor (2005) report, 18.3 percent of job seekers had used a public employment agency as a method in their job search. Applying this percentage to Cuyahoga County data results in 5,787 estimated universe of possible consumers. (31,621 x 18.3% = 5,787)
- Subtracting the actual consumers (5,762) from 5,787, leaves approximately 25 would-be consumers.
- Including both realized (5,762) and unrealized access (25), the estimated universe of possible consumers for employment preparation programs is 5,787. (See Figure 6.)

Figure 6 - Consumer Estimates: Employment Preparation



Service Site Index

Countywide, there are 265 service sites for employment preparation programs. This is a ratio of 22 possible consumers (estimated 5,787 total) to one service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of consumers in training that could be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving employment preparation services.

The ratios on the Service Site Index range from a high of 2:1 to a low of 1:1. (See Map in Attachment 10.)

Service Capacity

The typical capacity ranges from 60–300 clients per agency, depending on the size of contract. According to the Cuyahoga County Department of Employment and Family Services (2005), all Ohio Works First clients need some type of work and/or training program, although some choose not to use it. Most of the agency capacity for service is used with most EFS contracts meeting 70-100 percent of need (CCDEFS, 2005).

VII. SUMMARY

The following are the major findings from the research on this core service:

- Expanded global competition and the infusion of technology in the labor market have affected the structure of jobs and the way Americans work, fueling increases in educational attainment and the demand for skill.
- General reasoning, problem-solving, and behavioral skills as well as a positive cognitive style are increasingly needed to supplement the narrow cognitive and occupational skills sought in a more directed work environment.
- The average annual unemployment rate for 2006 was 5.3 percent, 35,933 persons.
- The most recent major piece of job training legislation, the Workforce Investment Act (WIA), was enacted by Congress in 1998.
- Overall, according to the General Accounting Office, federal job training policy today remains fragmented and inefficient.
- Between calendar years 2002 and 2006, WIA funds from Cuyahoga County have increased substantially from \$6.8 million to \$10.3 million. City of Cleveland WIA funds, however, have decreased from \$15.8 million in 2002 to \$10.9 million in 2004.
- Approximately \$4 million is allocated for employment preparation services from TANF in Cuyahoga County.
- As of May 11, 2006, nearly \$24 million in revenues for employment preparation programs has been identified countywide.
- Grubb (1995) believes that institutions that fail to consider the hiring requirements and the quality of jobs for which they provide occupational preparation are likely to place individuals in minimum-wage positions, with few prospects for advancement and with dismal results over the long run.
- A study for the U.S. Department of Education reports that effective programs contain an appropriate mix of academic (or remedial or basic) education, occupational skills, and work-based learning—in the best cases integrated with one another.
- Programs that merely train people for jobs, but do not place them into jobs, are no longer acceptable. The environment has become “performance-oriented.”
- Employer programs and policies play a critical role in job retention and advancement.
- Including both realized (5,762) and unrealized access (25), the estimated universe of possible consumers for employment preparation programs is 5,787.
- Countywide, there are 265 service sites for employment preparation programs. This is a ratio of 22 possible consumers (estimated 5,787 total) to one service site countywide.

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ATTACHMENTS

Attachment 1: Researcher List

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Thanks to *The Center for Community Solutions* for providing multiple sources of information.

Attachment 2: Technical Notes

Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services, however,

seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county's Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses "Paratransit" as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses "Mental Health Drop-in Centers."

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

Foundation Funding

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

Federated Funding Sources

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

Government Funding

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

Medicaid Funding

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

Entered as Aggregate Total Under Appropriate AIRS Level

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

Entered as Aggregate Total Under Third Party Payee/Direct Bill

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

United Way of Greater Cleveland Funding

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are

unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

United Way Agency Revenues

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

Consumer and Financial Data: Caveats

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

All Core Services

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range.

The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

Gap Analysis Methodology & Limitations

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
 - In some cases data was “unknown,” defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
 - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, “missing” represents data funders/providers were unable to provide.
 - There was no check of the accuracy of data submitted by agencies.
 - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
 - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
 - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of “unknown/non-consumers”:* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of “would-be users” (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.
- *Estimate of number of “never users”:* This is the difference between the estimated number of unknown/non-consumers and would-be users.

- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

Service Site Index

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

Specific Service Issues

Senior Services

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from

senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be 60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

References

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- Wan, Thomas T. H., Odell, Barbara Gill, & Lewis, David T. (1982). *Promoting the well-being of the elderly: A community diagnosis*. New York: The Halworth Press.

