Maximizing Staff Resources in Meeting the Needs of Job Seekers in One-Stop Centers: Technical Report No. 22

by

James P. Sampson, Jr.
Robert C. Reardon

January 4, 1997

The Center for the Study of Technology in Counseling and Career Development
University Center, Suite A4100
The Florida State University
Tallahassee, FL 32306-1035

(904) 644-6431 (voice) (904) 644-3273 (FAX)
http://www.fsu.edu/~career/techcntr/

TABLE OF CONTENTS

Maximizing Staff Resources in Meeting the Needs of Job Seekers in One-Stop Centers: Technical Report No. 22

Abstract

This paper proposes models for serving job seekers that utilize (1) self-help services, (2) brief staff-assisted services, and (3) individual case-managed services to maximize staff resources in one-stop centers. After the need for maximizing staff resources is discussed, the evolution of one-stop centers is examined in terms of the limitations of existing services and the one-stop response. One-stop center design is explored via design principles, services provided, the functioning of career resource centers, and the use of computer technology. Levels of support are discussed in relation to the needs of job seekers and options for matching needs with staff support options (self-help services, brief staff-assisted services, and individual case-managed services) are reviewed. Two models are then proposed for maximizing staff resources in meeting the needs of job seekers. A model for determining the support necessary for job seekers to make effective use of information and assessment resources is presented, followed by a model that includes specific service delivery sequences for self-help services, brief staff-assisted services, and individual case-managed services. Potential resources for screening of job seekers in one-stop centers are then presented followed by the conclusion.

Introduction

Job seekers have a wide diversity of employment needs. While some job seekers need to make immediate employment decisions, other job seekers need to make occupational, educational, and/or training decisions before considering employment options. The ability of job seekers to make and act upon employment decisions is influenced by their readiness for decision making and by the barriers they face in making choices. As a result, some job seekers need more assistance than others to make effective use of the increasing amounts of information available to aid decision makers. The problem is that staff resources available in one-stop centers for job seeker assistance are typically very limited. Cost-effective models of service delivery are needed to maximize the use of staff resources in meeting the needs of job seekers. This paper briefly reviews the evolution of one-stop centers and the services they provide to job seekers. Models designed to maximize staff resources in meeting a range of the needs of job seekers are then presented. While this report focuses on strategies for better serving job seekers, it is understood that employers, education and training providers, economic developers, planners, and policy makers are also important one-stop customers to be served.

Evolution of One-Stop Centers

Limitations of Existing Services

Numerous programs have been offered to meet the varying employment needs of individuals. Over time, however, the diversity of programs offered resulted in problems that limited service delivery effectiveness. Dykman (1995) noted that fragmentation, lack of collaboration, and poor resources have limited the effectiveness of services. Job seekers had to visit several service providers in different locations to obtain the help they needed. Poor collaboration among service providers meant that job seekers were often required to provide similar information to each service provider. Dividing available resources among many service

providers meant that no one provider could offer the diversity of information and assessment resources that many job seekers needed. Crawford (1993) noted that many services, including counseling, assessment, job placement, and job search training, were duplicated among service providers. As a result of duplication, increased administrative costs reduced the funds available for service delivery, while job seekers and employers were frustrated with the many service providers that must be dealt with in order to receive assistance.

One-Stop Response

One-stop centers have evolved to address the problems of fragmentation, lack of collaboration, limited resources, and duplication of employment and related social services. Although one-stop approaches to the delivery of social services have existed for some time (see Hellerman, 1975), it is only recently that the one-stop approach has become a central feature of federal and state policy. The role of the federal government has been to encourage the enhancement of employment and related social services by awarding competitive one-stop planning and implementation grants to the states. While the federal government established basic design principles, states have the latitude to select the best approach for implementation. With states designing and controlling one-stop services (Lee, 1995), the extent and nature of services varies from state to state. Levitan and Mangum (1994) noted that some states responded by combining employment and training programs into one administrative unit. Other states have gone beyond this to a full one-stop shop concept, co-locating employment and training services in one facility to reduce service duplication and to improve service access.

Design of One-Stop Centers

The design of one-stop centers will be described in terms of basic design principles and typical services provided. The use of career resource centers and information technology are then described as key resources in service delivery.

Design Principles

Four basic design principles have guided one-stop development. These principles include: (1) universality, (2) customer choice, (3) integrated services, and (4) accountability. Universal access aims to provide customers (both job seekers and employers) with easy, or in some cases unrestricted, access to needed information and services. Customer choice aims to give customers the ability to decide which services, including self-help options, are most appropriate for meeting their needs. Integrated services aim to minimize fragmentation, duplication, and resource limitations by encouraging service providers to collaborate in establishing common service functions (such as intake) and by sharing infrastructure (such as data management). Accountability aims to shape the evolution of one-stop centers by emphasizing performance driven/outcome-based services.

In describing the design of a local one-stop center, Social Policy Research Associates (1996a) noted, "Rather than viewing the Center in terms of the program priorities of the individual partners, which vary in terms of target populations and available services, the new Center vision depends on viewing the needs of the customers as the starting point, and enabling individual customers to navigate the multi-agency system to access comprehensive services responsive to their needs" (p. 8-9). [See Halvorson (1990) for a description of the evolution of a job service office into a one-stop center.]

