AN ASSESSMENT OF THE COMMUNITY AUDIT DEMONSTRATION PROGRAM

Final Report

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ACKNOWLEDGEMENTS

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LISTING OF COMMON ACRONYMS

ACAD	Alabama Community Audit Demonstration
ADECA	Alabama Department of Economic and Community Affairs
ALMIS	America's Labor Market Information System
BLS	Bureau of Labor Statistics
BVWDB	Brazos Valley Workforce Development Board
CADP	Community Audit Demonstration Program
CBO	Community-based Organization
CCCS	Colorado Community College System
CIETC	Central Iowa Employment and Training Consortium
CLMS	Center for Labor Market Studies (at Northeastern University)
CMT	Community Management Team
CVWDB	Concho Valley Workforce Development Board
CWDC	Colorado Workforce Development Council
CWI	Center for Workforce Innovations
DLLR	Department of Labor, Licensing, and Regulation (Maryland)
DMACC	Des Moines Area Community College
DOL	Department of Labor
EWGCC	East-West Gateway Coordinating Council
ES-202	Covered Employment and Wages (data series)
ETA	Employment and Training Administration
GED	General Equivalency Degree
HRIC	Human Resources Investment Council
IT	Information Technology
K-12	Kindergarten through 12th Grade
LMI	Labor Market Information
MJTP	Montana Job Training Partnership, Inc.
MSA	Metropolitan Statistical Area
NOJI	New Orleans Job Initiative
OES	Occupational Employment Statistics
O*NET	Occupational Information Network
PPRI	Public Policy Research Institute of Texas A&M University
REB	Regional Employment Board
RFP	Request for Proposal
RFQ	Request for Qualifications
SIC	Standard Industrial Classification
TAWIB	Tulsa Area Workforce Investment Board
TEEX	Texas Engineering Extension Service
TRWIB	Three Rivers Workforce Investment Board
UI	Unemployment Insurance
WDC	Workforce Development Council
WIA	Workforce Investment Act of 1998
WIB	Workforce Investment Board

EXECUTIVE SUMMARY

A.   INTRODUCTION

1.   Demonstration Program Background, Goals, and Project Types

The United States Department of Labor (DOL), Employment and Training Administration (ETA) launched the Community Audit Demonstration Program (CADP) in April 2001 as one component of a broader initiative aimed at addressing the challenges of the "new economy" and the growing problem of skills shortages in local labor markets. Community audits were envisioned as a means by which key stakeholders in local workforce and economic development agencies could better understand business and labor force trends and, on that basis, develop informed strategies to respond to worker and business needs. The Department of Labor defined "community audits" as:

> *…A mechanism used by a community or region that collects 'real-time data' from regional employers regarding actual and projected short term and longer term labor surpluses and needs, to enable the regional workforce development system (the entire community) to plan effectively for expected events – both positive and negative – in order to improve the functioning of the market and minimize the overall negative impact on the community.* [1]

The overall goal of this demonstration effort was to "support promising practices in strategic planning and 'strategic research' that engaged local stakeholders in taking a broad look at the needs of their community (or communities) and the character and direction of their regional economy."[2] In support of this goal, six specific goals were established:

- Goal #1: To support States and local areas in their efforts to implement and use community audits as part of their overall strategic planning initiatives.
- Goal #2: To increase the capacity of States and local areas to implement effective strategic planning efforts, utilizing the community audit as a tool.
- Goal $3: To support projects that link Local Board efforts to those of other key stakeholders in a community.
- Goal #4: To encourage regional partnerships within labor market areas or industry sectors.
- Goal #5: To build a "peer learning network" to identify and share best practices.

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[1] *U.S. Department of Labor, Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000.

[2] *U.S. Department of Labor, Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000.

- Goal #6: To develop technical assistance materials and tools that States and local areas can use.

The demonstration effort made two-year grants (with some grants extended an additional four months) to 34 grantees to conduct one of two general types of projects: (1) "locally-led" projects (efforts initiated and led by local stakeholders) or (2) "state-led" multi-area projects. Either kind of project could involve a regional partnership, including an interstate partnership. "*Locally-led*" community audits were to be focused on specific communities and/or regions and initiated by local stakeholders. Eligible applicants for locally-led projects included local Workforce Investment Boards (WIBs) or other consortia of local public and private stakeholders (including such groups as community-based organizations, unions, and employers). Under the locally-led program component of CADP, single local WIBs were eligible for a maximum grant of $50,000 and regional consortia could apply for up to $100,000 per grant. About three-quarters (26 grants) of the 34 CADP grants were for locally-led projects, with 16 grants going to single local WIBs and 10 grants going to regional consortia (see Exhibit ES-1, for a listing of the grantees). Eligible applicants under the "*state-led*" multi-area community audit projects were state Workforce Investment Boards (WIBs), state workforce development agencies, or other consortia of state public and private stakeholders in partnership with Local Boards or other consortia of local stakeholders in three or more local areas. Under the state-led component of CADP, DOL made a maximum of $150,000 per grant available. About one-fourth (8 grants) of the 34 CADP grants were awarded for state-led projects (see Exhibit ES-1, for a listing of the grantees).

Five main types of community audits were implemented by the various projects. These were: (1) occupational and skills analysis; (2) studies aimed at identification of skills shortages; (3) sector and cluster analysis studies; (4) career path mapping; and (5) asset mapping. Occupational and skills analysis studies were either the main focus or a component part of virtually every community audit conducted under the demonstration effort. Occupational and skills analysis studies provided employers, workers, and workforce professionals with in-depth data and analyses of the changing characteristics of jobs and skill requirements. Such studies often focused on particular industry sectors or a select group of occupations, and had either a regional or local geographic focus.

Many of the selected sites (31 of the 34 sites) also focused their research on local labor market conditions (i.e., supply and demand conditions), examining the extent to which employers were impacted by spot shortages of skilled labor. These studies were aimed at identifying specific occupations where shortages occurred and devising feasible strategies for responding to shortages (e.g., expanding the available supply of workers through training, attracting new workers into occupations, and retaining workers currently working within the shortage occupation). The third leading type of study was the sector or industry cluster analysis, implemented by about two-thirds of CADP grantees. Industry sector and cluster analyses – which were of particular interest to economic development agencies, employer associations, and employers – were aimed at identifying industries in which the locality or region had a "competitive advantage."

**EXHIBIT ES-1: OVERVIEW OF COMMUNITY AUDIT
DEMONSTRATION (CADP) SITES**

State	CADP Project Sponsor	Locally-Led Projects	Locally-led Regional Projects	State-Led Multi-Area Projects
AL	Alabama Department of Economic and Community Affairs			●
CA	County of Santa Cruz Workforce Investment Board		●	
CO	Colorado Workforce Development Council			●
CO	Pikes Peak Workforce Center	●		
CT	The Workplace, Inc.	●		
IA	Central Iowa Employment & Training Consortium		●	
ID	Lewis-Clark State College	●		
IL	The Workforce Board of Northern Cook County	●		
IN	Center of Workforce Innovations		●	
KY	KentuckianaWorks		●	
LA	City of New Orleans, Office of Workforce Development		●	
MA	Cape & Islands Workforce Investment Board		●	
MA	Gloucester Fishermen's Wives Development Programs, Inc.	●		
MA	Regional Employment Board of Hampden County, Inc.		●	
MD	Governor's Workforce Investment Board			●
MO	East-West Gateway Coordinating Council			●
MT	Montana Job Training Partnership, Inc.		●	
NH	New Hampshire Workforce Opportunity Council			●
NJ	New Jersey Department of Labor			●
NJ	Passaic County Workforce Development Center	●		
NY	Cornell University, Department of City & Regional Planning			●
OK	Tulsa Area Workforce Investment Board, Inc.	●		
PA	Lancaster County Workforce Investment Board	●		
PA	Montgomery County Workforce Investment Board	●		
PA	Three Rivers Workforce Investment Board		●	
TX	Concho Valley Workforce Development Board	●		
TX	Partnership of Southeast Texas		●	
TX	Texas Engineering Extension Service	●		
VA	Richmond Area WIB and Training and Development Corporation	●		
VT	Human Resources Investment Council	●		
WA	Seattle-King County Workforce Development Council	●		
WA	Tri-County Workforce Council	●		
WA	Workforce Training & Education Coordinating Board			●
WI	Workforce Connections, Inc.	●		
	Total	16	10	8

2.   Program Assessment

To examine the implementation of these projects and their short-term outcomes, ETA funded this assessment of the CADP grants awarded. In addition to assessing grantees' activities and performance in regard to their statements of work and CADP goals, this study also sought to identify: (1) successful program strategies and the key factors and elements contributing to the success of such strategies; (2) any major impediments/constraints to successful implementation, both with respect to the programmatic/operational models and the implementation strategy; and (3) any resulting new and innovative approaches to service delivery on the basis of performance and customer satisfaction. Study findings are based primarily on the results of site visits to 18 of the 34 grantees, supplemented by (1) information collected through structured telephone interviews with all 34 of the grantees, (2) a review of community audit products, and (3) analyses of other demonstration program documents (including original grant applications, progress reports, site visit reports prepared by the technical assistance contractor, and other interim products/deliverables).

B.   PRINCIPAL STUDY FINDINGS

1.   Program Goals' Outcomes

In regard to CADP's six specific goals established for this program, the study found:

Goals #1 and #2: Effects on Strategic Planning. Community audit projects made significant contributions to understanding of labor market conditions (including supply and demand conditions at the occupational level) among key decision-makers, employers, and workers. Many grantees indicated that they had already used or planned to use the analyses, main findings, and products of their community audits to update their strategic plans. In addition, grantees indicated that one of the most important outcomes of their community audits was that study results would be used by other organizations and local stakeholders (e.g., economic development agencies, local elected officials, education and training providers, and business associations) to inform future strategic planning efforts within their locality or region. Grantees stressed that the data analyses and reports produced as a result of their community audits were very helpful in generating and shaping dialogue within the locality among key stakeholders, especially around workforce and economic development issues. The data generated in many sites also had direct relevance to strategic decision-making by employers and workers – especially with regard to training decisions and filling jobs in high-demand occupational areas.

Goals #3 and #4: Effects on Strengthening of Partnerships/Linkages. CADP grants substantially helped build and intensify partnerships among those involved – and grantees indicated that these collaborations likely would be sustained in the future.

Grantees stressed that their community audit projects were particularly helpful in terms of creating new partnerships and strengthening existing linkages between workforce development and economic development agencies serving the locality or region. About 60 percent of the grantees in the demonstration effort (21 of 34) partnered with economic development agencies. The links with economic development agencies often helped with targeting studies on critical economic trends affecting a region while also bringing additional perspectives on business needs. Business needs also were addressed by the direct involvement of employers and their trade associations. In addition, a wide variety of other partners were engaged including community colleges, school districts, unions, social service agencies, and community based organizations. Partners contributed to the strength of local efforts through many activities and roles. These included providing cash or in-kind resources; providing members for project teams; generating community support and lending credibility to the effort; enabling researcher access to employers or others for surveys, focus groups, or other data collection efforts; reviewing research; assisting in dissemination of information to local stakeholders; and engaging in strategic planning. Through their participation in these partnerships, WIBs and other workforce development agencies also helped to increase community recognition of their importance as sources of labor market information.

Goal #5: Effects on Developing "Peer Learning Networks." Grantees placed less emphasis on the benefits of CADP grants in terms of the building of "peer learning networks" to identify and share best practices. However, grantees indicated that CADP had provided an opportunity for them to demonstrate to partnering agencies and other stakeholders within their locality and region specific approaches and data collection methodologies to conducting community audits.

Goal #6: Effects on Development of Technical Assistance Materials and Tools. Many CADP grantees indicated that their involvement in CADP had helped to expand substantially grantee and partner knowledge of the various types of existing data sources available and made their agencies much more aware of the possibilities for collecting new data through surveys, focus groups, stakeholder meetings, and other data collection strategies. Grantees indicated that they were more confident of their abilities to spearhead such studies in the future and substantially more knowledgeable about resources that they could turn to in conducting such studies. In addition, grantees had a much better idea about what they could do methodologically within a given level of funding and over a specified period of time.

2. Implementation Challenges

When asked about implementation challenges, nearly all CADP grantees reported some type of problem – and most grantees had multiple challenges and issues to overcome in implementing their initiatives. These self-reported challenges or problems included the following:

- Overly ambitious research goals and/or project design within the constraints of time, funding, or commitment levels of partners;
- Difficulties identifying appropriate expertise to conduct the data collection, analysis, and reporting tasks required in the community audit;
- Problems relating to contracting with and managing the efforts of partners and researchers;
- Complexities of conducting community audits over large geographic areas, particularly in the case of regional or state-led initiatives;
- Lack of time on the part of WIB staff to oversee and/or conduct research activities involved in the community audit, as well as attrition of staff during the course of the project;
- Challenges related to identifying partners, obtaining commitments to actively participate, and maintaining interest in the study and research activities over the full length of the study;
- Unavailability of existing data to fit a particular geographic area or to address particular research questions of interest;
- Delays with respect to receipt of data from other agencies; and
- Inadequate response rates to surveys and to focus groups, particularly on the part of employers.

3. Implementation Lessons Learned

The experiences of CADP grantees in planning and implementing their community audits provide a number of important lessons for the many state and local workforce development organizations that might be interested in mounting such studies in the future. Some of the main lessons learned were the following:

- **Carefully Monitor Environmental Conditions and Be Willing to Adapt to Changing Conditions.** Economic, labor market, and other regional/local conditions can change between the time of submission of a grant application, project start-up, and completion. Such changes can substantially affect the ability and willingness of other organizations and employers to partner in community audits. CADP grantees stressed the importance of carefully monitoring local conditions and being sufficiently flexible in shifting (or narrowing) the focus, scope, and research methods of audits.

- **Contract with Appropriate Outside Experts to Conduct Data Collection, Analysis, and Report Preparation Activities.** Many CADP grantees stressed the importance of bringing on experts to design and conduct data collection activities, especially where large-scale surveys are being conducted. They suggested that the design of survey instruments (particularly how questions are structured), sampling strategies, taking the necessary steps to ensure high response rates, and analyzing survey results require specialized knowledge and experience. The use of research contractors and experts may also lend added credibility to study findings and recommendations because they are perceived as

bringing expertise, experience, and objectivity to the community audit (i.e., as not having a stake in study findings, implications, or recommendations).

- **Though Challenging, Employer Involvement in Community Audits Is Crucial.** Engaging employers in community audit studies are critical to the success of community audit studies – but it can be difficult to engage businesses in studies (either as partners or in data collection activities) because employers are busy and often reluctant to become involved with public sector initiatives. Many of the CADP grantees struggled with obtaining satisfactory response rates when they attempted to conduct large-scale surveys of employers. Conducting focus groups with businesses can be an excellent and relatively inexpensive method for involving employers in community audits and gaining their perspectives on key labor force issues. Business visitations (one-on-one visits with employers) are also another method for obtaining input from employers – though such visits are relatively labor intensive. Significantly, employer involvement in data collection efforts was increased as firms either directly participated in the broader community audit effort or knew and respected other firms that actively participated.

> **Comment:** Other studies have suggested this last sentence. Is it appropriate for the community audit projects?

- **When Feasible, Combine Qualitative and Quantitative Research Methods.** Community audit studies were generally most useful and relevant when they combined quantitative data collection (e.g., large-scale surveys and/or analyses of large-scale existing databases, such as Census and BLS databases) with more qualitative data collection methods (such as focus groups, business visitations, and stakeholder meetings). Qualitative and quantitative data collection and analyses can (and should) be complementary of one another – for example, qualitative analyses can provide illustrations and help to ensure that quantitative analyses are well-grounded in reality.

- **Use Interim Reports and Deliverables as a Tool to Monitor Community Audit Progress and to Engage Partners.** The production of a series of interim products and deliverables is a good way to monitor ongoing progress of a community audit, rather than waiting to the end of the project to produce a final report. In addition, interim reports and briefings provide a way to actively engage other partners in community audits and gain tangible input on the study. CADP grantees stressed the importance of gaining input on interim (and final) deliverables from the full range of partners involved in the community audit project, as well as (if possible) outside experts and stakeholders in the community.

CHAPTER 1:

INTRODUCTION

A.   Goals and Scope of the Community Audit Demonstration Program (CADP)

The United States Department of Labor (DOL), Employment and Training

Administration (ETA) launched the Community Audit Demonstration Program (CADP)

in Program Year 2000 as one component of a broader initiative aimed at addressing the

challenges of the "new economy" and the growing problem of skills shortages in local

labor markets. Community audits were envisioned as a means by which key stakeholders

in local workforce and economic development agencies could better understand business

and labor force trends and, on that basis, develop informed strategies to respond to

worker and business needs. For purposes of the demonstration effort, DOL defined

"community audits" as:

> …A mechanism used by a community or region that collects 'real-time data' from
> regional employers regarding actual and projected short term and longer term
> labor surpluses and needs, to enable the regional workforce development system
> (the entire community) to plan effectively for expected events – both positive and
> negative – in order to improve the functioning of the market and minimize the
> overall negative impact on the community. [3]

As noted in the DOL's Notice Inviting Proposals for CADP, the speed of transformation

in local economies had created "critical information gaps, making it more difficult for

individuals to know what good job and career opportunities are available, for employers

to find employees with the right sets of skills, and for service providers to plan and create

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[3] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000. See Appendix A for a copy of a portion of this solicitation notice, which sets out in somewhat greater detail the objective and scope of work of the demonstration effort.

appropriate workforce development interventions." Such rapid transformation and restructuring of the workplace made timely information on the supply and demand sides of the labor market and business trends more critical than ever.[4]

The Department of Labor envisioned community audits as an overall approach or strategy for developing a comprehensive understanding of economic and labor force conditions within a locality or region, as well as the assets and resources available within the community to support workforce development.[5] Such studies were intended to go well beyond the development of routine labor market reports and to engage a wide array of local stakeholders (including workforce development agencies, economic development organizations, employers and business associations, unions, and a wide variety of other human service agencies). Though communities could choose to focus on or emphasize one particular aspect of their community audits, there were three general components of a community audit that contributed to assisting with the development of a comprehensive strategy for the targeted area of the study – an analysis of the demand side (for labor), the supply side (for labor), and available community resources/assets.[6] ETA's solicitation notice for the demonstration left considerable room to grantees in defining the scope and type of study that they would undertake with CADP grant funds within the broad constraints of producing useful products to inform strategic planning:

> …Community audits bring together information on economic and labor market trends to support both strategic planning and WIA program operations. They vary

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[4] *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 3, 2000.

[5] As is discussed in considerable detail later in this report (see Chapter 2) one critical issue for all community audits involved in the demonstration effort was determining what was a natural labor market area in terms of local industry concentrations and connections, commuting patterns, etc. The local or regional areas selected did not necessarily correspond to the service areas of the Workforce Investment Board(s) (WIBs) involved in the study.

[6] Appendix B provides a glossary of terms commonly used with regard to community audits.

in scope and purpose, depending on their precise goals. However, all depend on a common base of information about the regional labor market--both its demand and its supply sides--and about the kinds of workforce development and other critical resources available (such as housing, child care, transportation, supportive services, and so on). A "community audit" is fundamentally a strategic planning effort that involves all the relevant stakeholders.[7]

In addition to providing highly useful demand- and supply-side information to support the strategic planning process, the Department also viewed community audits as a promising approach to helping WIBs to meet several critical goals within their communities under the Workforce Investment Act (WIA) of 1998 – (1) to take on a new role in developing workforce development strategies in the locality; (2) to become viewed by economic development and other stakeholders in the community as central and reliable source on labor market, workforce development, and local assets/resource information; and (3) to expand and strengthen linkages among local agencies and with employers.

The U.S. Department of Labor initiated the Community Audit Demonstration Program (CADP) in April 2001 with the issuance of grants to 34 workforce development organizations from across the United States (see Exhibit 1-1 for a listing of grantee sites).[8] The overall goal of this demonstration effort was to "support promising practices in strategic planning and 'strategic research' that engaged local stakeholders in taking a broad look at the needs of their community (or communities) and the character and

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[7] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 3, 2000.

[8] Section 171 (d) of the Workforce Investment Act (WIA) of 1998 authorizes demonstration projects related to the employment and training needs of dislocated workers.

EXHIBIT 1-1: OVERVIEW OF COMMUNITY AUDIT
DEMONSTRATION (CADP) SITES

State	CADP Project Sponsor	Locally-Led Projects	Locally-led Regional Projects	State-Led Multi-Area Projects
AL	Alabama Department of Economic and Community Affairs			●
CA	County of Santa Cruz Workforce Investment Board		●	
CO	Colorado Workforce Development Council			●
CO	Pikes Peak Workforce Center	●		
CT	The Workplace, Inc.	●		
IA	Central Iowa Employment & Training Consortium		●	
ID	Lewis-Clark State College	●		
IL	The Workforce Board of Northern Cook County	●		
IN	Center of Workforce Innovations		●	
KY	KentuckianaWorks		●	
LA	City of New Orleans, Office of Workforce Development		●	
MA	Cape & Islands Workforce Investment Board		●	
MA	Gloucester Fishermen's Wives Development Programs, Inc.	●		
MA	Regional Employment Board of Hampden County, Inc.		●	
MD	Governor's Workforce Investment Board			●
MO	East-West Gateway Coordinating Council			●
MT	Montana Job Training Partnership, Inc.		●	
NH	New Hampshire Workforce Opportunity Council			●
NJ	New Jersey Department of Labor			●
NJ	Passaic County Workforce Development Center	●		
NY	Cornell University, Department of City & Regional Planning			●
OK	Tulsa Area Workforce Investment Board, Inc.	●		
PA	Lancaster County Workforce Investment Board	●		
PA	Montgomery County Workforce Investment Board	●		
PA	Three Rivers Workforce Investment Board		●	
TX	Concho Valley Workforce Development Board	●		
TX	Partnership of Southeast Texas		●	
TX	Texas Engineering Extension Service	●		
VA	Richmond Area WIB and Training and Development Corporation	●		
VT	Human Resources Investment Council	●		
WA	Seattle-King County Workforce Development Council	●		
WA	Tri-County Workforce Council	●		
WA	Workforce Training & Education Coordinating Board			●
WI	Workforce Connections, Inc.	●		
	Total	16	10	8

direction of their regional economy."[9] Six specific goals were set forth in the original

grant announcement for CADP:

- To support States and local areas in their efforts to implement and use community audits as part of their overall strategic planning initiatives.
- To increase the capacity of States and local areas to implement effective strategic planning efforts, utilizing the community audit as a tool.
- To support projects that link Local Board efforts to those of other key stakeholders in a community.
- To encourage regional partnerships within labor market areas or industry sectors.
- To build a "peer learning network" to identify and share best practices.
- To develop technical assistance materials and tools that States and local areas can use.[10]

For example, grants under the initiative could be used to help local stakeholders from the

workforce development agency, economic development agency, One-Stop partners, and

other key players in the locality to collect and analyze economic and labor market trend

information to support strategic planning and Workforce Investment Act (WIA) program

implementation. Grantees were urged to use CADP funding to take a broad look at the

needs of their community(ies) and better understand their regional economy. As is

discussed in considerable detail later in this report, DOL/ETA extended considerable

flexibility to CADP grantees in terms of the specific focus of grant activities, types of

data collection and analysis undertaken, and the products developed.

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[9] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000.
[10] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 5, 2000.

The demonstration effort made two-year grants available (with some grants subsequently extended four months) to fund two general types of projects: (1) "locally-led" projects (efforts initiated and led by local stakeholders) and (2) "state-led" multi-area projects. Either kind of project could involve a regional partnership, including an interstate partnership. *"Locally-led"* community audits were to be focused on specific communities and/or regions and initiated by local stakeholders (see Exhibit 1-2 for an example of a locally-led consortia project). Such projects could have a variety of specific

purposes, ranging from long-range broad-based strategic planning efforts to much more targeted initiatives (i.e., on specific industry sectors, such as health care or hospitality). Eligible applicants for locally-led projects included local Workforce Investment Boards (WIBs) or other consortia of local public and private stakeholders (including such groups as community-

> **EXHIBIT 1-2: EXAMPLE OF LOCALLY-LED REGIONAL CONSORTIA PROJECT**
> **Regional Employment Board of Hampden County, Inc.** The Cross-Border Community Audit Project (CAP) brought together three Local Workforce Investment Boards serving a four-county area in western Massachusetts and the Greater Hartford, Connecticut area in a research effort to develop a comprehensive and up-to-date understanding of regional labor market demand and supply side conditions. The Regional Employment Board (REB) of Hampden County (the grantee) teamed with two other local WIBs on this community audit – the REB of Franklin/Hampshire (MA) Counties and the Capitol Region Workforce Development Board (serving the nearby Greater Hartford area). A host of other local stakeholders provided input to this research effort and were also among the intended end-users of the analyses and products developed, including: regional economic development organizations (Connecticut's Metro Hartford Growth Council and the Economic Development Council of Western Massachusetts), the Hartford-Springfield Economic Partnership, the Pioneer Valley Planning Commission, the AFL-CIO, and the local One-Stop Career Centers. The three partnering WIBs sought to become primary sources for regional labor market information for the four-county area that would inform decision-making by key local stakeholders, as well as employers and workers. In addition, this project was aimed at creating relevant and timely informational products that would facilitate the marketing of the "Knowledge Corridor" to prospective employers considering locating new facilities within the region.

based organizations, unions, and employers). All grant proposals had to have the

concurrence of the Local Board(s) for the areas involved in the proposed project. Under

the locally-led program component of CADP, single local WIBs were eligible for a

maximum grant of $50,000 and regional consortia could apply for up to $100,000 per

grant. About three-quarters (26 grants) of the 34 CADP grants were for locally-led

projects, with 16 grants going to single local WIBs and 10 grants going to regional

consortia (see Exhibit 1-1, earlier).[11]

Eligible applicants under the *"state-led"* multi-area community audit projects were state Workforce Investment Boards (WIBs), state workforce development agencies, or other consortia of state public and private stakeholders in partnership with Local Boards or other consortia of local

> **EXHIBIT 1-3: EXAMPLE OF STATE-LED PROJECT**
> **Alabama Department of Economic and Community Affairs (AL).** The Alabama Community Audit Demonstration (ACAD) was a state-led project administered by the Alabama Department of Economic and Community Affairs (ADECA) and operated by the Alabama AFL-CIO Labor Institute for Training (LIFT). ADECA and the AFL-CIO LIFT partnered with a range of state and local agencies on this effort, including: the Alabama Department of Industrial Relations' Employment Service, Alabama Development Office (industrial recruiting), Department of Rehabilitation Services, Department of Post-Secondary Education, three WIBs, the state WIB, and One-Stop Career Centers. Each ADECA partner provided information resources and support to the project and were also end-users of the main products of the community audit. The geographic area of the community audit was the entire state of Alabama, which is served by three Workforce Investment Boards (including a balance of state WIB that serves a total of 65 of Alabama's 67 counties). The Alabama AFL-CIO LIFT approached the ADECA suggesting that the agency apply for U.S. Department of Labor funds to support a project that would take a broad look at Alabama's labor market needs and strategically plan the direction of the state's economy.

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[11] The community audit mounted by the Human Resources Investment Council (HRIC) in Vermont was formally categorized by DOL as a "locally-led project" and its amount of funding ($50,000) was within this category. Vermont is a single state WIB, which oversees WIA program activities across the state. While initially classified as a locally-led project, the community audit study examined labor market conditions across all 14 counties of the state. While this project could have been classified as either a "locally-led" or "state-led" project, for purposes of this evaluation we have retained the original classification (i.e., locally-led, single WIB) under which Vermont submitted its grant and under which DOL approval was given.

stakeholders in three or more local areas (see Exhibit 1-3 for an example of a state-led project). Under such projects, DOL envisioned states playing an important role in supporting the efforts of local areas and helping to build local capacity. For example, one form such a state-led project could take was building a "learning network" among local areas that were actively engaged in community audit projects. States could also make use of economies-of-scale to develop information, tools, and other forms of technical assistance for use by local areas. All proposals for state-led projects had to have the concurrence of the state and local WIBs in the areas involved in the project. Under the state-led component of CADP, DOL made a maximum of $150,000 per grant available. About one-fourth (8 grants) of the 34 CADP grants were awarded for state-led projects (see Exhibit 1-1, earlier).

