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THE WORKFORCE INVESTMENT ACT: HOW IS THE FEDERAL FUNDING BEING SPENT?

Hundreds of Millions of Dollars Are Allocated Annually to California Through This Federal Act, and Most Local Workforce Investment Boards Report Spending Far Less on Job Training Than on Employment Services at One-Stop Career Centers

Each year California receives hundreds of millions of dollars allocated to the state under the federal Workforce Investment Act of 1998, the nation's principal law directing public resources into employment services and workforce training programs.

The federal act provides direction on the types of employment services and workforce training programs that every state in the nation should provide to workers and job seekers, as well as guidance on the way states may deliver these services at both the state and local level. Most of the money allocated to the states is spent at the local level, by Local Workforce Investment Boards, whose members are appointed by local elected officials of the relevant local governments.

In California, most Local Workforce Investment Boards have reported investing little of their federal funds into workforce training and instead have spent a substantial amount on other employment services provided by One-Stop Career Centers throughout the state. In some Local Workforce Investment Areas, the boards have reported spending less on training than on administrative costs and other operating expenses not directly related to client services.

Are the People Who Need Job Training Getting a Seat in the Classroom?
Most of California's Local Workforce Investment Boards have reported spending a small share of their funding on job training programs–often less than 25 percent of their relevant federal funds–yet recent research suggests that for some groups of workers, job training programs may outperform other types of employment services.

What Employment Services Are Provided Under the Workforce Investment Act?

Three tiers of employment services and job training programs are offered to workers and those looking for work under the Workforce Investment Act. These tiers are divided into categories according to how prepared a person may be for a new job, and Local Workforce Investment Boards have significant flexibility in determining how rapidly one may move from one tier to the next.

The first two tiers are known as "core" and "intensive" employment services.

> Core services include job search-and-placement assistance, labor-market information, workplace counseling, and preliminary skills assessments.

> Intensive services include comprehensive skills assessments, group counseling, individual career counseling, case management, and short-term prevocational services, such as how to write a résumé and prepare for an interview.

Core and intensive employment services have been designed to match workers with employers in a relatively short period of time and, under the federal law, are intended to target those job seekers who are most job-ready. Both types of services are provided through California's more than 200 One-Stop Career Centers.

What Is a One-Stop Career Center?

When drafted in 1998, it was envisioned that the Workforce Investment Act would establish a seamless employment-service delivery system in each state. This system would be operated at the local level, and today these services—known as One-Stop Employment Services—are offered at the state's One-Stop Career Centers. The goal is to allow workers and job seekers to access these employment services, as well as other relevant government services, including 17 types of federal programs, such as Trade Adjustment Assistance, Welfare to Work, and Vocational Education programs.

While the Workforce Investment Act mandates that various types of services must be provided through the One-Stop Career Centers, how one accesses these services, the range of services available, and the degree to which representatives of all the targeted programs actually participate in

Job Training Programs Take Many Forms
Programs designed to teach adults new professions may include classroom training, customized training, and on-the-job training. Funding for training is typically distributed through job-training accounts that provide vouchers to job seekers who want to enroll in local programs.

the One-Stops varies dramatically. For example, some One-Stop Career Center partners operate relevant programs at One-Stops with staff physically located at the center, whereas in others, clients gain access to those services via an off-site referral system or through electronic links via on-site computers or telephones.

The Workforce Investment Act requires the Local Workforce Investment Boards to ensure there is at least one One-Stop Career Center operating within each Local Workforce Investment Area, though it also allows local boards the discretion to open additional sites. Currently, California has more than 200 One-Stop Career Centers.

In addition to client service costs, the operation of One-Stops requires various administrative costs; however, the Workforce Investment Act does not provide additional funding for One-Stop Career Centers' administrative costs and other operating expenses beyond the funding allocated to the Local Workforce Investment Boards through their Workforce Investment Act formula funds. (Funding for operations and the share of administrative costs paid by One-Stop partners varies in each Local Workforce Investment Area and within each One-Stop depending on cost-sharing agreements negotiated at the local level.)

What Kind of Job Training Is Available?

