Understanding the Workforce Development System of Lancaster County, PA

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Submitted by Fourth Economy

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Additional Areas of Inquiry

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Executive Summary

Introduction

This report profiles the government-funded programs that support workforce development in Lancaster County, Pennsylvania.

This study maps federal and state workforce development funds to providers in Lancaster County, identifies the workforce development programs that those providers run, and gathers outcome data from those programs.

The Executive Summary collects the main findings and is organized into these sections:

- [Key Findings](#)
- [State and Federal Funding for Workforce Development](#)
- [Government Funding to Providers in Lancaster County](#)
- [Lancaster Workforce Development Board Contracted Services](#)
- [Funds Organized by Category](#)
- [Fund Program Outcomes](#)

Information is reported in more detail in the sections that follow the Executive Summary. Within each funding stream, this report describes the stated goal of the program, target population, type of training supported, organizations that receive the funding, and, when outcome data is available, the results of the program. Funds and Providers are profiled in more detail in the [Fund Profiles](#) and [Provider Profiles](#) sections. The [Additional Areas of Inquiry](#) section poses a series of questions and/or areas of exploration that can be considered moving forward, including understanding what providers need to meet the holistic needs of participants, areas that require further research due to barriers in accessing public information, and opportunities for program alignment. An [Appendix](#) is included to provide additional reference data.

The steering committee was lead by Shane Zimmerman of the Steinman Foundation, Bob Krasne of Steinman Communications, Sandy Strunk of the STEM Alliance, and Lisa Riggs of the Economic Development Company of Lancaster County.

Information in this report was compiled from reviews of federal audit information, review of IRS Form 990 data, and interviews with state agencies and local officials representing workforce development providers in Lancaster County.

For the purposes of this study, workforce development funds are considered to be those designed with the explicit purpose of supporting individuals to advance their employment status, by means of education, training, placements, or support services that enable them to obtain and/or retain employment. This being the case, funds that indirectly support workforce development were not considered, such as outright social services, cash assistance programs, healthcare services, transportation, equipment, or primary education.
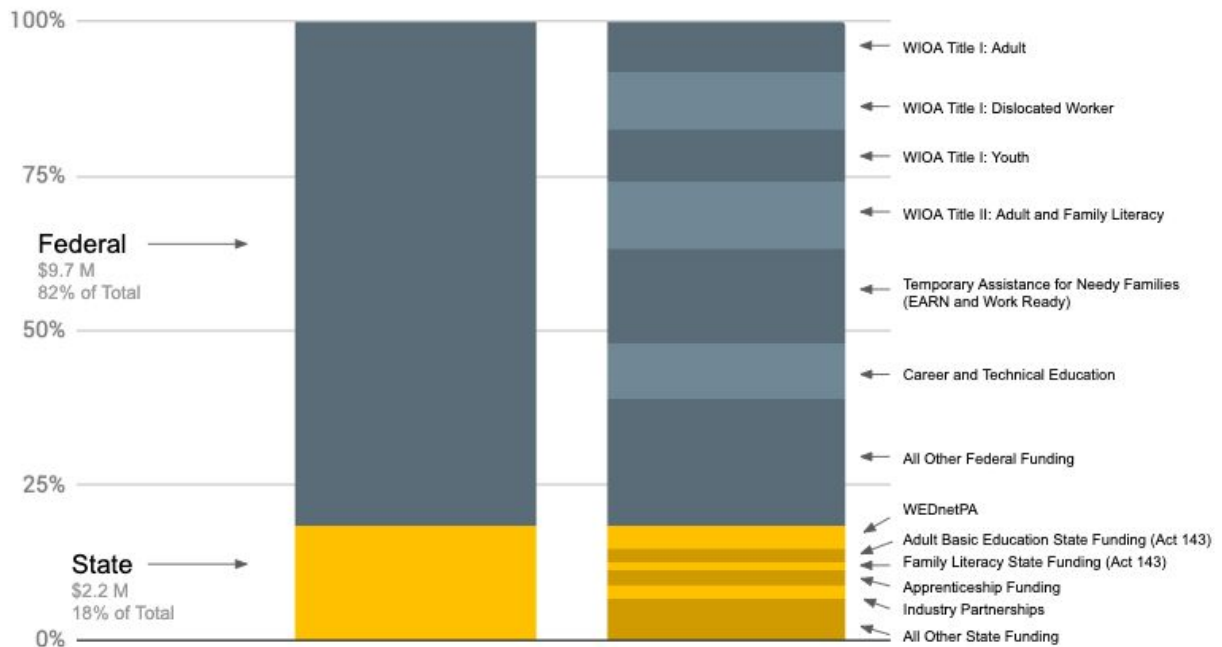
Key Findings

- This study identified more than 60 federal and state funds used for workforce development activities within Lancaster County from 2016-2019.

- There is an average of $11.9 million of state and federal government funds invested annually in workforce development activities in Lancaster County. Of that funding, 82%, or $9.7 million comes from the federal government. 18%, or $2.2 million comes from state government. For more information, see: State and Federal Funding for Workforce Development.

- The largest recipient of workforce development funding in the county is the Lancaster Workforce Development Board. Other organizations that receive a large amount of workforce development funding include Lancaster-Lebanon Intermediate Unit #13, Literacy Council of Lancaster-Lebanon, Lancaster County Career and Technical Center, Community Action Partnership, Bureau of Workforce Partnership Operations, Office of Vocational Rehabilitation, Harrisburg Area Community College, and Thaddeus Stevens. For more information, see: Government Funding to Providers in Lancaster County and Lancaster Workforce Development Board: Contracted Services.

- A range of workforce development programming is offered in Lancaster County. Programming ranges from attending a job-specific training (e.g. WEDnetPA) to individualized career services (e.g. WIOA Title I: Adult and Dislocated Workers). For more information, see: Funds Organized by Category.

- Workforce development programming in Lancaster County serves an average of more than 5,000 participants annually across funds where outcome data was available. For more information, see: Fund Program Outcomes.

- Lancaster County has an estimated 29,429 working age adults living below the poverty line, very few of whom are engaged in full-time employment.[1]

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[1] Census, American Community Survey, 2017.

State and Federal Funding for Workforce Development

Average Annual Funding Amount, 2016-2019

This study identified more than 60 federal and state funds used for workforce development activities within Lancaster County from 2016-2019.

There is an average of $11.9 million of state and federal government funds invested annually in workforce development activities in Lancaster County. Of that funding, 82%, or $9.7 million comes from the federal government. 18%, or $2.2 million comes from the state government.

Within federal funding, six funds (WIOA Title I: Adult, WIOA Title I: Dislocated Worker, WIOA Title I: Youth, WIOA Title II: Adult and Family Literacy, Temporary Assistance for Needy Families (EARN and Work Ready), and Career and Technical Education) account for 75% of all federal funding identified in the study.