As part of the original grant announcement, collaboration and cost sharing were emphasized as essential components of the community audit process. As part of their response, applicants had to demonstrate collaboration among relevant stakeholders (such as employers, community organizations, labor unions, economic development organizations, and faith-based organizations). For example, all applicants had to also receive the concurrence of the relevant local WIB(s) and demonstrate a link between the proposed project and the strategic planning efforts of the local WIB(s). In addition, applicants had to demonstrate that they had reviewed the applicable local or state Workforce Investment Plan(s) and determined that the community audit project did not duplicate any other efforts. DOL also looked to grantees to demonstrate local commitment to the project, in particular, by showing commitment in the form of cost sharing (i.e., commitment of other resources, either in-kind or funds, which were

contributed to the project).[12] Finally, once grants were awarded, grantees were expected to participate in and make active contributions to a "peer learning" network of states and local areas funded through the demonstration effort. This included attendance at grantee conferences to learn more about how to effectively design and conduct community audits and share implementation experiences.[13]

B.   Study Scope and Methodology

The research activities conducted under this evaluation effort were intended to "provide an assessment of the success of each project grantee consistent with its approved grant statement of work and of the community audit demonstration efforts as a whole."[14] This assessment was also explicitly intended to identify: (1) successful program strategies and the key factors and elements contributing to the success of such strategies; (2) any major impediments/constraints to successful implementation, both with respect to the programmatic/operational models and the implementation strategy; and (3) any resulting new and innovative approaches to service delivery on the basis of performance and customer satisfaction. Among the key research questions that this study was designed to address were the following:

- What were the main goals of the community audit projects?

- What types of organizations collaborated on the projects?

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[12] Chapter 2 of this report provides an analysis of the extent to which CADP grantees were successful in obtaining commitments from other organizations for matching cash and in-kind contributions to community audit projects.

[13] Each CADP grantee was expected to include approximately $4,000 in costs in their proposal budgets to offset costs involved in participating in grantee meetings and peer learning activities.

[14] The Secretary of Labor is authorized under the WIA (Section 172 [a]) to assess demonstration and pilot projects for purposes of improving the management and effectiveness of such programs and activities.

- What was the principal focus of the community audits? What types of data collection and analysis were undertaken by grantees?

- What products were developed as a result of the community audits and how were they disseminated? Were the results/products of the community audit used by the intended audience, and, if so, how?

- What were the main start-up and ongoing implementation challenges that grantees encountered and how did they overcome these challenges?

- What were the main effects of the community audits on (1) grantees, (2) partnering agencies, (3) workers and employers, and (4) the locality/region that was the focus of the study?

- What are the prospects for replicating community audits in the future?

- Overall, were the original goals for CADP met and what are the main lessons to be learned from the demonstration effort?

This evaluation effort relied upon a "case study" approach. A key feature of this study was its focus on implementation experiences of CADP grantees – that is, on documenting and comparing the project design/approaches employed and problems encountered by the demonstration sites in preparing community audits to support strategic planning and WIA program implementation in their localities. While a variety of cross-site comparisons are offered in this report, caution is necessary in comparing outcomes and effects/impacts of community audit projects. This caution is necessary because of several factors that limit cross-site comparability: (1) demonstration sites varied substantially in terms of what they were aiming to achieve; (2) the demonstration grants and other resources available to sponsoring organizations varied considerably across sites; and (3) environmental conditions (e.g., target area for the study, willingness of other organizations to partner on the effort, ways in which local economic conditions

may have affected the study focus or methodology) varied substantially across sites.[15] In addition, at the time the data collection for this evaluation effort was undertaken and completed (i.e., as projects neared completion or shortly after they were completed), the full impacts of community audits on strategic planning and the local/regional decision-making process had not yet been realized. Rather, the effects of knowledge-development projects such as those mounted under CADP are not likely to be fully manifested for several years after such projects are completed.

Study findings are based primarily on the results of site visits to 18 of the 34 grantees, supplemented by (1) information collected through structured telephone interviews with all 34 of the grantees, (2) a review of community audit products, and (3) analyses of other demonstration program documents (including original grant applications, progress reports, site visit reports prepared by the technical assistance contractor, and other interim products/deliverables). Research staff conducted structured telephone interviews with key administrators and/or staff knowledgeable about project operations at each of the 34 CADP sites. The initial round of telephone interviews – conducted while most grantees were at about the mid-point in conducting their community audits – provided (1) an opportunity to collect comparable data and observations across the 34 of the CADP projects and (2) information helpful for selecting 18 grantees for site visits. These telephone interviews, which typically lasted about 1½ hours, were conducted using a telephone discussion guide that allowed for flexible questioning of respondents. The guide included mostly open-ended questions that

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[15] The design for the evaluation was <u>not</u> experimental, and thus, did not feature treatment and control groups intended to gauge net impacts.

offered respondents the opportunity to describe their initiatives and provide perspectives on how their projects had (and perhaps, had not) achieved their original objectives.

After the initial telephone interviews were completed and results analyzed, project staff selected 18 of the 34 sites for visits. As specified in the original Scope of Work for the evaluation, site selection targeted sites "from which the most lessons learned can be gleaned." In addition, in selecting among sites with interesting practices, the research team sought balanced representation based on several other site-level characteristics: (1) whether the project was a locally-led (single WIB or regional consortium) or state-led initiative; (2) types of organizations sponsoring and partnering in the initiative; (3) study topic and/or industry sector focus, and (4) geographic area served (e.g., urban, rural, suburban areas, as well as region of the country). The selection of the 18 sites was submitted to the DOL Project Officer for comment and final approval. Although there were some differences across sites, research staff typically interviewed the following individuals during each site visit:

- CADP project director;

- program managers, staff, and consultants, including staff involved in preparing the initial grant application, planning and implementing the community audit, and utilizing results of the audit;

- administrators/staff at other linked economic development, education, training, or human service agencies involved in development, implementation, or use of products from the community audit; and

- employers and other local stakeholders involved in the community audit process or who used the products of the community audit.

The site visits provided an opportunity to probe earlier responses in much greater detail and to obtain viewpoints from additional individuals such as research analysts that had worked on major data collection, analysis, and report preparation activities. In

addition, site visits permitted the opportunity to interview administrators from partnering organizations, such as representatives of local economic development agencies and employers. Site visits were conducted to grantees either after they had completed their projects or as they neared the completion of their project. Following each visit, the site visit team prepared a project summary. Appendix C provides a directory listing contact person for each of the 34 CADP sites, along with mailing address, e-mail address, and telephone/FAX numbers. Appendix D provides a cross-site matrix of key features of the 34 CADP projects, including state, geographic range of study and type of area studied, general study approach, industry clusters studied (if applicable), primary research methods employed, key partnerships, key outcomes/results of each study, and dissemination strategies. Finally, Appendix E provides copies of the brief project summaries for the 18 sites visited.

C.   Organization of the Report

The chapters that follow present study findings about the design of CADP projects, implementation challenges, research methods used, outcomes/effects of initiatives, and lessons learned. We have primarily based study findings on the 18 sites that were visited – particularly with respect to effects and lessons learned – though where possible, we have included analyses across all 34 of the grantees (for example, with respect to characteristics of grantees). *Chapter 2* provides an overview of the CADP grants (e.g., the process for selecting grantees, amounts of grants, and periods of performance), characteristics of grantee organizations, and the key partnerships involved in the community audit projects. *Chapter 3* examines the basic design and structure of

community audits, including: (1) goals and objectives of the community audit projects; (2) types of community audits initiated (e.g., sector studies, needs assessments); and (3) start-up and implementation challenges. *Chapter 4* documents and assesses the principal types of data collection and analysis undertaken and the types of products developed and disseminated by CADP grantees. The concluding chapter (*Chapter 5*) assesses principal early effects of the community audit studies conducted under the demonstration effort, as well as key lessons learned and plans of grantees to use the results of their projects and to conduct future community audits.

CHAPTER 2:

OVERVIEW OF CADP GRANTS AND GRANTEE ORGANIZATIONS

The application process and criteria used by the U.S. Department of Labor to select CADP grantees was intended to generate widely varying community audit project designs from a broad range of organizations involved in workforce and economic development across the country. The demonstration effort was intended to "support promising practices in strategic planning and strategic research related to community audits" [16] – and, hence, aimed at pilot-testing a range of approaches that could be applied at the state, regional, and/or local levels. This chapter provides an overview of the process for selecting grantees, amounts of grants awards, geographic area served by projects, characteristics of grantee organizations, and the key partnerships involved in the implementation of CADP projects.

A. Overview of CADP Grantee Selection Process

The original grant solicitation, issued in the fall of 2000,[17] anticipated that approximately $2.3 million would be available to fund two-year grant awards for approximately 25 organizations. As discussed in greater detail in Chapter 1, to encourage diversity in the types of organizations submitting grants and the geographic areas served by grants, three types of CADP grants were made available under the demonstration effort: (1) a maximum of $50,000 was available for locally-led community audit projects

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[16] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000.

[17] The closing date for receipt of grant applications was November 17, 2000.

launched by a single local WIB; (2) a maximum of $100,000 was made available for a locally-led community audit projects mounted by a regional consortium of organizations; and (3) a maximum of $150,000 was made available for state-led, multi-area projects.

To encourage a broad range of organizational involvement in projects (even the locally-led, single local WIB projects), DOL emphasized collaboration and community involvement throughout the grant solicitation and in the criteria used to select grantees. "Collaboration/community involvement" was one of six criteria used to by DOL's technical panel in rating grant proposals – and it was to be given the most weight by panel members (i.e., nearly one-fourth of the points awarded in scoring proposals).[18] Other criteria for rating grant proposals included: community audit goals and methods, demonstrated commitment to the project, potential use and value of community audit results, sustainability, and cost-effectiveness. These other criteria were aimed at generating a varying range of sustainable and cost-effective projects that would "offer lessons, tools, or other products that will assist other communities throughout the country to understand and utilize information in creating workforce development initiatives." [19]

Overall, as will be discussed in this chapter and the chapters that follow, DOL was successful in generating a diverse group of grantee organizations (and partnering organizations) that developed and tested a wide array of designs and approaches to conducting community audits. For example, in addition to conducting "baseline" audits

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[18] For example, one factor to be considered under the collaboration/community involvement criterion by panelists was that "the collaboration reaches beyond the traditional workforce investment community to involve other community actors such as economic development organizations, community development corporations (CDCs), community-based organizations (CBOs), employer organizations/industry associations, labor organizations, faith-based organizations, neighborhood organizations, and so on." U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, 2000.

[19] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 10, 2000.

(focusing on labor market demand and supply conditions), DOL selected CADP grantees that proposed to implement a broad range of other more focused and targeted community audit projects, including studies focusing on: employing or re-employing a targeted population (e.g., low-skilled workers or dislocated workers), specific industry sectors (e.g., the health care, advanced manufacturing, and information technology sectors), layoff aversion strategies, employer-focused training, career paths, and development of skills standards.[20]

In response to its grant solicitation, DOL received grant proposals from over 100 organizations – from which DOL selected 34 grantees. Exhibit 2-1 displays the grantees selected and grant amounts and proposed matching funds for each of the grantees selected (sorted by total grant and matching amount). The total amount of grants (federal grant funds) distributed to the 34 CADP sites was just under $3.0 million.[21] The average federal grant award was $88,175 per site – ranging from just under $50,000 (for local-led, single WIB projects) to $150,000 (for state-led projects). Grant awards to each of the three types of grantees were in all cases very close to the maximum grant award limits for each of the three types of grantees. Overall, locally-led grants accounted for 59 percent of total grant awards (about $1.8 million) and state-led grants accounted for 41 percent of total grant awards (about $1.2 million). Within the locally-led category of grants,

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[20] See Chapter 3 for more details on each of these types of projects.

[21] Both the number of sites funded and the total amount awarded were in excess of what DOL had originally anticipated under the evaluation. As noted earlier in this chapter, DOL anticipated funding about 24 sites at approximately $2.3 million. The increase in funding and number of grantees was representative of strong interest in the demonstration effort both within DOL and on the part of the workforce development community.

EXHIBIT 2-1: CADP GRANTEE FUNDING LEVELS AND MATCHING FUNDS

State	CADP Project Sponsor	Total Federal Grant	Proposed Matching Funds	Total Funds	Match as % of Federal Funds
IN	Center of Workforce Innovations	$100,000	$315,000	$415,000	315%
LA	City of New Orleans, Office of Workforce Development	$100,000	$256,710	$356,710	257%
NJ	New Jersey Department of Labor	$150,000	$200,000	$350,000	133%
NY	Cornell University, Department of City & Regional Planning	$150,000	$125,762	$275,762	84%
OK	Tulsa Area Workforce Investment Board, Inc.	$50,000	$201,000	$251,000	402%
MA	Cape & Islands Workforce Investment Board	$100,000	$150,000	$250,000	150%
NH	New Hampshire Workforce Opportunity Council	$150,000	$60,000	$210,000	40%
CT	The Workplace, Inc.	$50,000	$144,000	$194,000	288%
PA	Three Rivers Workforce Investment Board	$99,000	$88,103	$187,103	89%
TX	Partnership of Southeast Texas	$99,923	$82,000	$181,923	82%
WA	Workforce Training & Education Coordinating Board	$150,000	$30,000	$180,000	20%
MA	Regional Employment Board of Hampden County, Inc.	$100,000	$77,834	$177,834	78%
CO	Colorado Workforce Development Council	$150,000	$22,000	$172,000	15%
MD	Governor's Workforce Investment Board	$149,994	$5,000	$154,994	3%
AL	Alabama Department of Economic and Community Affairs	$150,000	$0	$150,000	0%
MO	East-West Gateway Coordinating Council	$150,000	$0	$150,000	0%
IA	Central Iowa Employment & Training Consortium	$99,967	$46,400	$146,367	46%
CO	Pikes Peak Workforce Center	$49,940	$92,088	$142,028	184%
PA	Montgomery County Workforce Investment Board	$50,000	$90,000	$140,000	180%
MT	Montana Job Training Partnership, Inc.	$100,000	$33,120	$133,120	33%
WA	Tri-County Workforce Council	$50,000	$72,000	$122,000	144%
ID	Lewis-Clark State College	$50,000	$63,352	$113,352	127%
WA	Seattle-King County Workforce Development Council	$50,000	$61,000	$111,000	122%
CA	County of Santa Cruz Workforce Investment Board	$99,987	$10,000	$109,987	10%
KY	KentuckianaWorks	$100,000	$0	$100,000	0%
IL	The Workforce Board of Northern Cook County	$49,590	$50,000	$99,590	101%
PA	Lancaster County Workforce Investment Board	$50,000	$30,800	$80,800	62%
TX	Concho Valley Workforce Development Board	$49,827	$19,092	$68,919	38%
VA	Richmond Area Workforce Investment Board	$50,000	$16,701	$66,701	33%
MA	Gloucester Fishermen's Wives Development Programs	$50,000	$15,000	$65,000	30%
NJ	Passaic County Workforce Development Center	$50,000	$12,875	$62,875	26%
WI	Workforce Connections, Inc.	$49,975	$4,000	$53,975	8%
VT	Human Resources Investment Council	$50,000	$0	$50,000	0%
TX	Texas Engineering Extension Service	$49,757	$0	$49,757	0%
	Total Grant Amount – All 34 CADP Grantees	$2,997,960	$2,373,837	$5,371,797	79%
	Total – 16 Locally-led - Single WIB	$799,089	$871,908	$1,670,997	109%
	Total – 10 Locally-led - Regional Consortium	$998,877	$1,059,167	$2,058,044	106%
	Total – 8 State-led	$1,199,994	$442,762	$1,642,756	37%
	Average Grant Amount – All 34 CADP Grantees	$88,175	$69,819	$157,994	79%
	Average – 16 Locally-led - Single WIB	$49,943	$54,494	$104,437	109%
	Average – 10 Locally-led - Regional Consortium	$99,888	$105,917	$205,804	106%
	Average – 8 State-led	$149,999	$55,345	$205,345	37%

regional grant awards accounted for 33 percent of total grant awards (about $1.0 million)

and single WIB projects accounted for 28 percent of total grant awards (about $800,000).

In the original grant solicitation, prospective applicants were strongly encouraged

to demonstrate local commitment to the project by including a commitment of matching

funds:

> … One concrete demonstration of that commitment is some form of cost sharing,
> that is other resources, either in-kind or funds, which are contributed to the
> project. However, this requirement is not intended to favor larger communities or
> those with more resources. DOL will take those factors into consideration in
> evaluating the strength of commitment. [22]

Commitment of matching funds – either in cash or in-kind – supported the grant in two

principal ways. First, the amount of funding available to grantees was limited for each of

the three categories of grantees to between $50,000 and $150,000 – matching funds

helped to bring additional funding to the community audit to supplement federal funds

and extend what was possible under fairly tight budgetary constraints. Second, the need

to seek out matching funds from other organizations (for example, economic

development agencies, Chambers of Commerce, and other local organizations) created

incentives for grantees to collaborate with other organizations that could bring much

needed resources "to the table." When applicant organizations and partnering agencies

were willing to commit their own resources to the effort, it increased the likelihood they

would take an active role in the community audit – helping to shape its direction and

carefully tracking its progress. The commitment of actual funds, in effect, helped to

generate "buy-in" to the initiative from both sponsoring organizations and partners.

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[22] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 6, 2000.

Exhibit 2-1 (shown earlier) demonstrates that, in fact, CADP grantees were able to generate substantial commitments of matching funds both from within their own organizations and from other partnering organizations.[23] As part of their grant applications, 29 of the 34 grantees (85 percent) provided some type of matching funds, ranging from $4,000 to as much as $315,000 (at the Center for Workforce Innovation, IN).[24] Total commitment of matching funds coming into the project totaled nearly $2.4 million. Half of the 34 CADP sites were able to generate $50,000 or more in proposed matching funds and seven sites (20 percent) were able to generate in excess of $100,000 in proposed matching funds. On average, the 34 CADP grantees were able to generate a total of $69,819 in proposed matching funds, with locally-led regional efforts ($105,917) generating on average nearly twice what either locally-led, single WIBs ($54,494) or state-led efforts ($55,345) were able to generate. Overall, proposed matching funds generated by CADP sites represented 79 percent of the total federal funds awarded. Locally-led single WIBs (109 percent of federal funds awarded) and locally-led regional efforts (106 percent) were generally more successful in generating upfront commitments of matching funds, than state-led efforts (37 percent). At the individual site level, proposed matching funds ranged from 10 percent or less in eight sites to over 200 percent of federal funds in four sites (and as high as 402 percent of federal funds at the Tulsa Area Workforce Investment Board, Inc., OK site).

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[23] Matching funds shown in Exhibit 2-1 were based on commitments made by the grantee organization and other partners to provide matching funds and were obtained from the original proposals submitted by CADP grantees. DOL did not require grantees to document the amount of matching funds actually spent as part of the ongoing reporting process. Amount of actual expenditure of matching funds was not available systematically by site for the evaluation.

[24] Those sites where match was not listed may have had other sources of funds not listed that supported the CADP grant. For example, the community audit conducted in Vermont had significant additional resources from another USDOL grant.

Finally, taking together the federal grant amounts and matching funds committed to the project, total available funds to conduct the community audits at the 34 demonstration sites totaled nearly $5.4 million. As shown (earlier) in Exhibit 2-1, federal and matching funds for all sites averaged $157, 994, with amounts available to locally-led regional consortia and state-led efforts almost identical (at slightly over $200,000) and about double the amount available to locally-led, single WIB sites (at slightly over $100,000). Totals for individual sites of federal funds and matching funds ranged below $100,000 for nine sites (all locally-led, single WIB sites) to as much as $415,000 at the Indiana site (Center of Workforce Innovations, IN).

As the data generally indicate, by asking (though not requiring) that grantee sites obtain commitments of matching funds as part of the procurement process – and including "commitment" as one of the factors by which sites would be rated in the selection process – DOL provided an impetus for many sites (29 of the 34 CADP sites) to seek out and secure added resources to support their community audit projects. In our interviews with sites, several grantees noted that the commitment of resources helped to encourage partner buy-in to the audit, resulting in partners fully engaging from the start and throughout the community audit process – for example, reviewing the proposed methodology, helping to select the research contractor(s), providing listings of employers or other individuals for surveys or focus groups, reviewing products as they were completed, and helping to disseminate products as they became available to the intended audiences. Grantees that received additional matching funds – particularly in the form of cash commitments – were often able to expand the scope of their projects. For example, the Three Rivers WIB (in Pittsburgh, PA) was able to leverage the resources of the

community audit by aggressively pursuing matching funds and by devoting a portion of its grant to supplement planning and strategic studies being conducted by other local agencies. The small amount of grant funds expended to support other analytic studies had a payoff in terms of broadening involvement of the WIB in other local strategic planning efforts (including involvement in studies of "bell weather indicators" and labor shortages faced by businesses in a suburban Pittsburgh locality, the Cranberry area).[25]

B.   Geographic Area Served by CADP Grantees

As shown in Exhibit 2-2, the 34 CADP grantees were spread across all regions of the United States. According to U.S. Census regions, projects were most highly concentrated in the Northeast region (12 CADP sites), followed by the South (9 sites), West (8 sites), and Midwest (5 sites).[26] CADP grantees were located in a total of 24 states, six of which received more than one CADP grant – Colorado (2 grantees), New Jersey (2 grantees), Massachusetts (3 grantees), Pennsylvania (3 grantees), Texas (3 grantees), and Washington (3 grantees).

The choice of a geographic area on which to target the community audit was an important decision in each demonstration site – and one which sites had to grapple with at the early stages of planning their initiatives. As discussed earlier, DOL allowed for

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[25] "Bell weather indicators" were intended to signal in advance likely changes in local economic conditions and patterns of growth (or contraction) in specific industry sectors. Such an early warning system would help economic development and workforce development agencies, as well as area businesses and other stakeholders, to anticipate changes in local economic conditions and respond proactively with appropriate actions (e.g., increased training of workers in specific occupations before shortages of qualified workers emerge).

[26] The breakout of CADP sites by DOL region was as follows: Region 1-New York/Boston (9 CADP sites); Region 2-Philadelphia (5 sites); Region 3-Atlanta (2 sites); Region 4-Dallas/Denver (8 sites); Region 5-Chicago/Kansas City (5 sites); and Region 6-San Francisco/Seattle (5 sites).

three types of projects – state-led, locally-led (regional consortium), or locally-led (single WIB). Within these three broad categories of projects, DOL left sponsoring organizations and their partners with substantial discretion in determining the appropriate geographic area over which to conduct their community audits. Among the factors that demonstration projects took into account in determining the geographic areas covered by their studies (especially the state-led and regional consortium projects) were the following:

- the "natural" labor market area in their region or locality (e.g., commuting distances and traditional commuting patterns);

- the geographic area over which it was possible to collect new or existing data (e.g., Census and other existing data sources conform to certain geographic areas);

- the geographic area served by various organizations partnering on the study (e.g., area served by the WIB may or may not conform to the area served by other partners, such as the economic development agency or business associations); and/or

- the geographic area over which it made sense to study a specific issue or problem (e.g., there may be a natural area over which to develop a resource guide of available service providers; a study focused on a specific industry such as health care may take into consideration the area served by business associations or reasonable commuting distances for the potential labor force that could be trained to fill job vacancies).

As also shown in Exhibits 2-2 and 2-3, CADP demonstrated that community audits can be implemented over a relatively wide area (such as an entire state and across borders of states) or for fairly narrowly defined geographic areas, such as a single WIB or county.

Five of the CADP projects focused on a single county – with one of these

EXHIBIT 2-2: OVERVIEW OF AREAS SERVED BY CADP PROJECTS

State	CADP Project Sponsor	Census Region	Single County	Multiple Counties/ Regional	Entire State
AL	Alabama Dept. of Economic and Community Affairs	South			●
CA	County of Santa Cruz Workforce Investment Board	West		●	
CO	Colorado Workforce Development Council	West			●
CO	Pikes Peak Workforce Center	West		●	
CT	The Workplace, Inc.	Northeast		●	
IA	Central Iowa Employment & Training Consortium	Midwest		●	
ID	Lewis-Clark State College	West		●	
IL	The Workforce Board of Northern Cook County	Midwest	●		
IN	Center of Workforce Innovations	Midwest		●	
KY	KentuckianaWorks	South		●	
LA	City of New Orleans, Office of Workforce Development	South		●	
MA	Cape & Islands Workforce Investment Board	Northeast		●	
MA	Gloucester Fishermen's Wives Development Programs	Northeast	●		
MA	Regional Employment Board of Hampden County, Inc.	Northeast		●	
MD	Governor's Workforce Investment Board	South		●	
MO	East-West Gateway Coordinating Council	Midwest		●	
MT	Montana Job Training Partnership, Inc.	West		●	
NH	New Hampshire Workforce Opportunity Council	Northeast		●	
NJ	New Jersey Department of Labor	Northeast		●	
NJ	Passaic County Workforce Development Center	Northeast		●	
NY	Cornell University, Dept. of City & Regional Planning	Northeast		●	
OK	Tulsa Area Workforce Investment Board, Inc.	South		●	
PA	Lancaster County Workforce Investment Board	Northeast	●		
PA	Montgomery County Workforce Investment Board	Northeast	●		
PA	Three Rivers Workforce Investment Board	Northeast		●	
TX	Concho Valley Workforce Development Board	South		●	
TX	Partnership of Southeast Texas	South		●	
TX	Texas Engineering Extension Service	South		●	
VA	Richmond Area Workforce Investment Board	South		●	
VT	Human Resources Investment Council	Northeast			●
WA	Seattle-King County Workforce Development Council	West	●		
WA	Tri-County Workforce Council	West		●	
WA	Workforce Training & Education Coordinating Board	West		●	
WI	Workforce Connections, Inc.	Midwest		●	
	Total		5	26	3

EXHIBIT 2-3: GEOGRAPHIC AREAS COVERED BY CADP GRANTEES

State	CADP Project Sponsor	# of Counties	Description of Area Covered by Community Audit
AL	Alabama Dept. of Economic and Community Affairs	67	All 67 counties in state
CA	County of Santa Cruz Workforce Investment Board	3	Monterey, San Benito, and Santa Cruz Counties
CO	Colorado Workforce Development Council	58	Metropolitan Denver Region and the Northwest and Rural Resort Region
CO	Pikes Peak Workforce Center	2	El Paso and Teller Counties
CT	The Workplace, Inc.	6	Stamford, Norwalk, Bridgeport, Lower Naugatuck River Valley, Fairfield and Western New Haven Counties
IA	Central Iowa Employment & Training Consortium	11	Counties of Madison, Marion, Polk, Warren, Boone, Story, Dallas, Jasper, Carroll, Audubon, and Guthrie
ID*	Lewis-Clark State College	9	North Central Idaho and Southeast Washington State
IL	The Workforce Board of Northern Cook County	1	Northern Cook County
IN	Center of Workforce Innovations	7	Two WIB serving Northwest Indiana (Lake County) and Kankakee Valley (Jasper, LaPorte, Newton, Porter, Pulaski, and Starke Counties)
KY*	KentuckianaWorks	24	Louisville Economic Area that covers 3 WIBs and 24 counties across north central KY and southern IN
LA	City of New Orleans, Office of Workforce Development	8	Parishes of Jefferson, Orleans, Plaquemines, St. Bernard, and St. Tammany and the River Parishes of St. Charles, St. James, and St. John (an area covered by four WIBs)
MA	Cape & Islands Workforce Investment Board	5	WIBs serving Bristol County, Brockton, Cape Cod and the Islands, Greater New Bedford, and South Coastal
MA	Gloucester Fishermen's Wives Development Programs	1	Essex County
MA*	Regional Employment Board of Hampden County, Inc.	4	South central MA counties of Franklin, Hampden, and Hampshire and Metro Hartford in North central CT
MD	Governor's Workforce Investment Board	13	4-WIB area (Susquehanna, Upper Shore, Lower Shore, and Southern Maryland WIBs), comprised of 13 southeastern MD counties – Cecil, Harford, Caroline, Dorchester, Kent, Queen Anne's, Talbot, Somerset, Wicomico, Worcester, Calvert, Charles, and St. Mary's Counties
MO*	East-West Gateway Coordinating Council	7	St. Louis metropolitan area, including City of St. Louis; Franklin, Jefferson, St. Charles, and St. Louis Counties in MO; and Madison, Monroe, St. Clair Counties in IL
MT	Montana Job Training Partnership, Inc.	2	Glacier and Deer Lodge Counties
NH	New Hampshire Workforce Opportunity Council	2	Rockingham and North Counties
NJ	New Jersey Department of Labor	7	Atlantic, Cape May, Burlington, Camden, Cumberland, Salem, and Gloucester Counties (in southern NJ)
NJ	Passaic County Workforce Development Center	5	Passaic County (expanded to Bergen, Hudson, Essex, and Union counties)
NY	Cornell University, Dept. of City & Regional Planning	6	Greater Rochester Metropolitan Region
OK	Tulsa Area Workforce Investment Board, Inc.	10	Tulsa MSA including City of Tulsa and Counties of Tulsa, Creek, Rogers, Osage, Wagoner, and Pawnee (later expanded to include Washington, Muskogee, Okmulgee, and Mayes Counties)

EXHIBIT 2-3: GEOGRAPHIC AREAS COVERED BY CADP GRANTEES

State	CADP Project Sponsor	# of Counties	Description of Area Covered by Community Audit
PA	Lancaster County Workforce Investment Board	1	Lancaster County
PA	Montgomery County Workforce Investment Board	1	Montgomery County
PA	Three Rivers Workforce Investment Board	9	Southwestern PA Counties of Allegheny, Armstrong, Beaver, Butler, Greene, Indiana, Fayette, Westmoreland and Washington
TX	Concho Valley Workforce Development Board	6	Counties of Kimble, Schleicher, Sutton, Crockett, Reagan, and Irion (note: a State grant was used to audit activities finance Mason, Menard, and McCulloch Counties)
TX	Partnership of Southeast Texas	8	Counties of Chambers, Hardin, Jasper, Jefferson, Liberty, Newton, Orange, and Tyler
TX	Texas Engineering Extension Service	6	Counties of Burleson, Grimes, Leon, Madison, Robertson, and Washington
VA	Richmond Area Workforce Investment Board	2	Henrico and Chesterfield Counties
VT	Human Resources Investment Council	14	All 14 counties in the state
WA	Seattle-King County Workforce Development Council	1	City of Seattle and King County
WA	Tri-County Workforce Council	1	Yakima County
WA	Workforce Training & Education Coordinating Board	3	Counties of King, Pierce, and Snohomish
WI	Workforce Connections, Inc.	8	Counties of Buffalo, Crawford, Jackson, Juneau, La Crosse, Monroe, Trempealeau and Vernon
	Total	318	

* Denotes a regional community audit project that extended across state borders.

projects focusing on a portion of a county (a relatively small, but densely populated area of Northern Cook County for which labor market data was not readily available). Three CADP project – all state-led projects – were targeted on entire states (the demonstration efforts mounted Alabama, Colorado, and Vermont). The remaining 26 projects (four-fifths of the projects) served multi-county regions. As shown in Exhibit 2-3, the multi-county efforts in some instances involved a single WIB or local agency conducting a community audit that covered multiple counties (e.g., the County of Santa Cruz WIB project covering Monterey, San Benito, and Santa Cruz Counties; the Pikes Peak Workforce Center project covering Teller and El Paso Counties). In other projects, two or more local WIBs partnered on the effort – for example, in Maryland, the Governor's WIB brought together a partnership spread across four local WIBs that served a total of 13 counties in southeastern Maryland. Six of the CADP projects focused on a geographic area that included 10 or more counties and two-thirds (22 CADP sites) included five or more counties. Overall, the 34 CADP projects funded under the demonstration effort mounted studies that covered in excess of 300 counties.