In addition to the core and intensive employment services described earlier, the Workforce Investment Act provides a third tier of services: job training. Job training may be offered to Workforce Investment Act clients who have been unable to find work after receiving core and intensive services.

Job training programs take many forms, including classroom training, customized training, and on-the-job training. Training funds typically are distributed through individual training accounts that provide vouchers to job seekers; those searching for work then use the vouchers to enroll in eligible training programs made available by the Local Workforce Investment Boards. These boards and the state share responsibility for determining which training providers are eligible to receive the vouchers.

Workforce Investment Act funds designated as training expenditures also may be used for curriculum development and support services—such as subsidized child care and transportation vouchers—that enable a participant to attend and complete the job training.

How Does Job Training Differ From the One-Stop Employment Services?

Job training programs are designed to help workers gain new skill sets or upgrade existing skill sets, and provide them with other services that facilitate the completion of job training.

The primary intent of job training is to improve earnings potential and employability of workers over the medium- to long-term (whereas the intent of the core and intensive employment services provided at the One-Stops is a more short-term goal, that is, helping those who are looking for work to find a job quickly).

System Governance and Accountability Under WIA

The Workforce Investment Act (WIA) sets up a system of shared governance, providing policy authority to states and local governments, which are responsible for operating programs funded under the act. The way states divide this authority between state and local governments varies, with some state governments providing substantially more policy direction to the Local Workforce Investment Boards than others.

In California, the system is comparatively decentralized, with the Local Workforce Investment Boards (LWIB) retaining significant autonomy over policy and spending. The boards are supposed to meet the minimum federal requirements contained in WIA and are subject to federal performance measures, which assess job placement rates, employment retention rates, changes in client earnings, and educational attainment. Rules governing the measurement of LWIB performance are determined by the federal government, but actual standards or benchmarks for the LWIBs in California are negotiated by the Employment Development Department and the LWIBs.

In California, the Governor, Legislature, California Workforce Investment Board, and Employment Development Department play different roles in WIA implementation:

- The Governor appoints members of the California Workforce Investment Board, which is responsible for the development of the state plan, development and implementation of system-wide activities, as well as oversight and evaluation of local board programs and plans.
- The Legislature appropriates WIA funds annually as part of the budget process; included is a state-level plan for WIA discretionary fund expenditures, which are dependent on gubernatorial and legislative priorities.
- The Legislature also may statutorily provide policy guidance to both the California Workforce Investment Board and the LWIBs, and has four seats on the state board—two from the Senate and two from the Assembly. Any statutes passed by the Legislature providing policy guidance to the board and LWIBs must be consistent with the federal act.
- The California Workforce Investment Board certifies whether the LWIBs are meeting the federal performance criteria outlined above.[1]
- The California Employment Development Department performs statutory and regulatory oversight functions by conducting fiscal and program reviews of the LWIBs to ensure compliance with federal and state requirements.

While overall direction for the statewide system may occur at the state level, running daily operations typically is handled at the local level. The LWIBs set policy direction at the local level and prepare local workforce investment plans in accordance with the requirements of relevant federal and state statutes. Local plans must be consistent with the state plan.

How the Federal Funding Flows to States and Local Workforce Investment Boards

Federal Workforce Investment Act funds are distributed to the states according to established formulas that weigh unemployment rates and other economic and demographic variables (including how many economically disadvantaged youth and adults and long-term unemployed live in a state). Once the funding is granted, it is appropriated by the state Legislatures that then distribute the overwhelming majority of the money to Local Workforce Investment Boards through the appropriate state agency. In California, the money is distributed to Local Workforce Investment Boards by the California Employment Development Department, which uses formulas that weigh many of the same factors the federal government uses when distributing funding to the state.

California and its 49 Local Workforce Investment Boards receive Workforce Investment Act funding from the U.S. Department of Labor through three revenue streams for three target populations: adults, youth, and dislocated workers.

> Adult formula funds provide employment services and job training to adults, but when funds are limited, priority is given to services for low-income individuals and public-assistance recipients.