Within state funding, four funds (WEDnetPA, Adult Basic Education and Family Literacy State Funding (Act 143), Apprenticeship Funding, and Industry Partnerships) account for 64% of all state funding identified in the study.

A complete list of workforce development federal and state funds identified in this study is available in the Appendix.

Government Funding to Providers in Lancaster County

Average Annual Funding Amount, 2016-2019

Government funds for workforce development flow from a variety of federal and state sources. This diagram shows the average annual amount of funding from federal and state grantor departments to different workforce development program providers within Lancaster County.
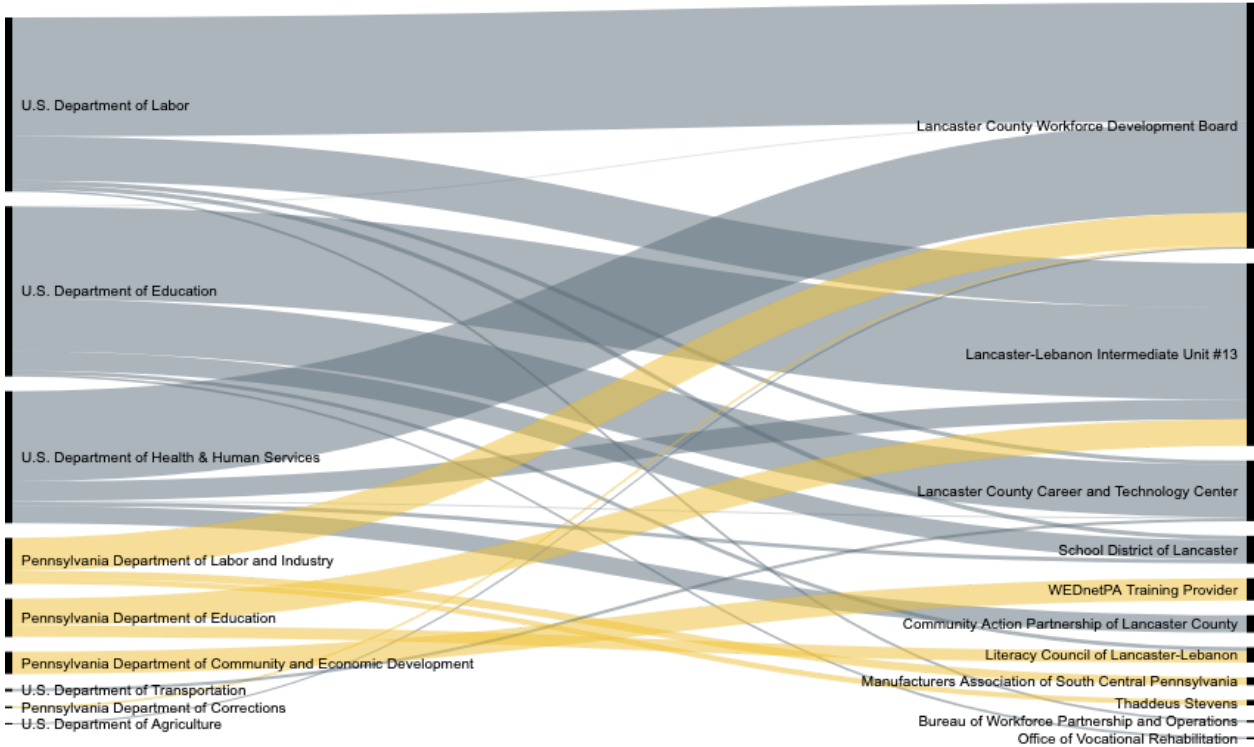
In this diagram, government grantor departments are listed on the left. Recipient organizations in Lancaster County are listed on the right. Lines connecting government grantor departments to recipient organizations represents the flow of funding from grantors to providers of workforce development programming.

The size of the line represents the amount of funding: the bigger the line, the larger the amount of funding. The color of the line represents the level of government granting the funding: funds from federal grantor departments are blue; funds from state grantor departments are yellow.

For example, the U.S. Department of Labor grants funds that are received by the Lancaster County Workforce Development Board and Lancaster-Lebanon Intermediate Unit #13, among others. The Lancaster Workforce Development Board receives funds

that were granted by the U.S. Department of Labor, U.S. Department of Health and Human Services, and the Pennsylvania Department of Labor and Industry, among others.

Within federal government funding, U.S. Department of Labor ($3 million), U.S. Department of Education ($2.9 million), and U.S. Department of Health & Human Services ($2.3 million) account for more than 75% of federal funding for workforce development in Lancaster County. Within state government funding, Pennsylvania Department of Labor and Industry ($925 thousand), Pennsylvania Department of Education ($771 thousand), and Pennsylvania Department of Community and Economic Development ($447 thousand) account for more than 90% of state funding. Funds are described in more detail in Fund Profiles.

The top recipients of government workforce development funding are Lancaster Workforce Development Board, Lancaster-Lebanon Intermediate Unit #13, and Lancaster County Career and Technical Center. Providers are described in more detail in Provider Profiles.

Lancaster Workforce Development Board: Contracted Services

The majority of provider organizations in Lancaster County that receive workforce development funds use those funds directly within their organization. Lancaster County Workforce Development Board is unique in that it contracts out with several providers which provide workforce development programming and services. These relationships are highlighted below.

Lancaster County Workforce Development Board (LCWDB) is the lead organization in Lancaster County for workforce planning, local workforce information collection, and service delivery.[2]

The Workforce Development Board is required by WIOA to provide employment services through a One-Stop center, referred to as CareerLink in Pennsylvania. Workforce Development Boards (WDBs) work with local area employers to determine the mix of service provision, eligible providers, and types of training programs available at One-Stop centers.[3]

Lancaster Workforce Development Board does not directly provide services. Programming from service providers is offered through the CareerLink under a partnership model.[4] The primary contracted providers of the Lancaster Workforce Development Board include:

Educational Data Systems, Inc. (EDSI)
- WIOA Title I: Adult and Dislocated Workers
- WIOA Title I: Youth programming
- EARN (Employment, Advancement and Retention Network) Program
- Work Ready

ResCare Workforce Services
- WIOA Title I: Out-of-School Youth and Summer Youth programs
- Previously ResCare had been contracted to provide additional services

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[2] "Overview." Lancaster County Workforce Development Board.
https://www.lancastercountywib.com/about-us/overview
[3] "What are Workforce Development Boards?" CareerOneStop.
https://www.careeronestop.org/BusinessCenter/TrainAndRetain/FundingEmployeeTraining/what-is-a-WDB.aspx
[4] "WDB and Investor Partner Agreement - APPENDIX A." Lancaster County Workforce Development Board.
https://www.lancastercountywib.com/images/aboutus/InvestorPartnersAgreementAppendix.pdf

The Lancaster Workforce Development Board also partners with Lancaster-Lebanon Intermediate Unit #13 (WIOA Title II: Adult and Family Literacy, Work Keys, Youth Services), Literacy Council of Lancaster-Lebanon (WIOA Title II: Adult and Family Literacy), Lancaster Career and Technology Center, School District of Lancaster, and others to provide additional workforce development services. More information about the Lancaster Workforce Development Board can be found in its Provider Profile.