Services Provided

Two basic approaches exist for delivering services in one-stop centers. The first approach involves <u>direct access</u> to services, such as the provision of labor market information (LMI) to support a job seeker's career decision making.[1] The second approach involves <u>brokering</u> of services (McCarthy & Lashman, 1994), such as helping job seekers identify and select training opportunities necessary to implement an occupational choice. Clinton (1994), Dykman (1995), Kogan (1996), McCarthy and Lashman (1994), Social Policy Research Associates (1996a), and the Colorado Workforce Coordinating Council (1995) identified the following range of direct access and brokered services that may be delivered in one-stop centers:

AFDC eligibility determination
apprenticeship search
apprenticeship information provision
assessment of aptitudes, interests, and skills
career counseling
case management
child care for customers with children
consumer reports on local education and training
diagnostic assessment
education search
education information provision
employment counseling
employment information provision
entrepreneur training
financial aid search
food stamp eligibility determination
intake
job development
job referral and placement
job search training
job training eligibility determination
labor market information provision
medical service eligibility determination
occupational information provision
orientation to information and services available
outreach to populations who have been difficult to serve
   (e.g., limited English proficiency)
recruitment
referral to other information and service providers
screening for subsequent service delivery
service delivery planning (including one-stop services and referrals)
training search

---

[1] In this paper, the term "career decision making" refers to the broad range of decisions individuals make about occupations, education, training, and employment. Occupational, educational, training, and employment factors interact in response to changes in the labor market, the individual, and often the individual's family. Career decision making is most effective when individuals make informed choices that incorporate self-knowledge with labor market knowledge.

training information provision
unemployment insurance claim assistance
vocational rehabilitation referral
workers' compensation eligibility/claims

The availability of the above services in one-stop centers will likely vary between and within states according to the funding available, and the employment and related social service agencies who collaborate in one-stop operation.

Career Resource Center

A career resource center (CRC) serves as a focal point in one-stop centers for disseminating information to job seekers. A variety of job seekers may use a CRC, ranging from an individual independently accessing self-help information to a job seeker using information with the assistance of a staff member as one component of case managed services. In addition to having work stations for computer access, a CRC typically has space for using collections of print and video resources in an area with the look and feel of a library (Employment and Training Administration, 1996; Social Policy Research Associates, 1996a). Similar to a library, staff are available to assist job seekers in locating and using information. These staff have titles such as monitor/resource specialist (Employment and Training Administration, 1996), resource area specialist (Social Policy Research Associates, 1996b; 1996c), and career resource center coordinator (Hoppin & Splete, 1996). CRC staff may have qualifications as a career development facilitator (Hoppin & Splete, 1996), career guidance technician, occupational specialist, librarian, counselor, or social worker, and/or receive on-the-job training. Given the rapid evolution of information resources, all staff (irrespective of credentials) need on-going training to remain effective. CRC staff with appropriate training and experience may also use the CRC to administer and interpret various tests and assessments. [See Peterson, Sampson, and Reardon (1991) for information on the design and staffing of a model CRC.] As general access to information technology improves, some of the information dissemination functions of the CRC will be more widely used outside of the one-stop center.

Information Technology

The use of information technology (IT) is a key element of one-stop center design. IT is used to support one-stop service delivery through automated intake, documentation of customer service delivery plans, and data collection for record maintenance and program evaluation. IT is also used to deliver services to job seekers through computer-assisted assessment, career information delivery systems (CIDS), job banks, talent banks, resume writers, occupational data bases (e.g., OIS & O*NET), and access to web pages and bulletin boards over the Internet.

In a recent survey of LMI resources used in one-stop centers, the Interstate Conference of Employment Security Agencies (ICESA, 1996) noted a trend toward increased electronic dissemination of information. A majority of states had implemented CIDS and were disseminating state-specific LMI via Internet web sites and bulletin boards. Woods and Ollis (1996) and Woods, Ollis, and Kaplan (1996) document the current availability of LMI on the Internet.

IT makes it possible to deliver information on-site or at a remote location. On-site information delivery in a one-stop center has the advantages of allowing the provision of support when job seekers need help in locating and using information, and in providing

Internet connections to job seekers without home or work access points. However, as job seeker demand for information increases, the physical capacity of one-stop centers to handle the traffic flow will likely become a problem. Remote information delivery via the Internet and kiosks has the advantage of serving an unlimited number of job seekers. However, the needs of some job seekers may not be effectively met by simple information access. This issue is discussed below in terms of the need for support for job seekers.

Need-Based Levels of Support for Job Seekers

The need for job seeker support and matching job seeker needs with support options are discussed in the following section. Three levels of service delivery (self-help services, brief staff-assisted services, and individual case-managed services) are then described.

Need for Job Seeker Support

IT has generally increased access to information that individuals need to make career, education, training, and employment decisions. It is important to clarify, however, what is meant by "access." If access means only obtaining information, then computers, print materials, and video resources are often sufficient (assuming that the information is congruent with job seekers' needs). If access, however, means obtaining and using information, then past experience has shown that some individuals will need assistance to effectively use information in decision making. Three decades of experience with the use of computer-assisted career guidance systems has shown that some individuals can effectively use these systems with minimal or no assistance (after screening), while others need support to benefit from system use (Sampson, 1997).

As stated previously, universal access and customer choice are basic one-stop design principles. Taken to extremes, however, these design principles may become counterproductive. Universal unrestricted access to some types of one-stop information and services is likely to be ineffective for certain job seekers. For example, unrestricted access to a data base of employers by industry via the Internet or a kiosk may not pose any problems for the majority of job seekers. However, unrestricted access to career assessment and occupational search programs may lead some job seekers to misuse computer resources due to misconceptions about themselves or the software they have used. Besides unrestricted access, uninformed customer choice of available one-stop information and services may be equally problematic. Customer choice assumes that job seekers have accurately self-assessed their needs. Returning to the previous example, job seekers may be generally very capable of assessing their need for a data base of employers by industry. It is likely to be much more difficult for an uninformed job seeker to determine if career assessment should proceed an occupational search given their needs. Customer choice should be an informed choice, with input from one-stop staff when appropriate.

Providing job seekers with guidance about appropriate services and encouragement to pursue their employment goals was seen by one-stop staff as a key feature of service effectiveness (Social Policy Research Associates, 1996a). "While state One-Stop partners tend to emphasize the importance of self-service systems as a key element of the One-Stop service delivery approach, local One-Stop partners in Waukesha perceived the 'personal' assisted services provided by Job Center staff as the key to providing services responsive to customer needs" (Social Policy Research Associates, 1996d, p. 12). The Business Council for

Effective Literacy (1991) noted the need for counseling in the delivery of effective welfare to work services. [See Ross (1994) for an example of the role of counseling in one-stop service delivery.]