Attachment 3: Actual Consumer Demographics

Core Service: Employment Preparation ND-200							
PERIOD	Total Population (%) ¹	Total Civilian Labor Force (%) ²	Estimated Persons in Need Total in Civilian Labor Force Unemployed (%) ³	Actual Number/Percent of Consumers by Funding Source ⁴			
				UW Program Report Data Cuy Cty Only 83.3% (%)	Cuyahoga County Dept. of Workforce Development (%)	Cuyahoga County Dept. of Employment & Family Services (%)	City of Cleveland Dept. of Economic Development (%)
	1/1/2000-12/31/2000	Avg 2006	Avg 2006	7/1/2003-6/30/2004	7/1/2003-6/30/2004	7/1/2003-6/30/2004	7/1/2003-6/30/2004
TOTAL	1,393,978	672,067	35,933	5,290	Missing	2,000	3,672
Percent of Population		48.2%	5.3%				
GENDER							
Male	47.2%	N/A	N/A	41.9%	0.0%	15.0%	0.0%
Female	52.8%	N/A	N/A	53.4%	0.0%	85.0%	0.0%
Unknown Data*****				0.0%	0.0%	0.0%	0.0%
Missing Data*****				4.7%	100.0%	0.0%	100.0%
RACE*****							
White alone	67.1%	N/A	N/A	13.7%	0.0%	0.0%	0.0%
Black or African American alone/combination	27.9%	N/A	N/A	71.7%	0.0%	70.0%	0.0%
Asian alone/combination	2.1%	N/A	N/A	0.9%	0.0%	0.0%	0.0%
American Indian and Alaska Native alone/combination	0.7%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
Some other race alone/combination	2.1%	N/A	N/A	2.0%	0.0%	0.0%	0.0%
Unknown Data*****				11.6%	0.0%	30.0%	0.0%
Missing Data*****				0.0%	100.0%	0.0%	100.0%
HISPANIC*****	3.3%	N/A	N/A	3.9%	0.0%	0.0%	0.0%
AGE							
0-4	6.5%	N/A	N/A	0.0%	0.0%	N/A	0.0%
5-9	7.3%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
10-14	7.1%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
15-19	6.4%	N/A	N/A	11.7%	0.0%	0.0%	0.0%
20-34	19.1%	N/A	N/A	35.0%	0.0%	0.0%	0.0%
35-54	29.3%	N/A	N/A	26.3%	0.0%	0.0%	0.0%
55-64	8.7%	N/A	N/A	8.4%	0.0%	0.0%	0.0%
65-74	7.8%	N/A	N/A	0.5%	0.0%	0.0%	0.0%
75+	7.8%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
Unknown Data*****				13.3%	0.0%	100.0%	0.0%
Missing Data*****				4.7%	100.0%	0.0%	100.0%
INCOME*****							
Average Household Size	N/A	N/A	N/A	N/A	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	33.8%	0.0%	0.0%	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	2.9%	0.0%	0.0%	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	3.7%	0.0%	0.0%	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	5.2%	0.0%	0.0%	0.0%
\$30,000 and above	61.5%	N/A	N/A	7.6%	0.0%	0.0%	0.0%
Unknown Data*****				42.2%	0.0%	100.0%	0.0%
Missing Data*****				4.7%	100.0%	0.0%	100.0%
Totals	100.0%	N/A	N/A	100.0%	100.0%	100.0%	100.0%

Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census 2000, SF1 (P1); SF4(PCT 144)
** Ohio Department of Job and Family Services, 2007
*** Ohio Department of Job and Family Services, 2007
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
***** The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone," all racial categories are "... alone or in combination with some other race." This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of "total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