> Youth formula funds are for programs catering to low-income youth with barriers to employment, including student dropouts, offenders, runaways, homeless youth, foster children, youth who are pregnant or parenting, and those with basic literacy deficiencies.

> Dislocated-worker formula funds provide employment services and job training to workers who have been laid off or are about to be laid off, as well as to displaced homemakers and the self-employed who are unable to do business as a result of general economic conditions.

Under federal law, states must distribute a minimum of 85 percent of the adult formula funds, 85 percent of the youth formula funds, and 60 percent of the dislocated-worker formula funds to the states' Local Workforce Investment Boards. The local boards then decide how to spend the funds, how much will be spent on employment-service programs at the states' One-Stop Career Centers, how much will be used to fund workforce training programs, and how much will be spent on administrative and other operating expenses.

Training Programs Help Workers Gain New Job Skills or Upgrade Existing Work Skills
Job training programs can help improve the earning potential of workers and increase their chances of finding a new job in the near future.

States may reserve a maximum of 15 percent of the adult, youth, and dislocated-worker formula funds for a variety of statewide workforce investment activities, while 25 percent of the dislocated-worker formula funds may be used by both the state and the Local Workforce Investment Boards for layoff-mitigation programs.

The California Legislature Requires Public Reports on How Job Training Dollars Are Spent by the Local Workforce Investment Boards

In 2008 the California Legislature passed Senate Bill 302 (Ducheny, Chapter 376, Statutes of 2008), which requires the state's Employment Development Department (EDD) to report annually on the training expenditures made by each of California's 49 Local Workforce Investment Boards (LWIB) during the prior fiscal year.

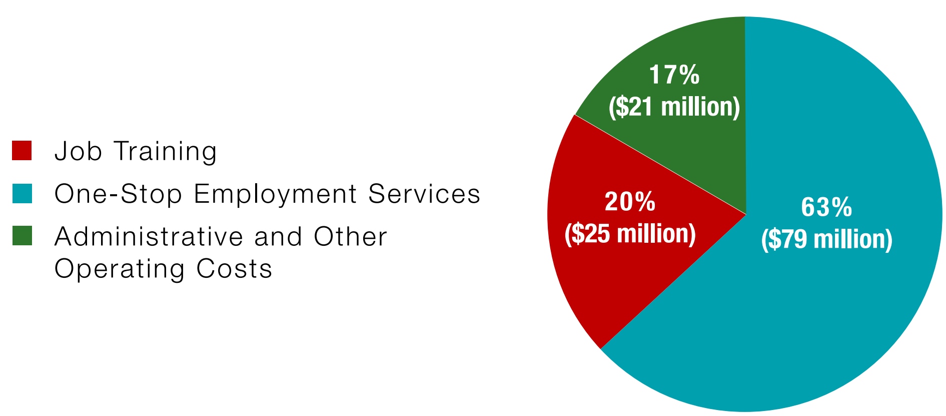
The data analyzed for this report are similar to the data provided to the Legislature by EDD, pursuant to Senate Bill 302.[2]

> The data in this report are based on self-reported expenditures provided by the LWIBs to EDD. The LWIBs provide quarterly expenditure data for job training, core and intensive services, administrative costs, and other operating costs to EDD by using EDD's Job Training Automation System. EDD regularly provides policy direction to the LWIBs on how to classify various types of expenditures using federal guidelines and definitions.

> The data provide information on LWIB self-reported spending patterns for federal appropriations **over the two-year "life" of adult and dislocated-worker formula funds allocated to the state during federal program year 2008.** These funds were placed into contracts with the LWIBs during state fiscal year 2008–09 and were available for expenditure for two years from July 1, 2008, through June 30, 2010.

> The data differ from the information annually provided to the Legislature pursuant to Senate Bill 302 because that data only provides information on LWIB self-reported expenditures **during a California fiscal year, regardless of the year in which the money was appropriated by the federal government.**

Chart 1
Workforce Investment Act
Adult Formula Fund Expenditures
Reported by Local Workforce Investment Boards
(2008 Federal Program Year Appropriation)



An Overview of How the 2008 Federal Program Year Funding Was Spent

Adult Formula Funds

Chart 1 (on the opposite page) provides an overview of aggregate statewide spending patterns reported by Local Workforce Investment Boards (LWIB) for Workforce Investment Act adult formula funds over the two-year life of the funds allocated during the 2008 federal program year.