Primary Independent Contractors of the Workforce Development Board
2015-2017

Information filed with Form 990 from the Lancaster County Workforce Development Board lists the independent contractors that received more than $100,000. The information for the highest compensated independent contractors is provided in the table below from FY 2015 - FY 2017, the three most recently available years of data.

Recipient Organization	Services	FY 2015 (07/01/2015-06/30/2016)	FY 2016 (07/01/2015-06/30/2016)	FY 2017 (07/01/2016-06/30/2017)
EDSI	Employment Advancement Retention	$686,775	$733,577	$2,242,839
ResCare	Workforce Contractor	$1,325,164	$1,239,836	$548,103
School District of Lancaster	Career Exploration Activities Contractor	$175,964	$172,235	$141,000
Lancaster County CTC	Full Service Career and Technical School			$310,544
Intermediate Unit #13	Youth Program and Work Keys	$134,566	$109,531	
The Manufacturers' Association	Training Services			$163,580
Total		$2,322,469	$2,255,179	$3,406,066

Funds Organized by Category

Average Annual Funding Amount, 2016-2019

To better understand how funds are utilized, funds were grouped into the following categories: Adult Basic Education, English Language and Literacy, Basic/Job Search Services, Individualized Job Search Services, Soft Skills Training, and Job-Specific Training. Some funds crossed over between multiple categories.

Job-Specific Training
$2 M
17% of Total

WEDnetPA

Apprenticeship Funding
and Industry Partnerships

Career and Technical Education

100 K   500 K   1 M
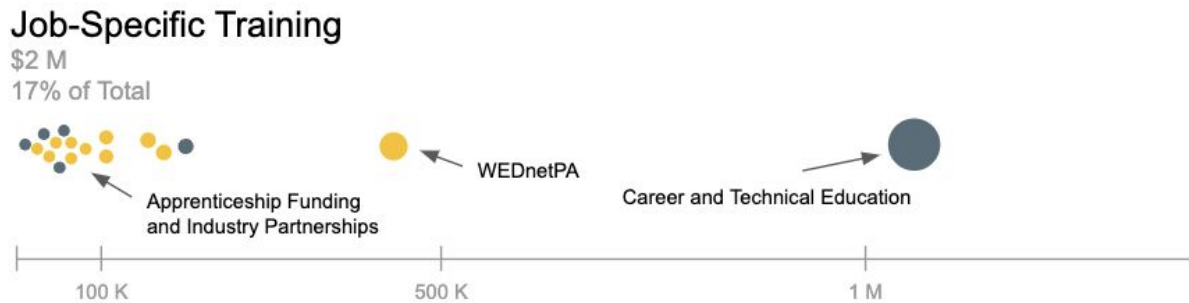
Job-Specific Training represents the highest concentration of many small state funds for specific apprenticeship programs and industry partnerships. These funds are utilized for specialized programming tailored to specific occupations and industries. In addition to these smaller grants, Career and Technical Education funding and WEDnetPA funding is received in Lancaster County for job-specific training. Career and Technical Education funding is received by Lancaster Career and Technical Center. WEDnetPA funding is received by Thaddeus Stevens, Harrisburg Area Community College, and Lancaster Career and Technical Center.

Adult Basic Education, English Language and Literacy
$2 M
17% of Total

Adult Basic Education and Family Literacy
State Funding (Act 143)

WIOA Title II: Adult and Family Literacy

100 K   500 K   1 M
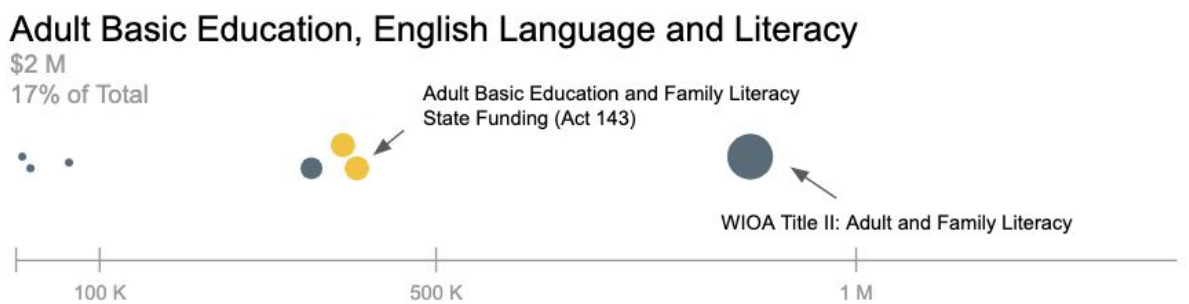
Adult Basic Education and English Language and Literacy includes funding from WIOA Title II: Adult and Family Literacy and State Funding (Act 143) Adult Basic Education and English Language and Literacy. This funding is received by Lancaster-Lebanon Intermediate Unit #13 and Literacy Council of Lancaster-Lebanon. These funds are utilized for adult basic education and family literacy programming.

Individualized Job Search and Soft Skills or Job-Specific Training

$4+ M
35%+ of Total
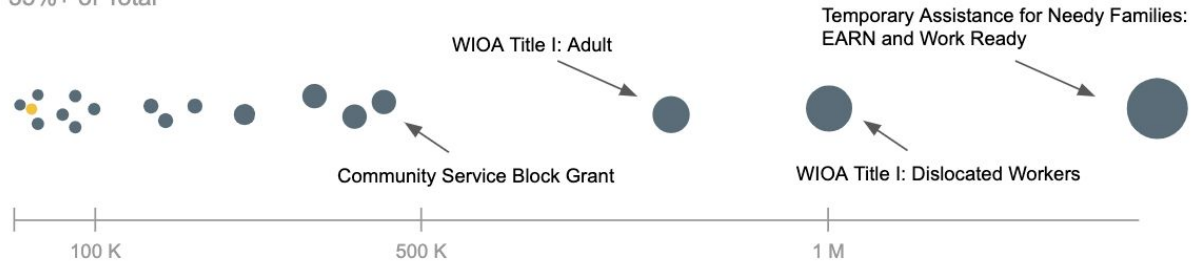
Individualized Job Search and Soft Skills or Job-Specific Training includes the largest amount of funding, stemming mainly from WIOA Title I: Adult and Dislocated Worker funding and Temporary Assistance for Needy Families (TANF). Three quarters of WIOA Title I: Adult and Dislocated Worker participants receive individualized job search services, while the other quarter receive training. WIOA Adult and Dislocated Worker programming is administered through the CareerLink at the Lancaster County Workforce Development Board. TANF funding for is used for Employment, Advancement, and Retention Network (EARN) and Work Ready programming administered through the CareerLink at the Lancaster County Workforce Development Board. The goal of Work Ready is to prepare TANF recipients to take part in EARN support services.[5] EARN is designed to assist TANF recipients with clear pathways and resources to training and employment so they may live without cash assistance. Community Action Partnership also operates navigation and job-specific training programming through Community Service Block Grant funding.