The demonstration effort also showed that community audits could be mounted that extended across state borders, involving two or more local WIBs. Four of the CADP projects involved regional partnerships of WIBs that extended across state borders – for example, the KentuckianaWorks project focused on the Louisville Economic Area, served by three WIBs and extending across a 24-county area in north central Kentucky and southern Indiana.[27]

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[27] The other projects that extended across state borders, marked by an asterisk on Exhibit 2-2, were: Lewis-Clark State College site (serving counties in southeastern Washington and north central Idaho); the REB of Hampden County project (serving counties in south central

Finally, community audits covered a wide range of local settings – including urban, rural, and suburban localities. CADP sites demonstrated that it was possible to successfully conduct community audits that included many different configurations – for example, that incorporated densely populated urban areas, suburban localities, and sparsely populated rural areas. As shown in the graph below (see Exhibit 2-4), nearly a third of CADP projects (10 sites) covered all three major types of areas – urban, suburban, and rural areas. Nine projects focused on primarily urban and suburban locations. Almost half (45 percent) of projects covered areas outside of urban areas, focusing on rural (6 sites), suburban (5 sites), or rural/suburban (4 sites) areas. None of the community audit project covered only an urban area.

EXHIBIT 2-4: NUMBER AND PERCENT OF COMMUNITY AUDIT PROJECTS COVERING VARIOUS GEOGRAPHIC AREAS
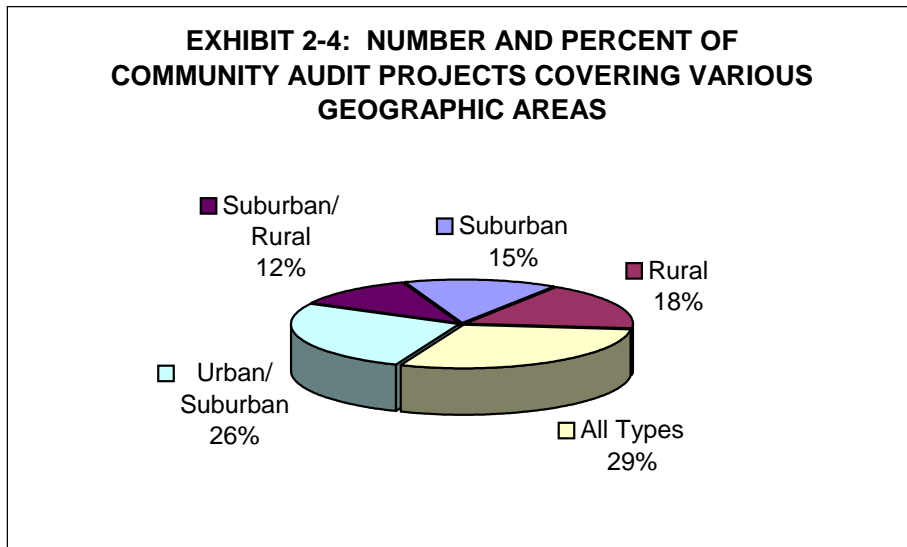
Most grantees reported being able to manage projects spread across different types of areas. However, as discussed in the next section, research results of CADP projects that

stretched across large areas, including urban and rural locations, might not be applicable to all areas within the region studied.

C.   Types of Grantees Sponsoring CADP Projects

The types of organizations capable of initiating community audits varied substantially and were often a function of the geographic areas covered by the project. For example, community audits encompassing an entire state or a significant region within a state or covering an area that cuts across state borders were most likely to be sponsored by a state WIB or other state workforce development agency. Those mounted for a single county or group of adjacent counties were more likely to be sponsored by a local WIB or other type of workforce development agency. Reflecting that most of the initiatives were locally-led community audits, local WIBs (including the administrative agencies providing staff for local WIBs) were the most likely agencies to sponsor projects under the demonstration effort. As shown in Exhibit 2-5, six in 10 of the grantees sponsoring CADP projects were local WIBs (20 sites), such as the Lancaster County (PA) WIB and the Three Rivers (PA) WIB. The next most likely agencies to sponsor community audits under the demonstration were state WIBs or other state workforce development agencies (eight grantees or about a quarter of the sites). In most instances, these were the same state agencies responsible for administration and oversight of the WIA program. Three of the grantees were educational institutions – the Lewis-Clark State College (ID), the Department of City and Regional Planning at Cornell University (NY), and the Texas Engineering Extension Services (affiliated with Texas

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EXHIBIT 2-5: OVERVIEW OF GRANTEE ORGANIZATIONS

State	CADP Project Sponsor	Local WIB (Including Agency Providing Staff to WIB)	Other Local Employment and Training Agency	State WIB or Other Workforce Development Agency	Educational Institution
AL	Alabama Dept. of Economic and Community Affairs			●	
CA	County of Santa Cruz Workforce Investment Board	●			
CO	Colorado Workforce Development Council			●	
CO	Pikes Peak Workforce Center[28]		●		
CT	The Workplace, Inc.	●			
IA	Central Iowa Employment & Training Consortium	●			
ID	Lewis-Clark State College				●
IL	The Workforce Board of Northern Cook County	●			
IN	Center of Workforce Innovations	●			
KY	KentuckianaWorks	●			
LA	City of New Orleans, Office of Workforce Development	●			
MA	Cape & Islands Workforce Investment Board	●			
MA	Gloucester Fishermen's Wives Development Programs[29]		●		
MA	Regional Employment Board of Hampden County, Inc.	●			
MD	Governor's Workforce Investment Board			●	
MO	East-West Gateway Coordinating Council[30]	●			
MT	Montana Job Training Partnership, Inc.			●	
NH	New Hampshire Workforce Opportunity Council			●	
NJ	New Jersey Department of Labor			●	
NJ	Passaic County Workforce Development Center	●			
NY	Cornell University, Dept. of City & Regional Planning				●
OK	Tulsa Area Workforce Investment Board, Inc.	●			
PA	Lancaster County Workforce Investment Board	●			
PA	Montgomery County Workforce Investment Board	●			
PA	Three Rivers Workforce Investment Board	●			
TX	Concho Valley Workforce Development Board	●			
TX	Partnership of Southeast Texas[31]		●		
TX	Texas Engineering Extension Service[32]				●
VA	Richmond Area Workforce Investment Board	●			
VT	Human Resources Investment Council			●	
WA	Seattle-King County Workforce Development Council	●			
WA	Tri-County Workforce Council	●			
WA	Workforce Training & Education Coordinating Board			●	
WI	Workforce Connections, Inc.	●			
	Total	20	3	8	3

[28] County government agency/ One-Stop operator
[29] Nonprofit CBO
[30] Quasi- governmental regional planning organization
[31] Non-profit, private membership, regional economic development organization
[32] Sister organization to the Texas A&M University

A&M University). These three institutions had the advantages of in-house researchers

and students that could conduct much of the required data collection and analysis

activities required in their projects.[33] The grantees cited various reasons for pursuing the

CADP grant but many of the grantees, especially WIBs, reported that they needed

customized labor market information through the community audit to provide a basis for

their decision-making.

D.   Types of Partnering Organizations

Partnership building for local workforce development systems served as a key

component to the community audit projects. Many sections of the original ETA

solicitation notice for CADP included information encouraging collaboration and

partnerships at the regional and local levels. Specifically, one of the demonstration goals

was to "encourage regional partnerships within labor market areas or industry sectors."[34]

In several other sections of the solicitation notice, it is evident that ETA placed a high

value on demonstrating collaboration among stakeholders, including (but not limited to):

employers, community organizations, labor unions, economic development agencies, and

faith-based organizations. DOL also stipulated that the proposed projects must link with

the local WIB(s) (if the grantee was not the Local Board) and the strategic planning

efforts of that Local Board. State-led projects also had required linkages to Local Boards

and/or consortia. For the purposes of this evaluation, a "partner" is defined as an active

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[33] As discussed in later in this chapter, CADP grantees also subcontracted extensively with community colleges and universities to conduct research tasks and prepare studies.
[34] U.S. Department of Labor, *Notice Soliciting Proposals for Selected Demonstration Projects for Community Audits* (SGA/DFA 00-110).

participant in the community audit project that strengthens the activities of the project

and has the potential for long-term collaboration on workforce development issues.[35]

As discussed and illustrated later in this chapter, the coordination and linkages with other

agencies had the potential advantages of: (1) bringing varying perspectives to the design

and implementation of community audits, (2) bringing added resources to the conduct of

the community audit, (3) validating the results of the community audit from varying

perspectives, and (4) facilitating dissemination of the results of the community audit.

Grantees were offered guidance in developing partnerships in *Conducting a*

Community Audit, which encouraged organizations to link with various workforce

development stakeholders depending on the type of audit conducted.[36] For example, if a

workforce development organization wanted to study a particular industry sector, the

organization was encouraged to partner with employers and employer associations in that

sector. Locally-led community audits were advised to seek local partners to reach the

labor market they wished to study. This technical assistance guide also counseled

organizations to engage partners fully so they provide input and guidance on the direction

of the audit, as well as regular feedback on project activities and products.

Extent and Types of Partners. With ETA's strong emphasis on collaboration,

all 34 CADP grantees followed through on this mandate and developed partnerships with

a wide array of other organizations. The intensity of partnerships and roles of each

partner in community audits varied substantially across sites. Grantees engaged a variety

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[35] There is some overlap between partners and contractors on some of the initiatives as some partners received CADP grant funds to conduct research or other activities. Generally, those contractors that are not part of the community served by the audit or whose involvement was limited to the length of the contract were not considered partners in our assessment.

[36] Workforce Learning Strategies, *Assessing the Workforce Development Needs and Resources of Your Community: Conducting a Community Audit,* prepared for the Employment and Training Administration, Office of Adult Services, August 2000.

of partners, including workforce development agencies, local and state WIBs, One-Stop operators, social service agencies and community-based organizations, economic development agencies, Chambers of Commerce, employer associations, employers, labor unions, educational institutions, and training providers. Some grantees also extended the reach of their audit to include other key stakeholders in their communities such as tribes, county judges, libraries, school districts, and elected officials at the state and local levels. For example, the Concho Valley Workforce Development Board (TX) used local elected officials as their conduit to employers – to build support within the employer community for the study and later to help with distribution of the resource directories produced under the study. While there were few faith-based organizations engaged as partners, grantees did reach out to these organizations as potential users of community audit products (e.g., resource directories, studies focusing on hard-to-serve populations, and products on training and support service needs of workers).

As shown in Exhibit 2-6, almost all of the grantees (32 of 34 grantees) connected with other workforce development agencies in conducting their community audits. Sometimes these partnering workforce development agencies served the same geographic area as the grantee (especially where the grantee was not a local WIB); other times these workforce development agency partners were local WIBs serving nearby areas or other regions within the state (and in the case of the four projects that extended across state borders, in a nearby state). Workforce development agencies were obvious choices as partners as these organizations were often engaged in employment and training services to workers (and to support the needs of employers) and had similar information and analytical needs (e.g., better understanding of labor market conditions, trends in growth

EXHIBIT 2-6: OVERVIEW OF KEY CADP PARTNERS

State	Grantee	Principal Partners	Workforce Development Agencies	Economic Development Agencies	Employers/Employer Associations	Unions	Social Service Agencies/CBOs	Educational Institutions/Training Providers	Others (Specify)
AL	Alabama Department of Economic and Community Affairs	AFL-CIO	●			●			
CA	County of Santa Cruz Workforce Investment Board	WIBs	●						
CO	Colorado Workforce Development Council	Community College	●				●	●	
CO	Pikes Peak Workforce Center	Community College	●	●	●			●	Libraries and County Commissioners
CT	The Workplace, Inc.	One-Stops	●				●		
IA	Central Iowa Employment & Training Consortium	Community College	●	●			●	●	
ID	Lewis-Clark State College	WIBs	●	●		●			Nez Perce Tribe
IL	The Workforce Board of Northern Cook County	WIBs	●	●	●	●	●	●	Local Elected Officials
IN	Center of Workforce Innovations	WIB	●	●		●	●	●	
KY	KentuckianaWorks		●	●				●	
LA	City of New Orleans, Office of Workforce Development	Chamber of Commerce and Job Initiative	●	●				●	
MA	Cape & Islands Workforce Investment Board	WIBs	●					●	
MA	Gloucester Fishermen's Wives Development Programs, Inc.	WIBs	●				●		
MA	Regional Employment Board of Hampden County, Inc.	WIBs	●	●	●				
MD	Governor's Workforce Investment Board	WIBs	●	●	●		●		
MO	East-West Gateway Coordinating Council	WIBs	●	●				●	
MT	Montana Job Training Partnership, Inc.	Community Management Teams	●		●		●	●	
NH	New Hampshire Workforce Opportunity Council		●	●	●		●	●	

EXHIBIT 2-6: OVERVIEW OF KEY CADP PARTNERS

State	Grantee	Principal Partners	Workforce Development Agencies	Economic Development Agencies	Employers/Employer Associations	Unions	Social Service Agencies/CBOs	Educational Institutions/Training Providers	Others (Specify)
NJ	New Jersey Department of Labor	Community College	●		●			●	
NJ	Passaic County Workforce Development Center	University and Community College	●	●	●			●	
NY	Cornell University, Department of City & Regional Planning		●		●	●		●	
OK	Tulsa Area Workforce Investment Board, Inc.		●	●	●	●	●	●	
PA	Lancaster County Workforce Investment Board		●	●	●			●	
PA	Montgomery County Workforce Investment Board	Human Services					●		
PA	Three Rivers Workforce Investment Board		●	●	●	●		●	Steel Valley Authority
TX	Concho Valley Workforce Development Board		●		●		●	●	County Judges
TX	Partnership of Southeast Texas	Community Board	●	●	●	●		●	
TX	Texas Engineering Extension Service	COG	●					●	
VA	Richmond Area Workforce Investment Board and Training and Development Corporation	Chamber of Commerce		●			●	●	
VT	Human Resources Investment Council	WIBs	●	●	●	●	●	●	
WA	Seattle-King County Workforce Development Council				●				
WA	Tri-County Workforce Council		●	●			●		
WA	Workforce Training & Education Coordinating Board	One-Stop	●	●	●	●	●	●	
WI	Workforce Connections, Inc.	One-Stop	●		●		●		
	Totals		31	20	18	10	17	23	

in industry sectors, or training requirements to meet employer requirements).

CADP grantees engaged educational institutions and training providers in over two-thirds of the community audits. Educational institutions were typically universities and community colleges serving the regional or locality. In some cases these institutions received grant funds to provide assistance with data collection, analysis, and report preparation. However, the educational institutions, especially the community colleges, were also active participants in the local or regional workforce development system – helping to prepare students to meet workforce development needs of area employers. While these institutions often brought analytical expertise to plan and execute critical research activities, they also brought hands-on knowledge of education and training curriculum and an understanding of the needs of students and other workers entering the education and training system.

Grantees also frequently engaged economic development corporations (or agencies) as partners in their community audit projects. Nearly two-thirds of the grantees in the demonstration effort (21 of 34 CADP grantees) partnered with economic development agencies. Often links with economic development agencies helped with targeting studies on critical economic development trends affecting the region, brought perspectives on employer needs to studies especially with respect to possible future workforce development requirements, and helped with disseminating research findings. For example, these agencies often had advance knowledge of new employers moving into or leaving the area and provided financial (and other) incentives for new firms to move into the area. Because a major part of their agenda was tied to bringing new firms into the area, economic development agencies were particularly interested in industry sector

studies (identifying industry sectors where the region had a competitive advantage),

studies profiling characteristics of the available workforce, and analyses of services

available through education, training, and other human service agencies. Grantees found

that partnering with economic development agencies typically lent added credibility to

the community audit,
especially for engaging
employers in research activities
(such as focus groups) and in
disseminating the results of
community audits. See Exhibit
2-7 for an example of a project
that partnered closely with the
local economic development
agency.

Gauging the needs of
area employers and developing
workforce development

> **EXHIBIT 2-7: EXAMPLE OF COMMUNITY AUDIT CLOSELY LINKED WITH ECONOMIC DEVELOPMENT AGENCIES AND BUSINESS ASSOCIATIONS**
> **The Workforce Board of Northern Cook County (IL).** The Workforce Board of Northern Cook County's vision is to connect workforce development and economic development to make the area amenable to businesses and families alike. To accomplish this vision, the Board actively pursued the community audit grant to base its strategic planning efforts in the community on data specific to northern Cook County. The Board had not looked at sub-county level workforce and economic data in a comprehensive manner up to this point. The Board formed a steering committee of various partners to actively guide and provide feedback to the community audit. Members of the steering committee included representatives from: the local economic development agency, the local Chambers of Commerce, several industry associations; regional planning entities; education and training providers; labor unions; and community-based organizations. Moreover, three community taskforces of community college representatives, economic developers, and elected officials were the groups that came together to look at the data analysis presented by the research contractor.

strategies to address employers' needs were important activities during community

audits. Approximately half of the grantees (18 of 34 grantees) sought employers or

employer associations as partners during the project.[37] While employers sometimes were

engaged individually, grantees usually approached employer associations such as

Chambers of Commerce and industry associations to collaborate on community audit

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[37] This statistic only considers partnerships of the community audit grant outside of the membership of employers on local WIBs.

projects. The manufacturing panel that was created by the Seattle-King County

Workforce Development Council is an excellent example of involvement by employers

in a community audit. Employers and their associations offered insights and anecdotal

evidence to guide the community audit projects and develop strategies to address

workforce development issues based on their needs. Employer associations and

Chambers of Commerce were particularly helpful in facilitating interactions with local

employers – for example, providing lists of potential employers for focus groups and

surveys, and encouraging employers to respond to such data collection efforts.

Engagement of Chambers of Commerce and employer associations also helped grantees

with dissemination of research findings and, in some cases, with a forum to continue

implementation of strategies identified during the community audit beyond the

completion date of the demonstration.

Social service agencies and community-based organizations served as partners in

about half of the community audit projects. Social service agencies and community-

based organizations brought an understanding of the general service delivery system

within the local area or region, as well as in-depth understanding of the particular

populations that the organization targeted (especially hard-to-serve populations). Such

agencies provided valuable input to community audits relating to the "supply-side" of the

equation (e.g., numbers, characteristics, and training needs of unemployed and

underemployed workers) and what needed to be done to transform available individuals

into the types of workers that could meet the requirements of area employers. These

agencies were also instrumental in assisting the small number of grantees conducting

community audits that sought to identify and map human services within a specific

locality or region. Finally, similar to employer associations and economic development agencies, social service agencies were often helpful in informing stakeholders about the community audit and helping with dissemination of community audit products to potential audiences.

Finally, rounding out the roster of partners were unions, which had limited involvement in most of the community audits – partnering in slightly over a quarter of the grants (in 9 of 34 sites). Grantees engaged unions especially in sectoral-based studies, where a union represented significant numbers of workers within a targeted industrial sector or if a union was a major presence in the community. Unions often provided guidance in developing strategies to address workforce needs, access to union members for primary data collection (such as focus groups), labor market information, and review of community audit products.

Principal Partners. In many of the CADP projects, grantees had one (possibly two) partner that was more involved than other partners (what might be referred to as "principal partner"). The intensity of partnerships and respective roles of partners were often a function of the focus of the community audit study (i.e., focusing perhaps on an industry sector), previous successful partnerships that the grantee may have had with other organizations, and/or the particular expertise or "connections" that a partner could bring to the project. As shown earlier in Exhibit 2-6, many grantees partnered closely with one or more local WIBs. This was especially the case among grantees that were not themselves local WIBs; though it also happened even in the case of local WIBs that were looking to expand the geographic focus of their audit to WIBs serving adjacent or nearby areas of the state. State-led initiatives also closely allied themselves with one or more

local WIBs. Principal
partners were also
sometimes educational
institutions, usually
community colleges, which
had research expertise, an
understanding of training
issues in the community,
and access to workers and
employers in the
community. Other
principal partnerships were
mixed among social service

EXHIBIT 2-8: EXAMPLE OF IMPORTANT ROLE OF PARTNERING IN CONDUCTING COMMUNITY AUDITS
Governor's Workforce Investment Board (MD). The grantee teamed with four local WIBs that were participating in the Chesapeake Workforce Alliance: Susquehanna, Upper Shore, Lower Shore, and Southern Maryland WIBs. The WIBs helped with the design of the community audit; reviewed and commented on the survey instruments and other research tools; identified businesses for visitations and inclusion in focus groups; participated in both focus groups and visitations; participated in the health care summit; and reviewed the final products. The WIBs were actively engaged throughout the project. Much of the research work was contracted to the Maryland Department of Labor, Licensing, and Regulation (to conduct a large-scale mail survey of business in selected industry sectors across the 13-county area) and the University of Baltimore/Jacob Frances Institute (to conduct focus groups with businesses, business visitations, analysis of existing data sources, and prepare the community audit final report). Local Chambers of Commerce and about a dozen business associations (including associations representing the construction industry, IT, health care employers) helped to identify businesses for focus groups and visitations, as well as reviewed and distributed products of the community audit.

agencies and community-based organizations, Chambers of Commerce, One-Stops, and
unions.

   Overview of Partner Activities. The community audit partners engaged in a
wide range of activities critical to the success of grantee projects (Exhibit 2-8 provides an
illustration of partnering arrangements at one CADP grantee). Exhibit 2-9 profiles some
of the main types of community audit activities undertaken by partnering agencies at the
18 CADP sites visited as part of the evaluation effort. Some of the most important
activities undertaken by partners were the following: partners served as members of the
project team or contractors; provided resources (cash or in-kind support); helped to

State	Grantee	Member of Project Team	Contractor	Provider of Resources	Community Support and Credibility	Access to Participants for Data Collection	Review of Findings and Products	Strategic Planning Efforts
AL	Alabama Department of Economic and Community Affairs	●	●		●	●	●	
CO	Colorado Workforce Development Council	●	●	●	●	●	●	●
IA	Central Iowa Employment & Training Consortium	●	●		●	●	●	●
IL	The Workforce Board of Northern Cook County	●			●	●	●	●
IN	Center of Workforce Innovations	●		●	●	●	●	●
KY	KentuckianaWorks	●	●		●		●	
LA	City of New Orleans, Office of Workforce Development	●	●		●	●	●	●
MA	Regional Employment Board of Hampden County, Inc.	●			●	●	●	●
MD	Governor's Workforce Investment Board	●		●	●	●	●	●
MO	East-West Gateway Coordinating Council	●		●	●		●	●
MT	Montana Job Training Partnership, Inc.	●		●	●	●	●	●
OK	Tulsa Area Workforce Investment Board, Inc.	●	●	●	●	●	●	●
PA	Lancaster County Workforce Investment Board	●			●	●	●	●
PA	Montgomery County Workforce Investment Board	●			●		●	●
PA	Three Rivers Workforce Investment Board	●			●	●	●	
TX	Concho Valley Workforce Development Board	●		●	●	●	●	
TX	Texas Engineering Extension Service	●			●		●	●
WA	Seattle-King County Workforce Development Council	●			●	●	●	●
	Totals	18	6	7	18	14	18	14

generate community support or lend credibility to the effort; provided community audit researchers with access to employers or other individuals for surveys, focus groups, or other data collection efforts; reviewed research findings and/or deliverable products; helped with dissemination of research to local stakeholders; and engaged in strategic planning efforts either during or after the community audit was completed.

Expectations for Continued Partnership after the Demonstration Ends.
Many grantees reported that the partnerships developed during their community audits would likely continue after CADP projects came to an end. Of the 18 sites visited, all grantees reported that they thought their partnerships would last beyond the life of the grant. Some grantees stressed that the partnerships formed were among the most tangible and successful outcomes of their community audit projects. Even grantees with previous relationships with particular partners reported that the community audit had helped to intensify their relationships – and indicated that they would likely look for other opportunities to work with one another. Community audits with a focus on strategic planning often had a built-in reason for continued collaboration after the demonstration funding had been exhausted – implementation of the plan and updating the plan in future years. In our discussions with grantees, many indicated that the collaborations forged with employers and economic development agencies as a result of their community audit were one of the most important impacts of their demonstration projects.

E.   Contracting Out for Research Expertise

In the implementation guide -- *Conducting a Community Audit*, prepared by Workforce Learning Strategies -- organizations undertaking a community audit are

encouraged to seek outside expertise to assist with planning and executing community audits, particularly with respect to data collection, analysis, and report preparation activities.[38] Administrators and staff at workforce agencies sponsoring community audits, such as state and local WIBs, may already be stretched thin by their existing responsibilities in day-to-day managing of their programs and not have the time available to effectively undertake the types of in-depth research activities associated with high-quality community audits. Furthermore, staff at sponsoring agencies may lack the expertise for planning and executing the needed research tasks – such as drafting employer surveys or focus group discussion guides, developing sampling plans that yield necessary statistical precision, collecting and analyzing existing large-scale data bases (e.g., conducting "shift-share" analyses of ES-202 data by industry sector), conducting surveys or interviews with targeted businesses and others, and synthesizing research results and preparing research products. Without devoting the necessary time and energy to the research involved in conducting community audits and bringing to bear the requisite blend of research expertise, community audits may flounder and fail to produce the types of valid and reliable research findings that are useful to key stakeholders. Contracting out for research services may also bring a greater level of detachment and objectivity to research findings than might be the case if such studies are mounted by in-house researchers. Despite reliance on outside contractors, the "how-to" guide cautions lead agencies and partners involved in a community audit to remain "in the driver's seat" – regularly monitoring and guiding research activities conducted by contracted researchers.

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[38] Workforce Learning Strategies, *Assessing the Workforce Development Needs and Resources of Your Community: Conducting a Community Audit,* prepared for the Employment and Training Administration, Office of Adult Services, p. 29, August 2000.