Of the $125 million in Workforce Investment Act adult formula funds appropriated to the LWIBs for the 2008 federal program year (which includes transfers between funding streams made by the LWIBs), approximately $25 million (20 percent) was reported as being spent on job training during state fiscal years 2008–09 and 2009–10. A much larger share of the funds was spent on One-Stop Employment Services than on job training; about $79 million (63 percent) was spent on core and intensive employment services provided at the One-Stop Career Centers, and LWIBs, in the aggregate, also reported spending about $21 million (17 percent) on administrative and other operating expenses combined.

Dislocated-Worker Formula Funds

Chart 2 (below) provides an overview of aggregate statewide spending patterns reported by the LWIBs for Workforce Investment Act dislocated-worker formula funds over the two-year life of the funds allocated during the 2008 federal program year.

As with the adult formula funds outlined earlier, the LWIBs, in the aggregate, reported spending a small share of the dislocated-worker formula funds on job training programs during the two-year life of the relevant funds.

Of the $84 million in Workforce Investment Act dislocated-worker formula funds appropriated to the LWIBs for the 2008 federal program year (which includes transfers between funding streams made by the LWIBs), about $16 million (19 percent) was reported as being spent on job training. A much larger share went to One-Stop Employment Services: about $56 million (67 percent) was spent on core and intensive employment services provided at the One-Stop Career Centers,

Chart 2
Workforce Investment Act
Dislocated-Worker Formula Fund Expenditures
Reported by Local Workforce Investment Boards
(2008 Federal Program Year Appropriation)