Attachment 4: Actual Consumer Zip Codes

Core Service: Employment Preparation ND-200								
Period	City/Town (% Cleveland)	Total Population (%) [*] 1/1/2000-12/31/2000	Total Civilian Labor Force (%) ^{**} Avg 2006	Estimated Persons in Need Total in Civilian Labor Force Unemployed (%) ^{***} Avg 2006	Actual Number/Percent of Consumers by Funding Source ^{****}			
					UW Program Report Data (%) 7/1/2003-6/30/2004	Cuyahoga County Dept. of Workforce Development (%) 7/1/2003-6/30/2004	Cuyahoga County Dept. of Employment & Family Services (%) 7/1/2003-6/30/2004	City of Cleveland Dept. of Economic Development (%) 7/1/2003-6/30/2004
TOTAL		1,393,978	672,067	35,933	5,290	Missing	2,000	3,762
Percent of Population			48.2%	5.3%				
44017	Berea	1.4%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44022	Bentleyville	1.3%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
44040	Gates Mills/Mayfield Village	0.2%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
44070	North Olmsted	2.4%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
44101	Cleveland (100%)	0.0%	N/A	N/A	0.7%	0.0%	0.0%	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	N/A	N/A	4.8%	0.0%	0.0%	0.0%
44103	Cleveland (100%)	1.8%	N/A	N/A	6.5%	0.0%	0.0%	0.0%
44104	Cleveland (100%)	2.1%	N/A	N/A	5.3%	0.0%	0.0%	0.0%
44105	Cleveland/NewburghHts/ GarfieldHts	3.9%	N/A	N/A	9.4%	0.0%	0.0%	0.0%
44106	Cleveland/Cleveland Hts (60%)	2.3%	N/A	N/A	3.9%	0.0%	0.0%	0.0%
44107	Lakewood/Cleveland	4.0%	N/A	N/A	0.9%	0.0%	0.0%	0.0%
44108	Cleveland/Bratenahl (90%)	2.6%	N/A	N/A	8.3%	0.0%	0.0%	0.0%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	N/A	N/A	4.7%	0.0%	0.0%	0.0%
44110	Cleveland/East Cleveland (98%)	1.9%	N/A	N/A	4.3%	0.0%	0.0%	0.0%
44111	Cleveland (100%)	3.1%	N/A	N/A	2.0%	0.0%	0.0%	0.0%
44112	East Cleveland/Cleveland	2.4%	N/A	N/A	6.2%	0.0%	0.0%	0.0%
44113	Cleveland (100%)	1.4%	N/A	N/A	2.2%	0.0%	0.0%	0.0%
44114	Cleveland (100%)	0.3%	N/A	N/A	2.0%	0.0%	0.0%	0.0%
44115	Cleveland (100%)	0.6%	N/A	N/A	4.9%	0.0%	0.0%	0.0%
44116	Rocky River	1.5%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
44117	Euclid/Cleveland	0.9%	N/A	N/A	0.6%	0.0%	0.0%	0.0%
44118	ClevelandHts/UniversityHts/	3.2%	N/A	N/A	2.4%	0.0%	0.0%	0.0%
44119	Cleveland/Euclid (50%)	1.0%	N/A	N/A	0.8%	0.0%	0.0%	0.0%
44120	Shaker Hts/Cleveland	3.4%	N/A	N/A	5.2%	0.0%	0.0%	0.0%
44121	University Hts/South Euclid	2.5%	N/A	N/A	4.0%	0.0%	0.0%	0.0%
44122	Beachwood/Highland	2.5%	N/A	N/A	1.6%	0.0%	0.0%	0.0%
44123	Euclid	1.3%	N/A	N/A	0.8%	0.0%	0.0%	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	N/A	N/A	0.3%	0.0%	0.0%	0.0%
44125	Valley View/Garfield Hts	2.1%	N/A	N/A	0.7%	0.0%	0.0%	0.0%
44126	Fairview Park/Cleveland	1.2%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
44127	Cleveland (100%)	0.6%	N/A	N/A	0.7%	0.0%	0.0%	0.0%
44128	Warrensville Hts/Cleveland	2.4%	N/A	N/A	4.7%	0.0%	0.0%	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	N/A	N/A	0.6%	0.0%	0.0%	0.0%
44130	Parma/Cleveland	3.8%	N/A	N/A	0.5%	0.0%	0.0%	0.0%
44131	Independence/Seven	1.5%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44132	Euclid	1.1%	N/A	N/A	3.0%	0.0%	0.0%	0.0%
44133	North Royalton	2.0%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44134	Parma/Cleveland	2.9%	N/A	N/A	0.5%	0.0%	0.0%	0.0%
44135	Cleveland/Linddale (90%)	2.0%	N/A	N/A	0.9%	0.0%	0.0%	0.0%
44136	Strongsville	3.1%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44137	Maple Hts/Cleveland	1.9%	N/A	N/A	1.8%	0.0%	0.0%	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
44140	Bay Village	1.1%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44141	Brecksville	1.0%	N/A	N/A	0.0%	0.0%	0.0%	0.0%
44142	Brookpark/Cleveland	1.5%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
44143	Highland Hts/Richmond Heights	1.7%	N/A	N/A	0.3%	0.0%	0.0%	0.0%
44144	Brooklyn/Cleveland	1.6%	N/A	N/A	1.3%	0.0%	0.0%	0.0%
44145	Westlake	2.3%	N/A	N/A	0.1%	0.0%	0.0%	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	N/A	N/A	0.7%	0.0%	0.0%	0.0%
44147	Broadview Hts	1.1%	N/A	N/A	0.8%	0.0%	0.0%	0.0%
44149	Strongsville	0.0%	N/A	N/A	0.2%	0.0%	0.0%	0.0%
Unknown Cuyahoga County Zip Codes*****					0.0%	0.0%	0.0%	0.0%
Missing*****					0.0%	100.0%	100.0%	100.0%
Unknown*****					19.1%	0.0%	0.0%	0.0%
Total Cuyahoga County*****		100.0%	N/A	N/A	100.0%	0.0%	0.0%	0.0%
Total Known Cleveland		30.5%	N/A	N/A	61.5%	0.0%	0.0%	0.0%
Total Known Suburbs		69.5%	N/A	N/A	38.5%	0.0%	0.0%	0.0%
Unknown & Missing					19.1%	100.0%	100.0%	100.0%