Many of the community audit grantees took this advice and sought assistance in conducting various research tasks and activities involved in their projects.[39] Of the 34 grantees, 28 organizations contracted with outside researchers/organizations at least a portion of their community audit grants (including matching funds) for help in conducting their projects. The six grantees that did not contract out for research assistance had in-house capabilities. For example, three grantees were four-year educational institutions – Cornell University, Lewis-Clark State College, and Texas A&M University – that had the necessary professional expertise on their campuses to conduct major research activities needed under their community audit projects. In addition, these grantees were able to utilize students at a relatively low cost to conduct some of the more labor-intensive work involved in the projects (such as conducting surveys and analyzing survey results). The other three grantees that did not use contractors on their community audit projects were local WIBs with in-house research capabilities. The Lancaster WIB (PA), for example, conducted its analyses of industrial clusters in-house, with assistance from several interns from a nearby college.

In conducting community audits, grantee organizations often reached beyond their own expertise and contracted out to other organizations for survey development and administration, other data collection and analysis activities, report preparation, and web design. In contracting out for research services, grantees found it particularly important to carefully define key research questions to be addressed, specific types of data collection to be undertaken (i.e., use of existing data sources versus collection of new

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[39] The grantee solicitation notice permitted grantees to procure external technical assistance locally. See: U.S. Department of Labor, Employment and Training Administration, U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits* (SGA/DFA 00-110), August 30, 2000.

types of data through surveys or focus groups), specific types of products to be developed

(e.g., interim/final reports, databases, websites), and deadlines for completion of each

research task and major deliverables. Several grantees indicated that they would likely

use a similar contracting process and task structure they had developed during their

community audit project as a template
for future research efforts.   See

Exhibit 2-10 for an example of

contracting for outside expertise by

one CADP grantee.

As shown in Exhibit 2-11,

CADP grantees contracted out most

frequently to private consulting firms,

followed by universities, community

colleges, and other local government

agencies. At times, grantees procured

services from a combination of

organizations to provide research

capabilities. For example, the New

Hampshire Workforce Opportunity

> **EXHIBIT 2-10: EXAMPLE OF CONTRACTING OUT TO LOCAL UNIVERSITY FOR DATA COLLECTION AND ANALYSIS**
>
> **REB of Hamden County, Inc. (MA).** Because of a lack of in-house staff time and research experience, REB issued a Request for Qualifications (RFQ) to solicit bids and selected Northeastern University's Center for Labor Market Studies (CLMS) to conduct the principal data collection, analysis, and reporting tasks involved in it community audit project. Under the resulting contract, CLMS analyzed existing Census, Bureau of Labor Statistics (BLS), and other secondary data sources to provide an in-depth and up-to-date statistical profile of the four-county area. The analysis effort resulted in detailed tables summarizing population, economic and labor market, and labor force characteristics for the four-county region as a whole, as well as provided breakouts of data for individual counties and (where possible) at the city, town, and neighborhood levels. One of the critical goals of the project was to provide (for the first time) readily-accessible data and analyses for the four-county area to support efforts to market the region as a whole to new employers. To supplement analyses of existing data, CLMS also conducted three focus groups with employers in the advanced manufacturing sector. During the focus group sessions, employers (12 in each session) were asked about the numbers and types of workers they sought, the educational/training requirements for available positions, and ways in which the workforce development system could most effectively meet their labor force needs.
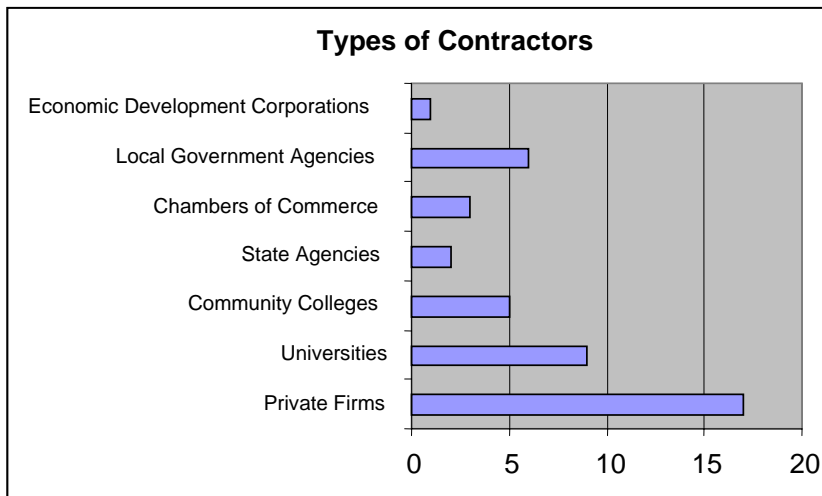
Council contracted with both business and community organizations, as well as an

educational institution to conduct demand- and supply-side data collection and analysis.

Grantees considered some of the contractors that they used, especially those in the

workforce development community, as partners as well in their efforts. The lines of

EXHIBIT 2-11: TYPES OF ORGANIZATIONS CONTRACTED TO ASSIST GRANTEES IN CONDUCTING COMMUNITY AUDITS[40]

Types of Contractors

Type	Value
Economic Development Corporations	~1
Local Government Agencies	~6
Chambers of Commerce	~3
State Agencies	~2
Community Colleges	~5
Universities	~9
Private Firms	~17

(Horizontal axis: 0, 5, 10, 15, 20)

contractor and partner were blurred at times in projects – as contractors were at times also active members in the partnership group providing overall direction to the community audit (while providing contracted services) and, especially in the case of community colleges, serving the locality as potentially users of research results.

Data on the types of services contracted and associated costs were collected for 19 of the 29 CADP grantees that contracted out for services. As shown in Exhibit 2-12, grantees contracted out substantial amounts of funds to outside firms and agencies. Across the 19 grantees for which data were available, nearly $1.4 million in funds were contracted out, an average of $73,459 per grantee. Across these grantees, this contracted out amount represented on average about three-quarters of the total federal grant. As shown in the exhibit, by using matching funds, two grantees were able to spend about

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[40] Some grantees contracted out to multiple organizations; others did not contract out for research services.

**EXHIBIT 2-12: AMOUNTS CONTRACTED TO OTHER AGENCIES
FOR CONDUCT OF COMMUNITY AUDIT RESEARCH**

State	Site	Tasks	Contracted Amount	CADP Grant Amount	Contract as % of Grant
OK	Tulsa Area Workforce Investment Board, Inc.	Data collection and analysis	$130,000	$50,000	260%
IL	The Workforce Board of Northern Cook County	Data collection and analysis	$97,500	$49,590	197%
AL	Alabama Department of Economic and Community Affairs	Data collection and analysis	$135,000	$150,000	90%
KY	KentuckianaWorks	Data collection and analysis and web design	$90,000	$100,000	90%
NH	New Hampshire Workforce Opportunity Council	Data collection and analysis	$129,000	$150,000	86%
CO	Pikes Peak Workforce Center	Data collection and analysis and web design	$40,000	$49,940	80%
CT	The Workplace, Inc.	Data collection and analysis	$40,000	$50,000	80%
MA	Cape & Islands Workforce Investment Board	Data collection and analysis	$80,000	$100,000	80%
WA	Workforce Training & Education Coordinating Board	Data collection and analysis/curriculum development	$119,000	$150,000	79%
TX	Concho Valley Workforce Development Board	Data collection and analysis	$39,322	$49,827	79%
PA	Montgomery County Workforce Investment Board	Data analysis and collection and web design	$37,500	$50,000	75%
NJ	New Jersey Department of Labor	Data collection and analysis	$110,000	$150,000	73%
MA	Gloucester Fishermen's Wives Development Programs, Inc.	Data collection and analysis	$36,400	$50,000	73%
MD	Governor's Workforce Investment Board	Data collection and analysis	$100,000	$149,994	67%
IA	Central Iowa Employment & Training Consortium	Data collection and analysis	$63,000	$99,967	63%
CA	County of Santa Cruz Workforce Investment Board	Data collection and analysis	$49,999	$99,987	50%
MT	Montana Job Training Partnership, Inc.	Data collection and analysis	$33,000	$100,000	33%
CO	Colorado Workforce Development Council	Data collection and analysis	$40,000	$150,000	27%
IN	Center of Workforce Innovations	Data collection and analysis	$26,000	$100,000	26%
Total			$1,395,721	$1,849,305	75%
Average			$73,459	$97,332	75%

Note: Data were not provided by all sites on amounts contracted out to other organizations.

twice the amount of their federal grant on contracted services. The 19 grantees spent

between $26,000 and $135,000 on contracted services, with six grantees spending

$100,000 or more on contracted services. As a percentage of their federal CADP grant,

individual grantees spent between 26 percent and 260 percent on contracted services,

with 11 spending an amount equal to or in excess of 75 percent of their federal grant.

Finally, grantees indicated that the main challenges they faced in contracting out

for services were: (1) the development of an effective Request for Proposal (RFP) or

Request for Quotation (RFQ); (2) obtaining several bids so that there was (in fact) a

competition for grant funds; and (3) selection of the best possible contractor to execute

the work. Grantees that experienced difficulty with the development of their RFP or

RFQ sometimes sought assistance from the CADP technical assistance contractor

(Workforce Learning Strategies); others worked through the development of the

procurement document with either the project team or individuals within their

organizations experienced in contracting out for services. Most grantees reported

receiving few responses to their solicitations – usually between one and three responses.

CHAPTER 3:

CADP OBJECTIVES, BASIC DESIGNS, AND IMPLEMENTATION CHALLENGES

CADP was intended to provide states and localities with funding to test and refine varying strategies, approaches, and research methodologies to conducting community audits. An overarching goal of the initiative was for state and local workforce agencies to partner with a wide array of other agencies serving the area that was the focus of the project. A more technical goal was to begin to test out approaches to gathering valid, reliable, and up-to-date information and analyses to better inform the strategic decision-making process of key stakeholders. In selecting 34 grantees for the demonstration effort and extending considerable flexibility to grantees in determining the focus of these projects and how they would structure their initiatives, DOL/ETA was successful in its effort to create a laboratory for testing out varied and innovative approaches to conducting community audits. This chapter examines (1) goals and objectives of the projects, (2) general types of community audits initiated (e.g., sectoral studies, mapping career ladders), and (3) start-up and ongoing implementation challenges.

A.   CADP Program Goals

The Department of Labor's original solicitation identified six specific goals for CADP:

- Support States and local areas in their efforts to implement and use community audits as part of their overall strategic planning initiatives.

- Increase the capacity of States and local areas to implement effective strategic planning efforts, utilizing the community audit as a tool.

- Support projects that link Local Board efforts to those of other key stakeholders in a community.

- Encourage regional partnerships within labor market areas or industry sectors.

- Build a "peer learning network" to identify and share best practices.

- Develop technical assistance materials and tools that states and local areas can use.

These goals provided grantees with an opportunity to be creative in targeting their initiatives on what they perceived to be critical regional or local needs and allowed for grantees to implement a broad range of data collection and analysis activities to achieve their stated goals under the demonstration. The individual grantee goals varied substantially and were not simply restatements or mirror images of the six stated goals for the demonstration. Grantees often defined their goals in terms of accomplishing specific research activities that would contribute to a more informed decision-making process by local/regional stakeholders, employers, or workers. While grantees had the tendency to express project objectives in terms of near-term goals of completing specific types of analyses or making better types of data/information available within the community or region, it was also clear that overall goals of initiatives were directed toward longer-term outcomes such as: better general understanding of the workforce needs of local employers; better preparation of the workforce (such as low-wage incumbent workers or dislocated workers) through education and training to meet current and future employer needs; better understanding of general economic or labor market trends and conditions (e.g., demand conditions for occupations within the local area) to support informed strategic planning; and supporting economic development and competitiveness of the local economy.

The 18 CADP sites profiled in Exhibit 3-1 (which were visited by researchers as part of this evaluation effort) provide a fairly representative picture of the range of goals that CADP grantees sought to achieve in undertaking their community audit projects. Nearly all of the sites spelled out at least two specific objectives for their projects, and more often, identified three or more goals. No two sites had the same set of goals, though there were similarities in many of the goals cited across sites and, hence, it is possible to highlight some broad groups of project goals that cut across sites. In some cases, the grantees identified a primary goal and then listed what were component parts of that goal as independent goals. Among the 18 grantees sites visited as part of the evaluation effort, goals clustered in seven general areas, which are highlighted below.[41]

- **Better Understanding of Competitive Industry Sectors and Workforce Requirements of Sector Employers (15 Sites of 18 Sites Visited).** Grantees in many sites emphasized that they wanted to develop a better understanding of their local and regional industries (particularly where they had a "competitive advantage") and how the skills mix of the local labor force matched up against employer requirements. An aim for these grantees was to obtain better information about specific industries and growth opportunities (e.g., in industry sectors such as health care, information technology, advanced manufacturing, and tourism/hospitality sectors). The activities conducted in support of this overall goal area were also viewed as providing opportunities for partnering more effectively with the economic development and business community.

- **Develop Tools and Information to Enhance Strategic Planning (9 Sites)**. Half of the sites visited indicated that grant activities were designed to specifically support the strategic planning process. Some of the grantee goals for projects involved the actual preparation of strategic plans, while other grantees aimed projects at generating up-to-date and well-targeted data and analyses to support future strategic planning activities by the WIB, economic development agencies, and other regional/local organizations.

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[41] For more about how and why agencies focused on these goals, refer to the background section of the site summaries in Appendix E.

EXHIBIT 3-1: KEY CADP PROEJCT GOALS FOR THE 18 SITES VISITED

State	CADP Site	CADP Project Goals/Objectives
AL	Alabama Department of Economic and Community Affairs	• Engage a broad group of stakeholders to address the challenge of the "New Economy;" • Meet the specific information needs of workforce development agencies, employers, and workers in the state by collection and analysis of available labor market information (LMI); • Develop technical assistance materials to be disseminated by the state workforce development over the Internet; and • Establish and strengthen regional partnerships, especially with the economic development agency.
CO	Colorado Workforce Development Council	• Discover and promote strategies to benefit low-wage/low-skill workers, the employers who hire them, and their communities; • Determine what it will take to equip less-skilled workers to contribute to and benefit from the state's vibrant economy; and • Share best practices with a peer-learning network that will be developed as part of the effort on a statewide basis.
IA	Central Iowa Employment & Training Consortium	• Obtain input directly from high school dropouts to determine why they dropped out; • Assess service needs and skill deficiencies of high school dropouts; • Obtain input directly from employers about job openings (by occupation), entry requirements, whether employers are willing to hire high school dropouts and dislocated workers, and occupations where employers are experiencing difficulties in hiring; and • Develop an effective strategy for reconnecting dropouts to the labor force.
IL	The Workforce Board of Northern Cook County	• Build a strong and credible foundation for a regional workforce plan that complements regional economic development strategies; • Identify key workforce development issues to be faced during next five years; to provide useful labor market and economic information to key stakeholders; • Identify priorities for the region's One-Stop career center and other education, training and human service providers; and • Build external strategic planning capacity of the Workforce Board.
IN	Center of Workforce Innovations	• Develop a common understanding of the supply, demand, occupational trends, and system capacity in Northwest Indiana as a prerequisite to joint strategic planning; • Identify the specific skill requirements of a critical regional industry in anticipation of projected labor shortages, and use this knowledge to build a future workforce; • Create a single regional strategic plan developed by Workforce Investment Boards with involvement and support from the communities they serve; and • Position the Workforce Investment Boards as leaders in community issue identification and resolution.
KY	Kentuckiana Works	• Establish a method for regularly reporting on the area's high-skilled occupations; • Articulate the skill requirements of these occupations; and • Analyze the pipeline of workers for select key occupations
LA	City of New Orleans, Office of Workforce Development	• Develop baseline labor force supply and demand data; and • Assist with the transformation of the region's hard-to-serve and low skill workforce into a competitive asset for regional economic growth and sustainability.
MA	Regional Employment Board of Hampden County, Inc.	• Identify the industries and business clusters in the natural labor market region that have a competitive advantage and/or are critical to maintain the area economy; • Conduct a closer analysis of the labor supply within the region, i.e., workforce demographics, current skills and educational levels, barriers to upward mobility for certain groups, skills gaps, etc; • Provide detailed and dynamic information about jobs and skill requirements within the most competitive and/or critical industries (defined as those which import capital, have good wages and career ladders, have a heavy concentration of employment in the region, are actively responding to

EXHIBIT 3-1: KEY CADP PROEJCT GOALS FOR THE 18 SITES VISITED

State	CADP Site	CADP Project Goals/Objectives
		changes in technology, skills improvement, upgrading, etc.); • Help One-Stop Career Center customers and professionals understand the career paths in the competitive and/or critical industrial and business clusters; and • Provide demand-side data to training providers to facilitate the development and design of training programs that respond to skill shortages and occupational demand.
MD	Governor's Workforce Investment Board	• Develop stronger board relationships and connections to business; • Survey businesses and identify critical occupational and skills needs; • Conduct a skill analysis of selected occupations; • Develop community career ladders within the skill clusters identified for each workforce area; and • Build momentum for Skills Alliances to ensure that businesses are able to grow and prosper and that employees are able to maximize their full career potential.
MO	East-West Gateway Coordinating Council	• Profile demographic, social, and economic characteristics of the labor market; • Enhance access to and performance of other employment-related systems (transportation, child care, etc.); • Provide information/analyses to support the development of strategies to enhance human capital at the local and regional levels; and • Assist partners to develop policy and strategies around several key goals that would drive the Regional Workforce Development Plan.
MT	Montana Job Training Partnership, Inc.	• Develop strategic plans for community revitalization in each local area; • Explore ways to expand local economies using labor market information and analysis of research on rural communities; • Identify "high road" strategies individualized to the particular communities; • Develop and implement local strategic plans centered around local workforce system end economic development efforts; • Record and publish the community audit process, knowledge gained, lessons learned, and strategies and methods developed; and • Use the information gathered to make policy recommendations on strategic issues to the two WIBs.
OK	Tulsa Area WIB	• Produce strategic plans for workforce development in the Tulsa MSA; • Formulate a strategy for addressing the needs of particular population groups for specific employer groups to help solve existing labor-shortages; • Develop pro-active layoff aversion strategies; • Provide TAWIB customers with high-quality, current information with which to make employment and training decisions; • Ensure that training providers are responsive to the needs of the labor market; and • Ensure that documents and information collected are updated to reflect changing customer needs.
PA	Lancaster County WIB	• Validate the importance of five industry clusters previously chosen during the Board's strategic planning process; • Scan the economy for other clusters that may have been missed or are just emerging; • Develop a better understanding of the clusters that are selected, particularly with regard to regional planning; • Identify the significant groupings within each industry cluster; • Develop a skills map that defines levels of skills throughout the cluster; and • Relate the skills map to careers ladders and the education and training required to move up the ladders.
PA	Montgomery County WIB	• Make the public, their neighborhoods and communities aware of easily accessible employment and social services and begin sharing this knowledge throughout the community so that anyone seeking employment and/or social services will become aware of how to get the necessary support;

EXHIBIT 3-1: KEY CADP PROEJCT GOALS FOR THE 18 SITES VISITED

State	CADP Site	CADP Project Goals/Objectives
		• Unify and coordinate the employment and social services resources of Montgomery County and link these resources to those of the surrounding employment region; • Engage members of the social services community in an atmosphere of sharing and collaboration that results in a more expeditious delivery of services to those who need the services; • Make all of the employment support resources easily accessible to job seekers, students, families, employees, employers, educators and support organization staff; and • Establish a Clearinghouse of Employment Social Services to ensure that resource information remains current and those needing that information may obtain it easily, on-line, through telephone inquiry or through in-person visits.
PA	Three Rivers WIB	• Develop methods for monitoring workforce supply and demand information at the regional level; • Create individual reports that outline broad economic and workforce trends for the region's growing industry clusters; • Conduct a "replication training" for TRWIB staff and staff of partner organizations intended to instruct in updating the labor market information collected and analyzed by the research contractor; • Develop a methodology for estimating workforce demand in a specific geographic area (the "Cranberry Area," a growing suburban job center in the region); • Develop a comprehensive, up-to-date, Internet-based database of training provider offerings; and • Identify a set of "bellweather indicators" for tracking changes in the region's industry clusters that impact on the region's workforce.
TX	Concho Valley Workforce Development Board	• Support the development of strategic workforce plans that address the needs of both employers and the regional labor force through the collection of employment and social needs data.
TX	Texas Engineering Extension Service	• Conduct a specialized business survey to determine issues involved in hiring low-income, Welfare-to-Work, hard-to-place job seekers who may be qualified as TANF or WIA customers.
WA	Seattle-King County Workforce Development Council	• Strengthen WDC's strategic framework for its workforce development system by assessing both demand and supply sides of the labor market and the community's needs and resources; • Guide development of strategies to better serve WDC's targeted populations in helping them get and keep living-wage jobs; • Provide job seekers, workers and employers with information to guide their individual decisions; and • Give policymakers, service providers and other stakeholders the tools and information to make long-term strategic decisions.

- **Develop and Institutionalize Research Methods for Better Monitoring of Local/Regional Trends (7 Sites).** Some grantees included the development and testing of research methodologies that could be institutionalized and used either regularly or periodically in the future. For example, grantees were looking to learn about, test, and document methodologies that they could replicate in the future to determine concentrations of employment and growth within particular industry sectors. They also wanted to be in a position to better monitor and predict ever-changing workforce requirements and training needs of employers in the region so they could tailor training and curriculum to better prepare workers. For example, one grantee – the Three Rivers WIB (PA) – included the goal of "replication training" for the WIB's staff (to be provided by the research firm that had been subcontracted to conduct analyses activities under the CADP grant), so that WIB staff would be able to guide and/or conduct labor market research and analysis in the future.

- **Catalogue Available Human Services to Enhance Access of Employers and Workers Needing Assistance (7 Sites).** The identification of community assets and social service resources was an important project goal for about one-third of grantees visited. This goal was broadly supportive of other goals, such as better preparation of workers to fill jobs within growing industry sectors within the region and help reduce turnover within the workplace by meeting worker service needs before problems lead to job loss. An end product of such efforts was usually publication of a directory of human service providers (often made available via the Internet) that documented available services within the locality or region (e.g., to meet training, housing, rehabilitation, transportation, medical and other needs of workers).

- **Develop Strategies for Effectively Serving Targeted Populations (6 Sites).** One-third of sites visited mounted initiatives aimed at better understanding the numbers, characteristics, and service needs of specific subpopulations within the region or locality (e.g., low-skill or low-wage workers, dislocated workers, hard-to-employ individuals). An anticipated outcome of such studies was the development of specific strategies and services to increase the employability of individuals within the targeted group(s) – and, hence, to improve the supply of qualified workers, better meet employer workforce needs, and (ultimately) strengthen the competitiveness of the local or regional economy.

- **Strengthen Linkages/Partnerships with Other Organizations (6 Sites).** One-third of the sites visited indicated a desire to utilize their community audits to improve linkages with area businesses, economic development agencies, and/or community-based and social services agencies within their locality. As discussed later in this report, many CADP grantees indicated that one of the most important outcomes of their involvement in the demonstration effort was strengthening of their relationships with partnering agencies and area employers.

- **Develop High-Quality, Current, and Accessible Labor Market Information for Job Seekers and Incumbent Workers (6 Sites).** One-third of sites targeted their community audits on enhancing their organizations' ability to provide up-to-date and useful labor market information to job seekers and incumbent workers. This particular goal included the collection and preparation of data in a format that was easily understandable and readily accessible (usually via the Internet) to job seekers and incumbent workers. The availability of such information – especially related to job openings by occupation and industry sector – was also of help for targeting training programs on emerging workforce needs of employers.

- **Other Goals.** Other types of goals emphasized by grantees included the following: identify training opportunities and providers; strengthen workforce development systems; identify viable career paths; develop best practices/technical assistance materials/peer networks to help others interested in implementing cost-effective community audits; expand labor market supply and competitiveness of the local economy; develop pro-active layoff aversion strategies, and elevate the status of the WIB.

When asked whether their goals had changed over the course of their projects, grantee indicated that they had mostly stayed with their original goals. However, many grantees indicated the need to be flexible and make mid-course adjustments in the data collection methodologies employed during their community audits to meet their goals. Those that made changes in goals or methodology employed typically did so in response to one or more of the following factors:

- *Downturn in the Regional or Local Economy* – In particular, most of the grantees indicated that by the Fall 2001 (and some indicated earlier in 2001) economic conditions were deteriorating – especially with respect to escalating unemployment and the drying up of demand for workers in occupations that had formerly been characterized as "hard-to-fill" or experiencing shortages (e.g., especially within the information technology sector and advanced manufacturing sector). The economic downturn had ramifications for the types of information that were needed by local employers and other stakeholders, as well as perceptions about what the growing industry sectors were within the region.

- *Unwillingness/Inability of Employers and Other Agencies to Engage in the Project* − As a result of the economic downturn and other factors, some employers and agencies who may have originally agreed to participate in some of the CADP activities were either no longer interested or unable to participate. More than one grantee mentioned that some sectors of their local economies were in survival mode.

- *Need to Narrow Overly Expansive Goals/Scope Due to Limited Resources.* Once they started working on their community audits, grantees became more knowledgeable about the costs and limits of what could be researched and accomplished given the constraints of their community audit budgets (e.g., locally-led, single WIB projects had federal grants of $50,000). In response, they trimmed back goals or the scope of work of their projects to fit within budgetary constraints.

B.   Principal Types of Community Audits Initiated

ETA's solicitation notice for the demonstration left considerable room to grantees in defining the scope and type of their community audit study within the broad constraints of producing useful local or regional labor market information to inform strategic planning:

> …Community audits bring together information on economic and labor market trends to support both strategic planning and WIA program operations. They vary in scope and purpose, depending on their precise goals. However, all depend on a common base of information about the regional labor market--both its demand and its supply sides--and about the kinds of workforce development and other critical resources available (such as housing, child care, transportation, supportive services, and so on). A "community audit" is fundamentally a strategic planning effort that involves all the relevant stakeholders.[42]

To assist sites in developing their approaches, DOL/ETA contracted with Workforce Learning Strategies' to develop a technical assistance manual, *Conducting a Community Audit,* which catalogued a range of potential types of community audits and identified specific methodologies and data sources that might be employed in implementing each type of project.[43] DOL/ETA encouraged grantees to be flexible in their approaches and tailor their studies to the specific needs of the targeted geographic area.

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[42] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 3, 2000.
[43] Workforce Learning Strategies, *Assessing the Workforce Development Needs and Resources of Your Community: Conducting a Community Audit,* prepared for the Employment

Based on the results of visits to 18 CADP sites and telephone interviews with all 34 CADP grantees, as well as a systematic review of project documentation, the principal types of community audits conducted under the demonstration effort were: (1) occupational and skills analysis; (2) studies aimed at identification of skills shortages; (3) sector and cluster analysis studies; (4) career path mapping; and (5) asset mapping.[44] As shown in Exhibit 3-2, CADP grantees implemented community audits that included two or more approaches or models. Four of the grantees – Center of Workforce Innovations (IN), East-West Gateway Coordinating Council (MO), New Hampshire Workforce Opportunity Council (NH), and Tulsa Area WIB (OK) – implemented community audits that incorporated elements from all five of the major types of community audits. Below, we highlight the main features of these studies and provide examples of initiatives undertaken at demonstration sites in each of these main categories of community audit projects.

1. Occupational and Skills Analysis (32 Sites)

This type of study was either the main focus or a component part of virtually every community audit conducted under the demonstration effort. Occupational and skills analysis studies were intended to provide employers, workers, and workforce professionals with in-depth data and analyses of the changing characteristics of jobs and skill requirements. Such studies focused on particular industry sectors or a select group of occupations, and had either a regional or local geographic focus. The studies

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and Training Administration, Office of Adult Services, August 2000. This guide was both helpful to the Department in preparing the grant solicitation and to grantees in their efforts to plan and implement their community audit projects.

[44] See Appendix E for individual project descriptions, which highlight the major types of studies and methodologies utilized by each of the 18 sites visited.