Matching the Needs of Job Seekers with Support Options

Given the limited staff resources that exist for service delivery, it is critical that staff time be used wisely. Effective allocation of staff time can be achieved by balancing self-help services and staff-assisted services. The availability of self-help services can free up staff time for customers with greater needs (Kogan, 1996; Social Policy Research Associates, 1996c; Sampson, 1997).

Three levels of intervention, or tiers of service, have emerged in state implementation of one-stop centers. Although terminology varies somewhat from state to state, the three levels of assistance typically provided to job seekers can be identified as: (1) self-help services, (2) brief staff-assisted services (including group interventions), and (3) individual case-managed services (Kogan, 1996; Ross, 1994; Social Policy Research Associates, 1996c). This emerging three level approach reflects the scope of services envisioned by the United States Department of Labor of: (1) self-service (in office and remote), (2) mediated self-service, (3) personal service, (4) intensive service, and (5) case-managed service. The largest customer base is envisioned in self-service while the most extensive support requirements exist for case-managed services.

The amount of staff time devoted to each level is depicted in the inverted pyramid model (Social Policy Research Associates, 1996c). The base of the inverted pyramid has the greatest area, depicting that most job seekers receive self-help services. The next largest area is the middle of the inverted pyramid, depicting that the next largest segment of job seekers receive brief staff-assisted services (often in the form of group interventions). The smallest area of the inverted pyramid is the apex, depicting that individual case-managed services are provided to a proportionally smaller number of job seekers. While affirming that some job seekers have substantial to moderate needs that require varying levels of staff assistance, the inverted pyramid model acknowledges that most services will be provided on a self-help basis given limited financial resources.

Individuals seeking career and employment services can generally be categorized as decided, undecided, or indecisive (Peterson et al., 1991; Peterson, Sampson, Reardon, & Lenz, 1996). Decided individuals can specify a choice, but may need assistance to clarify or implement their choice. Undecided individuals cannot specify a choice and typically need self, occupational, and decision-making information to help them choose. Indecisive individuals cannot specify a choice and typically need information, while also having a maladaptive approach to decision making in general that makes choosing more difficult. In general, decided and undecided individuals can typically benefit from self-help and brief staff-assisted services, while indecisive individuals will typically need individual case-managed services to make appropriate career and employment choices.

Self-Help Services

In an era of increased customer flow and declining resources, self-help services have become a key element of one-stop service delivery. "It is envisioned that the large network of One-Stop Centers will be perceived as a professional environment where job seekers can access high-quality information and services without stigma or eligibility for a particular

program" (Social Policy Research Associates, 1996c, p. 10). The lack of eligibility requirements for self-help service delivery, coupled with the use of IT for dissemination of information, greatly expands the number of potential one-stop customers.

Self-help services can be delivered both on-site and at remote locations. On-site information delivery typically occurs in the career resource center (CRC) located within the one-stop center. Delivering self-help services within a CRC has the advantage of allowing staff to briefly screen job seekers to determine if the self-help mode is reasonably likely to meet their needs. If the self-help mode appears appropriate, the role of CRC staff is to briefly orient job seekers to the process of identifying and using resources and to respond to questions posed by job seekers. Brief video-based orientations can be used to save staff time for responding to job seeker questions. If the self-help mode appears inappropriate, the role of CRC staff is to refer the job seeker to brief staff-assisted or individual case-managed one-stop services.

The process of screening can be as <u>simple</u> as asking a job seeker to identify the information he or she is seeking, or as <u>involved</u> as a short screening interview where a job seeker may complete a brief screening measure to help a staff member to accurately determine the customer's needs. For example, if an individual enters a CRC and asks, "Can I see a directory of local employers?" the information would be provided without any further screening. Problematic use of information resources by job seekers would be detected by CRC staff monitoring career resource use by inquiring, "Are you finding the information you need?" If job seekers communicate that they are having problems, further more careful screening for decision-making readiness could then occur. If an individual enters the CRC and states that, "I have interviewed for several jobs over the past few months and I am not getting any second interviews. I don't know what to do," then a more careful screening for decision-making readiness would occur initially. "Could I see information on the job outlook for computer programmers?" would not require careful screening, while "I am having difficulty choosing a training program that is right for me," would initiate a more careful screening intervention. This approach better maximizes the balance between easy access to information and appropriate support for effective use of information resources. A recent survey of operational one-stop centers revealed that 77% of customers served received a brief assessment interview to clarify their needs (Sampson, Reardon, Kolodinsky, & Herbert, 1997).

Information disseminated in a self-help mode needs to be originally designed with this purpose in mind. Information resources designed primarily for use by educators or employment and training professionals can typically be effectively used by only well educated and motivated job seekers. To be effective for the broad range of job seekers using one-stop centers, print materials, video resources, and computer systems need to be easy to use. Also, a variety of resources need to be available in order to accommodate job seekers with varying verbal ability, learning styles, and motivation (Peterson et al., 1991). Given that some job seekers have limited reading proficiency, a portion of the resources need to be easy to read (or view) and comprehend. For example, video presentations need to include some occupations with minimal cognitive complexity in training requirements. Resources should also include presentation in languages other than English that are prevalent in the one-stop service area. Care should also be taken that resources avoid stereotyping by gender, age, ethnicity, race, or disability. Descriptive signage and an easy to use index of resources should be available to facilitate job seekers' independent ability to locate needed information.

Remote information delivery can occur wherever job seekers have access to the Internet. The public sector (e.g., libraries, schools, postsecondary institutions, agencies, and correctional facilities) and the private sector (e.g., homes and businesses) offer options for access to computer-based one-stop information and services. Delivering self-help services in remote locations has the advantage of reaching the maximum number of potential job seekers. Using technology to facilitate remote service delivery is an important strategy toward achieving the goal of universality of services (Social Policy Research Associates, 1996c). The availability of self-help information at publicly accessible kiosks limits problems associated with less affluent members of society having difficulty accessing potentially valuable information and services (Sampson et al., in press). In some cases, job seekers can complete the intake process as well as receive information. As Internet infrastructure development progresses, it will likely be possible to complete screening for service delivery via videoconferencing.