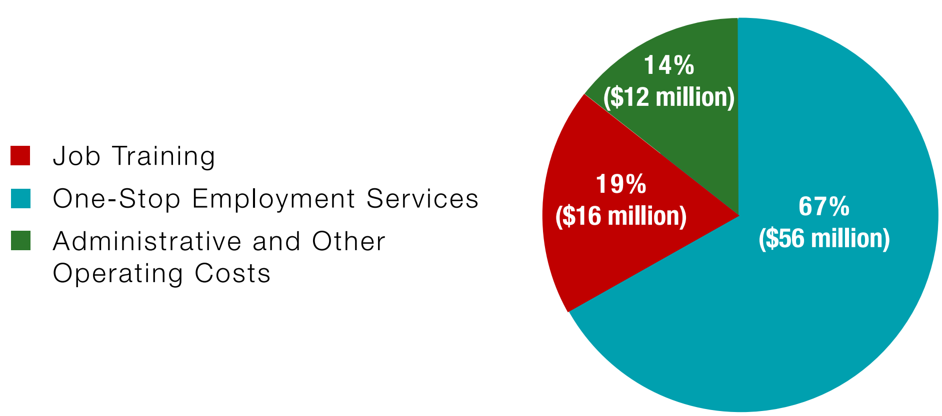
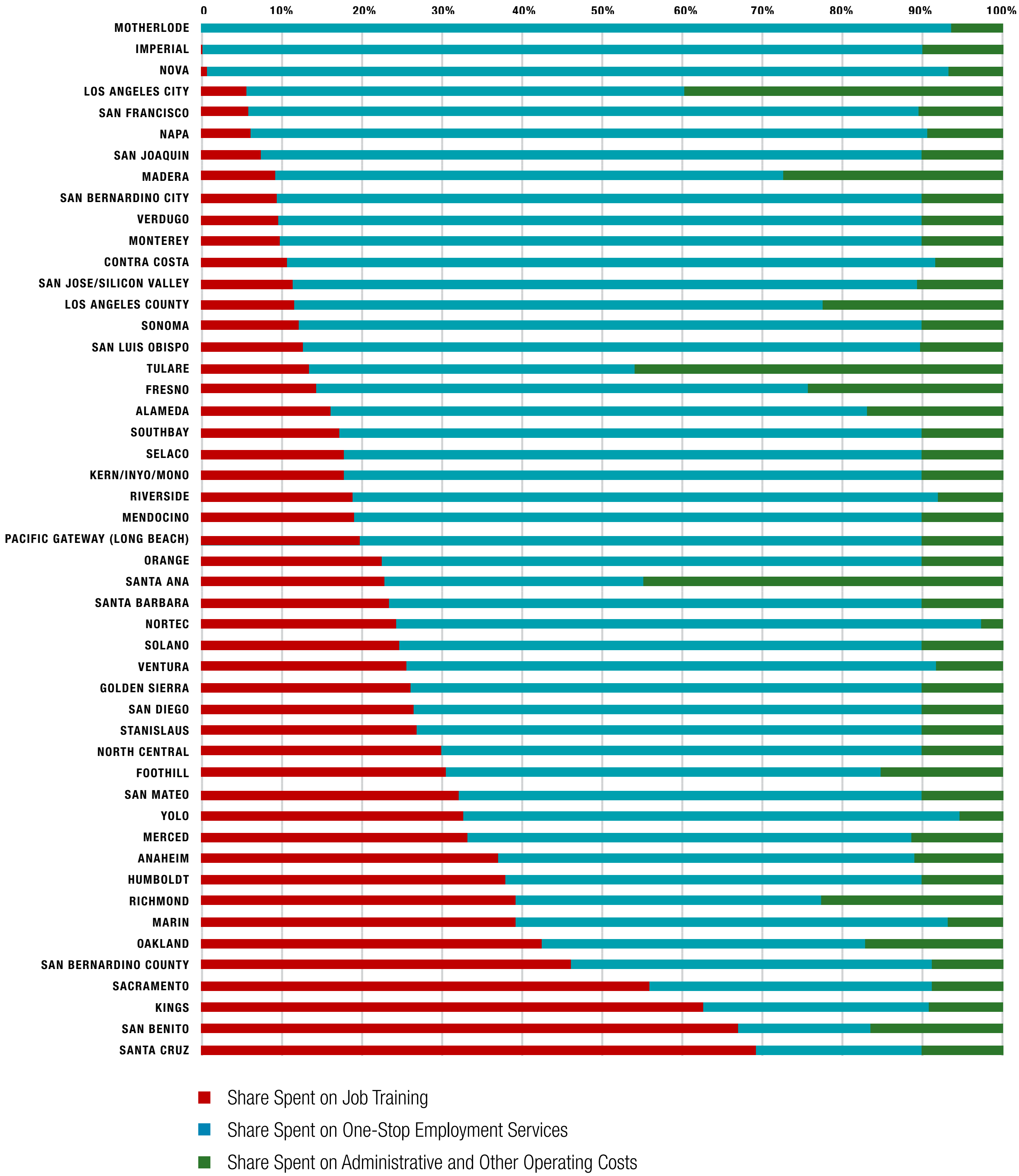


Chart 3

Workforce Investment Act Adult Formula Fund Expenditures Reported by Local Workforce Investment Boards
(2008 Federal Program Year Appropriation)



and about $12 million (14 percent) went to administrative and other operating expenses combined.

The Big Picture: Charting the Spending Patterns of California's 49 Local Workforce Investment Boards

Data in Chart 3 (on the opposite page) reflect the share of expenditures spent on One-Stop Employment Services, job training, and combined administrative and other operating expenses reported by each of the 49 individual workforce boards over the two-year life of the Workforce Investment Act's adult formula funds allocated during the 2008 federal program year. Data in Chart 4 (on page 10) provide the calculated values for the data featured in Chart 3, as well as the LWIB-reported expenditure amounts.

The data show that most LWIBs reported spending less than 25 percent of their federal funds on job training and instead spent substantially more of their federal funds on core and intensive services provided through the more than 200 One-Stop Career Centers in the state. A third of the boards reported spending less than 15 percent of their funds on job training. (Similar spending patterns were reported for the 2007 adult formula funds federal program year appropriation, and for the 2007 and 2008 dislocated-worker formula funds federal program year appropriations.)