EXHIBIT 3-2: TYPES OF COMMUNITY AUDITS IMPLEMENTED

State	Grantee	Occupational & Skills Analysis	Identification of Skills Shortages	Sector & Cluster Analysis	Career Path Mapping	Asset Mapping
AL	Alabama Department of Economic and Community Affairs	●	●	●		●
CA	County of Santa Cruz Workforce Investment Board	●	●			●
CO	Colorado Workforce Development Council	●		●	●	
CO	Pikes Peak Workforce Center	●	●			
CT	The Workplace, Inc.	●	●	●		
IA	Central Iowa Employment & Training Consortium	●	●			
ID	Lewis-Clark State College	●	●	●		
IL	The Workforce Board of Northern Cook County	●	●	●		
IN	Center of Workforce Innovations	●	●	●	●	●
KY	KentuckianaWorks	●	●	●		
LA	City of New Orleans, Office of Workforce Development	●	●	●		
MA	Cape & Islands Workforce Investment Board	●	●			
MA	Gloucester Fishermen's Wives Development Programs, Inc.		●			●
MA	Regional Employment Board of Hampden County, Inc.	●	●	●		
MD	Governor's Workforce Investment Board	●	●	●	●	
MO	East-West Gateway Coordinating Council	●	●	●	●	●
MT	Montana Job Training Partnership, Inc.	●				
NH	New Hampshire Workforce Opportunity Council	●	●	●	●	●
NJ	New Jersey Department of Labor	●	●	●		
NJ	Passaic County Workforce Development Center	●	●	●		
NY	Cornell University, Department of City & Regional Planning	●	●	●	●	
OK	Tulsa Area Workforce Investment Board	●	●	●	●	●
PA	Lancaster County Workforce Investment Board	●	●	●	●	
PA	Montgomery County Workforce Investment Board	●	●			●
PA	Three Rivers Workforce Investment Board	●	●	●		
TX	Concho Valley Workforce Development Board	●	●	●		●
TX	Partnership of Southeast Texas	●	●		●	
TX	Texas Engineering Extension Service	●	●			
VA	Richmond Area Workforce Investment Board	●	●	●		
VT	Human Resources Investment Council		●	●		
WA	Seattle-King County Workforce Development Council	●		●	●	
WA	Tri-County Workforce Council	●	●			
WA	Workforce Training & Education Coordinating Board	●	●	●	●	
WI	Workforce Connections, Inc.	●	●			
	Total	32	31	23	11	9

undertaken by CADP grantees often relied upon aggregate statistical analyses of existing data sources, supplemented by surveys or interviews with employers and workers within targeted occupations or sectors. Among the most useful data sources for this type of study was the O*NET data set, which provides in-depth data on the skill content of occupations. This data series contains over 445 variables for each job title and permits comparisons of skill requirements

> **EXHIBIT 3-3: EXAMPLE OF OCCUPATIONAL AND SKILLS ANALYSIS STUDY**
>
> **KentuckianaWorks (KY).** A central focus of the KentuckianaWorks community audit was on identifying existing local, regional, state, and national occupational data (including labor market supply, demand, skill requirements, and wages), which could be compiled into a format suitable for use in an interactive mode on the Internet. The researchers first built a database that listed jobs in 260 industries across the 24-county region covered by the project. The characteristics of occupations, including official definitions, skills and experience required, and relationships between occupations were taken from the national O*NET system (http://online.onetcenter.org/). Wage rates for each occupation were taken primarily from BLS published estimates for the Louisville metropolitan area, supplemented by available state and federal-level data. Fringe benefits were estimated using data from national compensation surveys. Once the occupational data were collected and compiled, a Delphi panel – a group of experts and local stakeholders – was convened to validate the information collected. The researchers then worked with a web developer on the creation of a user-friendly, interactive site that included occupational forecasts for the region and information on available jobs (e.g., leading industries for employment, official job descriptions, average wage rates and fringe benefits, skills and educational requirements, and links to associated occupations). Occupational trends and analyses were provided on this website for 2000 and forecasted for 2010.

and other key job components across occupations, including identification of skill families. O*NET, however, does not identify skill trends for occupations or provide information on the ways that the same occupation may differ in its demands across industries. Hence, CADP grantees found that there was also a critical role in such studies for gathering information through focus groups and/or surveys from employers and workers in the targeted occupations (and industry sectors). An example of an occupational and skills analysis studies mounted by Kentuckiana Works grantee is displayed in Exhibit 3-3.

2. Identification of Skills Shortages (31 Sites)

Many of the studies undertaken by CADP grantees focused on skills shortages. When applicants submitted their proposals in response to the original grant solicitation many of the localities they served had been riding the crest of several years of rapid economic growth, low unemployment rates, and tight labor markets. Added to this mix and further exacerbating labor shortages was rapid technological change (for example, in the IT sector and affecting manufacturing processes), which placed new skill demands on the existing workforce. There were also concerns that shortages of qualified workers would only get worse in the future as an aging population began to retire from skilled positions (for example, in the machine tool industry). Employers voiced serious concerns about their ability to find new qualified workers to fill job openings, especially in industry sectors such as information technology and the health care sectors. Chambers of Commerce, economic development officials, and elected officials worried that the inability of firms to find the skilled workers needed would make it difficult to attract new employers, slowing economic growth. Hence, at the time organizations submitted their original proposals for CADP grants there was keen interest in skills shortages.

Many of the selected sites (31 of the 34 sites) focused their research on local labor market conditions (i.e., supply and demand conditions), examining the extent to which employers were impacted by spot shortages of skilled labor. These studies were aimed at identifying specific occupations where shortages occurred and devising feasible strategies for responding to shortages (e.g., expanding the available supply of workers through training, attracting new workers into occupations, and retaining workers currently

working within the shortage occupation). An example of skill shortage-type studies conducted by CADP grantees is shown in Exhibit 3-4.

Several grantees noted that after they had embarked on their community audit studies, economic conditions deteriorated (starting in the Summer/Fall 2001) with significant consequences for labor market conditions in their regions. In particular, with declines in economic activity in the service and manufacturing sectors, together with the bursting of the technology bubble, occupations (and industries) that formerly

> **EXHIBIT 3-4: EXAMPLE OF SKILLS SHORTAGE STUDY**
>
> **Three Rivers WIB (PA).** The Pennsylvania Department of Labor and Industry's Center for Workforce Information and Analysis provided much of the data used for this analysis effort, particularly the ES-202 data series. Researchers first examined the alignment between labor supply and demand in the region. This analysis revealed that there was generally strong alignment in most occupation categories, but suggested there was a shortage of service workers in the region and identified three possible ways in which to address the shortage – recruiting from outside the region, hiring non-traditional workers, or hiring and training non-qualified workers. Next, to better understand recent labor market trends, researchers analyzed standard two-digit industrial classifications that compared changes in the share of employment for each industry in the region to the same industry change for the state and the nation. This analysis was critical in identifying industry sectors experiencing rapid employment change (both increase and decline) between 1995 and 2000. As part of this analysis, researchers also identified the top 25 occupations in terms of local labor market demand, including profiling 2001 employment levels, average annual wages, and education and training requirements for each field.

were plagued by shortages of skilled workers experienced diminished demand for new workers and even layoffs. Except for projects focusing on health care workers and some specialized technical professions (e.g., in the biotechnology sector), the shift in labor market conditions led to the refocusing of studies, and in some cases, diminished interest by employers or employer associations in pursuing them.

CADP grantees that conducted these types of analyses relied initially on existing data sources to identify areas of potential skill shortages and to identify types of training needed to prepare workers to meet skill requirements of employers. However, to delve more specifically into the problems faced by employers in finding workers and to better identify potential pools of incumbent and unemployed workers that might help to alleviate skill shortages, CADP grantees found that existing data sources were not sufficient to fully address the issue of worker shortages. Therefore, in most instances, CADP grantees – often with help from industry associations and employers – conducted some type of primary data collection, including surveys, focus groups, and visitations with employers in targeted (and affected) industry sectors. For example, employers were asked directly in focus groups or surveys about the numbers of workers they anticipated hiring by occupational category, occupational areas that were hardest to fill (currently and in the future), expected numbers of jobs by occupation that were currently vacant and expected to be vacant in the future, reasons shortages have emerged, skills requirements of these jobs, and suggestions about what the workforce development and education systems might do to alleviate such shortages.

3. Sector and Cluster Analysis (23 Sites)

This type of study was implemented by about two-thirds of CADP grantees. Industry sector and cluster analyses – which were of particular interest to economic development agencies, employer associations, and employers – were aimed at identifying industries in which the locality or region had a "competitive advantage." CADP grantee researchers (often at subcontracted universities, community colleges, and private

consulting firms) used statistical techniques such as "shift-share" analysis and "locational quotients" to determine: the concentration of industries within a specific region; whether certain industries were growing faster (or slower) than the norm for the nation as a whole, thereby indicating greater or lesser regional/local competitiveness; and whether such industries employed a greater or smaller share of the workforce. An example of a industry cluster study is illustrated in Exhibit 3-5.

The CADP grantees that undertook this type of study – such as the Lancaster WIB (PA), Cornell University (NY), and the Governor's WIB (MD) – relied

> **EXHIBIT 3-5: EXAMPLE OF INDUSTRY CLUSTER STUDY**
>
> **Lancaster County WIB (PA).** With CADP funding, the Lancaster County WIB was able to obtain employment and payroll data and apply a statistical approach to analyzing industry clusters – developed by the University of Minnesota's Hubert Humphrey Institute of Public Affairs – to address the following critical questions: Which industries are growing and which are declining? What is the importance of an industry to the local economy relative to its importance to the national economy? How competitive are regional industries when compared to their national counterparts? Which of the local industries with a competitive advantage could grow "gold collar" jobs (i.e., high skill, high paying, and high demand jobs)? The Center for Workforce Information and Analysis of the Pennsylvania Department of Labor and Industry provided employment and payroll data for 1995 (the base year for the analysis) and 2000 (the most recent year for which data were available). The Lancaster WIB conducted a series of analyses on the county intended to identify industry clusters of importance to the region and occupations that predominate within clusters -- e.g., percentage growth or decline of employment at the 2-, 3-, and 4-digit Standard Industrial Classification (SIC) codes; the percentage share of total local employment accounted for by industry sector; "locational quotient" (i.e., a measure of an industry's concentration in an area relative to the rest of the nation); and "shift-share" analysis (i.e., which calculates what part of local job growth that can be attributed to growth in the national economy, growth in the sector nationally, and growth from local competitive advantage as compared to growth nationally. To further refine the analyses and link them to development of high-demand/high-paying jobs, the WIB also analyzed payroll per employee. The initial analysis confirmed five priority industry clusters that had significant local competitive advantages and robust career ladders: health care, construction, communications, food processing, and metals and metal fabricating. To follow up on the aggregate data analysis (the primary focus of the community audit), the Lancaster County WIB contracted with the Team Pennsylvania Business Calling Program to conduct interviews with local businesses in each targeted cluster in an attempt to more clearly identify the nature of the cluster, the character of the workforce, demand for workers, and training requirements.

heavily upon existing data sources. In particular, grantees used the ES-202 data series (available through BLS). A central focus of these studies was using existing data to

identify industry "clusters" of significance for the region and whether the region was

likely to maintain a competitive advantage in such clusters into the foreseeable future.[45]

Most grantees conducting this type of study supplemented analysis of existing data with

some type of primary data collection to gather views directly from employer associations

and firms involved in the industry sectors of interest. The most usual data collection

method employed by grantees was to conduct in-person interviews with employers

(sometimes referred to as "business visitations"), focus groups with businesses (sometime

set up by industry associations), or mail/telephone surveys of employers in the targeted

area. Primary data collection was aimed at validating the results of the analyses of

existing data and providing more qualitative perspectives on such issues as changing

labor force requirements within the sector, occupational paths, training needs, and likely

trends into the future for the industry.

Exhibit 3-6 provides an overview of the specific industry sectors that were

examined by the CADP projects. Two-thirds of the 18 sites visited as part of the

evaluation mounted sectoral-based studies as at least one component of their community

audit projects. Of these 12 sites, 10 launched sectoral-based studies that encompassed

two or more industry sectors and six grantees initiated studies that assessed conditions in

four or more industry sectors. The most frequently studied sectors were: health care (10

of the 18 sites visited); advanced manufacturing (8 sites); and information technology (7

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[45] Workforce Learning defines an "industry cluster" as "a geographically bounded concentration of similar, related, or complementary business with active channels for business transactions, communications, and dialogue, that share specialized infrastructure, labor markets, and services and that are faced with common opportunities and threats." (Workforce Learning Strategies, *Assessing the Workforce Development Needs and Resources of Your Community: Conducting a Community Audit,* prepared for the Employment and Training Administration, Office of Adult Services, August 2000, p. 33.)

EXHIBIT 3-6: EXAMPLES OF SECTOR STUDIES UNDERTAKEN BY 12 OF THE 18 CADP GRANTEES VISITED

State	CADP Project Sponsor	Industry Sector Studies					Other	Other/Comment
		Health Care	IT	Hospitality/ Tourism	Advanced Manufacturing	Construction		
AL	Alabama Dept. of Economic and Community Affairs	●	●		●		●	Automotive manufacturing technician; aviation/ aerospace technician; and shipbuilding
CO	Colorado Workforce Development Council	●	●					
IL	The Workforce Board of Northern Cook County[46]	●			●			
IN	Center of Workforce Innovations			●			●	Logistics, distribution, and warehousing; engineering and other professional services
LA	City of New Orleans, Office of Workforce Development[47]	●	●		●	●	●	Arts and entertainment, financial services and banking, food and consumer products, maritime and transportation, oil and gas/petrochemical
MA	Regional Employment Board of Hampden County, Inc.	●	●	●	●	●	●	Environmental and agricultural services; business and financial services
MD	Governor's Workforce Investment Board	●	●	●		●	●	Each participating WIB could select a fifth additional sector, which included environmental and agricultural services, or business and finance
MO	East-West Gateway Coordinating Council	●						
OK	Tulsa Area Workforce Investment Board, Inc.	●	●		●			
PA	Lancaster County Workforce Investment Board	●			●	●	●	Biotechnology and food processing
PA	Three Rivers Workforce Investment Board	●	●	●	●		●	Biotechnology and Business And Financial Services
WA	Seattle-King County Workforce Development Council				●			
	Total	10	7	4	8	4	6	

[46] Though the North Cook County (IL) site was a generally-focused study, a small survey was conducted with employers in these two sectors.

[47] The City of New Orleans (LA) site had focus groups with these industries, but was still a general study.

sites). Other sectors of interest were hospitality/tourism; construction; logistics

distribution, and warehousing; engineering; environmental and agricultural services,

business and financial services, and biotechnology. The CADP grantees that conducted

these studies indicated that they contributed to local decision-makers' understanding of

the trends among leading industries in the area and in engaging employers and employer

associations actively in community audits. In addition, these studies were particularly

helpful in identifying potential workforce and training needs in the future to ensure that

competitive sectors of the local and regional economies remained that way.

4. Career Path Mapping (11 Sites)

Mapping of career paths is a specialized community audit that is intended to

provide greater clarity on the ways that workers move along a career path within

occupations to higher-skill and higher-paying jobs. About one-third of CADP grantees

(11 sites) devoted some portion of their community audits to career path-type studies. In

these types of studies, CADP researchers typically focused on progression of particular

types of workers (e.g., low-wage workers, welfare recipients) within particular

occupations or industry sectors (e.g., the health care sector, manufacturing, or

hospitality). A goal of such efforts was to identify the types of skills that were necessary

for workers to move from entry-level jobs to increasingly higher skilled and more highly

compensated jobs within a given occupation or sector (e.g., from an health aide to

licensed practical nurse to a registered nurse). Such a progression is intended to place

workers on a path towards greater earnings and, at the same time, meet the needs of

employers searching for workers that can fill jobs demanding high skill requirements. An

interesting example of a CADP study designed to map career paths comes from Colorado
(see Exhibit 3-7).

In conducting such studies, CADP researchers typically began with list of occupations (e.g., the 25 fastest growing occupations within a particular county or region that required no more than a high school diploma or GED). Researchers then narrowed this group of occupations to specific occupations of relevance to the local economy by analyzing existing data sources. Once a smaller number of occupations was selected, additional analyses

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EXHIBIT 3-7: EXAMPLE OF A CAREER PATH STUDY

Colorado Workforce Development Council. The main research activities in this community audit were aimed at providing a core set of tools to guide the workforce development system, communities, employers, and the education and training system to help low-wage workers be successful in career advancement. Research activities were structured to provide a map of relevant clusters and examples of career paths and analyses necessary to formulate policies and practices to support low-wage, low-skill workers, the employers who hire them, and the communities within which they live. The research work was divided into three main phases: (1) a literature review and development of an annotated bibliography, (2) qualitative research to examine low-wage career progression and factors that facilitate and inhibit career advancement, and (3) an industry cluster analysis to identify promising groups of interrelated industries that drive wealth creation within the state. Researchers focused this qualitative research on two sectors – the Information Technology (IT) and health care sectors - that had held relatively strong positions in the Colorado economy and offered identifiable career paths. Four focus groups were held with 16 low-skill and low-wage health care workers at the Community College of Denver and three area hospitals: Denver Health, St. Anthony's Central Hospital, and St. Joseph's Hospital. Workers invited to attend these sessions had started out in the lowest wage and skill ranks at their respective worksites, but had successfully transitioned into new positions by taking advantage of education or training opportunities through their employers or local community colleges. In addition, researchers also interviewed in a separate session supervisors or training department heads from these same worksites.

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were conducted using existing data and documents, followed by individual interviews or

focus groups with employers and workers in the selected occupations/sectors. For

example, workers within a profiled profession (e.g., LPN) would likely be asked as part

of a focus group to describe how they got into their current position; what training and

education they may have needed to qualify for their current position; and what advice they would give to someone wanting to enter the field. The results of such studies were typically aimed at employment and training professionals, job seekers, and incumbent workers.

5. Asset Mapping (9 Sites)

This fifth type of community audit is quite different from the preceding four – it focused on the available resources within a community to meet the needs of employers and workers. Asset mapping studies sought to identify programs and services already in the community, as well as new sources of funds that could be accessed to address particular community concerns. Slightly less than one-third of CADP sites conducted asset mapping studies – generally, as a supplemental component that complemented other community audit research. An example of an

> **EXHIBIT 3-8: EXAMPLE OF ASSET MAPPING STUDY**
>
> **Montgomery County WIB (PA).** This community audit involved three main grant activities: (1) surveying the social service agencies serving Montgomery County, (2) conducting focus groups with social service agencies, and (3) developing the directory and a website to facilitate access to the directory. Using a pre-existing (but dated) database of social service providers, researchers sent out (by mail and e-mail) a provider survey to a total of 1,290 public, private, and not-for-profit social services organizations operating in the county or serving residents of the county. In addition, the survey was posted on the Montgomery County website and could be filled out on-line by agencies. Follow-up telephone calls were also made to ensure the largest possible number of responses. Slightly over 35 percent of the surveys sent to valid addresses were completed by human service agencies. Topics covered in the survey included: (1) basic contact information for the agency; (2) top eight areas of activities or services offered by the agency; (3) basic characteristics of the organization (e.g., staff size, sources of funding); (4) numbers and types of clients served; (5) client services offered for special populations; (6) key partnerships with other organizations; and (7) challenges faced by the agency. The survey responses were entered into a database both for development of the directory and so that results could be analyzed across agencies. Four focus groups were then held with a total of 57 representatives of social service agencies to provide additional substance, or "texture" and feedback, to the survey. The outcomes of the survey effort were compiled into a hardcopy directory of social services providers and also uploaded to a website so that the directory could be accessed via the Internet.

asset mapping study is displayed in Exhibit 3-8. The most typical manner in which this

type of study was conducted was to first obtain as full and recent a listing of existing

programs within the region as possible, including employment and training programs and

a full range of support services agencies (e.g., child care providers, mental health

services, substance abuse treatment providers, older workers projects, services for the

disabled, transportation assistance programs, and housing assistance programs). Using

this listing as a basis, CADP grantees then conducted a mail or telephone survey to obtain

updated and similar data on each service provider. Increasingly, agencies conducting

these types of projects have utilized Internet-based applications both so that agencies with

listings in directories could easily update data on their agencies/programs and so that a

wider range of employers, human services providers, workers, and other individuals

within the region can easily access referral information.

C.   Implementation Issues and Challenges

Any grant program which involves 34 different implementing organizations

conducting 34 different kinds of projects covering widely varying geographical regions

and involving many different partnering organizations will encounter significant

implementation challenges. When asked about implementation challenges, nearly all

CADP grantees reported some type of problem – and most grantees, multiple challenges

and issues to overcome in implementing their initiatives. These self-reported challenges

or problems ranged from overly ambitious project goals (that needed to be scaled back),

to identifying and contracting with researchers to conduct data collection and analysis, to

securing active cooperation on the part of organizations that had originally committed to

be part of the community audit effort. Exhibit 3-9 identifies and groups the main types of

implementation issues and challenges that CADP grantees had to overcome during start-

up and ongoing operation of their projects.   The balance of this chapter is devoted to

discussion of the main implementation challenges faced by CADP sites, where possible,

how issues were resolved and lessons learned.

        Contracting and Bureaucratic Problems/Issues. Many of the 34

grantees reported encountering some kind of contracting or bureaucratic process

problem. These challenges were generally:

- Failure to execute the grant in a timely manner;
- Changes in procedures at the state or local level;
- Need to replace poor performing contractors; or
- Communication difficulties with partnering agencies.

Each problem resulted in some kind of implementation delay. Failure to execute the

grants resulted in lost performance time to conduct research activities. Adjustments, in

the form of extensions to the contract period were routinely allowed once the grantee was

nearing the end of the original performance period, but there was no guarantee such

extensions would be granted. One grantee lost a full quarter of the period of performance

related to the difficulty in resolving this problem. Procurement changes at the state level

could also adversely affect performance. In one case, there was a change in

administration at the state level, which held up the processing of necessary contracts.

Subcontractors that failed to perform were also problems for a few grantees. If the

contractor's work was of poor quality or lagging, finding a replacement could take

several months and projects needed to be re-initiated once the new contractor was

brought on.

State	Grantee	Contracting and Bureaucratic Problems/ Issues	Lack of Adequate Staff or Loss of Staff	Difficulties Identifying Partners and Gaining Commitment to Actively Participate	Problems Maintaining Interest	Lack of Availability/ Difficulties Obtaining Needed Data	Overly Ambitious Project Design/Not Enough Time	Survey/Focus Group Participation Challenges	Other
AL	Alabama Department of Economic and Community Affairs	●	●				●		
CA	County of Santa Cruz WIB						●		
CO	Colorado Workforce Development Council					●			
CO	Pikes Peak Workforce Center	●							
CT	The Workplace, Inc.						●		
IA	Central Iowa Employment & Training Consortium					●		●	
ID	Lewis-Clark State College		●	●	●	●			
IL	Workforce Board of Northern Cook Co.		●			●			
IN	Center of Workforce Innovations			●	●				Decline in the steel industry.
KY	KentuckianaWorks			●					
LA	City of New Orleans, Office of Workforce Development					●			
MA	Cape & Islands WIB		●						
MA	Gloucester Fishermen's Wives Development Programs, Inc.	●							
MA	Regional Employment Board of Hampden County, Inc.	●							Differing outlooks of workforce and economic development agencies -- economic development tends to emphasize the positives to encourage new business formation.
MD	Governor's WIB	●	●						
MO	East-West Gateway Coordinating Council		●			●	●		Difficulties in reaching consensus on who is the audience for study
MT	Montana Job Training Partnership, Inc.	●	●	●					Winter weather made it difficult to meet with partners.
NH	New Hampshire Workforce Opportunity Council	●		●	●				Sept.11 focus group was canceled; economic downturn

EXHIBIT 3-9: IMPLEMENTATION CHALLENGES FOR THE 18 CADP GRANTEES VISITED

State	Grantee	Contracting and Bureaucratic Problems/ Issues	Lack of Adequate Staff or Loss of Staff	Difficulties Identifying Partners and Gaining Commitment to Actively Participate	Problems Maintaining Interest	Lack of Availability/ Difficulties Obtaining Needed Data	Overly Ambitious Project Design/Not Enough Time	Survey/Focus Group Participation Challenges	Other
									followed shortly with effects on implementation.
NJ	New Jersey Department of Labor	●				●			
NJ	Passaic County Workforce Development Center							●	
NY	Cornell University, Department of City & Regional Planning								
OK	Tulsa Area WIB						●		
PA	Lancaster County WIB								
PA	Montgomery County WIB			●					
PA	Three Rivers WIB								
TX	Concho Valley Workforce Development Board						●	●	Permission to interview businesses often had to be obtained from HQ.
TX	Partnership of Southeast Texas		●	●					Most of delays were due to waiting for other efforts to be completed.
TX	Texas Engineering Extension Service								
VA	Richmond Area WIB and Training and Development Corporation	●		●					
VT	Human Resources Investment Council			●		●			
WA	Seattle-King County Workforce Development Council								Once focus and approach to community audit was hammered out, project came together.
WA	Tri-County Workforce Council	●							Initially, grantee had difficulty understanding what a community audit was and what it entailed.
WA	Workforce Training & Education Coordinating Board	●		●	●				Community audit proposal designated new workers as the focus, but this focus changed with economic downturn.
WI	Workforce Connections, Inc.	●							

Lack of Adequate Staff or Loss of Staff. Some of the grantees did not

anticipate the need for additional staff dedicated to their CADP grant. Once the projects

were underway, it became apparent that they required a fair amount of both management

and staff time. In addition, the community audit work generally involved data collection

and analysis. This meant that it was necessary to have either in-house staff or contract

out to another organization (such as a college or consulting firm) for the appropriate

blend of research skills needed. If a skilled team was not already in place at the grantee

and advance thought had not been given to or resources set aside for contracting out for

expertise, project initiation could be delayed for months because of the need to procure a

research vendor. There were a few grantees that elected to do most of the work in-house.

If key in-house staff (or contractor staff) devoted to the project departed during the grant

period, this also placed a strain on timely and effective implementation of the grant.

Difficulties Identifying Partners and Gaining Commitment to Actively

Participate and Maintaining Interest in the Initiative. Next to contracting and

bureaucratic issues, the most often mentioned problem was identifying other

local/regional entities to collaborate with the grantee on community audit tasks and

activities. While preparing their grant applications or during the early design phase of

their grants, most CADP grantees were able to secure commitments from a variety of

local agencies/organizations, but obtaining active participation and maintaining their

interest throughout the period of performance of the grant was sometimes another matter.

For some grantees, during the time between the submission of their grant proposals and

project start-up, conditions changed which affected the willingness of partners to engage

in community audits.[48] For example, some employers became less interested in

participating in studies of skills

shortages once they were laying off

workers and no longer facing critical

shortages. Firms that may have been

major employers in the region or

locality at the time the grant

application was submitted (and

agreed to partner in the effort) may

have downsized, closed, or relocated

by the time the project was fully

operational. See Exhibit 3-10 for an

example of a CADP project that had

to be responsive and flexible in its

approach to shifting environmental

conditions.

> **EXHIBIT 3-10: EXAMPLE OF NEED TO BE RESPONSIVE TO SHIFTING LOCAL ECONOMIC CONDITIONS**
>
> **Center for Workforce Innovations (IN).** A major challenge in conducting this community audit was that shortly after the grant award, the steel industry – a key focus of the community audit – experienced bankruptcies, the closing of some plants, and significant layoffs. This both lessened the expected involvement of the steel industry in the project and created increased demands on the WIB board members and staff, as they needed to respond to the increased layoffs. CWI had to quickly adapt to the changed environment. While still examining the steel industry (and producing a report focusing on this important sector), CWI expanded the focus of audit activities to include developing a more comprehensive understanding of the regional economy and workforce and training requirements, which would help with future development of well-targeted strategic plans for the agency. This community audit combined analyses of existing data on the regional economy and workforce with telephone surveys and focus group discussions.

Lack of Availability or Difficulties Obtaining Needed Data. Grantees were

faced with several problems relating to acquisition of data. In some cases, the needed

data were being collected by other organizations, so there was little actual control over

when the data source became available. For grantees working in sub-county areas, such

as the project mounted in North Cook County (IL), or a region that did not conform to

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[48] The events of September 11th also occurred during the grant period of CADP projects, affecting scheduling of some research activities and (more importantly) created uncertainty in local and regional economies in many areas of the country. Most of the grantees showed great resilience and either shifted focus or recognized that economies change over time and that the information gathered today would be useful at some point in the future.

county borders or established Census areas, finding existing data that fit the geographic area of interest could be difficult or impossible. Finding needed data or finding data with sufficient sample size could also be a problem for rural areas covered by community audits. For one grantee, obtaining data relating to a particular target population became a challenge because of privacy/confidentiality rules governing data sharing. Where confidentiality issues arose, grantees had to find a way to assure the agencies sharing the data that confidentiality (of firms/individuals) would not be compromised. If the analyses of the data were highly technical in nature, grantees may have been largely dependent on researchers at subcontracted organizations (such as community colleges or consulting firms) to conduct data analyses in a timely manner. Where data that was needed did not exist, grantees had to initiate primary data collection activities (through interviews, surveys, and focus groups) or alter their research designs. If they used one method and it did not work, grantees had to be flexible and willing to try other methods. Working through challenges of acquiring needed data required time, persistence, and (on occasion) patience.