Brief Staff-Assisted Services

An initial screening may indicate that self-help services are not likely to meet the job seeker's needs, yet the needs of the job seeker are not substantial enough to require individual case-managed services. In this situation, brief staff-assisted services provide a potentially cost-effective alternative to self-help and individual case-managed services. Brief staff-assisted services are similar to self-help services in that both approaches: (1) use most of the same information resources and services; (2) can be delivered in the CRC setting; and (3) CRC staff can respond to subsequent job seeker questions about the location and use of information and self-assessment resources. The differences between approaches are that in comparison with self-help services, brief staff-assisted services allocate staff time for: (1) identifying the nature of the job seeker's problem; (2) collaboratively setting job seeker goals; (3) creating a written plan that identifies the sequence of one-stop information and resources that job seekers will use to meet their goals; and (4) reviewing job seeker progress toward meeting his or her goals.

The cost-effectiveness of brief staff-assisted services is enhanced through the use of group interventions (e.g., workshops or group counseling) and/or through self-directed career decision-making. Group interventions can be general in scope (e.g., mid-career change) or specific (e.g., assessing transferable skills in business). Self-directed career decision making involves job seeker use of information and self-assessment resources in a career library with staff support. The job seeker directs his or her own use of resources and services with staff providing the job seeker with assistance in identifying needs, establishing goals, selecting and using resources, and in evaluating progress (Peterson et al., 1991).

Providing self-directed career decision-making services within a career resource center (CRC) allows staff to use career and employment resources as an integral part of delivering services. Staff can model information-seeking behavior for the job seeker, while providing encouragement and reinforcement for information use. Job seeker use of resources becomes a learning event that staff can use as a further stimulus for insight, exploration, and problem solving. Staff can immediately follow-up job seeker information use, helping to ensure that needs are being met. Staff can quickly make informed decisions about subsequent information and services that may be appropriate for the job seeker.

Customer-focused flexibility is a key characteristic of self-directed career decision making. Rather than requiring the job seeker to conform to hourly scheduled appointments each week, the job seeker (with staff input) decides how much time is needed to use

information and self-assessment resources and to seek staff assistance. A customer may chose to come to the CRC at times that one particular staff member is on duty or he or she may chose to come to the CRC at times that are convenient and receive assistance from several different staff members. Staff may assist three job seekers in one hour or one job seeker for ninety minutes depending on the needs that are identified. Service delivery continuity is provided through individual service delivery plans that multiple staff members can use to monitor job seeker use of resources and services. Both professional and paraprofessional staff can be used to deliver these services. In addition to being familiar with labor market information resources, staff need to be familiar with effective communication skills and the decision-making process. The success of self-directed career decision making depends on job seeker readiness for relatively independent use of resources and services, good instructional design of career and employment resources, common staff training, and staff teamwork (Peterson et al., 1991; Reardon, 1996). Green (1995) provided an example of paraprofessional training related to resume critiques.

Self-directed career decision-making, using a combination of professional and paraprofessional staff, has been shown to be a cost-effective method of delivering career services (Reardon, 1996; Reardon, Domkowski, & Jackson, 1980; Reardon & Minor, 1975). There are several noteworthy features of the self-directed career decision making method:

1. Services can be provided to multiple job seekers at the same time if the facility is open and minimal staff assistance is present. There would be no waiting lists for individual appointments, and services would not be constrained by the number of individual offices available.

2. Services would be provided in an career resources room or library, and staff with differentiated levels of competency would be available. Lesser trained staff could consult immediately with other staff to provide job seeker assistance. Service providers work in teams in an open room, rather than isolated in individual rooms.

3. The self-directed approach provides a flexible response to periodic surges in customer visits, and does not waste service capacity if the customer or counselor is unable to keep an appointment.

4. The self-directed approach accommodates two or more job seekers who want to work on career decision-making problems together and at the same time.

5. In a report of a self-directed career decision-making program in comparison to a hypothetical individual counseling approach (Reardon, 1996), the cost was 2.4 times lower for the self-directed approach.

6. The self-directed approach places the responsibility on the job seeker to initiate action, and to become active in learning career problem solving and decision making skills.

Individual Case-Managed Services
An initial screening may indicate that neither self-help services nor brief staff-assisted services are likely to meet the job seeker's needs, and that individual case-managed services are required. Case managed services may also be automatically provided in specific categorical programs where this level of service has been shown to be generally appropriate

for job seekers with multiple needs. In an evaluation of one-stop center services in Wisconsin, Social Policy Research Associates (1996a) stated, "Although self-directed activities and services were clearly viewed as important, it was also believed that there was no substitute for face-to-face interaction. Human contact was wanted and needed, especially by a few of the participants who unequivocally stated that their case manager was 'key' for them" (p. 22). In a similar one-stop evaluation conducted in Maryland, "several participants discussed the importance of having case managers, who are called 'counselors.' ...It was believed that having 'someone to talk to' was generally important, but was absolutely crucial for those individuals laid off after several years of 'secure' and well-paying employment" (Social Policy Research Associates, 1996b, p. 19).

Some indecisive job seekers will have substantial mental health issues that will require referral for mental health services. One-stop staff, working collaboratively with mental health practitioners, can design and deliver career and employment services that are appropriate for the job seeker's needs. Some job seekers with mental health issues may qualify for vocational rehabilitation services.

While self-help, brief staff-assisted, and individual case-managed services share many of the same information and assessment resources, job seekers receiving individual case-managed services typically require more assistance in locating and using these resources. While staff can work with job seekers in the CRC to use specific information resources, most service delivery time is spent in private staff offices with scheduled appointments. Service delivery continuity is provided by having one counselor/case manager lead in providing services, with additional support provided by CRC staff.