Attachment 4: Actual Consumer Zip Codes (continued)

* Source: U.S. Census 2000, SF1 (P1)
** Ohio Department of Job and Family Services, 2007
*** Ohio Department of Job and Family Services, 2007
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

Attachment 5: Profile of Core Service Providers – 2005

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
Total Number of Organizations	105	8
Number of Organizations by Type		
Nonprofit	63	-
For-profit	-	-
Government	40	-
Other	2	-
Total Number of Service Sites	265	-
Number of Service Sites per Organization		
1	60	-
2 – 5	34	-
6 – 10	7	-
11+	4	-
Geographical Location of Service Sites, by ZIP Code		
44017 - Berea	-	-
44022 - Bentleyville	2	-
44040 - Gates Mills/Mayfield Village	-	-
44070 - North Olmsted	-	-
44101 - Cleveland	-	-
44102 - Cleveland/Brooklyn	19	-
44103 - Cleveland	16	-
44104 - Cleveland	5	-
44105 - Cleveland/Newburgh Hts/Garfield Hts	2	-
44106 - Cleveland/Cleveland Hts	17	-
44107 - Lakewood/Cleveland	4	-
44108 - Cleveland/Bratenahl	9	-
44109 - Cleveland/Brooklyn Hts	3	-
44110 - Cleveland/East Cleveland	1	-
44111 - Cleveland	3	-
44112 - East Cleveland/Cleveland	6	-
44113 - Cleveland	13	-
44114 - Cleveland	24	-
44115 - Cleveland	41	-
44116 - Rocky River	1	-
44117 - Euclid/Cleveland	-	-
44118 - ClevelandHts/UniversityHts/ShakerHts	12	-
44119 - Cleveland/Euclid	1	-
44120 - Shaker Hts/Cleveland	7	-
44121 - University Hts/South Euclid	2	-
44122 - Beachwood/Highland Hills/Shaker Hts.	11	-
44123 - Euclid	4	-
44124 - Pepper Pike/Mayfield Hts./Lyndhurst	5	-
44125 - Valley View/Garfield Hts	3	-
44126 - Fairview Park/Cleveland	2	-
44127 - Cleveland	-	-
44128 - Warrensville Hts/Cleveland	5	-

Attachment 5: Profile of Core Service Providers – 2005 (continued)

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
44129 - Brooklyn/Parma/Cleveland	4	-
44130 - Parma/Cleveland	10	-
44131 - Independence/Seven Hills/Brooklyn Hts	2	-
44132 - Euclid	1	-
44133 - North Royalton	1	-
44134 - Parma/Cleveland	-	-
44135 - Cleveland/Linndale	-	-
44136 - Strongsville	4	-
44137 - Maple Hts/Cleveland	9	-
44138 - Olmsted Twp/Olmsted Falls	-	-
44139 - Bentleyville/Glenwillow/Solon	2	-
44140 - Bay Village	1	-
44141 - Brecksville	6	-
44142 - Brookpark/Cleveland	1	-
44143 - Highland Hts/Richmond Heights	4	-
44144 - Brooklyn/Cleveland	1	-
44145 - Westlake	-	-
44146 - Walton Hills/Oakwood/Bedford	-	-
44147 - Broadview Hts	1	-
44149 - Strongsville	-	-