Overly Ambitious Project Design or Not Enough Time to Complete Scheduled Project Activities. Some grantees were unable to implement all components of their projects because the scope of their audits – given available resources and a two-year timeframe – were too expansive. Several grantees worked with the technical assistance contractor – Workforce Learning Strategies – to scale back their community audit activities, restructure their timelines, and modify the scope of work for their projects with the DOL Project Officer. Grantees that suffered from this particular problem had generally the same advice for others contemplating a community audit:

Narrow the focus of the project and data collection activities to what was achievable within the constraints of time, funding, and types of informational needs within the area to be studied.

Surveys/Focus Group Participation Challenges. Gaining adequate response rates to surveys (especially of employers) and involvement of targeted individuals in focus groups posed serious challenges for some of the grantees. As is discussed in greater detail in the next chapter, most grantees experienced difficulties in pushing survey response rates above half of the sample surveyed – and in some instances, response rates dipped below 20 percent. Researchers experienced particular difficulty in obtaining high response rates from employers. Several grantees decided during the planning phase of their studies to discard planned survey or focus groups because of concerns over response rates and/or because conditions changed making such types of data collection less useful to local decision-makers. There were also grantees that made strenuous efforts to overcome poor survey response rates and focus group attendance. For example, the Concho Valley Workforce Development Board (TX) found that neither surveys nor focus groups were satisfactory data collection methods due to lagging response rates, so the agency tried holding community meetings. When the agency was not completely satisfied with the response to the community meetings, researchers went to employer sites to interview employer representatives and workers. In the Tulsa WIB (OK) community audit project, volunteer organizations set up booths at major retail outlets to collect survey information after a poor response to mailed surveys.

CHAPTER 4:

**CADP GRANTEE DATA COLLECTION AND ANALYSIS METHODOLOGIES,
AND PRODUCTS DEVELOPED**

At the heart of each community audit project was the data collection and analysis

activities conducted and the final research products developed to address the principal

goals and research questions of the project. It was the data collection and analysis and

report preparation activities that typically utilized the bulk of community audit grant

funds and consumed much of the time involved in projects. This chapter explores the

main types of data collection and analysis activities undertaken by CADP grantees, and

documents the main types of reports and other products that resulted from the community

audit projects.

A.   Principal Types of Data Collection and Analysis Undertaken

As discussed earlier (see Chapter 2), grantees often contracted out to universities,

community colleges, and private consulting groups to obtain the needed expertise and

labor to devote to the critical tasks of collecting and analyzing data. Grantees undertook

two major types of data collection activities: (1) collection of primary (or new) data; and

(2) collection of secondary (or existing) data. Virtually all CADP grantees utilized both

primary and secondary data collection. The most common combination was to first

obtain and analyze existing data sources – particularly to begin to frame key findings –

then to rely upon primary data to supplement and extend study findings. Though more

costly and time-consuming to obtain than existing data, CADP grantees found that they

had to rely upon new data collection for a number of reasons: existing data simply was

not available to address a specific research question or issue; existing data was not

sufficiently current; existing data did not pertain to a particular industry or geographic

area the grantee was interested in investigating; or existing data lacked the types of

qualitative data (e.g., worker or employer views about training needs) that were needed to

fully understand issues and formulate strategies.[49] The next two sections provide an

overview of the types of data collection and analysis activities undertaken by CADP

grantees.

1.   Primary (New) Data Collection

CADP grantees placed considerable emphasis on collection of new data in their

community audit projects. As shown in Exhibit 4-1, grantees used four basic methods for

collecting new data: (1) surveys, (2) focus groups, (3) stakeholder meetings, and (4)

stakeholder interviews. The first two of these – surveys and focus groups – were the

most frequently used and important methods for collecting new data relevant to the

community audit. As shown in Exhibit 4-1 well over half of the CADP grantees utilized

surveys (21 of 34 grantees) and focus groups (19 of 34 grantees). About a third of

grantees (11 of 34) combined both surveys and focus groups. As shown in the last

column of the exhibit, surveys and focus groups were held with a broad range of

individuals – particularly, employers, workers, training providers, and social service

agencies.

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[49] In addition to filling information gaps, collection of new data (through surveys and focus
groups) often provided grantees with the opportunity to develop new connections or strengthen
existing linkages with employers, employer associations, economic development agencies, and
other stakeholders/partners. Several CADP grantees indicated that they had specifically
incorporated new data collection in their community audits in order to strengthen linkages with
employers and other partners – and so their agencies would increasingly be viewed as vital
sources of workforce development information within their communities.

**EXHIBIT 4-1: OVERVIEW OF PRIMARY DATA COLLECTION METHODS
USED BY 34 CADP GRANTEES**

State	Grantee	Surveys	Focus Groups	Stakeholder Meetings	Additional Details About and Examples of Primary Data Collection Methods Used
AL	Alabama Dept. of Economic and Community Affairs	●	●		Employer mail survey and focus groups; asset mapping.
CA	County of Santa Cruz Workforce Investment Board	●	●		Survey of Provider Organizations, expert interviews, focus groups of employers, training providers (adults, dislocated workers, and youth), and customers (adults, dislocated workers, and youth).
CO	Colorado Workforce Development Council		●		Focus groups with low-skill & low-wage health care workers.
CO	Pikes Peak Workforce Center				Relied upon existing data sources – no primary data collection conducted.
CT	The Workplace, Inc.		●		Focus groups, interviews, survey of dislocated workers, survey of community partners, and community meetings.
IA	Central Iowa Employment & Training Consortium	●	●		Large scale mail survey of businesses, telephone survey of high school dropouts, and focus groups with high school dropouts and dislocated workers.
ID	Lewis-Clark State College	●	●		Business survey, interviews with employers, and focus groups with youth, tribe, and HR directors.
IL	The Workforce Board of Northern Cook County	●			Hospital survey by e-mail and employer interviews.
IN	Center of Workforce Innovations	●	●	●	Telephone survey of training provider (proprietary, high schools, and post-secondary) and employer focus groups.
KY	KentuckianaWorks				Convened a Delphi Panel to review analyses.
LA	City of New Orleans, Office of Workforce Development		●		Focus groups within selected industry sectors on the demand-side (employers, human resource staff, representatives of One-Stops, and other workforce development agencies); six focus groups with a variety of hard-to-serve individuals (welfare recipients, GED students, job seekers, and the homeless) on the supply-side.
MA	Cape & Islands Workforce Investment Board				Relied upon existing data sources – no primary data collection conducted.
MA	Gloucester Fishermen's Wives Development Programs, Inc.	●			Mail survey of firms to learn which employers are hiring and what they need from employees to help determine appropriate services for fishing industry families to obtain jobs.
MA	Regional Employment Board of Hampden County, Inc.		●		Focus groups with employers in the advanced manufacturing sector.
MD	Governor's Workforce Investment Board	●	●		Large-scale employer survey, in-person business visitations, and focus groups with employers in 5 industry sectors; focus groups with wide range of employers in areas served by 4 partnering WIBs.
MO	East-West Gateway Coordinating Council		●		Focus groups with healthcare employers and other healthcare training providers, i.e., schools of nursing.
MT	Montana Job Training Partnership, Inc.	●			Household mail survey conducted in two counties: (1) Glacier: Used mailing list from local power company (400 responses); and (2) Deer Lodge: Published survey in local newspaper to be completed and returned by subscribers (90 responses).

EXHIBIT 4-1: OVERVIEW OF PRIMARY DATA COLLECTION METHODS
USED BY 34 CADP GRANTEES

State	Grantee	Surveys	Focus Groups	Stakeholder Meetings	Additional Details About and Examples of Primary Data Collection Methods Used
NH	New Hampshire Workforce Opportunity Council				Interviews with business representatives in the technology sector.
NJ	New Jersey Department of Labor	●	●		Telephone interviews with community colleges and vo-techs to map resources available through training providers specifically within the hospitality sector; focus groups with workers and employers to explore labor needs in terms of skills and educational requirements, available positions, and upward mobility in the industry.
NJ	Passaic County Workforce Development Center		●	●	Three sectoral advisory committees and a focus group within each sector.
NY	Cornell University, Department of City & Regional Planning	●	●	●	Study of training providers, temporary help study, focus groups with stakeholders, telephone survey of photonics firms, and a conference of industry representatives.
OK	Tulsa Area Workforce Investment Board, Inc.	●	●		Household and employer surveys; focus groups with directors of vocational-technical centers, educational officials, workforce development entities, and employers. .
PA	Lancaster County Workforce Investment Board	●			Survey of the construction industry and surveys through Team PA Business Calling program.
PA	Montgomery County Workforce Investment Board	●	●		Survey of county social services organizations; focus groups with representatives of social service agencies.
PA	Three Rivers Workforce Investment Board	●		●	Telephone survey of employers; convening of employer roundtables by industry cluster.
TX	Concho Valley Workforce Development Board	●		●	Mail survey of employers (demand side) and worker interviews (supply side); community meetings.
TX	Partnership of Southeast Texas		●		Focus groups with training providers, educators, and customers and interviews with employers.
TX	Texas Engineering Extension Service	●			Telephone survey of employers with over 20 employees.
VA	Richmond Area Workforce Investment Board and Training and Development Corporation	●	●		Telephone survey of HR directors of small and large employers; focus groups with employers, frontline staff (plan and case managers), and workers that were former welfare recipients.
VT	Human Resources Investment Council		●		Focus groups with health care sector representatives.
WA	Seattle-King County Workforce Development Council	●		●	Telephone survey of small and medium size manufacturers; convening of a manufacturing panel.
WA	Tri-County Workforce Council			●	Convening of community meetings to gain support and learn about other community studies.
WA	Workforce Training & Education Coordinating Board	●		●	Survey of "back-of-the-house" and banquet service workers and convening of an Industry Action Team.
WI	Workforce Connections, Inc.	●			Survey of employees and employers at 75 firms.
	Total	21	19	8	

Stakeholder meetings and interviews were another way that researchers collected new information for their studies (see Exhibit 4-2 for an example of one site using stakeholder meetings). Approximately one-third of the CADP grantees held group meetings with stakeholders or interviewed stakeholders individually to garner additional primary research for their community audits. Grantees convened stakeholder meetings (meetings with those outside the project team and partnerships) to

> **EXHIBIT 4-2: EXAMPLE OF COMMUNITY AUDIT STUDY UTILIZING STAKEHOLDER MEETINGS**
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> **Seattle-King County Workforce Development Council.** The Kent Chamber of Commerce, with the assistance of the Northwest Policy Center, convened an industry panel to obtain manufacturers' input on sector needs and to review the products developed. The Chamber held monthly panel with 10 to12 human resource directors from major firms in the area at the WDC office. As a first step, the Chamber and the Northwest Policy Center introduced the panel to the available labor market data focused on the Seattle area's manufacturing sector. Sharing this knowledge about the current and historical aspects of the sector helped gain the employers' trust. In turn, the manufacturing representatives began to provide anecdotal information on their staffing needs and how the workforce development system could better meet those needs. The work on this panel led to interviews with other manufacturers to gauge their workforce development needs.

gain community input and perspectives to add to the research being conducted. Grantees invited community- and faith-based organizations, social service agencies, local elected officials, economic development agencies, and other organizations that were interested in the community audit project. Attendance numbers varied greatly depending on the outreach conducted prior to the meeting (i.e., letters versus personal calls). The stakeholder meeting agenda usually provided time for informing the stakeholders of the community audit and then asking for their perspectives on the research topics. Sometimes, more structure was provided to meetings with a portion of the research presented to the group to gain their interest and input. The primary research gained from the community meetings was learning what other existing research efforts were available,

the usefulness of particular data sources, access to their constituencies for data collection, and perspectives on community audit activities that related to the labor market area studied.

Exhibit 4-3 provides additional in-depth analysis and examples of the survey efforts mounted by the 18 CADP sites visited as part of the evaluation effort. Thirteen of the 18 sites visited conducted some type of survey; four of these sites conducted more than one type of survey under their demonstration project. Most typically, these sites conducted surveys of employers (10 sites). In some cases, a particular group of employers was surveyed – for example, the Workforce Board of Northern Cook County(IL) surveyed a small group of hospitals, the Lancaster WIB (PA) and Concho Valley WIB (TX) conducted surveys with firms in particular industry sectors; and the Seattle-King County Workforce Development Council (WA) targeted its telephone survey on small- and medium-size manufacturers. Grantees also conducted interviews with other groups, including workers, households in the community, high school dropouts, education and training institutions, and social service agencies.

As also shown in Exhibit 4-3, CADP grantees used a variety of methods for reaching out to employers and conducting surveys. One of the most difficult aspects of conducting the surveys was obtaining a listing of individuals or employers to survey and then getting those selected within the sample to respond. Employer associations, Chambers of Commerce, WIBs, economic development agencies, and other state/local agencies were some of the sources to which grantees turned to acquire lists of employers

EXHIBIT 4-3: SURVEYS UNDERTAKEN
AMONG THE 18 CADP GRANTEES VISITED

State	CADP Project Sponsor	Types of Individuals Survey	Method	# of Responses	Response Rate	Topics Covered
AL	Alabama Dept. of Economic and Community Affairs	Employers	Mail	450	20%	Identify anticipated openings by occupations, wages offered, and types of occupations difficult to fill.
IA	Central Iowa Employment & Training Consortium	High School Dropouts	Telephone	170	13%	High school experiences, reasons for dropping out, current employment status, and general demographic characteristics.
		Employers	Mail	219	16%	Numbers of current job openings, entry requirements, hiring practices with regard to high school dropouts, and suggestions with regard to preparing high school dropouts for employment.
IL	The Workforce Board of Northern Cook County	Hospitals	E-mail	14	100%	Vacancy information, career path awareness of current employees, and what systemic changes the hospital feels are important.
IN	Center of Workforce Innovations	Training Providers	Telephone	59	N/A	Identification of the pipeline of workers for the various labor market areas across seven counties within region and views on availability of training programs in the region.
MD	Governor's Workforce Investment Board	Employers	Mail	850	34%	Occupations where firms have experienced chronic job vacancies for 60 and 90 days; major skill sets in occupations where the firm most experiences chronic job vacancies; skill sets needed or expected to be needed over the next five years; training needed to fill anticipated openings; and willingness to partner with the WIB and other employers.
MT	Montana Job Training Partnership, Inc.	Households	Mail	400	22%	Glacier County - Community's availability of training and the availability of living wage jobs. Based on University of Washington's *Sustainable Community Checklist.*
		Households	Newspaper	90	N/A	Deer Lodge - Community's availability of training and the availability of living wage jobs. Based on University of Washington's *Sustainable Community Checklist.*
OK	Tulsa Area Workforce Investment Board, Inc.	Employers	Mail, Internet, and Telephone	245	7%	Ratings and opinions on supply, demand, training, salary cost, HR practices, use of temporary employees/agencies, recruiting methods, union relationships, non-English speaking issues, and relocation of talent.
		Households	Point of Contact (at Wal-Mart)	200	2%	Hidden labor reserves, underemployment, and "employers of choice."
PA	Lancaster County Workforce Investment Board	Local Businesses in 5 Targeted Industries	In-person (Business Visitations)	100	N/A	Nature of the cluster, the characteristics of the workforce, demand for workers, and training requirements.

**EXHIBIT 4-3: SURVEYS UNDERTAKEN
AMONG THE 18 CADP GRANTEES VISITED**

State	CADP Project Sponsor	Types of Individuals Survey	Method	# of Responses	Response Rate	Topics Covered
PA	Montgomery County Workforce Investment Board	Social Service Agencies	Mail and E-mail	452	35%	Agency characteristics, types of services available, how to access services, challenges agency faces (results of survey used for Internet-based directory of human services providers for county residents).
PA	Three Rivers Workforce Investment Board	Employers	Telephone	100+	N/A	Attracting and retaining workers; worker shortages; impacts of transportation, childcare, or affordable housing on workers; recruitment methods; worker characteristics; and employers' perceptions of the need for initiatives aimed at increasing transportation, childcare, and housing services available to their employees.
TX	Concho Valley Workforce Development Board	Employers in 12 Targeted Industries	In-person	N/A	N/A	Occupational skills and educational requirements for employment at firm, wages/salaries paid, and training opportunities provided by the employer.
		Workers in Same 12 Targeted Industries	In-person	N/A	N/A	Description of workers' occupations, skills needed to perform the work, skills workers had when hired, what was needed to make workers feel valued as employees, what steps company could take to reduce turnover, and training required for career advancement within the firm.
TX	Texas Engineering Extension Service	Employers	Telephone	240	70%	Employers' familiarity with and use of the BVWDB and its workforce development services, hiring practices, and general characteristics of the employers' businesses.
WA	Seattle-King County Workforce Development Council	Small- to Medium-Sized Manufacturers	Telephone	30	60%	Technical College System's training programs and their use of them.

and training agencies to survey.
While most grantees relied upon
one specific method for
administering the survey – by
telephone, mail, in-person, or via
the Internet – several agencies
were able to combine methods.
For example, the Tulsa Area
WIB (OK) and Montgomery
County WIB (PA) used mail and
Internet surveys with area
employers (see Exhibit 4-4 for an
illustration of survey methods
employed by one CADP
grantee).

> **EXHIBIT 4-4: EXAMPLE OF SURVEY EFFORT MOUNTED UNDER A COMMUNITY AUDIT PROJECT**
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> **Governor's Workforce Investment Board (MD).** The Chesapeake Workforce Alliance community audit study had a strong sectoral focus, examining labor market supply and demand conditions in the following four sectors across a 12-county area: technology (including information technology and manufacturing); tourism (including retail trade, hospitality, amusements, and food service); health care (including nurses, pharmacists, and lab technicians); and construction (including special trades such as plumbers, electricians, and telecommunications installers). Additionally, each of the four WIBs involved in the study was given the opportunity to explore a fifth skill sector of their choice. The state WIB contracted with the state's Department of Labor, Licensing, and Regulation (DLLR) to conduct a mail survey of all businesses (with 10 or more workers) in the targeted industrial sectors, across a 13-county area of Maryland. DLLR sent out surveys to a total of 2,500 businesses and received about 850 responses (a 34 percent response rate). The survey, which took about 10 minutes to complete, covered topics such as: occupations where the firm has experienced chronic job vacancies for 60 and 90 days; major skill sets where the firm most experiences chronic job vacancies; skill sets needed or expected to be needed over the next five years; training needed to fill anticipated openings; and willingness to partner with the WIB and other employers.

The number of respondents and survey response rates also varied substantially across sites. As shown in earlier in Exhibit 4-2, the number of responses ranged from under 30 respondents in two sites to 400 or more respondents in four sites. Response rates, which were not available for several of the sites, also varied significantly across sites. With the exception of the smaller scale survey efforts, response rates were generally less than 35 percent of those sampled (and several survey efforts had response rates that dipped below 20 percent). Grantees noted that gaining responses from

employers was particularly difficult. Grantees that were able to obtain better response rates for their surveys credited several features of their survey approach: keeping survey instruments relatively short (two or three pages); using mostly closed-ended responses to reduce response time; accompanying the survey with a letter from an employer association, elected official, or some other official that lent instant credibility to the survey effort; making it possible for respondents to send back responses easily and via several different methods (mail, fax, and/or Internet); and sending follow-up postcards and calling respondents to remind them to return completed surveys.

Exhibit 4-5 provides additional details about the focus groups conducted at the 18 sites visited as part of the evaluation effort. About half of the sites visited employed focus groups. Focus groups provided an opportunity for researchers to meet with small groups of employers, workers, educators and trainers, and social service agency providers. During these small group sessions (typically involving between of 5 to 15 individuals), researchers probed views of focus group participants, exploring where opinions converged and diverged on a range of topics. Some grantees obtained input from a fairly large number of individuals by holding multiple focus group sessions (e.g., three sites were able to include more than 100 individuals in their focus group sessions). As shown in the exhibit, topics covered in such sessions were carefully tailored to the specific group being interviewed. For example, the topics covered with a group of high school dropouts (e.g., reasons for dropping out of school, current employment status, and types of training needed) were quite different from topics raised with nursing educators (e.g., views on reasons for shortages of nurses) or a group of employers (e.g., views on current staffing needs and skill requirements for vacant positions). Normally, focus

EXHIBIT 4-5: EXAMPLES OF FOCUS GROUPS UNDERTAKEN
AMONG THE 18 CADP GRANTEES VISITED

State	CADP Project Sponsor	Types of Individuals Involved	# of Groups Held	Total # Inter-viewed	Topics Covered
AL	Alabama Dept. of Economic and Community Affairs	Employers	10	~50[50]	Employers views on employment requirements, current and expected labor shortages by occupation, training and other service needs, and ways in which WIB could better meet the workforce development needs of both businesses and workers
CO	Colorado Workforce Development Council	Low-skill and Low-wage Health Care Workers	4	16	Worker views on significant external (i.e., personal, family, financial) and internal (i.e., workplace) barriers to successful career advancement; factors helping workers overcome barriers; types of employer- or publicly-funded education, training, or support services critical to career advancement.
IA	Central Iowa Employment & Training Consortium	High School Drop-outs	2	14	High school dropouts views on high school experiences, reasons for dropping out of school, current employment status, career and employment aspirations, types of skills upgrading or training needed, obstacles to securing and keeping jobs, types of assistance required or needed to achieve employment goals, and preferences for learning (i.e., setting, location, and time of day).
		Dislocated Workers	1	9	Dislocated workers career and employment aspirations, types of skills upgrading or training needed, obstacles to securing and keeping jobs, types of assistance required or needed to achieve employment goals, and preferences for learning (i.e., setting, location, and time of day).
IN	Center of Workforce Innovations	Employers	15	~150	Employer input on types of workers needed, employment requirement, and how WIB might better support business and economic development.
LA	City of New Orleans, Office of Workforce Development	Employers in Select Industrial Sectors	~10	~100	Employer views on workforce issues such as employment trends, training provision, occupational shortages, in-demand skill sets, and recruitment strategies.
		Human Resource, Managers, Supervisors	8	~30	Recruiting practices and where firms find qualified applicants.
		Representatives of one-stops, community/ technical colleges, LA Dept. of Labor	1	25	Views on recruitment trends, disconnects and strategies geared to maximize and retain entry- and mid-level workforce within the geographic region.

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[50] ~ Indicates that the number is an estimate.

State	CADP Project Sponsor	Types of Individuals Involved	# of Groups Held	Total # Inter-viewed	Topics Covered
		Hard-to-serve individuals including welfare recipients, GED students, job seekers, and homeless	6	~30	Views on reasons for not working, career aspirations, barriers to employment, skills desires vs. needs, and career advancement.
MA	Regional Employment Board of Hampden County, Inc.	Employers in the advanced manufacturing sector	3	~30	Employer views on numbers and types of workers sought, educational/training requirements for available positions, and ways the WIB could most effectively meet employer/worker needs.
MD	Governor's Workforce Investment Board	Local employer in focus group held for each of 4 partnering WIBs; additional focus groups with employers in each of 5 industry sectors	9	~100-130	Employer views on likely staffing needs, as well as skill and training requirements for needed workers by occupation.
MO	East-West Gateway Coordinating Council	Nursing Educators	1	~10-12	Educators' views on problems related to enrollment, teacher shortages, and students drop-out rates; healthcare employers' views on recruiting and retaining workers, employee burn-out, employee morale, and lack of soft skills training.
OK	Tulsa Area Workforce Investment Board, Inc.	Directors of vocational-technical centers; K-12 superintendents; higher education representatives; publicly funded workforce partners; employers; and economic development entities	5	~75	Supplemental information to the surveys. Moderators asked broad workforce development questions based on the employer and household surveys.
PA	Montgomery County Workforce Investment Board	Representatives of social services agencies, including agencies serving school-aged girls, children in foster care, runaway teens, addicted teens, individuals with disabilities, single and low-income mothers, and homeless families.	4	57	Each organization's goals; major services; strengths; challenges faced and how they have been overcome. A preview of the website developed under community audit was also presented to organizations for comment.

group sessions ran for 60 to 90 minutes, which constrained the number of topics that could be covered in such sessions. The number of topics covered was also constrained because moderators sought to engage as many participants as possible in the discussions to broaden the range of views on topic areas and better

> **EXHIBIT 4-6: EXAMPLE OF FOCUS GROUPS CONDUCTED UNDER A COMMUNITY AUDIT PROJECT**
>
> **Alabama Department of Economic and Community Affairs.** The focus groups conducted as part of the community audit were intended to supplement and provide explanation for some of the key findings and results of the large-scale employer survey. The focus group discussion guide featured mostly open-ended questions, which were aimed at gaining a range of employers' views on their employment requirements, current and expected shortages of workers by occupational categories, training needs and other service needs, and ways in which local workforce development agencies could better meet the needs of both businesses and workers. A total of 10 focus groups were conducted in four localities across the state, with 2-8 employers attending each focus group.

gauge where consensus of opinion emerged. Exhibit 4-6 provides an example of how one grantee utilized focus groups to obtain input from employers to expand on what was learned from a large-scale employer survey.

2. Use of Secondary (Existing) Data Sources

Workforce Learning Strategies' technical assistance guide, *Conducting a Community Audit,* lists many existing data sources available to organizations. [51] The guide recommends that organizations studying their local labor markets "investigate fully the data options," as well as contact the state's labor market information (LMI) office.[52] It also warns that small (geographical) areas may not have specific data available.

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[51] Workforce Learning Strategies, *Assessing the Workforce Development Needs and Resources of Your Community: Conducting a Community Audit,* prepared for the Employment and Training Administration, Office of Adult Services, pp. 18-19, August 2000.
[52] See Appendix F for additional background information and assistance available through state LMI offices.

Exhibit 4-7 illustrates the wide range of data sources used by the 18 CADP grantees that were visited during the evaluation effort. The existing data utilized in studies often originated from federal data sources, particularly the following sources:

- The Census Bureau – Researchers were particularly likely to rely upon data series that helped with describing the size and demographic characteristics of the population for the area targeted by the study (usually for a county or multi-county area). Among the Census data most used by CADP grantees for these purposes were the *Decennial Census of Population and Housing* and *the Annual Demographic Survey of the Current Population Survey.* The other major source of Census data used by researchers was a data series to describe business activity in the local area (e.g., *County Business Patterns* and the *Annual Survey of Manufacturers)*. CADP grants were issued at about the time that 2000 Census data was released. The recent availability of the 2000 Census data was of significant advantage to many CADP sites because it meant that analyses included in community audit studies could be up-to-date and relevant for local decision-making.

- Bureau of Labor Statistics (BLS) – The data sources collected and maintained by the BLS were of particular importance to CADP grantees in their efforts to describe labor force characteristics – including employment levels, unemployment levels and rates, and labor force participation. One of the most important and frequently utilized data series was BLS's *Covered Employment and Wages* (also known as the *ES-202* data series). The *ES-202* data series provides earnings data collected on each worker on a quarterly basis from all employers participating in the unemployment insurance (UI) program. Other data sources also used by CADP researchers included *Current Employment Statistics* (which estimates job levels and hourly wages by industries) and *Occupational Employment Statistics* (which provides estimates of the number of positions and average hourly wages by occupation by industry sector).

- America's Labor Market Information System (ALMIS) – This database is both an analytic tool for researchers and an information resource that can be used directly by employers and workers to search for available jobs or workers, identify training opportunities, or access career services information. From the standpoint of conducting community audits, researchers were able to use this data source to forecast employment, analyze wage data, access information about employers and training providers, and obtain demographic and economic data.