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[5] https://www.jobs4lancaster.com/job-seekers/welfare-to-work/

Fund Program Outcomes

A range of workforce development programming is offered in Lancaster County. Programming ranges from attending a job-specific training (e.g. WEDnetPA) to individualized career services (e.g. WIOA Title I: Adult and Dislocated Workers). Costs per participant can vary greatly because of the type of programming offered and reporting criteria about who counts as an individual served. For example, individualized career services are resource intensive and provide career navigation, individual staff service and follow-up, whereas WEDnetPA training participation can be a single training session.

In total, workforce development programming in Lancaster County had an average of more than 5,000 participants served annually across funds where outcome data was available. For context, Lancaster County has an estimated 29,429 working age adults living below the poverty line, very few of whom are engaged in full-time employment.[6] Note that a single person may be eligible to enroll across multiple workforce development programs, and that participation numbers are collected based off of the funding stream, not tracked at the individual level.

Federal Funding Outcomes

2016-2019

Name of Award	Average Yearly Funding Amount	Percent of Federal Funding	Average Participants	Cost per Participant
WIOA Title I: Adult	$991,225	10%	388	$2,555
WIOA Title I: Dislocated Workers	$1,091,838	11%	361	$3,024
WIOA Title I: Youth	$981,483	10%	114	$8,610
WIOA Title II: Adult Education and Family Literacy	$1,302,003	13%	1,547	$915
Temporary Assistance for Needy Families (EARN and Work Ready)	$1,809,036	19%	188*	$9,623*
Career and Technical Education	$1,058,749	11%	897	$1,181
All Others	$2,439,943	25%		
Total	$9,674,277			

*Note: Enrollment information is available for Work Ready only. Temporary Assistance for Needy Families provides funding for both EARN and Work Ready programming, so enrollment information presented in this table is low and cost per enrollee information presented in this table is high.

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[6] Census, American Community Survey, 2017.

State Funding Outcomes
2016-2019

Name of Award	Average Yearly Funding Amount	Percent of State Funding	Average Participants	Cost per Participants
WEDnetPA	$447,112	20%	2,695	$166
Adult Basic Education State Funding (Act 143)	$379,430*	17%	1,547	$915
Family Literacy State Funding (Act 143)	$392,042	18%	100	$3,907**
Apprenticeship Funding	$321,161	15%		
Industry Partnership Funding	$245,000	11%		
All Others	$397,943	18%		
Total	$2,182,688			

*Note: State funding is used to leverage federal funding. For example, Adult Basic Education State Funding (Act 143) leverages federal funding for WIOA Title II: Adult Education and Family Literacy.

**Note: A participant in Family Literacy are the parents of the household/caregivers plus children, so the cost per participant figure is the cost per family.

A complete list of workforce development federal and state funds identified in this study is available in the Appendix.

Summaries of fund program outcomes are highlighted below:

WIOA Title I: Adult - On average, there are 388 participants in the WIOA Title I: Adult programming in Lancaster County. The majority of participants receive individualized career services (76% of participants) or training services (24% of participants). Of the 388 participants, 262 (68%) exit the program either through completing, withdrawing, or transferring from the program. Within six months of exiting the program, 77% are employed.

WIOA Title I: Dislocated Worker - On average, there are 361 participants in the WIOA Title I: Dislocated Worker programming in Lancaster County. The majority of participants receive individualized career services (65% of participants) or training services (35% of participants). Of the 361 participants, 226 (62%) exit the program either through completing, withdrawing, or transferring from the program. Within six months of exiting the program, 83% are employed.

WIOA Title I: Youth - On average, there are 114 participants in the WIOA Title I: Youth programming in Lancaster County. Participants receive occupational skills training (32% of participants) or services other than occupational skills training (68% of participants). Of

the 114 participants, 82 (72%) exit the program either through completing, withdrawing, or transferring from the program. Within six months of exiting the program, 83% are employed.

Adult Education - On average, there are 1,547 participants in Adult Education programming. 1,099 (71%) of participants attend at least 12 hours of programming. 82% attain a GED. 22% enter postsecondary education and 43% enter employment.

Family Literacy - On average, there are 100 participants in Family Literacy programming. 75 (75%) of participants attend at least 12 hours of programming. 83% attain a GED. 4% enter postsecondary education and 38% enter employment.

WEDnetPA: WEDnetPA funding provides qualified employers with basic and job-specific training for new and existing employees. The average number of companies assisted through WEDnetPA is 35; the average number of employees trained is 2,269. Because businesses directly apply to WEDnetPA to access funding, the number of companies assisted and employees trained is highly dependent on how active companies within Lancaster County are in applying to WEDnetPA.

Detailed outcome data can be found by visiting the following links:
- WIOA Title I: Adult Program Outcomes
- WIOA Title I: Dislocated Worker Program Outcomes
- WIOA Title I: Youth Program Outcomes
- Adult Education Program Outcomes
- Family Literacy Program Outcomes
- WEDnetPA

Fund Profiles

Introduction

For each major workforce development funding stream received in Lancaster County, this report displays information about the fund, fund metrics, category of fund, target population, uses, and fund recipients. In this section, the following funds are profiled in detail:

Workforce Innovation and Opportunity Act (WIOA)

About

The Workforce Innovation and Opportunity Act (WIOA), succeeded the Workforce Investment Act (WIA) in 2015. WIOA is the primary federal workforce development legislation, seeking to increase coordination among federal workforce development and related programs. WIOA authorizes appropriations for each of FY2015 through FY2020 to carry out the programs and activities authorized in the legislation.[7]

WIOA has six core programs that address the needs of unique populations: Adults, Youth, Dislocated Workers, Adult and Family Literacy, Wagner-Peysner, and Vocational Rehabilitation. These programs provide a wide combination of education and training services, including activities like job seeker assistance, navigation or career counseling, and classroom, occupational, or work-based training.[8]

Employment and training services are available through the WIOA system of One-Stop centers nationwide, administered by local Workforce Development Boards (WDBs) in coordination with local area service providers and employers to determine the mix of service provision, eligible providers, and types of training programs.[9],[10] In Pennsylvania, One-Stop centers are referred to as CareerLink.

WIOA programs are organized into these legislative titles:

- Title I: Primarily for Adult and Dislocated Worker Employment and Training Activities, and Youth Activities. Title I also has provisions for Job Corps, Migrant and Seasonal Farmworker Programs, and National Farmworkers Jobs Program (NFJP), among others.
- Title II: Adult and Family Literacy. Title II authorizes education services to assist adults in improving their basic skills, completing secondary education, and transitioning to postsecondary education.
- Title III: Wagner-Peyser. Authorizes basic career services available at One-Stop employment centers across the US.