Models for Maximizing Staff Resources in Meeting the Needs of Job Seekers
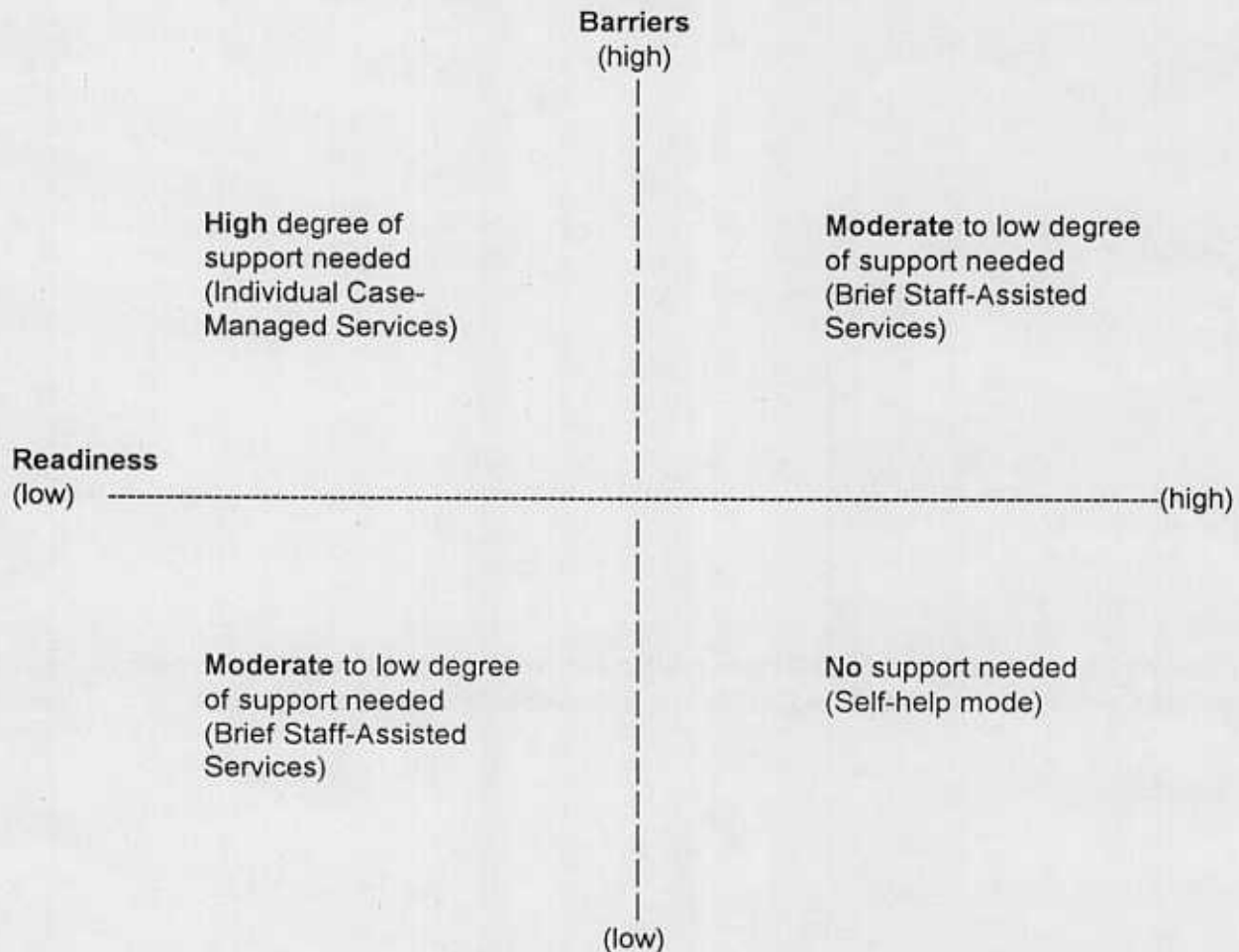
A two dimensional model for determining the support necessary for job seekers to make effective use of information and assessment resources is presented in this section, followed by a model for one-stop center service delivery. The section concludes with an identification of resources for job seeker screening/intake. The following models represent only one option for conceptualizing one-stop services for job seekers. These models are provided to stimulate discussion among one-stop staff regarding the most appropriate service delivery designs to meet state and local needs.

A Model for Determining the Needs of Job Seekers

Figure 1 presents a two dimensional model for determining the support necessary to make effective use of information and assessment resources in one-stop centers. The two dimensions in the model include readiness and barriers. For job seekers who lack readiness for decision making and who experience many barriers in implementing their decision, a high degree of staff support is needed via individual case-managed services. For job seekers who are ready for decision making and who experience few barriers in implementing their choice, no staff support (beyond screening) is needed via self-help services. Combinations of high readiness and high barriers, or low readiness and low barriers, require moderate degrees of staff support via brief staff-assisted services. Decided and undecided individuals would tend toward high readiness, while indecisive individuals would tend toward low readiness.

Figure 1

A Two Dimensional Model for Determining the Support Necessary
to Make Effective Use of Information Resources in One-Stop Centers

Barriers
(high)

High degree of
support needed
(Individual Case-
Managed Services)

Moderate to low degree
of support needed
(Brief Staff-Assisted
Services)

Readiness
(low) --(high)

Moderate to low degree
of support needed
(Brief Staff-Assisted
Services)

No support needed
(Self-help mode)

(low)

Several screening instruments have been developed to help practitioners identify an individual's readiness for career decision making. These instruments typically measure either the state of career indecision or factors associated with career indecision (e.g., beliefs, identity, knowledge, and thoughts). Data from a screening instrument, combined with job seeker responses to a few open-ended questions about career and employment choices, can be used by one-stop staff to make an initial determination of decision-making readiness. Subsequent job seeker contact can alter this initial determination. Examples of current screening instruments are presented at the end of this section.

It is difficult to think clearly about decision making or act decisively on a choice when job seekers are confronted with problems related to food, housing, child care, and/or health. Job seeker responses to a few open-ended questions about food, housing, child care, and/or health can be used by one-stop staff to determine if barriers are likely to impede decision-making about education, training, or employment.

The goal of this model is to avoid overserving or underserving job seekers by using a screening process to ensure that the level of service is appropriate to job seekers' needs. Delivering self-help services to high readiness - low barriers job seekers and brief staff interventions to moderate readiness - moderate barriers job seekers leaves more staff time for low readiness - high barriers job seekers to receive individual case-managed services. In this way, limited staff resources are used in a manner that achieves the greatest possible benefit for the greatest number of job seekers.