Attachment 6: Providers and Functions – 2005

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
AARP	Employment And Training
AIDS Taskforce Of Greater Cleveland	Finding Work After Hiv / Aids Treatment
American Red Cross Greater Cleveland Chapter	Job Training - Nurse/Home Health Assistant, Life Skills Training
Antioch Development Corp.	Job Readiness
Bay Village City School District	Guidance/Counseling
Beachwood City School District	Guidance Counseling
Boy Scouts Of America - Greater Cleveland Council	Career Exploration
Brecksville-Broadview Heights City School District	Guidance/Counseling
Bridgeway	Vocational Rehabilitation
Capital University	Educational Options/Career Exploration
Case Western Reserve University	Career Exploration – Youth, Career Exploration - Engineering – Youth, College Preparation – Minorities, College Preparation - Urban Youth, College Preparation - East Cleveland Youth
Catholic Charities Services Of Cuyahoga County	Career And Employment Support For Youth: La Providencia, Career And Employment Support For Youth: Depaul, Career And Employment Support - Youth: St. Martin De Porres, Employment And Training For Financial Services, Career And Employment Support For Youth: Fatima, Employment And Training Services
Center For Employment Training	Job Training
Center For Families And Children	Support Services For Fathers
Center For Health Affairs	Nursing Workforce Development Initiative
Chagrin Falls Exempted Village School District	Guidance/Counseling
Christian Family Outreach	Job Training
Cleveland City Of - Dept. Of Aging	Job Search And Placement
Cleveland City Of - Dept. Of Economic Development	Employment – Adults, Employment - Dislocated Workers/Displaced Homemakers, Employment – Youth, Employment - Training - Non-Wia
Cleveland Heights City Of - Dept. Of Community Services	Human Services/Social Services - Students
Cleveland Heights-University Heights City School District	Adult Basic & Literacy Education, Vocational Education, Guidance And Counseling
Cleveland Institute Of Art	Educational Enhancement
Cleveland Job Corps Center	Vocational Training
Cleveland Metroparks	Job Exploration - Internships
Cleveland Municipal School District	Homeless Youth Programs, Vocational Education - Refugees And Immigrants, Guidance And Counseling, Vocational Education, Vocational Program - Adults
Cleveland Museum Of Natural History	Community Education - Natural History – Teens, Community Education - Natural History - Middle School

Attachment 6: Providers and Functions – 2005 (continued)

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
Cleveland Play House - The	Career Exploration - Theater – Youth
Cleveland Scholarship Programs	College Information Search, Adult Scholarship And Counseling
Cleveland Sight Center	Academic And Vocational Assessment And Preparation, Employment Services
Cleveland Treatment Center	Career Awareness/Job Readiness-- Video/Theater/Graphics
Community Re-Entry	Support Services - Ex-Offenders
Council For Economic Opportunities In Greater Cleveland	Job Training For Clerical And Secretarial Positions, Job Readiness, Placement, And Retention Services
Creative Education Institute	Job Basics For Employment
Cuyahoga Community College	Employment Acquisition, Professional Development - Health Professions, College Preparation – Youth, College Preparation - Young People, College/Career Preparation, Lifelong Learning - Science/Math – Youth, College Preparation - Middle School Students, Job Training - Displaced Workers, College Preparation – Veterans, Vocational Education/ Technical Education, Employment Acquisition – Women, Job Training - Low Income Adults, Adult Basic And Literacy Education
Cuyahoga County Dept. Of Workforce Development	Employment Resources/Guidance, Employment – Adults, Employment – Youth, Employment - Dislocated Workers/Displaced Homemakers
Cuyahoga County Employment And Family Services	Pre - Employment Workshop, Employment - Tools/Resource Areas, Job Skills Upgrade - Owf Participants
Cuyahoga County Public Library	Job Search And Guidance
Cuyahoga Heights School District	Guidance/Counseling
Cuyahoga Valley Career Center	Adult Education - Practical Nursing Program, Youth - Vocational Education - General Enrollment, Youth - Vocational Education - Guidance Counseling, Adult Education - Employment Readiness, Youth - Career Exploration/Awareness
East Cleveland City School District	Vocational Services, Guidance And Counseling, Adult Basic And Literacy Education
East Cleveland Neighborhood Center	Activities/Camping/Programs For Teens
East Side Catholic Center And Shelter	Job Readiness Program
Employment Alliance	Vocational / Employment Services For Mental Health Consumers
Esperanza	Educational Services For High School Students
Euclid City School District	Adult Basic And Literacy Education
Fairfax Renaissance Development Corp.	Employment Counselling/Placement
Fairview Park City School District	Guidance/Counseling
Garfield Heights City School District	Guidance/Counseling
Garfield Heights Community Center	Adult Basic And Literacy Education

Attachment 6: Providers and Functions – 2005 (continued)