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[7] Bradley, David, *The Workforce Innovation and Opportunity Act and the One-Stop Delivery System*. Congressional Research Service, 2015.
[8] "WIOA Overview." United States Department of Labor. https://www.doleta.gov/wioa/overview.cfm
[9] "Fact Sheet: One-Stop Career Centers." United States Department of Labor. https://www.doleta.gov/wioa/Docs/WIOA_OneStop_FactSheet.pdf
[10] "What are Workforce Development Boards?" CareerOneStop. https://www.careeronestop.org/BusinessCenter/TrainAndRetain/FundingEmployeeTraining/what-is-a-WDB.aspx

- Title IV: Vocational Rehabilitation. Integrates vocational rehabilitation into the One-Stop system.

Fund Metrics

WIOA programs are assessed based on their ability to serve participants by six primary indicators of performance:[11,12]

- Employment, education, or training during the 2nd quarter after exit
- Employment, education, or training during the 4th quarter after exit
- Median earnings during the 2nd quarter after exit
- Credential Attainment Rate
- Measurable Skill Gains
- Effectiveness in serving employers (system-wide measure, not program specific)

Detailed outcome data for WIOA programming within Lancaster County can be found by visiting the following links:
- [WIOA Title I: Adult Program Outcomes](#)
- [WIOA Title I: Dislocated Worker Program Outcomes](#)
- [WIOA Title I: Youth Program Outcomes](#)
- [Adult Education Program Outcomes](#)
- [Family Literacy Program Outcomes](#)

WIOA Title I

About

WIOA Title I authorizes job training and related services to unemployed or underemployed individuals. Title I includes three state formula grant programs for adults, dislocated workers, and youth. States receive federal funding based on their share of total unemployment, excess unemployment, and share of the target population the specific funds are meant to serve (adults, dislocated workers, or youth).[13] Local Workforce Development Boards are allocated funding from the state in the same fashion.

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[11] Zuidema, Brian. *Performance Accountability Guidance for Workforce Innovation and Opportunity Act*. United States Department of Labor, 2017.
[12] "WIOA Performance Indicators and Program Specific Measures." United States Department of Labor. https://www.doleta.gov/performance/guidance/tools_commonmeasures.cfm
[13] Lahasky, Rosemary. *Workforce Innovation and Opportunity Act Adult, Dislocated Worker and Youth Activities Program Allotments*. United States Department of Labor, 2018.

Title I also has provisions for Job Corps, National Indian and Native American Programs; Indian and Native American (INA) Grants, Migrant and Seasonal Farmworker Programs; National Farmworkers Jobs Program (NFJP), and YouthBuild. Title I programs are administered through the Employment and Training Administration (ETA) of the U.S. Department of Labor (DOL).

WIOA Title I: Adult and Dislocated Workers

About

The adult and dislocated worker programs both provide employment and training services to individuals ages 18 and older. Though the services provided from these two programs are the same, both determined by the local Workforce Development Board, the two programs have different eligibility criteria and different funding allotment formulas.

Category of Fund

This fund supports Basic/Job Search Services, Soft Skills Training, and Job-Specific Training.

Target Population

Adult employment and training activities serve job seekers who are at least 18 years old, with priority given to lower-income or low-skilled individuals, including those on public assistance.

Dislocated employment and training activities serve workers that meet the following criteria:

- has been laid off or terminated, or received notice of termination or lay off;
- is seeking full-time work; and
- is unlikely to return to previous industry or occupation.[14]

Uses

WIOA Title I provides three levels of services for adults and dislocated workers: Basic Career Services, Individualized Career Services, and Training Services. Basic Services are available to any individual, but WIOA Title I eligibility requirements must be met to receive

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[14] "Definition of a Dislocated Worker." Connecticut Department of Labor. https://www.ctdol.state.ct.us/progsupt/jobsrvce/edwaa.htm

Individualize and Training support. The following services are available through CareerLink service providers.

Basic Career Services, available to any individual, include:

- Information about services, available through the PACareerLink Lancaster County Center
- Initial assessment of needs
- Referral to appropriate services
- Self-directed or staff-assisted job search
- Workshops, such as resume writing, interviewing skills, and job search
- Information:
    - Labor Market
    - Training provider
    - Supportive service
    - Unemployment
    - Financial aid
    - Relocation assistance

Individualized services include:

- Eligibility determination
- Comprehensive assessment
- Individualized employment plan defining the customer's specific goals and pathway for achievement
- Career counseling and planning
- Short-term prevocational services
- Internships and work experiences
- Workforce preparation activities
- Financial Literacy services
- Supportive services, including activities designed to eliminate barriers to employment (assistance with transportation, work related tools and clothing, and child care)

Training Services include:

- Individual Training Accounts (ITA)
- On-the-Job Training (OJT)
- Job readiness training
- Workplace training/co-op programs
- Skills upgrading and retraining

- Pre-apprenticeship/Apprenticeship
- Transitional jobs
- Incumbent worker training.[15]

Fund Recipients

Recipients of WIOA Title I Adult and Dislocated Worker funding in Lancaster County include:

- Lancaster County Workforce Development Board receives and contracts with;
- Educational Data Systems, Inc. (EDSI)

The Lancaster County Workforce Development Board directs funding to EDSI as the contracted provider of Title I Adult and Dislocated Worker activities.

WIOA Title I: Youth

About

WIOA Title I funds for youth activities are used for providing services to youth including activities leading to attainment of a secondary school diploma or recognized post secondary credential, preparation for postsecondary education or training, preparation for unsubsidized employment, and effective connections to employers.[16]

Local Workforce Development Boards are advised by WIOA legislation to have a Youth Council, which advises on local youth activities, recommends appropriate service providers, and assists in workforce development strategic planning.[17] The Youth Council directs the use of WIOA Title I funding for youth activities as well as TANF grants and other community funds and youth services.

Category of Fund

This fund supports Basic/Job Search Services, Soft Skills Training, and Job-Specific Training.

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[15]
https://www.lancastercountywib.com/images/PDF/2018/SC9%20Regional-Lancaster%20County%20WDA%20Local%20Plan%20Approved%2012.21.17.pdf (Page 62)

[16] Bradley, David, *The Workforce Innovation and Opportunity Act and the One-Stop Delivery System*. Congressional Research Service, 2015.

[17] "Overview of Youth Council." Lancaster County Workforce Development Board. https://www.lancastercountywib.com/youth-council/overview

Target Population

In-school-youth (ISY) age 14-21, that are low income or have barriers to employment, and out-of-school Youth (OSY) age 16-24 with barriers to employment. 75% of funding is required to be dedicated to out-of-school Youth.