A Model for Service Delivery in One-Stop Centers

The model for one-stop center service delivery proposed in this paper is based upon a generic sequence of career service delivery designed for use in a variety of settings (Peterson, Sampson, & Reardon, 1991; Peterson, Sampson, Reardon, & Lenz, 1996). This generic model includes seven steps and is shown in Figure 2. The seven steps of the generic model include:

1. Initial interview
2. Preliminary assessment
3. Define problem and analyze causes
4. Formulate goals
5. Develop individual learning plan (ILP)
6. Execute individual learning plan
7. Summative review and generalization.

This generic model has been adapted for use in one-stop centers by creating specific service delivery sequences for self-help service delivery, brief staff-assisted services, and individual case-managed services. Each service delivery sequence is similar in that they share the same basic seven steps, identified below.

1. Intake
2. Screening
3. Problem identification
4. Goal setting
5. Service delivery planning
6. Resources and service use
7. Problem review

Screening and service delivery planning are two key elements in ensuring effective job seeker use of resources and services. Concerning screening, the proposed Reemployment Act of 1994 (Clinton, 1994) stated that, "comprehensive and specialized assessments of the skill levels and service needs of individuals, which may include - - (i) diagnostic testings and other assessment tools; and (ii) in-depth interviewing and evaluation to identify employment barriers and appropriate employment goals" (p. 43-44). The proposed act further stated that preliminary assessment should include "supportive service needs" (p. 42). Brief screening functions, conducted by appropriately trained staff, can occur within the CRC. Experience with this approach, has shown that adolescents and adults are willing to discuss their career concerns with a staff member in an open CRC setting (Peterson et al., 1991; Reardon, Domkowski, & Jackson, 1980; Reardon & Minor, 1975). In terms of service delivery planning, the same proposed legislation (Clinton, 1994) stated that, "the development of an individual reemployment plan, which shall identify the employment goal (including, in appropriate

circumstances, nontraditional employment), appropriate achievement objectives, and the appropriate combination of services for a participant to achieve the employment goal" (Clinton, 1994, p. 44). The reemployment plan is to be jointly developed by the individual and the service provider, signed by both parties, and periodically reviewed to evaluate progress and make appropriate modifications (Clinton, 1994). Kogan (1996) identified service planning as a key component of one-stop services. The Colorado Workforce Coordinating Council (1995) recommended that follow-up evaluations go beyond placement outcomes, and that "evaluations must be tied to the initial assessment and the individual's personal goals" (p. 22). In order to use this type of data in evaluation, some type of screening, problem identification, and goal setting must take place to record base line data.

Given the need for job seeker screening discussed previously in this paper, screening is included in self-help service delivery, brief staff-assisted services, and individual case-managed services. Since the staff resources available for service delivery are often limited, the challenge is to provide quality screening for the potentially large number of job seekers seeking services. In order to maximize the cost-effectiveness of screening, one-stop centers should experiment with a variety of screening methods, such as group screening in workshops and remote screening via the telephone or the Internet, in addition to individual screening appointments. [See Sampson, Kolodinsky, and Greeno (in press) for a discussion of providing counseling services to remote locations via the Internet.]

Service delivery sequences <u>differ</u> in terms of the amount of support provided to job seekers, with the self-help mode proving the <u>least</u> and the individual case-managed mode providing the <u>most</u> support. Staff support in the self-help mode is limited to screening and responding to job seeker-initiated information requests. Even though minimal support is provided through screening, the self-help nature of this mode remains because job seekers independently select and access information and assessment resources. Staff support in the brief staff-assisted service mode includes screening, service planning, and service delivery (with group-based interventions used whenever possible for cost-effectiveness). Staff support in the individual case-managed service mode is similar to the brief mode, except that services are typically provided individually and more staff time is allocated to specified job seekers because of their more extensive needs.

Self-Help Service Delivery Sequence

<u>Intake</u>. Job seeker completion of automated intake (with staff assistance as needed).

<u>Screening</u>. On the basis of a brief interview, or a brief interview and screening assessment, a staff member recommends self-help service delivery, brief staff-assisted services, or individual case-managed services. When the job seeker is in a remote location, the screening process may be completed via a telephone or Internet interview. [The first two steps of this model are identical for self-help service delivery, brief staff-assisted services, and individual case-managed services.]

<u>Problem identification, goal setting, and service delivery planing</u>. Optional computer or print resources are recommended to aid the job seeker in completing his or her own problem identification, goal setting, and service delivery planning. This gives the job seeker the option of identifying the gap between his or her current situation and future employment, identifying goals to narrow this gap, and to identify a sequence of resources and services to meet the goals.

Resource and service use. Job seeker use of one-stop resources and services identified on the optional, customer developed, service delivery plan.

Problem review. If the gap still remains, the job seeker can revise the service delivery plan as needed or seek assistance. If the above gap has been narrowed, the job seeker discontinues use of one-stop resources and services until circumstances necessitate future one-stop center use.

Brief Staff-Assisted Service Delivery Sequence

Intake. Job seeker completion of automated intake (with staff assistance as needed).

Screening. On the basis of a brief interview, or a brief interview and screening assessment, a staff member recommends self-help service delivery, brief staff-assisted services, or individual case-managed services.

Problem identification. Staff briefly assist the job seeker in identifying the gap between his or her current situation and future employment.

Goal setting. Staff briefly assist the job seeker in identifying service delivery goals to narrow the gap between the job seeker's current situation and future employment.

Service delivery planning. Staff briefly assist the job seeker in completing a service delivery plan that identifies the sequence of one-stop resources and services that her or she will use to meet their identified goals.

Resource and service use. Staff provide the job seeker with assistance as needed in using one-stop resources and services identified on the service delivery plan.

Problem review. Staff help the job seeker determine if the gap has been narrowed between the job seeker's current situation and future employment. If the gap still remains, the service delivery plan is revised as needed. If the gap has been narrowed, staff may assist the job seeker in generalizing the problem-solving skills acquired to other career and life role problems.