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
Girl Scouts Of Lake Erie Council	Recreational/Educational Activities – Girls
Goodwill Industries Of Greater Cleveland	Transitional Employment/Training - Mr/Dd, Vocational Evaluation, Pre - Employment Skill Instruction, Employee Development Services
Hard Hatted Women	Pre-Apprenticeship Training, School Outreach / Nontraditional Roles For Girls
Harvard Community Services Center	Youth Job Success Program
Healthspace Cleveland	Camp - Medical - Youth
Independence Local School District	Guidance/Counseling
Inroads - Northeast Ohio	Career Development
International Services Center	Job Readiness, Search And Placement, Employment Training
Jewish Family Service Assn. Of Cleveland	Career Center – General, Disabled Employment Services, Career Center - Outplacement
Jobs Partnership Cleveland	Job Training
Lakewood City School District	Adult Basic And Literacy Education
Learning Disabilities Assn. Of Cuyahoga County Education And Training Center	Preparation For Employment
Linking Employment, Abilities And Potential	Employment – Disabilities, Job Readiness - Disabled High School Students
Lyric Opera Cleveland	Professional Development - Performing Arts/Opera
Maple Heights City School District	Guidance/Counseling, Vocational Education, Vocational Education - Career Exploration
Mature Services	Employment Services
May Dugan Center	Employment
Mayfield City School District	Adult Basic Literacy And Education, Vocational Education, Guidance/Counseling
Menorah Park Center For Senior Living	Job Rehabilitation - Brain Injuries, Job Training - Nursing Assistant
National Assn. For The Advancement Of Colored People - Cleveland Branch	Job Training And Placement, Job Training And Placement - Young Adults
National Caucus And Center On Black Aged	Job Search And Placement
Neighborhood Centers Assn.	Educational Resources For Families And Youth
North Royalton City School District	Guidance/Counseling
Ohio Dept. Of Job And Family Services	Employment Services For Veterans
Ohio Rehabilitation Services Commission	Rehabilitation Services - Blind / Visually Impaired
Ohio State University Extension - Cuyahoga County	Training - Horticulture/Pesticides
Orange City School District	Recreation - Personal Enrichment/Life Planning, Guidance/Counseling, Vocational Education
Parma City School District	Vocational Education, Guidance/Counseling
Polaris Joint Vocational School District	Employment Readiness
Richmond Heights Local School District	Guidance/Counseling
Rock And Roll Hall Of Fame And Museum	Career Awareness - Architecture
Rocky River City School District	Guidance/Counseling
Shaker Heights City School District	Guidance/Counseling, Vocational Education
Solon City School District	Guidance/Counseling

Attachment 6: Providers and Functions – 2005 (continued)

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
South Euclid-Lyndhurst City School District	Guidance/Counseling
Spanish American Committee	Employment Services For The Hispanic Community
St. Malachi Center	Assistance After High School Graduation/Ged, Job Preparation
Strongsville City School District	Guidance/Counseling, Vocational Education, Adult Basic And Literacy Education
Support To At-Risk Teens	Employment Assistance - Youth
Towards Employment	Job Training/Acquisition - Detainees, Offenders, Ex-Offenders, Employment Acquisition - Full Time
Transition Resource Services	Work Therapy
Tri-Heights Career Prep Consortium	Vocational Education - General Information, Guidance/Career Counseling
United Cerebral Palsy Assn. Of Greater Cleveland	Career Exploration / High School Students
United Labor Agency	Employment And Training
United States Dept. Of Veterans Affairs	Social Services/Employment For Veterans
University Circle Incorporated	Summer Internships At Cultural Institutions
Urban League Of Greater Cleveland	Employment Preparation And Placement, Employment Preparation – Teens, Employment Preparation And Placement – Fathers, Employment Preparation And Placement - Owf Recipients, Job Training - Home Health Aide
Ursuline Sophia Center	Career Transition Counseling
UsO Of Northern Ohio	Employment Services For Spouses Of Military Personnel
Vocational Guidance Services	Independent Living Skills Development, Employment Acquisition - Owf Recipients, Employment Preparation – Disabled, Employment Acquisition - Economically Disadvantaged, Vocational Assessment, Job Training – Disabled, Employment Preparation
Volunteers Of America - Northeast And North Central Ohio	Employment Assistance For Homeless Veterans
Warrensville Heights City School District	Guidance/Counseling, Vocational Education
West Shore Career- Technical Education District	Vocational Education - Information/Enrollment, Guidance/Career Counseling/Employment
West Side Ecumenical Ministry	Employment Assistance – Youth, Job Training In Nursing – Hispanics, Job Training In Customer Service – Hispanics, Job Preparation/Acquisition – Hispanics, Job Preparation/Acquisition, Teen/Youth Services Center, Teen/Youth Services Center
Westside Industrial Retention And Expansion Network	Job Placement, Youth Career Development, Training
YMCA Of Greater Cleveland	Minority Youth Program To Promote Academic/Career Success
Youth Opportunities Unlimited	Job Placement Services For Youth, Pre-Career Study And Practice, Career Exploration Resources, Learning In A Work Environment

Bold represents agencies funded by United Way for this service.