Uses

Title I Youth funds are used to provide educational and career goals case management for individuals ages 14-24. This includes career guidance, identifying and acquiring work experience opportunities such as apprenticeships, skills training, and basic skills training. [18]

In order to be a recipient of Title I Youth Activities Funding, service providers must spend over 75% of funding on out-of-school youth programs, follow proper reporting procedures to the PA Department of Education, and provide a mix of the following services:
1. Tutoring;
2. Alternative secondary school services;
3. Paid and unpaid work experiences, which include: summer and year round employment opportunities, pre-apprenticeship programs, internships and job shadowing, and on-the-job training;
4. Occupational skill training;
5. Education offered concurrently with workforce preparation and training;
6. Leadership development opportunities;
7. Supportive services;
8. Mentoring;
9. Follow-up services;
10. Comprehensive guidance and counseling;
11. Financial literacy education;
12. Entrepreneurial skills training;
13. Services that provide labor market and employment information; and
14. Postsecondary education and training preparation activities.[19]

Fund Recipients

Recipients of Title I Youth Activities Funding in Lancaster County:
- Lancaster County Workforce Development Board
- Lancaster-Lebanon Intermediate Unit #13
- Lancaster County Career and Technology Center

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[18] https://www2.ed.gov/about/offices/list/osers/rsa/wioa/state-plans/pa.pdf (Page 18)
[19] https://youth.workforcegps.org/resources/2017/08/29/08/48/FactSheet

- ResCare Workforce Services
- Educational Data Systems, Inc. (EDSI)

In Lancaster County the majority of WIOA Title I Youth Activities are provided by ResCare through the CareerLink office.

WIOA Title II: Adult and Family Literacy

About

Authorized under the Adult Education and Family Literacy Act of WIOA Title II, the US Department of Education allocates Basic Grants to state education agencies on an annual basis based on the number of adults in the State over age 16 that have not completed high school. The grants are managed through the Office of Adult Education and Literacy, and are intended for adult literacy training, including workplace literacy services and family literacy. States must match 25% of federal funding with a non-federal contribution. States then award grant money to eligible local education agencies (LEAs), such as public and private nonprofit organizations and higher education institutions. In Pennsylvania, WIOA Title II: Adult and Family Literacy funds are matched by Adult and Family Literacy Education Act 143 funding.[20]

Category of Fund

This fund supports Adult Basic Education, and English Language and Literacy.

Target Population

Adults and out-of-school youth over the age of 16 who are not enrolled or required to be enrolled in secondary school.

Uses

States award local education service agencies for the following activities:

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[20] "Request for Grant Application Guidelines Adult Basic Education Direct Service." Pennsylvania Department of Education. https://www.education.pa.gov/Documents/Postsecondary-Adult/Adult%20Basic%20and%20Family%20Literacy%20Education/Adult%20Education%20Grant%20Competitions/Adult%20Basic%20Education%20Direct%20Service%20RGA%20Guidelines.pdf

- Helping adults become literate and obtaining the knowledge and skills necessary for employment and economic self-sufficiency.
- Supporting the educational and skills attainment of parents and family members so they may aid in the educational development of their children.
- Attaining secondary school diploma and the transition to postsecondary education.
- Improving English reading, writing, speaking, and comprehension skills, mathematics skills, and acquiring an understanding of the American system of Government, individual freedom, and the responsibilities of citizenship for immigrants and non-native English language learners.[21]

Fund Recipients

Recipients of WIOA Title II: Adult and Family Literacy funding in Lancaster County include:

- Lancaster Lebanon Intermediate Unit #13 (primary recipient)
- Literacy Council of Lancaster-Lebanon

WIOA Title III: Wagner-Peyser Employment Service

About

Title III of WIOA, Wagner-Peyser, integrates employment services into the One-Stop system authorized by WIOA. Pennsylvania's one-stop centers are called PACareerLink.

Funds are distributed to state agencies - in Pennsylvania, the Pennsylvania Department of Labor and Industry - based on the states' share of the civilian workforce and their share of national unemployment.[22] State agencies are then to use the Wagner-Peyser funds to support their one-stop operations and their local employment service activities.

Category of Fund

This fund supports Basic/Job Search Services.

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[21] "Adult Education -- Basic Grants to States." U.S. Department of Education.
https://www2.ed.gov/programs/adultedbasic/applicant.html
[22] "Wagner-Peyser Act of 1933, as amended by the Workforce Investment Act of 1998 and the Workforce Innovation and Opportunity Act of 2014." U.S. Department of Labor.
https://www.doleta.gov/programs/wagner-peyser-statute.cfm

Target Population

This fund is designed to support all job seekers and employers by providing an easy to use one-stop delivery system for workforce resources and assistance.

Uses

Whereas Title I and II of WIOA make funding available for eligibility-based services on an individualized level, Title III ensures basic services are available to any job seeker, regardless of eligibility constraints. Any individual can utilize the resources at the One-Stop site.

These basic services include:

- Access to self-service electronic resources
- Skills level assessment
- Job search workshops, such as resume writing
- Job fairs and recruitment events
- Information about labor market, employment, and training opportunities

If eligible for Adult, Dislocated, or Youth Title I services, clients of the One-Stop operator (PA CareerLink) will be referred to a caseworker for individualized service.

Wagner-Peyser funds also make services available to employers:

- Assistance with job descriptions and alignment of job requirements to job seeker experience
- Referrals of job seekers to jobs and training
- Assisting with special recruitment needs and difficult job orders[23]

Employers are offered the services of job-matching and placement, arranging job fairs, job descriptions, and assistance in managing layoffs.[24]

Fund Recipients

Recipients of WIOA Title III: Wagner Peyser Employment Service funding in Lancaster County include:

- Bureau of Workforce Partnership and Operations

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[23] https://www.federalgrantswire.com/employment-service.html#.XQph6tNKhsY
[24] "Wagner-Peyser/Labor Exchange." U.S. Department of Labor.
https://www.doleta.gov/programs/wagner_peyser.cfm

WIOA Title IV: Vocational Rehabilitation

About

Vocational Rehabilitation (VR) funding is provided by the U.S. Department of Education to states in order to operate programs that provide VR services for individuals with disabilities so they may prepare for and engage in competitive integrated employment. This is a matching fund: the federal government requires that 21.3% of Vocational Rehabilitation program costs come from State funds and other non-Federal allowable sources.[25]

In Pennsylvania, the Office of Vocational Rehabilitation and the Department of Human Services Office of Development Programs reached an agreement to pool resources to meet federal match requirements. The DHS Office of Development Programs contributed $500,000 in 2018, but allocations are made on a year-to-year basis and dependent on the availability of resources.[26]

Category of Fund

Basic/Job Search Services, Soft Skills Training, Technical Skills Training.