Individual Case-Managed Service Delivery Sequence

Intake. Job seeker completion of automated intake (with staff assistance as needed).

Screening. On the basis of a brief interview, or a brief interview and screening assessment, a staff member recommends self-help service delivery, brief staff-assisted services, or individual case-managed services.

Problem identification. Staff help the job seeker identify the gap between his or her current situation and future employment.

Goal setting. Staff assist the job seeker in identifying service delivery goals to narrow the gap between the job seeker's current situation and future employment.

Service delivery planning. Staff complete a service delivery plan for the job seeker that identifies the sequence of one-stop resources and services to be used to meet identified goals.

Resource and service use. Staff periodically monitor job seeker use of one-stop resources and services identified on the service delivery plan.

Problem review. Staff help the job seeker determine if the gap has been narrowed between the job seeker's current situation and future employment. If the gap still remains, the service delivery plan is revised as needed. If the gap has been narrowed, staff may assist the job seeker in generalizing the problem-solving skills acquired to other career and life role problems.

Resources for Job Seeker Screening

A variety of resources exist that one-stop staff can use in completing job seeker screening. In Connecticut, two one-stop centers are experimenting with group intake procedures (ALMIS Update, 1996). In addition to individual procedures, screening could occur during a group intake process. Staff could use screening instruments that are quickly administered and hand scored to stimulate discussion about job seekers' needs and service delivery goals. Viewing sample individual service delivery plans could stimulate group discussion of how one-stop resources and services can be linked to job seeker goals. A job seeker's draft of his or her individual service delivery plan could then be reviewed by a staff member.

As stated previously, screening instruments can be used, along with a brief interview, to determine job seeker readiness for career and employment decision making. For example, a high score on vocational identity and low scores on need for information and barriers on My Vocational Situation (Holland, Daiger, & Power, 1980), along with concurring information from a brief interview, would likely indicate less need for staff support in using one-stop resources and services. A low identity score and high information need and barriers scores, plus concurring interview data, would indicate more need for staff support. Similarly, low scores on total dysfunctional career thoughts, decision-making confusion, commitment anxiety, and external conflict on the Career Thoughts Inventory (Sampson, Peterson, Lenz, Reardon, & Saunders, 1996), would indicate less need for staff support, while high scores would indicate more need for staff support (assuming concurring interview data).

The screening instruments identified below have the characteristics of being relatively quickly administered, being hand scorable, and having norms that can used with adults. These are important characteristics for any screening measure used in one-stop settings given the large number of potential job seekers and the limited staff time available. The following are examples of potential instruments that can be used in readiness screening.

The **Career Decision Scale** (Osipow, Carney, Winer, Yanico, & Koschir, 1976), measures Career Certainty and Indecision.

My Vocational Situation (Holland, Daiger, & Power, 1980), measures Vocational Identity, Need for Information, and Barriers in career decision making.

The **Career Decision Profile** (Jones, 1988), measures Decidedness, Comfort, Self-Clarity, Knowledge About Occupations and Training, Decisiveness, Career Choice Importance.

The **Career Factors Inventory** (Chartrand, Robins, Morrill, & Boggs, 1990), measures Career Choice Anxiety, Generalized Indecisiveness, Need for Career Information, and Need for Self-Knowledge.

The **Career Attitudes and Strategies Inventory** (Holland & Gottfredson, 1993), measures Job Satisfaction, Work Involvement, Skill Development, Dominant Style, Career Worries, Interpersonal Abuse, Family Commitment, Risk-Taking Style, and Geographical Barriers.

The **Career Maturity Inventory-Revised** (Crites & Savickas, 1995), measures Career Maturity Attitude and Career Maturity Competence.

The **Career Thoughts Inventory** (Sampson, Peterson, Lenz, Reardon, & Saunders, 1996), measures Total Dysfunctional Career Thoughts, Decision-Making Confusion, Commitment Anxiety, and External Conflict (with significant others).

Additional information on these instruments may be obtained from each publisher. Reviews on some of the above instruments may be found in Kapes, Mastie, and Whitfield (1994).

Conclusion

It is safe to assume that resources for employment and related social services will continue to be constrained while public demand for quality employment and social services will continue to increase. One-stop centers have been designed to operate in an environment of constrained resources and increasing demand by maximizing the benefits of universal access, customer choice, integrative services, accountability, and technological innovation. Years of experience in the delivery of employment and related social services has shown that varying levels of staff support for job seekers is crucial in delivering effective services. However, overserving job seekers wastes valuable staff resources and underserving job seekers makes services at best ineffective and at worst harmful. Effective allocation of staff resources can be achieved by using screening procedures to place job seekers into self-help services, brief staff-assisted services, and individual case-managed services that potentially meet their needs. Given the limited staff resources available, careful planning is needed to assure that the level of staff support provided to job seekers is congruent with their needs and cost-effective.

References

ALMIS Update (March 1996). One-stop career center "system-building": America's labor market information system. Washington, D.C.: U.S. Employment and Training Administration.

Business Council for Effective Literacy (1991). Off welfare, into work (No. 26). New York, NY: Author. (ERIC Document Reproduction Service No. ED 327 654)

Chartrand, J. M., Robins, S. B., Morrill, W. H., & Boggs, K. (1990) Career Factors Inventory. Palo Alto, CA: Consulting Psychologists Press.

Clinton, W. J. (1994). Proposed legislation, Reemployment act of 1994: message from the President of the United States transmitting a draft of proposed legislation entitled, 'Reemployment Act of 1994' (House Document 103-222). Washington, D.C.: U. S. Government Printing Office.

Colorado Workforce Coordinating Council (1995). Creating Colorado's workforce development system: Recommendations for the twenty-first century. Denver, CO: Colorado Office of the Governor, Author. (ERIC Document Reproduction Service No. ED 389 954)

Crawford, C. C. (1993). Multiple employment programs, national employment training strategy needed: Testimony before the subcommittee on education, labor, and health and human services, committee on appropriations, U.S. Senate. Washington, D.C.: U.S. General Accounting Office. (ERIC Document Reproduction Service No. ED 359 427)

Crites, J. O. & Savickas, M. L. (1995). The Career Maturity Inventory-Revised. Boulder, CO: John O. Crites. (Distributed by ISM Information Systems Management, Inc., Careerware, Ottawa, Ontario).