- O*NET – O*NET, the Occupational Information Network, is an information system that provides a common language about occupational skills, knowledge requirements, generalized work activities, tasks, and other characteristics. CADP grantees used O*NET to better understand skills and training requirements for specific occupations that were in high demand within their localities. The

EXHIBIT 4-7: TYPES OF SECONDARY (EXISTING) DATA SOURCES USED AMONG THE 18 CADP GRANTEES VISITED

State	CADP Grantee	Use of Existing Data								
		Census Bureau	Bureau of Labor Statistics	ALMIS	O*NET	State/Local Government Data	College or University Research Centers	Chambers of Commerce	Industry Associations	Private Data Sources
AL	Alabama Department of Economic and Community Affairs	●	●	●		●	●	●	●	
CO	Colorado Workforce Development Council	●	●	●	●	●	●	●	●	●
IA	Central Iowa Employment & Training Consortium	●	●	●	●	●	●	●		
IL	The Workforce Board of Northern Cook County	●	●		●	●	●		●	●
IN	Center of Workforce Innovations	●	●		●	●	●	●	●	●
KY	KentuckianaWorks	●	●	●	●	●	●	●		
LA	City of New Orleans, Office of Workforce Development	●	●			●	●	●		●
MA	Regional Employment Board of Hampden County, Inc.	●	●	●	●	●	●		●	
MD	Governor's Workforce Investment Board		●	●	●		●		●	
MO	East-West Gateway Coordinating Council	●	●							
MT	Montana Job Training Partnership, Inc.					●				
OK	Tulsa Area Workforce Investment Board, Inc.	●	●	●	●	●	●	●	●	●
PA	Lancaster County Workforce Investment Board					●				
PA	Montgomery County Workforce Investment Board					●				
PA	Three Rivers Workforce Investment Board	●	●		●	●	●			●
TX	Concho Valley Workforce Development Board	●	●	●	●	●	●	●	●	●
TX	Texas Engineering Extension Service					●	●	●		
WA	Seattle-King County Workforce Development Council		●			●	●	●		
	Totals	12	14	8	10	16	16	10	8	7

O*NET system was designed to be the nation's most comprehensive resource of occupational information. The system has a flexible framework that captures ongoing changes in the modern workplace, as well as the changing needs of individual workers. O*NET, which replaced the Dictionary of Occupational Titles (DOT), offers a more dynamic framework for exploring the world-of-work. O*NET databases can be downloaded to integrate O*NET into software applications or for analyses. Finally, O*NET also provides an assortment of other tools, including selected career exploration assessment instruments.

CADP grantees also extensively relied upon databases maintained by state and local government agencies, as well as worked with college and university research centers to gain access to existing data on their local or regional labor market area (see Exhibit 4-8 for an example of how one CADP site utilized existing data sources). CADP grantees frequently contracted with researchers at community colleges, universities, and private consulting firms because of their familiarity with and access to existing databases and their expertise in analyzing such databases. State labor market information (LMI) agencies, which are linked with BLS, were identified by CADP

EXHIBIT 4-8: EXAMPLE OF COMMUNITY AUDIT STUDY RELYING UPON DATABASES AVAILABLE THROUGH BLS AND OTHER SOURCES

City of New Orleans (LA). An important component of this grantee's community audit was an analysis of job growth and wages by sector. Historical data reported through the Covered Employment and Wages Program (also referred to as the ES-202 data series), were used as the primary source of data in developing industry employment projections. All establishments within Louisiana are assigned a Standard Industrial Classification (SIC) code and parish code, so that the employment levels for each firm is recorded by industry and physical location. The industrial employment projections were then translated into occupational employment projections using data collected in the Occupational Employment Statistics (OES) survey. Both of these data sets were imported into a software program used to produce occupational projections for the region. Additional data items included in the overall data set included national replacement rates (a rate used to estimate the number of workers either retiring or terminating employment in an occupation) and change factors (factors that account for the change in the occupational mix of an industry), estimates of the volume of self-employed individuals, and state-specific federal employment numbers. Using these data, the top "in-demand" occupations for the region were determined from the occupational projections taking into account total occupational demand and growth. As a final step, the Louisiana Department of Labor and the Occupational Forecasting Conference reviewed and validated these projections.

grantees as being invaluable sources of data about state and local areas.

Over half of the 18 grantees visited obtained data about businesses in their localities from Chambers of Commerce and one-third of grantees relied upon data or other information provided by industry associations. Some Chambers of Commerce had conducted local studies of their own to share with their membership in the past. Grantees in several sites identified Chambers of Commerce and industry associations as important sources of both listings of employers (for use in conducting surveys and focus groups) and helpful background statistics and information about local businesses. Grantees noted that industry associations were particularly critical for learning about and conducting studies that focused on specific industry sectors. Grantees also occasionally purchased needed data from private firms. Grantees reported being able to download data from private sources via the Internet and typically used the data acquired to analyze local industry trends.

Overall, collection and analysis of existing data sources provided a critical underpinning to many of the CADP studies undertaken. As shown earlier in Exhibit 4-7, all CADP sites relied upon at least one existing data source – and most used a variety of sources. These data were particularly important for profiling labor market conditions (i.e., the demand-side and supply-side conditions) and being able to forecast trends. There were several advantages to relying upon existing databases compared to collecting new data:

- Perhaps the greatest advantage was that accessing such data came at little or no cost, compared to much higher costs of conducting surveys and focus groups. Use of existing data greatly stretched limited resources available for conducting community audits.

- Second, such databases typically had many records (i.e., large sample size) and were statistically representative (especially Census and BLS data) – hence, it was possible to profile a geographic area or population with statistical precision. It was also possible to use such data sets for projecting employment trends into the future.

- Third, existing data bases often permitted analyses over extended periods of time (e.g., 3, 5, 10 years) – and so it was possible to project trends for specific areas, population groups, or industry sectors.

- Analysis of existing data could be synthesized with results from newly collected data from surveys or focus groups. Existing data were especially useful for understanding the "big picture" and generating study findings that were representative; while surveys and focus groups could focus on specific areas where data were not available and (especially in the case of focus groups) generated more qualitative evidence that helped with interpreting results of analyses of existing data.

Thus, while existing data may not always be available to address certain questions that may be of interest, the experiences of CADP grantees suggest that to the extent possible it is cost-effective to utilize existing data before collecting more costly new data.

B. PRODUCTS OF THE COMMUNITY AUDITS

The Department of Labor's Notice Inviting Proposals outlined six planned outcomes for the demonstration effort. Inherent in three of the six outcomes was the development of some kind of tangible product – a report, strategic plan, and/or technical assistance materials/tools:

- One specific product of each of the projects will be the community audit itself. In some cases, this may be a detailed report or set of reports.

- Projects may develop or revise specific local or regional strategic plans based on the work of the community audit.

- Projects may develop specific tools and materials that can support local areas in implementing community audits (for example, focus groups, surveys, and data collection methods).[53]

This section provides an overview of (1) the types of products developed, (2) the intended audience of these products, and (3) how these products were disseminated.

1. Range of Types of CADP Grantee Products

Under the demonstration, grantees had substantial freedom and flexibility to produce the types of products that would be useful to them, other partnering agencies, community stakeholders, and the residents and employers within their communities. As discussed earlier in this chapter, DOL/ETA also extended substantial flexibility to sites in designing the data collection and analysis strategies that they utilized in developing their reports and other products. The result of this flexibility was that CADP grantees produced a substantial number and range of products. No two products were the same; all focused in one way or another on the specific geographic region or locality on which the community audit was targeted. Some grantees developed five or more products as a result of their grants, while others concentrated on the development of one or possibly two products. CADP sites developed a wide array of products, including: labor market supply and demand studies, individual industry studies, assessments of local/regional training capacity, career guidance materials, resource directories, websites, and briefings/presentations. Some of the written products were several pages in length (such as brochures), while others were 150 or more pages in length (such as some of the occupational and labor market studies and sectoral based studies). Some of the products

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[53] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 5, 2000.

were fairly narrowly focused on providing practical help to overcome specific challenges businesses or workers faced in the locality, for example: websites that provided workers and students with easy-to-access and current occupational information so they could make informed occupational choices and identify appropriate training institutions; a plan identifying strategies which addressed the spatial mismatch of workers and jobs due to inadequate transportation, cost of housing, and availability of social services; a resource directory that identified the full range of education, training, and social service providers within a locality; or a report and conference for stakeholders identifying alternative strategies for expanding the supply of workers to sectors like health care that are chronically plagued by shortages. The remainder of this section highlights the principal types of products developed by CADP grantees.[54]

Sector Analysis/Industry Studies. A frequent product of CADP projects was sector or industry cluster reports. For example, the Colorado Workforce Development Council (CO) conducted an industry cluster analysis to "identify promising groups of interrelated industries that drive wealth creation within the state;" the New Hampshire Workforce Opportunity Council (NH) studied the needs of the technology industry to see if certain jobs could be filled through telecommuting, thus matching a surplus of workers in the northern region of the state with a strong demand for workers in the southern portion of the state; the Center of Workforce Innovations (IN) developed a detailed report analyzing the status of the local steel industry in response to a growing unease regarding the aging of the steel worker population; and the Lancaster WIB (PA) produced a detailed report identifying high growth industry sectors that produced high-paying ("gold collar")

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[54] Appendix G provides illustrations of how four CADP sites used their community audit products.

jobs.

Resource Directories. A number of stand-alone or web-resident resource

directories were produced by

grantees. The resource directories

were generally developed utilizing

simple questionnaires or by

updating existing data and creating

formats which could be easily

updated by the participating

agencies or organizations. The

East-West Gateway Coordinating

Council (MO), for example,

entered provider information into a

GIS database and plotted locations

of service providers on maps of the

area. The maps were accompanied

by written information such as

EXHIBIT 4-9: EXAMPLE OF COMMUNITY AUDIT STUDY PRODUCING A DIRECTORY OF SOCIAL SERVICE PROVIDERS
Montgomery County WIB. A survey was sent to private, not-for-profit, social service organizations serving residents of the county for the purpose of building an up-to-date Internet directory of human service providers. The outcomes of the survey effort were compiled into a hardcopy directory of social service providers and also uploaded to the MontcoWorks website (at www.montcoworks.org). The MontcoWorks website – developed as part of the project – is a one-stop web-based resource tool intended to support workforce development and human services in Montgomery County. The website enables the user to search for particular types of services by topics such as Community and Housing, Education, Health, Human Services, Legal, and Transportation Services. The website also allows users to search for services and organizations in a particular geographic area of the county. Further, the website makes available other types of information of interest to workers, employers, and social service agencies, including: (1) articles on workforce development and human services issues; (2) a calendar of conferences/events in and around the county; (3) direct links to newsletters of organizations serving Montgomery County; (4) Internet links to national and state organizations serving the workforce; and (5) Internet links to national clearinghouses.

addresses and contact information. The WIB and others also have used the information

available in this system to support planning decisions regarding public transportation,

health care, site determinations for social services, and educational offerings. The

information has also been useful to economic development agencies as it clearly shows

population clusters. Similarly, as shown in Exhibit 4-9, the Montgomery County WIB

(PA) produced both a hardcopy directory and an interactive website, which provides

information on social services, job services, education and training opportunities, and a host of other useful resources for job seekers and the general public.

    Strategic Plans. Almost all of the products and research activities undertaken through CADP were geared at strengthening local capacity to develop meaningful strategic plans. While some sites developed strategic plans using their CADP grants, most sites intended to use the various products developed under their grants to assist in the development of future strategic plans (such as the WIB's strategic plan).

    Regional Labor Market Supply and Demand Reports. For many CADP grantees, developing local, tailored labor supply and demand information was one of the most positive aspects of their project. Such studies sometimes focused on a particular industry sector; other studies focused on supply and demand conditions for a local or regional labor market. Supply and demand studies were often accompanied by recommendations for alleviating occupational labor shortages (especially relating to increasing the supply of qualified workers through increased recruitment and training).

    Geographic Information Systems (GIS), Process Mapping, and/or Budgeting.
GIS is defined as "a system of hardware, software, and procedures designed to support the capture, management, manipulation, analysis, modeling, and display of spatially-referenced data for solving complex planning and management problems."[55] To "map" census data, resource support data, education and training facility data, etc., requires utilization of special computer software and generally, the services of a trained professional. Several CADP grantees used GIS software to display workforce data on regional maps. This was a particularly powerful tool for use by workforce and economic

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[55] NCGIA lecture by David Cowen, 1989.

development agencies in making policy and planning decisions. Process Mapping was used by several grantees to determine if there were better ways to deliver services. For example, Tulsa Area WIB (OK) documented participant flow and bottlenecks in their one-stop system. Though budgeting was generally not an activity undertaken as part of the community audit process, the New Hampshire Workforce Opportunity Council (NH) used a portion of its community audit grant to determine the cost-effectiveness of establishing a telecommuting center in the northern part of the state in response to workforce needs in southern New Hampshire.

Additional Websites. Almost all grantees have their own website,[56] but some felt the need to establish related websites devoted to specific themes. For example, the East-West Gateway Coordinating Council (MO) already had a website prior to its community audit project, but decided that it would be useful to have a separate site devoted strictly to workforce development issues. The KentuckianaWorks (KY) grantee utilized a portion of its CADP grant to create an interactive database providing career information, wage information, and skill requirements for jobs in the greater Louisville area.

2. Methods for Disseminating Audit Finding and Materials

Grantees used a variety of methods for disseminating the products of their community audits. As shown in Exhibit 4-10, among the 18 sites visited as part of this study, three methods predominated: distribution of hardcopy reports, meetings with regional/local stakeholders, and Internet distribution using existing websites or newly-created ones. Grantees indicated that products developed received several layers of

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[56] See Appendix E for the listing of websites for each of the 18 agencies visited during this study.

**EXHIBIT 4-10: METHODS FOR DISSEMINATING RESULTS
OF THE COMMUNITY AUDIT (USED IN 18 SITES VISITED)**

State	CADP Site	Hardcopy Report(s)	Internet Site	Conferences	Meetings of Stakeholders
AL	Alabama Dept. of Economic and Community Affairs	●	●		●
CO	Colorado Workforce Development Council	●	●		●
IA	Central Iowa Employment & Training Consortium	●	●		●
IL	The Workforce Board of Northern Cook County	●	●	●	●
IN	Center of Workforce Innovations	●	●	●	●
KY	KentuckianaWorks	●	●	●	●
LA	City of New Orleans, Office of Workforce Development	●	●		●
MA	Regional Employment Board of Hampden County	●	●		●
MD	Governor's Workforce Investment Board	●		●	●
MO	East-West Gateway Coordinating Council	●	●		●
MT	Montana Job Training Partnership, Inc.	●			●
OK	Tulsa Area Workforce Investment Board	●	●	●	●
PA	Lancaster County Workforce Investment Board	●	●	●	●
PA	Montgomery County Workforce Investment Board	●	●	●	●
PA	Three Rivers Workforce Investment Board	●	●		●
TX	Concho Valley Workforce Development Board	●	●	●	●
TX	Texas Engineering Extension Service	●	●		●
WA	Seattle-King County Workforce Development Council	●	●	●	●
	Total	18	16	9	18

review prior to dissemination. It was common for grantees to have an advisory group that had formed early in the project to design the basic approach for the study, monitor progress, and review interim/final products. Such groups convened at critical points of the project – when final decisions were needed on how to proceed with data collection, to troubleshoot problems (such as low response rates to surveys), and especially to review draft products. This review process not only provided valuable input on the products themselves, but also helped to secure buy-in on the products and opened potential avenues for dissemination (i.e., through partnering agencies).

The most normal method of dissemination for CADP products was to disseminate hardcopy reports through partners and key stakeholders in the community. Some products lent themselves to wide dissemination (especially those that were of relevance to workers, employers, and workforce development professionals), while others were more narrowly disseminated to

> **EXHIBIT 4-11: EXAMPLE OF HEALTH CARE SUMMIT ORGANIZED AS A RESULT OF A COMMUNITY AUDIT**
>
> **Governor's Workforce Investment Board (MD).** An important spin-off of the community audit project was a Health Care Summit, held in August 2003. The community audit provided critical seed money to partially pay for the one-day event ($30,000 of a total $80,000 cost of the summit was paid for with community audit funds), as well data and analysis that underpinned plenary and break-out sessions held at the summit. The summit focused on both the supply-side (e.g., capabilities for training new workers, numbers of new workers likely to enter various fields) and the demand-side (e.g., likely staffing needs of employers) conditions. Break-out sessions were conducted in five key strategic areas: (1) strategies for attracting and recruiting of new workers, (2) strategies for retaining existing health care workers, (3) professional/career development approaches (e.g., career pathways, career ladders/lattices) to upgrade skills of existing workers and retain them within health careers, (4) formulating effective state policies and generating needed financing to support health careers, and (5) recruiting health professionals leaving the military to fill health care positions in Maryland. A total of 168 individuals attended the summit, which included representatives of major health care employers in the state, state/local workforce development agency staff, officials from health care education and training institutions, the governor, and many others. Action steps were identified in each of the five strategic areas and subcommittees were set up to carry forward, further develop, and execute strategies following the conference. A report highlighting major aspects of the five key strategies was prepared and widely disseminated (*Charting New Directions: Governor's Health Care Workforce Summit Monograph*).

stakeholders and local agencies primarily to support local or regional planning and decision-making.

Meetings with stakeholders in the community and conferences were another method both for disseminating key study findings and implications, and for distributing products of the CADP studies. An excellent example of holding a conference to promote CADP findings and support strategic planning was the Governor's WIB (MD) Health Care Summit (see Exhibit 4-11). This summit focused on both supply-side and demand-side conditions (e.g., capabilities of training new workers, numbers of new workers likely to enter various fields, and likely staffing needs of employers).

3. The Intended Audiences for Products

The intended audiences for products developed under the community audit were similar across sites. The WIB board members and agency staff were at the head of the list since the materials generated were almost always used to develop or augment the strategic planning process. In addition, findings from the reports filtered from the WIB to other workforce development organizations, including local One-Stop operators. The next most important user (and partner in many of the audits) was the economic development community. The third most cited user of the materials was typically the business community, including employers, industry associations, and Chambers of Commerce. Other commonly cited users included the education and training community and social services agencies. Some CADP grantees also emphasized developing products of direct relevance to the general public – for example, websites, brochures, or short reports that would particularly help workers in identifying, preparing for, obtaining and

retain jobs. Among the sites that were particularly engaged in dissemination of CADP products to the general public or workers (with the Internet playing a central role in the dissemination) were KentuckianaWorks (KY), the Montgomery County WIB (PA), East-West Gateway Coordinating Council (MO), and the Center of Workforce Innovation (IN). Each of these sites had already or was in the process of developing websites to support direct dissemination of information to meet the needs of the general public. Finally, labor unions – which played a central role in guiding several of the CADP grantees (especially in Alabama and Indiana) – were an important audience for CADP products in many sites (particularly with regard to several of the sites that mounted studies of skill shortages and industry sectors/clusters).

CHAPTER 5:

CADP EFFECTS/OUTCOMES, LESSONS LEARNED, AND GRANTEE FUTURE PLANS

This concluding chapter explores early effects of CADP grants on the grantees and partners and lessons learned. The chapter concludes with a discussion of future plans for community audits in the regions and localities in which projects were implemented.

A. Assessment of Early Effects of CADP Grantees

As discussed earlier in Chapter 1 of this report, the overall goal of CADP was to "support promising practices in strategic planning and 'strategic research' that engaged local stakeholders in taking a broad look at the needs of their community (or communities) and the character and direction of their regional economy."[57] Six specific goals or objectives further focused this demonstration effort:

- Goal #1: To support States and local areas in their efforts to implement and use community audits as part of their overall strategic planning initiatives.

- Goal #2: To increase the capacity of States and local areas to implement effective strategic planning efforts, utilizing the community audit as a tool.

- Goal #3: To support projects that link Local Board efforts to those of other key stakeholders in a community.

- Goal #4: To encourage regional partnerships within labor market areas or industry sectors.

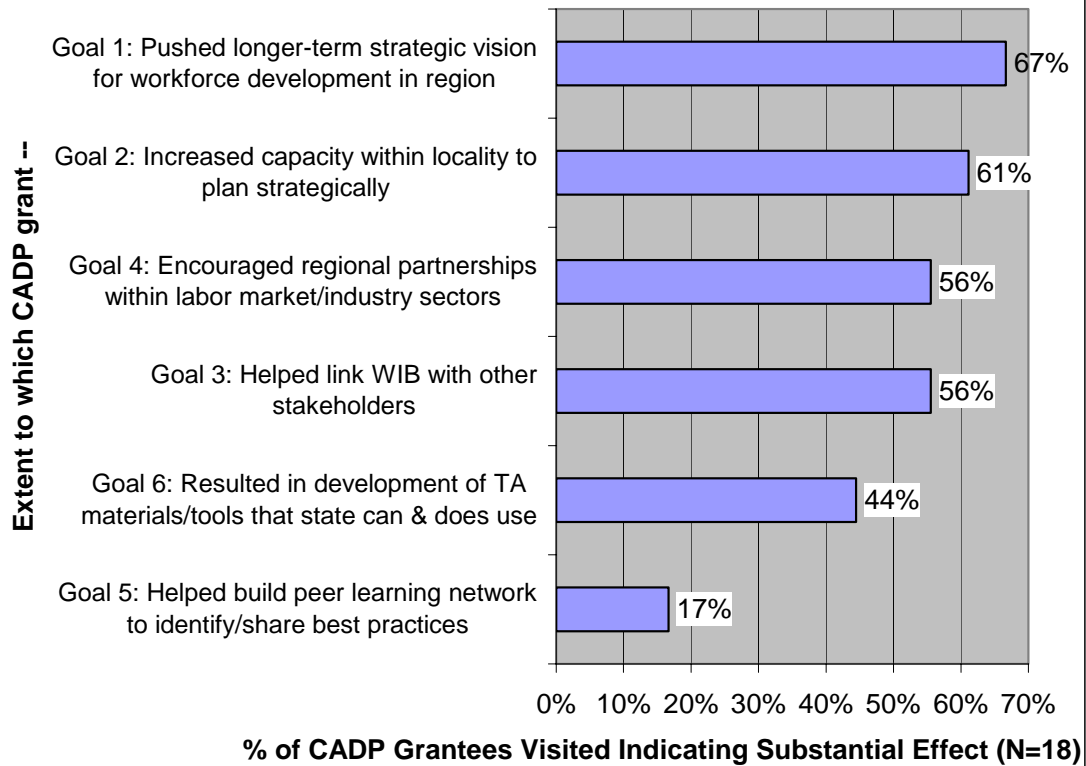- Goal #5: To build a "peer learning network" to identify and share best practices.

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[57] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 1, 2000.

- Goal #6: To develop technical assistance materials and tools that States and local areas can use.[58]

CADP grantees were asked during site visits to rate the extent to which their grants had had (to date) substantial, some, or no effect on the key overall objectives of the demonstration effort. As shown in Exhibit 5-1, grantees were on the whole enthusiastic about how the grants had contributed to achieving the main goals and objectives set out for the demonstration effort. The chart shows the percentage of grantees that indicated a substantial effect or impact of the CADP grant on a particular objective. It is important to also note that some of the respondents indicated that it was too early to tell the effects of the demonstration effort, so it is possible that perceptions of effects could change over time. As shown in the chart, there were some differences in how grantees viewed the impacts of the grants. The principal effects of CADP participation according to grantees were in the areas of enhanced strategic planning (Goals 1 and 2) and building partnerships (Goals 3 and 4). For example, two thirds of the grantees visited indicated that CADP had substantially pushed forward a longer-term strategic vision for workforce development in their region or locality; over half of those visited indicated substantial impacts in terms of the grants encouraging regional partnerships within labor market areas or industry sectors and also in terms of linking the local workforce board efforts to those of other key stakeholders in the community. By comparison, rating of grantees (in terms of substantial effects) were slightly lower on the development of technical assistance materials and tools that states and local areas can and do use (Goal 6) and

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[58] U.S. Department of Labor, *Notice Inviting Proposals for Selected Demonstration Projects for Community Audits*, p. 5, 2000.

EXHIBIT 5-1: GRANTEE VIEWS OF THE EFFECTS OF CADP

Extent to which CADP grant --	%
Goal 1: Pushed longer-term strategic vision for workforce development in region	67%
Goal 2: Increased capacity within locality to plan strategically	61%
Goal 4: Encouraged regional partnerships within labor market/industry sectors	56%
Goal 3: Helped link WIB with other stakeholders	56%
Goal 6: Resulted in development of TA materials/tools that state can & does use	44%
Goal 5: Helped build peer learning network to identify/share best practices	17%

% of CADP Grantees Visited Indicating Substantial Effect (N=18)

considerably lower for helping to build a "peer learning network" to identify and share

best practices (Goal 6).

During site visits, CADP grantees were asked to comment on what they

considered to be the most important impacts and greatest successes of their projects.

Exhibit 5-2 highlights comments of administrators and staff at the 18 sites visited with

**EXHIBIT 5-2: GRANTEE ASSESSMENTS OF MOST IMPORTANT IMPACTS
OF CADP GRANT TO DATE**

State	CADP Grantee	Grantee Assessments of Most Important Impacts of CADP Grant to Date
AL	Alabama Department of Economic and Community Affairs	• Still too early to say – community audit products just being disseminated.
CO	Colorado Workforce Development Council	• The most important impact has been for people/agencies to link up and to create synergies on workforce development issues. What used to be competing agencies have joined together on this project.
IA	Central Iowa Employment & Training Consortium	• Community audit has been a focus of collaboration among local organizations – has enabled CIETC to develop good working relationships with other organizations. • Community audit has provided "real-time" data. • CIETC has learned that with a small investment it is possible to do this kind of project. • CIETC has become a visible and valuable resource to the region through the efforts of the community audit.
IL	The Workforce Board of Northern Cook County	• The State of the Workforce report has made a strong impact on stakeholders. For example, post-secondary education and school districts are currently using the data and others are excited about new LMI opportunities. • There have been various efforts by other partners that have spun off from the CA. • A regional web site being developed is expected to be a "go-to" place for economic information/data. The WIB is making the data more user-friendly to all customers. • The work and products developed from the community audit established the WIB as a resource on economic data and has given it credibility as a workforce organization. • The community audit project has brought together various groups to effectively address issues.
IN	Center of Workforce Innovations	• The strategic plan has had the greatest impact – it is being used and action items have been created in addressing workforce development issues. • The cluster reports are a by-product of the community audit and hold great promise. It is an opportunity for different partners to discuss workforce development issues.
KY	KentuckianaWorks	• The most successful aspect of the community audit has been the development of the Occupational Outlook Web site. The Census information is pointing out interesting data about the population and is helping to create the strategic plan.
LA	City of New Orleans, Office of Workforce Development	• Too early to tell.
MA	Regional Employment Board of Hampden County, Inc.	• Community audit has helped to build good relationships that will be sustained once the grant is completed. REB staff has met several times with other local WIBs on other workforce development issues on topics such as youth. The REB works much closer now with economic development organizations and serves on other workgroups. • Community audit raised the level of understanding of demographic and labor market research and expanded the REB's and partners' knowledge base. The goal of the REB is to become the primary information source in the area.
MD	Governor's Workforce Investment Board	• Project helped to improve relationships between state/local WIBs and local businesses. • Community audit has generated a lot of useful data for planning purposes. • Project set the stage for a health care summit and perhaps future summits in other sectors important to state and local economy.
MO	East-West Gateway Coordinating Council	• The excitement generated around the development of a regional healthcare workforce intelligence system has been the greatest impact so far. For example, there have been two meetings with the WIBs, the Illinois Lt. Governor's office, and Missouri economic development representatives.