Attachment 7: United Way - First Call for Help Employment Preparation Requests – 2000-2004: Greatest Increase/Greatest Decrease

ND-200 Employment Preparation First Call for Help Requests 2000-2004 Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change* 00&04	Avg. # Calls 00- 04
		2000	2001	2002	2003	2004		
44143	Highland Hts/Richmond Heights	1	3	2	2	5	400%	3
44122	Beachwood/Highland Hills/Shaker Hts.	2	5	3	2	9	350%	4
44120	Shaker Hts/Cleveland	11	21	36	19	34	209%	24
44103	Cleveland	11	16	23	23	27	145%	20
44144	Brooklyn/Cleveland	2	4	6	5	4	100%	4
44102	Cleveland/Brooklyn	15	22	37	30	27	80%	26
44114	Cleveland	4	5	4	6	7	75%	5
44132	Euclid	3	3	2	7	5	67%	4
44107	Lakewood/Cleveland	6	6	6	14	10	67%	8
44139	Bentleyville/Glenwillow/Solon	2	1	0	1	3	50%	1
44017	Berea	2	2	2	3	3	50%	2
44129	Brooklyn/Parma/Cleveland	2	6	5	4	3	50%	4
44104	Cleveland	22	26	30	28	33	50%	28
44113	Cleveland	8	11	24	11	12	50%	13
44128	Warrensville Hts/Cleveland	13	15	16	19	18	38%	16
44112	East Cleveland/Cleveland	19	33	25	20	26	37%	25
44106	Cleveland/Cleveland Hts	14	13	5	13	19	36%	13
44138	Olmsted Twp/Olmsted Falls	1	0	2	2	0	(100%)	1
44136	Strongsville	4	3	1	2	0	(100%)	2
44023	Chagrin Falls	2	0	0	0	0	(100%)	0
44124	Pepper Pike/Mayfield Hts./Lyndhurst	5	0	1	0	2	(60%)	2
44123	Euclid	8	1	1	6	4	(50%)	4
44146	Walton Hills/Oakwood/Bedford	8	4	7	9	4	(50%)	6
44135	Cleveland/Linndale	5	8	10	5	3	(40%)	6
44121	University Hts/South Euclid	8	6	16	6	5	(38%)	8

**Total Cuyahoga County	350	386	455	426	437	25%	411
**Total Cleveland	218	223	271	266	259	19%	247
**Total Suburbs	132	163	184	160	178	35%	163

* Extremely high percentages are due to low numbers.

** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.

Attachment 8: United Way - First Call for Help 2000-2004: Unmet Need

ND-200 Employment Preparation					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			% Unmet
		Requests	Met	Unmet	
44107	Lakewood/Cleveland	42	38	4	10%
44137	Maple Hts/Cleveland	39	37	2	5%
44103	Cleveland	100	97	3	3%
44105	Cleveland/Newburgh Hts/Garfield Hts	184	179	5	3%
44117	Euclid/Cleveland	39	38	1	3%
44115	Cleveland	84	82	2	2%
44112	East Cleveland/Cleveland	123	121	2	2%
44120	Shaker Hts/Cleveland	121	120	1	1%
44102	Cleveland/Brooklyn	131	130	1	1%
44104	Cleveland	139	138	1	1%

* Total Cuyahoga County	2,054	2,032	22	1%
* Total Cleveland	1,237	1,225	12	1%
* Total Suburbs	817	807	10	1%

FCFH DATA NOTES

Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)

Unmet = service request for which there was no referral.

Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.

* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.