Dykman, A. (1995). One-stop shopping. Vocational Education Journal, 70, 34-38, 68.

Employment and Training Administration (1996, March). One-stop career center system building: America's labor market information system. Washington, D.C. United States Department of Labor.

Green, M. E. (1995). Training paraprofessionals in the art of resume critique. Journal of Career Planning and Employment, 55(4), 40-44.

Halvorson, L. L. (1990). One-stop service for application taking and eligibility determinations for job training, job placement and unemployment insurance. Perspective: essays and reviews of issues in Employment Security and employment and training programs, 6, 73-75. (ERIC Document Reproduction Service No. ED 327 685)

Hellerman, M. K. (1975). One-stop shopping for social services. Social Work, 20, 91-92.

Holland, J. L., Daiger, D. C., & Power, P. G. (1980). My Vocational Situation. Palo Alto, CA: Consulting Psychologists Press.

Holland, J. L., & Gottfredson, G. D. (1993). Career Attitudes and Strategies Inventory. Odessa, FL: Psychological Assessment Resources, Inc.

Hoppin, J. & Splete, H. (Eds.) (1996). Curriculum for career development facilitators. Rochester, MI: Oakland University, Career Development Training Institute.

Interstate Conference of Employment Security Agencies (ICESA, 1996). Labor market information committee survey of one stop LMI activities currently underway. Washington, D.C.: Author.

Jones, L. K. (1988). The Career Decision Profile. (Available from Lawrence K. Jones, North Carolina State University, College of Education and Psychology, Department of Counselor Education, Box 7801, Raleigh, NC 27695)

Kapes, J. T., Mastie, M. M., & Whitfield, E. A. (Eds.). (1994). A counselor's guide to career assessment instruments (3rd. Ed.). Alexandria, VA: National Career Development Association.

Kogan, D. (1996). Evaluation of the one-stop career center system. Menlo Park, CA: Social Policy Research Associates.

Lee, C. (1995). Out of the maze: Can the federal job-training mess be fixed? Training, 32, 29-37.

Levitan, S. A. & Mangum, S. L. (1994). The displaced vs. the disadvantaged: A necessary dichotomy? (Occasional Paper 1994-2). Washington, D.C.: George Washington University, Center for Social Policy Studies. (ERIC Document Reproduction Service No. ED 369 914)

Magnusen, K. O., & Magnusen, O. C. (1995). On the leading edge of video interviewing. Journal of Career Planning & Employment, 55(4), 45-47.

McCarthy, K., & Lashman, R. (1994). Workforce development: Building statewide systems (Issue Paper No. 2). Cambridge, MA: Jobs for the Future.

Osipow, S. H., Carney, C. G., Winer, J., Yanico, B., & Koschir, M. (1976). Career Decision Scale (3rd Ed.). Odessa, FL: Psychological Assessment Resources, Inc.

Peterson, G. W., Sampson, J. P., Jr., & Reardon, R. C. (1991). Career development and services: A cognitive approach. Pacific Grove, CA: Brooks/Cole.

Peterson, G. W., Sampson, J. P., Jr., Reardon, R. C., & Lenz, J. G. (1996). Becoming career problem solvers and decision makers: A cognitive information processing approach. In D. Brown & L. Brooks (Eds.), Career choice and development (3rd. Ed.) (pp. 423-475). San Francisco, CA: Jossey-Bass.

Reardon, R. C. (1996). A program and cost analysis of a self-directed career decision-making program in a university career center. Journal of Counseling and Development, 74, 280-285.

Reardon, R. C., Domkowski, D., & Jackson, E. (1980). Career center evaluation methods: A case study. The Vocational Guidance Quarterly, 29, 150-158.

Reardon, R. C., & Minor, C. (1975). Revitalizing the career information service. The Personnel and Guidance Journal, 54, 169-171.

Ross, D. (1994). The reemployment act of 1994. AACC Journal, 5, 16-20.

Sampson, J. P., Jr. (1997, January). Ethical delivery of computer-assisted career guidance services: Supported vs. stand-alone system use. In R. C. Reardon (chair), "Ethical Issues in Using Computers to Deliver Career Services: Counseling Intervention, Equality of Access, and the Internet. Paper presented at the National Career Development Association Conference, Daytona Beach, FL.

Sampson, J. P., Jr., Kolodinsky, R. W., & Greeno, B. P. (in press). Counseling on the information highway: Future possibilities and potential problems. Journal of Counseling and Development.

Sampson, J. P., Jr., Peterson, G. W., Lenz, J. G., Reardon, R. C., & Saunders, D. E. (1996). Career Thoughts Inventory. Odessa, FL: Psychological Assessment Resources, Inc.

Sampson, J. P., Jr., Reardon, R. C., Kolodinsky, R. W., & Herbert, S. M. (1997). A preliminary study of the availability and use of information and assessment resources in one-stop centers (technical report No. 21). Tallahassee, FL: Florida State University, Center for the Study of Technology in Counseling and Career Development.

Social Policy Research Associates (1996a). Waukesha County workforce development center: One-stop profile. Menlo Park, CA: Author.

Social Policy Research Associates (1996b). Columbia employment and training center (Columbia, Maryland): One-stop profile. Menlo Park, CA: Author.

Social Policy Research Associates (1996c). State of Maryland: One-stop profile. Menlo Park, CA: Author.

Social Policy Research Associates (1996d). State of Wisconsin: One-stop profile. Menlo Park, CA: Author.

Woods, J. F., & Ollis, H. (1996). Labor market, job information proliferates on-line. Workforce Journal, 5(1), 32-44.

Woods, J. F., Ollis, H., & Kaplan, R. (1996). To spin a web: Job, career, and labor market on the Internet (Occasional Paper No. 8). Washington, D.C.: National Occupational Information Coordinating Committee.