Charts 3 and 4 also show that some LWIBs reported spending more on administrative and other operating expenses (combined) than they did on job training; these LWIBs are indicated in Chart 4 with a blue asterisk next to their name. Boards that reported spending more on administrative costs and other operating expenses combined than on job training typically reported spending less than 10 percent of their funds on job training. Some of these boards spent upward of 20 percent of the relevant funds on administrative costs and other operating expenses combined.

Overall, Chart 4 shows variations in the way the LWIBs reported spending their formula funds, with a handful of boards spending a substantial amount on job training and others spending very little. Similarly, some boards reported spending a large amount on administrative and other operating expenses combined, while others did not. Further research may indicate the sources of this variation.

Most Workforce Investment Act Money Is Spent at the Local Level
Local Workforce Investment Boards decide how to spend their funds, including how much to spend on job training and how much to spend on employment service programs that teach job seekers, for example, how to look for a job and prepare for an interview.

Chart 4

Workforce Investment Act Adult Formula Fund Expenditures Reported by Local Workforce Investment Boards

(2008 Federal Program Year Appropriation)

Local Workforce Investment Boards (LWIB)	Allocations (Net)	One-Stop Employment Services		Job Training		Administrative and Other Operating Costs	
		Expenditures	%	Expenditures	%	Expenditures	%
MOTHERLODE*	$509,965	$478,149	93.76%	$0	0.00%	$31,816	6.24%
IMPERIAL*	$2,039,860	$1,831,969	89.81%	$3,905	0.19%	$203,986	10.00%
NOVA*	$822,257	$751,303	91.37%	$8,155	0.99%	$62,799	7.64%
LOS ANGELES CITY*	$14,952,744	$8,246,647	55.15%	$756,575	5.06%	$5,949,522	39.79%
SAN FRANCISCO*	$2,003,608	$1,688,832	84.29%	$106,794	5.33%	$207,982	10.38%
NAPA*	$154,299	$132,259	85.72%	$8,240	5.34%	$13,800	8.94%
SAN JOAQUIN*	$3,362,061	$2,797,352	83.20%	$228,503	6.80%	$336,206	10.00%
MADERA*	$1,356,106	$872,932	64.37%	$121,431	8.95%	$361,743	26.68%
SAN BERNARDINO CITY*	$958,125	$773,476	80.73%	$88,837	9.27%	$95,812	10.00%
VERDUGO*	$678,846	$547,862	80.70%	$63,099	9.29%	$67,885	10.00%
MONTEREY*	$2,655,719	$2,131,647	80.27%	$258,501	9.73%	$265,571	10.00%
CONTRA COSTA	$1,568,598	$1,272,418	81.12%	$167,320	10.67%	$128,860	8.22%
SAN JOSE/SILICON VALLEY	$6,993,207	$5,497,116	78.61%	$778,163	11.13%	$717,928	10.27%