Attachment 9: Service Site Index

Core Service: Employment Preparation ND-200											
Service Site Index											
Zip	Number of Sites *****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Civilian Labor Force (#)**	Total in Labor Force Unemployed (#)**	Total Job Seekers (#)****	Estimated Universe of Possible Consumers per Geographical Area****	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area	Ratio of CONSUMERS to Service SITES
Period				1/1/2000-12/31/2000	Avg 2006	Avg 2006	Avg 2006	Avg 2006	1/2005		
TOTAL	265			1,393,978	672,067	35,933	31,621	5,787	265		22:1
Percent of Total					48.2%	5.3%	88.0%	18.3%			
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	5,823	311	274	57	150		N/A
44105	2	Cleveland/NewburghHts/Garfield	African Am 61.9%	54,834	26,437	1,413	1,244	259	151		2:1
44106	17	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	15,629	836	735	153	156		1:1
44110	1	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	12,794	684	602	125	150		1:1
44120	7	Shaker Hts/Cleveland	African Am 76.7%	47,349	22,828	1,221	1,074	223	150		1:1
44103	16	Cleveland (100%)	African Am 80.2%	25,348	12,221	653	575	154	154		N/A
44108	9	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	17,576	940	827	172	155		1:1
44112	6	East Cleveland/Cleveland	African Am 95.2%	33,222	16,017	856	754	157	154		1:1
44128	5	Warrensville Hts/Cleveland	African Am 95.8%	33,612	16,205	866	762	159	154		1:1
44104	5	Cleveland (100%)	African Am 97.5%	28,904	13,935	745	656	136	153		1:1
44115	41	Cleveland (100%)	African Am 98.4%	8,186	3,947	211	186	39	153		N/A
44114	24	Cleveland (100%)	Asian 20.3%	3,891	1,876	100	88	18	153		N/A
44109	3	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	22,073	1,180	1,039	216	150		1:1
44102	19	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	25,122	1,343	1,182	246	149		2:1
44113	13	Cleveland (100%)	Hispanic 23.5%	19,466	9,385	502	442	92	149		1:1
44017	-	Berea		19,005	9,163	490	431	90	133		1:1
44022	-	Bentleyville		17,720	8,543	457	402	84	137		N/A
44040	-	Gates Mills/Mayfield Village		2,883	1,390	74	65	14	136		N/A
44070	-	North Olmsted		34,081	16,431	879	773	161	133		1:1
44101	-	Cleveland (100%)		-	-	0	0	0	-		N/A
44107	4	Lakewood/Cleveland		56,710	27,341	1,462	1,266	268	150		2:1
44111	3	Cleveland (100%)		42,967	20,715	1,108	975	203	149		1:1
44116	1	Rocky River		21,122	10,183	544	479	100	135		1:1
44118	12	ClevelandHts/UniversityHts/ShakerHt		45,279	21,830	1,167	1,027	214	143		1:1
44119	1	Cleveland/Euclid (50%)		13,493	6,505	348	306	64	150		N/A
44121	2	University Hts/South Euclid		35,185	16,963	907	798	166	154		1:1
44122	11	Beachwood/Highland		34,883	16,818	899	791	165	156		1:1
44123	4	Euclid		18,363	8,853	473	417	87	134		1:1
44124	5	Pepper Pike/MayfieldHts/Lyndhurst		40,334	19,446	1,040	915	190	140		1:1
44125	3	Valley View/Garfield Hts		29,876	14,404	770	678	141	151		1:1
44126	2	Fairview Park/Cleveland		17,196	8,291	443	390	81	150		1:1
44127	-	Cleveland (100%)		8,403	4,051	217	191	40	150		N/A
44129	4	Brooklyn/Parma/Cleveland		29,658	14,299	765	673	140	150		1:1
44130	10	Parma/Cleveland		53,615	25,849	1,382	1,216	253	150		2:1
44131	2	Independence/Seven		20,666	9,964	533	469	97	152		1:1
44132	1	Euclid		15,322	7,387	395	348	72	134		1:1
44133	1	North Royalton		28,685	13,830	739	651	135	135		1:1
44134	-	Parma/Cleveland		40,396	19,476	1,041	916	191	150		1:1
44135	-	Cleveland/Linndale (90%)		28,561	13,770	736	648	135	149		1:1
44136	4	Strongsville		43,658	21,145	1,131	995	207	133		2:1
44137	9	Maple Hts/Cleveland		26,107	12,587	673	592	123	151		1:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	8,700	465	409	85	133		1:1
44139	2	Bentleyville/Glenwillow/Solon		22,231	10,718	573	504	105	138		1:1
44140	1	Bay Village		16,076	7,751	414	365	76	135		1:1
44141	6	Brecksville		13,676	6,593	353	310	65	134		N/A
44142	1	Brookpark/Cleveland		21,132	10,188	545	479	100	149		1:1
44143	4	Highland Hts/Richmond Heights		23,730	11,441	612	538	112	140		1:1
44144	1	Brooklyn/Cleveland		21,805	10,513	562	495	103	149		1:1
44145	-	Westlake		31,972	15,414	824	725	151	134		1:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	15,258	816	718	149	135		1:1
44147	1	Broadview Hts		15,954	7,692	411	362	75	135		N/A

* U.S. Census 2000 SF 1 (P1)
 ** Ohio Department of Job and Family Services, 2007. Countywide rate applied to all zip codes.
 *** Ohio Department of Job and Family Services, 2007. Countywide rate applied to all zip codes.
 **** The U.S. Department of Labor reported that in 2005, 88 percent of the nation's unemployed were job seekers and of those 18.3 percent had used a public employment agency as a method in their job search. Applying these percentages to Cuyahoga County's unemployed (35,933) results in 31,621 job seekers (88 percent of 35,933) of which 5,787 (18.3 percent) had used a public employment agency as a method in their job search. Including both realized (5,762) and unrealized access (25), the estimated universe of possible consumers for employment preparation programs is 5,787.
 ***** United Way- First Call for Help, February 2005.



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