Target Population

Disabled individuals who are unable to do any substantial work because of an impairment, or have a medical condition that has, or is expected to last more than one year or be expected to result in death.[27]

Uses

The Office of Vocational Rehabilitation provides individualized services to assist persons with disabilities prepare for and obtain employment. By working with a OVR Counselor, program participants are able to develop personal career goals and create an Individualized Plan for Employment (IPE) with identified employment service providers, vendors, and explicit responsibilities.

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[25] "Vocational Rehabilitation State Grants." U.S. Department of Education. https://www2.ed.gov/programs/rsabvrs/index.html

[26] https://www2.ed.gov/about/offices/list/osers/rsa/wioa/state-plans/pa.pdf (Page 47)

[27] As defined by the State of Pennsylvania Department of Labor & Industry, https://www.dli.pa.gov/Individuals/Disability-Services/bdd/Pages/default.aspx

Services such as assessments, referrals, job placement, sign language and readers, and career counseling services are free to program participants, but some services might be subject to a Financial Needs Test and require individual financial contribution. Individuals receiving Social Security benefits are exempt from Financial Needs Tests.[28]

Vocational Rehabilitation services are available to Lancaster County residents by working with an OVR Counselor at the Lancaster County CareerLink.

Fund Recipients

Recipients of WIOA Title IV: Vocational Rehabilitation funding in Lancaster County include:

- Office of Vocational Rehabilitation

Trade Adjustment Assistance

About

Trade Adjustment Assistance (TAA) is used to aid workers who become unemployed or lose hours of work and wages because of increased imports. To be eligible for benefits, groups of three or more workers of a firm, their union, or another authorized agency may file for a TAA eligibility petition with the US Department of Labor. Once verified as eligible for benefits, individuals may receive training, job search and relocation allowances, income support, and other reemployment services at their local job center.[29]

Fund Metrics

TAA WIOA programs are assessed based on their ability to serve participants by the WIOA primary indicators of performance:[30,31]

- Employment, education, or training during the 2nd quarter after exit
- Employment, education, or training during the 4th quarter after exit
- Median earnings during the 2nd quarter after exit

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[28] "Vocational Rehabilitation Services." Pennsylvania Department of Labor and Industry. https://www.dli.pa.gov/Individuals/Disability-Services/ovr/Pages/default.aspx
[29] "Trade Act Programs." U.S. Department of Labor. https://www.dol.gov/general/topic/training/tradeact
[30] Zuidema, Brian. *Performance Accountability Guidance for Workforce Innovation and Opportunity Act*. United States Department of Labor, 2017.
[31] "WIOA Performance Indicators and Program Specific Measures." United States Department of Labor. https://www.doleta.gov/performance/guidance/tools_commonmeasures.cfm

- Credential Attainment Rate
- Measurable Skill Gains

TAA indicators cannot be reported until the participant exits the program and outcomes can collected and verified. Because of this, there is a significant delay in reporting outcome measures.[32]

Category of Fund

This fund supports Basic/Job Search Services, Job-Specific Training, and Reemployment Services.

Target Population

Individuals who become under-employed or unemployed as a result of increased national imports.

Uses

The funds are used to provide employment services to eligible participants at local CareerLinks. Employment services can include training, job search and relocation allowances, income support, and other reemployment services.

Fund Recipients

Recipients of Trade Adjustment Assistance funding in Lancaster County include:

- Bureau of Workforce Partnership and Operations

Community Services Block Grant

About

Broadly, Community Service Block Grants (CSBG) are used to support low-income individuals on their journey toward self-sufficiency.[33]

States receive formula funded CSBG grants from the U.S. Department of Health and Human Services Office of the Administration of Children and Families. CSBG grants

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[32] "TAA Performance Reporting." U.S. Department of Labor. https://www.doleta.gov/tradeact/taa-data/participant-reporting/performance.cfm
[33] "About Community Services Block Grants." U.S. Department of Labor. https://www.acf.hhs.gov/ocs/programs/csbg/about

support Community Action Agencies (CAA), local governments, migrant and seasonal farmworker agencies, and other organizations designated by the state. Discretionary grants are also available at the state and local level for organizations that are specifically designed to work with the target population, typically CAAs.[34] The Community Action Partnership of Lancaster County (CAP) is the designated CAA to serve the Lancaster area.

Fund Metrics

Agencies that receive CSBG funding are required to provide services and report on results in accordance with the Results-Oriented Management & Accountability management practice.[35] Community Action Partnership of Lancaster County also tracks outcomes through a comprehensive case management system, whose development was funded by the United Way.

Category of Fund

This fund supports Basic/Job Search Services, Soft Skills Training, Technical Skills Training, and Job-Specific Training.

Target Population

To be eligible, individuals may not make more than 125% of the federal poverty level. This fund is to support low-income individuals in their journey toward self-sufficiency.[36]

Uses

CSBG funds are flexible. Funds are typically used to support case management, job training, food and nutrition, transportation, education, housing, drug and alcohol counseling, and economic development.

Fund Recipients

Recipients of Community Services Block Grant funding in Lancaster County include:

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[34] "About Community Services Block Grants." U.S. Department of Labor. https://www.acf.hhs.gov/ocs/programs/csbg/about
[35] "Community Services Block Grants Fact Sheet." Pennsylvania Department of Community and Economic Development. https://dced.pa.gov/housing-and-development/community-services/community-services-block-grant/
[36] "Community Services Block Grants Fact Sheet." Pennsylvania Department of Community and Economic Development. https://dced.pa.gov/housing-and-development/community-services/community-services-block-grant/

- Community Action Partnership of Lancaster County

Career and Technical Education - Basic Grants to States

About

Authorized under the Perkins Vocational and Technical Education Act, Career and Technical Education - Basic Grants to States are used to improve academic achievement of career and technical education students, strengthen the connections between secondary and postsecondary education, and improve state and local accountability.[37]

Funding from the U.S. Department of Education is allocated to state governments based on the population of individuals enrolled in Career and Technical Education (CTE) programs at the secondary and postsecondary level. States then award subgrants to local education agencies and institutions that provide career and technical education.[38] In Pennsylvania, when local education agencies have partnered or joined a consortium with Career and Technical Education center, the funds go to the center.[39]

Fund Metrics

There are eight performance indicators for secondary programs and six indicators for post-secondary and adult programs. For the adult and postsecondary programs, grant recipients are required to track the following:

1. Technical Skill Attainment
2. Credential, Certificate or Degree
3. Student Retention and Transfer
4. Student Placement
5. Nontraditional Participation
6. Nontraditional Completion

Category of Fund

This fund supports Job-Specific Training.

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[37] "Carl D. Perkins Career and Technical Education Act of 2006." U.S. Department of Education. https://www2.ed.gov/policy/sectech/leg/perkins/index.html

[38] "Career and Technical Education -- Basic Grants to States." beta.sam.gov. https://beta.sam.gov/fal/f5ea09a9aec34a1db50899815b2fb622/view?keywords=84.048&sort=-relevance&index=&is_active=true&page=1

[39] *Perkins Local Plan Funding Guidelines*. Pennsylvania Department of Education, 2013.