LOS ANGELES COUNTY*	$10,259,038	$6,783,162	66.12%	$1,163,464	11.34%	$2,312,412	22.54%
SONOMA	$623,355	$487,878	78.27%	$73,141	11.73%	$62,336	10.00%
SAN LUIS OBISPO	$342,274	$265,583	77.59%	$42,464	12.41%	$34,227	10.00%
TULARE*	$3,816,411	$1,544,469	40.47%	$508,135	13.31%	$1,763,807	46.22%
FRESNO*	$5,737,829	$3,568,103	62.19%	$812,564	14.16%	$1,357,161	23.65%
ALAMEDA*	$1,511,688	$1,014,378	67.10%	$245,028	16.21%	$252,282	16.69%
SOUTHBAY	$1,373,824	$1,004,754	73.14%	$231,688	16.86%	$137,382	10.00%
SELACO	$1,712,145	$1,241,465	72.51%	$299,466	17.49%	$171,215	10.00%
KERN/INYO/MONO	$4,368,649	$3,166,308	72.48%	$765,476	17.52%	$436,864	10.00%
RIVERSIDE	$10,459,972	$7,712,048	73.73%	$1,901,820	18.18%	$846,103	8.09%
MENDOCINO	$266,824	$190,717	71.48%	$49,425	18.52%	$26,682	10.00%
PACIFIC GATEWAY (LONG BEACH)	$3,498,599	$2,458,914	70.28%	$689,826	19.72%	$349,860	10.00%
ORANGE	$1,769,181	$1,188,784	67.19%	$403,480	22.81%	$176,917	10.00%
SANTA ANA*	$1,292,620	$416,358	32.21%	$298,903	23.12%	$577,359	44.67%
SANTA BARBARA	$913,078	$603,998	66.15%	$217,773	23.85%	$91,308	10.00%
NORTEC	$2,969,904	$2,158,775	72.69%	$727,918	24.51%	$83,211	2.80%
SOLANO	$1,009,582	$657,620	65.14%	$251,004	24.86%	$100,958	10.00%
VENTURA	$1,584,317	$1,050,220	66.29%	$410,872	25.93%	$123,225	7.78%
GOLDEN SIERRA	$1,596,088	$1,018,966	63.84%	$417,514	26.16%	$159,608	10.00%
SAN DIEGO	$5,858,973	$3,713,461	63.38%	$1,559,615	26.62%	$585,897	10.00%
STANISLAUS	$2,423,219	$1,532,446	63.24%	$648,451	26.76%	$242,322	10.00%
NORTH CENTRAL	$1,702,611	$1,026,464	60.29%	$505,887	29.71%	$170,260	10.00%
FOOTHILL	$494,606	$268,605	54.31%	$152,055	30.74%	$73,946	14.95%
SAN MATEO	$952,917	$548,491	57.56%	$308,583	32.38%	$95,843	10.06%
YOLO	$780,102	$469,023	60.12%	$260,038	33.33%	$51,041	6.54%
MERCED	$1,648,103	$900,453	54.64%	$555,704	33.72%	$191,946	11.65%
ANAHEIM	$717,419	$371,949	51.85%	$269,230	37.53%	$76,240	10.63%
HUMBOLDT	$436,155	$223,377	51.22%	$169,163	38.79%	$43,615	10.00%
RICHMOND	$567,676	$218,422	38.48%	$220,282	38.80%	$128,972	22.72%
MARIN	$300,895	$165,773	55.09%	$117,894	39.18%	$17,228	5.73%
OAKLAND	$2,149,559	$866,900	40.33%	$926,769	43.11%	$355,890	16.56%
SAN BERNARDINO COUNTY	$4,044,218	$1,827,684	45.19%	$1,866,488	46.15%	$350,046	8.66%
SACRAMENTO	$7,608,539	$2,706,319	35.57%	$4,252,284	55.89%	$649,936	8.54%
KINGS	$834,103	$235,878	28.28%	$522,381	62.63%	$75,845	9.09%
SAN BENITO	$236,165	$39,001	16.51%	$160,784	68.08%	$36,380	15.40%
SANTA CRUZ	$1,029,068	$210,655	20.47%	$715,506	69.53%	$102,907	10.00%