**EXHIBIT 5-2: GRANTEE ASSESSMENTS OF MOST IMPORTANT IMPACTS
OF CADP GRANT TO DATE**

State	CADP Grantee	Grantee Assessments of Most Important Impacts of CADP Grant to Date
MT	Montana Job Training Partnership, Inc.	• Community audit has helped Community Management Teams (CMTs) to realize that they can take the lead. • Community audit helped to get new players involved with workforce development. • Employers have latched onto adult computer literacy, such as new QuickBooks classes.
OK	Tulsa Area Workforce Investment Board, Inc.	• Community audit helped to develop groundwork for strategic planning for economic development and re-engineering of the One-Stop delivery system. • Community audit designed & launched workforce web site portal at www.workforcetulsa.com and Spanish language version, which has helped to distribute workforce development information. • Community audit contributed to the One-Stop System Performance Improvement Efforts.
PA	Lancaster County Workforce Investment Board	• Community audit provided critical data for determining high growth industry clusters to inform development of workforce development and economic development strategies. • Community audit helped to place WIB at the center of information collection and analysis for local decisions on workforce development. • Community audit helped to intensify collaboration among key partners in effort, particularly with workforce development, representatives of key industries, and local education authorities. • Community audit helped to refine data collection and analysis capabilities of WIB, which now conducts similar analysis for 12 other WIBs in state.
PA	Montgomery County Workforce Investment Board	• Having the Web site up and running is the greatest impact. • Project increased the dialogue among human services agencies in the county.
PA	Three Rivers Workforce Investment Board	• It is too early to tell the true impacts of the CA, but it has impacted how the Board thinks about LMI. • TRWIB was able to get employers involved through the roundtable, and education and training providers are very excited about the community audit methodology and enhanced LMI it has made available within the region.
TX	Concho Valley Workforce Development Board	• The most important impacts are the presence in the community and capacity building.
TX	Texas Engineering Extension Service	• The fact that at least 100 employers wanted to be contacted by the Workforce Centers to hear about available services was a major plus.
WA	Seattle-King County Workforce Development Council	• The community audit has helped the WDC to focus on the needs of the manufacturing community and understand the differences within the sector. The WDC was able to look at and help develop resources for manufacturing. • Solid relationships with employers have been developed and will have even closer ties in the future. Manufacturing employers are now more aware of WDC and how its services can help.

regard to the most important early effects and impacts of CADP grants. The qualitative comments of grantees are perhaps the best indicators of the ways in which CADP grants have impacted grantee organizations, partners, and the localities or regions these organizations serve. Exhibit 5-3 illustrates how one grantee was able to greatly expand links with the local employers through its community audit. Below, we elaborate further on the effects of CADP on grantees in terms of the major goals set for the demonstration.[59]

> **EXHIBIT 5-3: EXAMPLE OF WAYS IN WHICH A COMMUNITY AUDIT INTENSIFIED WIB'S LINKS WITH LOCAL EMPLOYERS**
>
> **Governor's Workforce Investment Board (MD).** The director of one of the four partnering WIBs viewed the project as opening a way to engage the local employers:
> - "The sectoral approach made sense to us…we wanted to be a player with the industries in the five targeted sectors."
> - "The business visitations provided a non-threatening way to approach employers…we used the visits as an entrée to local employers."
> - "The community audit took our conversations with employers to a higher level…it started dialogue with employers and helped us to know what to ask of employers."
> - "As a result of the community audit, we made between 100 and 150 new connections with local employers…the agency (i.e., local WIB) is now seen as a player in the health care sector…in the manufacturing sector, firms come to us for dislocated worker assistance…as a result of the community audit, we can now 'talk-the-talk' within each of the industry sectors."

Goals #1 and #2: Effects on Strategic Planning. CADP grantees indicated that their projects had made significant contributions to the understanding of labor market conditions (including supply and demand conditions at the occupational level) among key decision-makers, employers, and workers. Many grantees indicated that they had already used or planned to use the analyses, main findings, and products of their community audits to update their own strategic plans. In addition, grantees indicated that one of the most important outcomes of their community audits was that study results would be used

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[59] Each project summary included in Appendix E has a brief section that highlights early effects of CADP grants.

by other organizations and local stakeholders (e.g., economic development agencies, local elected officials, education and training providers, and business associations) to inform future strategic planning efforts within their locality or region. Grantees stressed that the data analyses and reports produced as a

> **EXHIBIT 5-4: EXAMPLE OF A COMMUNITY AUDIT CONTRIBUTING TO STRATEGIC PLANNING AND ECONOMIC DEVELOPMENT**
> **Tulsa Area WIB (OK).** This community audit project supported development of a *ten-county regional statistical profile* that could be used as baseline data in developing strategic plans to address workforce issues. Primary and secondary data sources were used in the development of the profile. TAWIB provided its labor market study to the Mayor who was pursuing Vision 2020, an initiative to revitalize and bring economic growth to Tulsa. The labor market study offered solid data to the Mayor's office on the state of the workforce and potential economic growth in the Tulsa region to feed into Vision 2020. TAWIB gained much credibility in Tulsa as a resource and expert on workforce development and will continue to forge partnerships throughout the community.

result of their community audits were very helpful in generating and shaping dialogue within the locality among key stakeholders, especially around workforce and economic development issues. The data generated in many sites also had direct relevance to strategic decision-making by employers and workers – especially with regard to training decisions and filling jobs in high-demand occupational areas. Exhibit 5-4 provides an illustration of one CADP sites contribution to regional strategic planning efforts.

Goals #3 and #4: Effects on Strengthening of Partnerships/Linkages. CADP grants substantially helped build and intensify partnerships among those involved – and grantees felt that these collaborations likely would be sustained in the future (see Exhibit 5-5 for an illustration of one CADP site's partnering experience). Grantees stressed that their community audit projects were particularly helpful in terms of creating new partnerships and strengthening existing linkages between workforce development and economic development agencies serving the locality or region. In addition, community audits provided a rationale and need for workforce development agencies to interact with

employer associations and employers within their communities. CADP grants also

highlighted the capabilities of local WIBs and other workforce development agencies as

important sources of labor

market information. Grantees

that were WIBs indicated that

research activities and the

products they had produced as a

result of their community audits

had elevated their position in the

region as a "go to" source for

population characteristics, labor

market conditions, workforce

development

information/resources, and other

informational areas. The grants

> **EXHIBIT 5-5: EXAMPLE OF BUILDING SOLID PARTNERSHIPS AS A RESULT OF A COMMUNITY AUDIT STUDY**
> **Regional Employment Board of Hampden County, Inc.** The Cross-Border Community Audit Project (CAP) helped in the process of continuing to build relationships among the local WIBs, economic development and planning agencies, and other key stakeholders in the region. These partnerships continued to flourish even though the community audit grant concluded in August 2003. For example, the partnering WIBs and economic development agencies continued to meet on other workforce development issues (such as enhancing youth training) and were planning to pursue grant opportunities collaboratively in the future (including a H-1B training grant which would cover the same geographic area as the community audit grant). Other stakeholders in the region used the CAP reports to support their own research and planning activities, as well as to help in the preparation of applications for grants. For example, local education authorities recently used data and analyses from CAP reports to help with the preparation of community needs assessments for adult education and family literacy services.

also helped to increase the visibility of WIBs and perceptions among stakeholders and

others that these agencies were critical informational resources.

 Goal #5: Effects on Developing "Peer Learning Networks." As noted earlier,

grantees placed less emphasis on the benefits of CADP grants in terms of the building of

a "peer learning network" to identify and share best practices. However, grantees

indicated that CADP had provided an opportunity for them to demonstrate to partnering

agencies and other stakeholders within their locality and region specific approaches and

data collection methodologies to conducting community audits. For example, as

discussed in Chapter 3, a substantial number of grantees mounted sector or industry

cluster studies that not only produced useful findings for strategic planning purposes, but

also demonstrated for other regional/local agencies the feasibility of undertaking such

studies, identified the types of data readily available to profile industry sectors/clusters of

importance, and illustrated the appropriate methods for analyzing such data.

CADP grantees also attended two conferences during which they shared with

other CADP grantees background information about their study approaches, data

collection and analysis methodology, and implementation challenges faced. Grantees

indicated that these conferences were helpful from the standpoint of learning about the

methodologies being employed in other CADP grant sites and helped some grantees to

troubleshoot problems that they were encountering. Finally, as part of the demonstration

effort, DOL/ETA contracted with Workforce Learning Strategies to assist CADP

grantees with implementing their grants. As part of its technical assistance effort,

Workforce Learning Strategies documented the progress that grantees were making,

helped to troubleshoot methodological and logistical problems that sites encountered

along the way, and shared "best practices" information with grantees. Some grantees, for

example, indicated that as a result of the conferences and technical assistance services

that were provided by Workforce Learning Strategies that they were able to incorporate

lessons learned from other CADP sites into their own projects to enhance their

approaches to data collection and analysis. Hence, while grantees did not emphasize the

"peer learning" aspects of the demonstration effort, the technical assistance component of

the project helped to facilitate cross-site communication and learning. In addition, the

demonstration effort provided the opportunity for each of the 34 grantees spread across

the country to model (and spread the word about) varying approaches and research methodologies to conducing community audits. Many CADP grantees indicated that in their discussions with peers within the workforce development system (and to other agencies) they had shared their approaches and implementation experiences under the demonstration effort.

Goal #6: Effects on Development Technical Assistance Materials and Tools. Many CADP grantees indicated that their involvement in CADP had helped to expand substantially grantee and partner knowledge of the various types of existing data sources available and made their agencies much more aware of the possibilities for collecting new data through surveys, focus groups, stakeholder meetings, and other data collection strategies. Grantees indicated that they were more confident of their abilities to spearhead such studies in the future and substantially more knowledgeable about resources that they could turn to in conducting such studies. In addition, grantees had a much better idea about what they could do methodologically within a given level of funding and over a specified period of time.

In the period leading up to the demonstration effort, DOL had contracted with Workforce Learning Strategies to develop a guide and workbook to assist localities in mounting community audits. The 34 grantees implementing community audits under the demonstration effort provided the critical opportunity for testing out the general approaches and practices outlined in the technical assistance guide. As a result of the demonstration, a variety of general approaches to conducting community audits have been tested and refined – such as sector/cluster analyses, skills shortages studies, occupational and skills analyses, career path mapping, and asset mapping. CADP

grantees have made many of the research products (e.g., final reports, brief packages, websites, resource directories, and a range of other products) and instruments (surveys and focus group discussion guides) that they developed in during their community audit projects available (via their Internet sites) to other agencies and researchers interested in conducting future community audits.

B.   Key Lessons Learned

The experiences of CADP grantees in planning and implementing their community audits provide a number of important lessons for the many state and local workforce development organizations that might be interested in mounting such studies in the future. The summaries attached in Appendix E provide in greater detail lessons that CADP project administrators, staff, and researchers learned in the course of conducting each of their projects. Some of the main lessons learned that were conveyed by site administrators and staff are highlighted below.

Narrow Project Objective and Scope to What Is Achievable within Funding Constraints. Resources for conducting community audits are limited (in the case of CADP, federal funds available ranged from $50,000 to $150,000), but the possible scope of such studies and the research approaches are expansive. Make sure to carefully take into account available resources in establishing study goals and scope. Take a hard look at project scope and objectives with key partners – and narrow scope and objectives to what is realistic, achievable, and desired by key stakeholders, within available funding.

Secure Partners Early. It is important to get partnering agencies on board early – preferably at the time the grant proposal for a community audit is being prepared for

submission to a funding agency. At that time, it is important to solicit partners input and "buy-in" on project objectives, scope, (to the extent possible) basic research approach/methodology, and products of the effort.

Matching Funds Expand Resources Available and Commitment of Partners to Effort. Obtain commitments of cash and in-kind matching contributions from partners as early as possible – if possible, as part of the process of applying for funding. Obtaining matching funds can greatly expand resources available to conducting a community audit and also help to gain active engagement of partnering agencies in a community audit project.

Carefully Monitor Environmental Conditions and Be Willing to Adapt to Changing Conditions. Economic, labor market, and other regional/local conditions can change between the time of submission of a grant application, project start-up, and completion. Such changes can substantially affect the ability and willingness of other organizations and employers to partner in community audits. For example, a downturn in the regional economy (as was the case for many of the CADP grantees) can affect the willingness of local employers within a particular industry sector (e.g., the information technology sector) to participate in an industry cluster/sectoral study, as well as community audits that focus on skill shortages or career paths. Shifts in environmental factors can also rapidly affect intensity of interest and the audience for the community audit products. CADP grantees stressed the importance of carefully monitoring local conditions and being sufficiently flexible in shifting (or narrowing) the focus, scope, and research methods of audits.

Contract with Appropriate Outside Experts to Conduct Data Collection,

Analysis, and Report Preparation Activities. Many CADP grantees stressed the

importance of bringing on experts to design and conduct data collection activities,

especially where large-scale surveys are being conducted. Design of survey instruments

(particularly how questions are structured), sampling strategies, taking the necessary

steps to ensure high response rates, and analyzing survey results require specialized

knowledge and experience (see Exhibit 5-6 for one CADP site's recommendations on

how to improve employer

responses to surveys).

Staff at local WIBs and

other workforce

development agencies often

do not have the specialized

knowledge needed to

skillfully plan and conduct

surveys, focus groups, and

other data collection and

analysis efforts. WIB staff

is often already busy with

day-to-day program

> **EXHIBIT 5-6: STRATIGIES USED BY ONE**
> **GRANTEE TO MAXIMIZE EMPLOYER**
> **RESPONSE RATES TO SURVEYS**
>
> **Alabama Department of Economic and Community Affairs (AL).** In conducting this community audit, the research team utilized and identified a number of strategies that can help to boost survey response rates among busy employers:
> - Keep response time short (generally 5-10 minutes).
> - Make certain the survey is easy to complete; rely mostly on close-ended questions.
> - Pre-test the survey instrument to make sure businesses can answer questions they are asked – revise accordingly.
> - Send out the survey with a supporting letter from a credible source (e.g., a letter with the Governor's signature accompanied each survey).
> - Make certain the survey gets to the right person.
> - Make it easy for employers to return surveys; offer several alternatives for return of surveys (e.g., e-mail, fax, mail, through website, and/or in-person)
> - Use follow-up calls to boost response rates and offer to conduct survey over the telephone.
> - Working through or in collaboration with employer associations may help to boost response rate, especially for sectoral-based projects.

operations – and so, often cannot devote the time and attention necessary for on time

completion of high quality studies. The use of experts may also lend added credibility to

study findings and recommendations, both because the reputation of the educational

institution or research organization conducting the study and because the organization is viewed as objective and not invested in the results of the study (i.e., as not having a stake in study finding, implications, or recommendations).

Give Careful Attention to Contracting Out for Expertise and Monitoring Community Audit Progress. If outside research institutions or experts are utilized, agencies commissioning the research work need to remain actively engaged and carefully monitor progress of the contractor. A project director (at the agency sponsoring the community audit) should be assigned to oversee study progress and frequently (and carefully) monitor study progress and review interim/final deliverables. If the work is competitively bid out, a number of grantees stressed the importance of taking the necessary time to carefully craft the Request for Proposal (RFP) so that the eventual contractor(s) produce(s) timely and useful deliverables. For example, it is important to clearly delineate in the scope of work for the project the key research questions, types of data that should be collected and analyzed, interim and final deliverable products, methods for dissemination, and the schedule for project completion.

Employer Involvement in Community Audits Is Crucial. Engaging employers in community audit studies (either as partners or in data collection activities) can be difficult because employers are busy and often reluctant to become involved with public sector initiatives. Many of the CADP grantees struggled with obtaining satisfactory response rates when they attempted to conduct large-scale surveys of employers. Conducting focus groups with businesses can be an excellent and relatively inexpensive method for involving employers in community audits and gaining their perspectives on key labor force issues. Focus groups also may provide an opportunity to give a sectoral

focus to a community audit (e.g., a focus on the local manufacturing or health care sector) and help explain or supplement findings from analyses of existing data sources. Business visitations (one-on-one visits with employers) are also another method for obtaining input from employers – though such visits are relatively labor

> **EXHIBIT 5-7: EXAMPLE OF USING BUSINESS VISITATIONS TO GAIN INPUT AND INVOLVE EMPLOYERS IN A COMMUNITY AUDIT**
>
> **Lancaster WIB (PA).** To follow up on the aggregate data analysis (the primary focus of the community audit), the Lancaster County WIB contracted with the Team Pennsylvania Business Calling Program to conduct interviews with local businesses in each targeted industry cluster in an attempt to more clearly identify the nature of the cluster, the characteristics of the workforce, demand for workers, and training requirements. By devoting a small amount of community audit grant funds to the Business Calling Program, the Lancaster County WIB was able to add several questions to the in-person survey instrument normally used by the Calling Program interviewers. Calling Program interviewers visited and conducted surveys with over 100 businesses (generally with chief executive officers or plant managers) across the selected sectors.

intensive (see Exhibit 5-7 for an example of using business visitations in a community audit study). Significantly, employer involvement in data collection efforts was increased as firms either directly participated in the broader community audit effort or knew and respected other firms that actively participated.

As discussed earlier (see Chapter 4), in cases where CADP grantees determine that a large-scale survey of employers is appropriate and necessary, there are a number of strategies that can be employed to increase response rate of employers – such as, working through or in collaboration with employer associations; keeping response time short and making sure surveys easy to complete (e.g., by relying mostly on close-ended questions); offering several alternative methods for employers to return surveys (e.g., e-mail, fax, mail, through website, and/or in-person); and using follow-up post-cards and telephone calls to boost response rates.

When Feasible, Combine Qualitative and Quantitative Research Methods.

Community audit studies were generally most useful and relevant when they combined

quantitative data collection (e.g., large-scale surveys and/or analyses of large-scale

existing databases, such as Census and BLS databases) with more qualitative data

collection methods (such as focus groups, business visitations, and stakeholder meetings).

Qualitative and quantitative data collection and analyses can (and should) be

complementary of one another – for example, qualitative analyses can provide

illustrations and help to ensure that quantitative analyses are well-grounded in reality.

Qualitative methods such as focus groups can help both to explain results of the

quantitative analyses and suggest further avenues of possible analyses that might be

undertaken with the survey or existing databases. By the same token, quantitative

analyses may yield results that can be examined further using focus groups, business

visitation, or other qualitative methods. The experiences of CADP grantees suggest the

blending of qualitative and quantitative research methods in community audits yield the

most useful and well-grounded community audit products.

Anticipate and Factor in Possible Delays in Receiving Needed Data. Grantees

cautioned to expect delays when obtaining existing data from other agencies –

particularly, if the data are still being collected or processed and are not available at the

time the community audit is to be initiated. For example, one CADP grantee relied

extensively on data collected as part of the 2000 Census and could not complete a portion

of its analysis until data were released by the Census (which delayed completion of one

section of the grantee's final community audit report). This grantee suggested that when

depending upon data that are not yet available, it is helpful to factor in some additional

time into the schedule of project deliverables to accommodate potential delays in securing needed data.

Carefully Define Industry Clusters. When conducting industry cluster studies, several grantees recommended care in selection of industry clusters and how each cluster is defined. Researchers emphasized the importance of not defining industry clusters too broadly and also reviewing definitions every few years to make certain the sub-industry sectors included in each cluster are appropriate and complete. For example, one CADP grantee found that one of the five industry clusters that it used ("manufacturing") was too broad to be useful – researchers were able to generate more useful analyses of employment growth (and decline) by examining specific sub-industries within this broad industry sector.

Use Interim Reports and Deliverables as a Tool to Monitor Community Audit Progress and to Engage Partners. The production of a series of interim products and deliverables is a good way to monitor ongoing progress of a community audit, rather than waiting to the end of the project to produce a final report. In addition, interim reports and briefings provide a way to actively engage other partners in community audits and gain tangible input on the study. CADP grantees stressed the importance of gaining input on interim (and final) deliverables from the full range of partners involved in the community audit project, as well as (if possible) outside experts and stakeholders in the community. Interim deliverables also provide an opportunity for gauging whether final community audit reports will meet the needs of key partners and other local stakeholders, and whether there is a need to make mid-course adjustments in project goals, scope, methods, or final deliverables.

Consider How the Internet Might be Used to Disseminate the Results of

Community Audits. CADP grantees used the Internet extensively as a primary means to disseminate research products and results (see Exhibit 5-8 for an illustration of how one CADP site established a website to disseminate results of its community audit). While all grantees produced hardcopy reports, they generally made these reports available via their organization's website so that other interested organizations and individuals could easily download the product. CADP grantees also disseminated study results through other means, including: briefings of key stakeholders, holding community meetings, distribution of hardcopy reports and pamphlets/brochures, and convening of conferences/summits.

EXHIBIT 5-8: EXAMPLE OF USING INTERNET TO DISSEMINATE COMMUNITY AUDIT RESULTS

Montgomery County WIB (PA). The outcomes of the survey effort sponsored under the community audit were compiled into a hardcopy directory of social service providers and also uploaded to the MontcoWorks website (at www.montcoworks.org). The MontcoWorks website – developed as part of the project – is a one-stop web-based resource tool intended to support workforce development and human services in Montgomery County. The website enables the user to search for particular types of services by topics such as Community and Housing, Education, Health, Human Services, Legal, and Transportation Services. The website also allows users to search for services and organizations in a particular geographic area of the county. Further, the website makes available other types of information of interest to workers, employers, and social service agencies, including: (1) articles on workforce development and human services issues; (2) a calendar of conferences/events in and around the county; (3) direct links to newsletters of organizations serving Montgomery County; (4) Internet links to national and state organizations serving the workforce; and (5) Internet links to national clearinghouses.

Several grantees also used the Internet to collect data – downloading existing databases over the Internet for analysis; making completion and submission of large-scale surveys possible via the Internet; and in the case of human services resource directories, allowing agencies to submit and revise listings via Internet-based database systems.

Develop Products that Support Future Strategic Planning and Grant Making

Efforts. CADP grantees have made use of final deliverable reports and statistical analyses conducted as part of community audits to support submissions for other federal, state, and foundation grant opportunities, as well as to assist in the preparation of strategic plans. Many CADP grantees indicated that the products they had developed as a result of the community audit made a tangible difference in their ability to secure additional grant funding and to play an integral role in local/regional strategic planning efforts. Hence, it is important in designing community audits that sponsoring agencies give careful thought to how final products of the community audit will support

> **EXHIBIT 5-9: EXAMPLE OF USING COMMUNITY AUDIT TO SUPPORT OTHER GRANT PROPOSALS**
>
> **Concho Valley Workforce Development Board (TX).** Community audit products were used as primary backup documentation to support the following successful grant applications:
>
> - **Steady Steps Day Care, Mason, Texas** – $32,000 in funding from the San Angelo Health Foundation.
> - **Concho Valley Workforce Development Board -** Local Coordination Grant of $78,344 to support a Rural Employer Services Representative position.
> - **Junction Independent School District-** Grant funding from the Peterson Foundation to support a youth program during the summer months; grant writers utilized the *Kimble County Community Strategic and Service Delivery Plan* to document demographic characteristics, identify potential partnerships, and specific a service delivery plan to identify and increase opportunities for youth.
> - **Kimble County Hospital** - Grant funding of $72,248 from the San Angelo Health Foundation to purchase hospital beds for critical access hospital; grant writers utilized demographic characteristics profile from *Kimble County Community Strategic and Service Delivery Plan.*
> - **The Library Club of Menard, Inc.** - Grant funding of $80,000 for construction of a new public library; grant writers utilized demographic characteristics profile from *Menard County Community Strategic and Service Delivery Plan*

future strategic planning efforts and future efforts to secure grants and other funds (see Exhibit 5-9 for an example of using products of community audits to support future grant proposals).

C. Future Plans of Grantees for Replication of Community Audits

CADP grantees were generally upbeat about updating their community audits in the future, though they were uncertain as to whether the funding necessary to do so would be available. As shown in Exhibit 5-10 (see next page), grantees planned in most instances to update at least certain components of the studies that they had conducted under their grants. The grants had helped to increase their awareness of the importance of collecting up-to-date and comprehensive labor market information and how such data could contribute to strategic planning efforts). Some grantees indicated that certain components of their studies that they had made available on their websites would need to be periodically updated. As grantees moved forward with the knowledge they had accumulated as a result of their community audits, they were not concerned about their ability to replicate such studies in the future, but rather whether funding would be sufficiently available to do so. Exhibit 5-11 provides an example of one CADP site that was particularly interested in building in-house knowledge and capability to be able to replicate its community audit in the future.

> **EXHIBIT 5-11: REPLICATION TRAINING FOR WIB STAFF**
>
> **Three Rivers WIB (PA).** One unique aspect of the Three River WIB's community audit project was that while the grantee contracted out the research under the community audit to a private research firm (the Corporation for a Skilled Workforce), it also had this contractor provide training to WIB staff on the databases and research methods employed in the study once the analyses were completed. This training – referred to as "replication training" -- was intended to transfer knowledge to WIB staff so that in the future the WIB could replicate the methods to update the community audit or conduct analyses of labor supply and demand in specific industry sectors.

EXHIBIT 5-10: PLANS FOR FUTURE COMMUNTY AUDIT RELATED ACTIVITIES/REPLICATON AMONG THE 18 CADP GRANTEES VISITED

State	CADP Grantee	Plans for Future Community Audit-Related Activities/Replication
AL	Alabama Department of Economic and Community Affairs	• Expects that the final report will help to guide training efforts through the good information presented on employer needs. Grantee plans to refresh the data but will this be a political decision in the end.
CO	Colorado Workforce Development Council	• The state will "drill down" to the local WIBs to conduct their own audits by providing each WIB with about $10,000 for the conduct of such audits. • State of the Workforce Summit – an annual event -- will enable the state agency to refresh the community audit on an annual basis.
IA	Central Iowa Employment & Training Consortium	• No firm plans for future audit – would need funding, but think it would be valuable to conduct update in at least 5-year intervals (to coincide with planning cycles).
IL	The Workforce Board of Northern Cook County	• The WIB's long-term goal is to have staff trained to conduct this level of research. There will be an effort to update the information and community audit will continue to drive the strategic planning in the workforce investment area and the region.
IN	Center of Workforce Innovations	• There is already an ongoing effort to update the data. For example, with the Learners Report, CWI is developing the second edition and is updating the information. The industry clusters will come into play in the future as well while looking at growth and job opportunities.
KY	KentuckianaWorks	• KentuckianaWorks may "tweak" community audit information -- most likely every two years.
LA	City of New Orleans, Office of Workforce Development	• There are no current plans for replication.
MA	Regional Employment Board of Hampden County, Inc.	• Some update is planned of community audit on an annual basis, but depends on other studies and assessments. REB will have to update information that is up on Web site. • The region is part of the American Community Survey so it will receive annual data with a good general picture of the region's economic health.
MD	Governor's Workforce Investment Board	• No firm plans for future audit – would need funding, but interested in conducting additional cluster studies and holding additional summits like the health care summit in other industry sectors. • Over the next five years, grantee would like to continue to look at occupational shortages and labor requirements of local businesses; also very interested in conducting additional research on industry clusters.
MO	East-West Gateway Coordinating Council	• The Healthcare Intelligence System will house data and analyses will be continuously updated.
MT	Montana Job Training Partnership, Inc.	• Grantee plans to develop major initiatives with industry clusters, train-the-trainer, and employers; additional documents based on results of survey of sustainable community checklist; assist other communities to do community audits. Community audit would be updated if there are available funds.
OK	Tulsa Area Workforce Investment Board	• Focus groups, which turned into taskforces, will continue after the CA; WIB will be developing a timeline and workplan to gather and update data. There will also be GIS applications of the data collected.
PA	Lancaster County Workforce Investment Board	• Interns are in place waiting to analyze the 2001 data. • Other WIBs in the state are paying the WIB to analyze data for their service area and provide a report. • Steering committee will be maintained.
PA	Montgomery County Workforce Investment Board	• The MontcoWorks website will continue to be maintained with funding provided by the Montgomery County WIB. • Social service agencies with listings on the website director will be able to update

EXHIBIT 5-10: PLANS FOR FUTURE COMMUNTY AUDIT RELATED ACTIVITIES/REPLICATON AMONG THE 18 CADP GRANTEES VISITED

State	CADP Grantee	Plans for Future Community Audit-Related Activities/Replication
		their listing at least every two years. Agencies that have not yet submitted survey information can at anytime complete the survey online for inclusion in the website. • With regular updating of the website by social service agencies, the WIB anticipates being able to carry out future analyses of the workforce and human services delivery system in the county.
PA	Three Rivers Workforce Investment Board	• The data will be continually updated.
TX	Concho Valley Workforce Development Board	• The CVWDB intends to update the information from the community audit on a yearly basis, especially as it reviews its county plans.
TX	Texas Engineering Extension Service	• In two years, the grantee would like to do another survey.
WA	Seattle-King County Workforce Development Council	• The WDC has no definite plans to refresh the community audit data, but will work to find way to do it. The WDC intends to revisit the questions about manufacturing and its viability and reexamine its needs. The WDC conducts an annual labor market analysis and through this will keep the community audit data fresh.

Finally, CADP grants had a number of unanticipated spin-offs that benefited the

locality or region. Some grantees found that their participation in CADP opened doors to other grant opportunities or to collaborations with other local agencies to secure additional funding (see Exhibit 5-11). In some sites, grantees were involved in follow-on activities (such as a health care summits held in Maryland and Illinois) where

> **EXHIBIT 5-11: EXAMPLE OF UTILIZING A COMMUNITY AUDIT STUDY TO OBTAIN ADDITIONAL FUNDING**
>
> **Lancaster County WIB.** As a follow-up to the community audit, the Lancaster County WIB received a $15,000 grant from the Pennsylvania Department of Community and Economic Development to conduct qualitative research focusing on knowledge and skill gaps in four technology-based career ladders: industry maintenance, maintenance of information technology systems, industrial controls, and lab technician. In addition, since the completion of the community audit cluster analyses, the Lancaster County WIB has contracted with 12 other workforce development boards across the state – representing about 35 counties – to produce the same types of industry cluster analyses that had been undertaken in Lancaster County.

community audit research was presented to wide audiences. Many grantees were

encouraged that the experience and expertise they had developed as a result of CADP

would help them in the future to qualify for other sources of funding.