*Local Workforce Investment Boards that spent more on administrative costs and other operating expenses combined than on job training.

Some States Require Substantial Job Training Investments

Little systematic information is available on the amount of money spent on training in other states or by Local Workforce Investment Boards in other states. The U.S. Department of Labor does not track job-training expenditures by the amount expended on training, but there is evidence that some states require a substantial investment in their job training programs.

Florida, Illinois, Michigan, and Wisconsin have enacted statutes or regulations that effectively direct investments into job training programs at the local level:

> Florida statutorily mandates that its Local Workforce Investment Boards spend at least 50 percent of their formula funds on job training.

> Illinois has created regulations requiring its local boards to spend 40 percent of their funds on job training.

> Michigan's No Worker Left Behind program has raised the share of formula funds expended on job training to more than

> 50 percent by steering Workforce Investment Act funds into job training programs that focus on in-demand occupations.

> Wisconsin has implemented regulations requiring that at least 35 percent of formula funds be spent on job training.

Job Training Programs May Lead to a Higher Return on Investment Than Other Employment Services

Given that California's Local Workforce Investment Boards, in the aggregate, have reported spending little of their appropriated funds on job training, policy makers may want to consider whether and to what extent California should adopt policies similar to those in Florida, Illinois, Michigan, and Wisconsin. The Job Training Partnership Act, the forerunner to the Workforce Investment Act, required spending at least 50 percent of the relevant federal funds on human capital development through job training programs. The relevant policy issue is whether spending more on job training would lead to better policy outcomes, such as higher employment rates and higher earnings for recipients of Workforce Investment Act services.

Job Training May Lead to a Higher Return on Investment Than Other Employment Services
Some workers who receive job training may find better employment opportunities and make better wages than those who only receive core and intensive services, such as job search-and-placement assistance and job counseling, according to some workforce experts.

Policy makers need to recognize that increased job training funding may come at the expense of reduced WIA expenditures for the One-Stop Career Centers and an overall reduction in the number of clients served depending on the cost-sharing agreements in place at the One-Stops; however, directing more funds to job training may lead to a higher return on investment.

Recent research[3] from nationally recognized experts on workforce training, including those at the Robert M. La Follette School of Public Affairs at the University of Wisconsin—Madison, and the Ray Marshall Center for the Study of Human Resources at the University of Texas at Austin, suggest that job training programs may outperform job-search and job-placement-assistance services over the medium- to long-term. For some groups of workers, the job training programs appear to have a greater impact on wages and employability than the types of services typically provided at the One-Stop Career Centers.

Endnotes

1. Performance benchmarks are negotiated between the state, federal government, and Local Workforce Investment Boards (LWIB). The federal government, through the U.S. Department of Labor, negotiates with the California Employment Development Department (EDD) to set statewide performance benchmarks; the state, through EDD, negotiates with the LWIBs to set performance benchmarks for each of the LWIBs. During the recertification process, the California Workforce Investment Board determines whether or not the LWIBs are meeting their benchmarks, using data collected by EDD. Ultimately, the Governor of California makes the decision about LWIB recertification based on recommendations received from the California Workforce Investment Board and EDD.

2. Monetary figures for training expenditures analyzed for this report are based on the federal definition of training found in the federal Workforce Investment Act of 1998 (WIA). Figures for One-Stop Employment Services include spending for services defined as core and intensive employment services under WIA. Monetary figures for administrative and other operating expenses include the costs defined as administrative costs under the Workforce Investment Act as well as other operating expenses not directly related to client services. Administrative costs include accounting, procurement, payroll, and audit functions. Other program operating costs may include salaries and benefits for managers and staff not directly providing services to clients, as well as marketing, advertising, program planning, design, supplies, and management information systems. The other costs reported by the California Employment Development Department (EDD) are not defined as administrative costs under WIA, nor are they program costs that may be counted as direct client-service expenses. EDD typically reports administrative and other operating expenditures separately, but in this report they are combined for simplicity. All of the expenditure data are based on figures provided by the LWIBs to EDD.

3. Carolyn J. Heinrich et al., "New Estimates of Public Employment and Training Program Net Impacts: A Nonexperimental Evaluation of the Workforce Investment Act Program," Robert M. La Follette School of Public Affairs, University of Wisconsin—Madison, La Follette School Working Paper no. 2009-013, June 2009. Christopher T. King, T. Carter Smith, and D. G. Schroeder, "Evaluating Local Workforce Investments: Results for Short- and Long-Term Training in Austin (TX)," paper presented at the Association for Public Policy Analysis and Management's (APPAM) 31st Annual Research Conference, Washington, D.C., November 2009. Christopher T. King et al., "Texas Workforce Investments: Returns for Participants, Taxpayers, and Society," *Texas Business Review,* June 2010. Burt S. Barnow and Christopher T. King, "The Workforce Investment Act in Eight States," Nelson A. Rockefeller Institute of Government, report prepared for the U.S. Department of Labor, Employment, and Training Administration, February 2005.

Written by Daniel Rounds. The California Senate Office of Research is a nonpartisan office charged with serving the research needs of the California State Senate and assisting Senate members and committees with the development of effective public policy. It was established by the Senate Rules Committee in 1969. For more information and copies of this report, please visit **www.sen.ca.gov/sor** or call **(916) 651-1500.**