Target Population

Career and technical education students, including secondary students and adult learners.

Uses

These funds do not go to individuals; rather, they help schools offer programs to develop the academic, vocational and technical skills of students in high schools, community colleges, and regional technical centers. Funds from this program can be used for a broad range of programs, services, and activities designed to improve career–technical education programs. These activities include strengthening the academic and career and technical skills of students participating in CTE programs, linking CTE at the secondary level and the postsecondary level, and providing students with strong experience in and understanding of all aspects of an industry, which may include work-based learning experiences.[40]

Fund Recipients

Recipients of Career and Technical Education - Basic Grants to States funding in Lancaster County include:

- Lancaster County Career and Technical Center
- School District of Lancaster

Temporary Assistance for Needy Families

About

Temporary Assistance for Needy Families (TANF) provides assistance when parents and guardians are not able to provide for a family's basic needs.[41] States receive block grants from the federal government, with which states are able to design and implement their own TANF program structure.

Pennsylvania's TANF State Plan is organized around the following goals:

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[40] "Vocational Education--Basic Grants to States." U.S. Department of Education. https://www2.ed.gov/programs/ctesbg/index.html
[41] "What is TANF?" U.S. Department of Health and Human Services. https://www.hhs.gov/answers/programs-for-families-and-children/what-is-tanf/index.html

- Promote Personal Responsibility
- Ensure Participation in Work or Work-related Activities
- Move Recipients into Jobs
- Provide Work Incentives and Supports
- Break the Cycle of Dependence Through Education
- Strengthen Families and Support Children, and
- Simplify Program Administration.[42]

Within the workforce development system, participants first confirm eligibility and qualify for TANF assistance at the County Assistance Office (CAO). Once eligible, TANF dollars follow participants as they participate in workforce development programming offered through the Workforce Development Board. The two programs offered through the Workforce Development Board specifically for TANF recipients are the Employment, Advancement, and Retention Network (EARN) and Work Ready programs.

Fund Metrics

To track program effectiveness of EARN and Work Ready, data for Placement, Retention, and Activity Compliance Rate is collected by service providers.

Category of Fund

TANF funding is used for EARN and Work Ready programming, which includes Individualized Job Search Services and Training.

Target Population

TANF provides assistance to low income, under-employed, or disabled individuals who are pregnant or responsible for a child under the age of 18. To be eligible in Pennsylvania, families cannot have more than $1,000 in countable assets in combined value of their bank account, savings, and car.[43] There is often a minimum hour-per-week work requirement for individuals receiving assistance, depending on number of parents in the household, and the number and age of children.[44] Families are only able to receive TANF for five consecutive years.

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[42] "Temporary Assistance for Needy Families (TANF)." Pennsylvania Department of Health and Human Services. http://www.dhs.pa.gov/cs/groups/webcontent/documents/document/c_095465.pdf

[43] "What is TANF?" Pennsylvania Department of Health and Human Services. http://www.dhs.pa.gov/publications/infographics/whatisTANF/

[44] "What is TANF?" Pennsylvania Department of Health and Human Services. http://www.dhs.pa.gov/publications/infographics/whatisTANF/

Uses

Employment, Advancement, and Retention Network (EARN) and Work Ready are two programs that use TANF funding.

Work Ready is a program that provides case management services to individuals who have significant barriers to employment. The Work Ready Career Navigators are able to help address issues that prevent employment, such as dependable transportation, childcare, criminal background checks, and housing. The goal of Work Ready is to prepare TANF and SNAP recipients to take part in EARN support services.[45]

EARN is designed to assist TANF recipients with clear pathways and resources to training and employment so they may live without cash assistance. This consists of a Work Support Component (WSC) to provide job placement services to new TANF applicants, and the Career Development Component (DCD) provides a range of employment and training support services. There is an eight week job readiness curriculum for those enrolled in the Work Support Component, and a four week curriculum for the Career Development participants. The overarching goal of EARN is job retention, ultimately leading to self-sufficiency.[46]

The County Office of Assistance refers TANF recipients to CareerLink to work with caseworkers to determine their placement in Work Ready or EARN.

Fund Recipients

Recipients of Lancaster County include:

- Lancaster County Workforce Development Board, passing through to EDSI
- Lancaster County Career and Technology Center

Apprenticeship Funding

About

Apprenticeship funding is made available by the US Department of Labor to provide individuals the opportunity to receive on-the-job training and get paid as they work, particularly in industries of high growth and high demand.

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[45] https://www.jobs4lancaster.com/job-seekers/welfare-to-work/
[46] https://www.jobs4lancaster.com/job-seekers/welfare-to-work/

Employers design and register an apprenticeship program with the US Department of Labor or the State Apprenticeship Agency; in Pennsylvania, this is the Apprenticeship and Training Office (ATO) of the Department of Labor and Industry.[47]

Once approved as sponsors, employers become part of a network of other Apprenticeship programs in their area and field, are able to receive tax credits, and become eligible for federal and state funds for Registered Apprenticeship programs.

Category of Fund

This fund supports Job-Specific Training.

Target Population

Apprentices are ideal for employers who have trouble finding skilled workers, want to diversify their workers, and want to improve job retention. A sponsor can be an individual business or a consortium of businesses.

Apprentices can be no less than 16 years old, or 18 years old for employment in what are deemed hazardous conditions. Program sponsors identify minimum qualifications for their apprentices, such as education level and ability to perform the functions of the job.

Uses

Apprenticeship Programs are designed by the employer, but there must always be a paid-work component and an educational component of the program.

Other program components of Registered Apprenticeships include:

- Business Involvement
- On-the-Job Training
- Related Instruction
- Rewards for Skills Gains
- National Occupational Credential[48]

The on-the-job training and job-related instruction is provided by educational institutions, training centers and community colleges. Apprentices may also receive college credit.

In Pennsylvania, grants are made available to Registered Apprenticeship programs through the PA Department of Community & Economic Development, and then passed through the Workforce Development Board.[49]

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[47] https://www.dli.pa.gov/Individuals/Workforce-Development/apprenticeship/Pages/default.aspx
[48] https://www.doleta.gov/oa/employers/apprenticeship_toolkit.pdf (Page 10)
[49] https://dced.pa.gov/programs/pre-apprentice-apprenticeship-grant-program/

If the Apprenticeship program is connected to a program of study at a school, apprentices may be eligible for additional federal funding, such as the Pell grant or GI Bill, to support their career pathway.[50]

Fund Metrics

Each federal and state grant made available to Registered Apprenticeships vary in qualification standards and metrics.

Fund Recipients

In Lancaster, Apprenticeship funds are received by the Workforce Development Board and go to the following apprenticeship opportunities within hospitality, agriculture, healthcare, and construction industries:

- Community Health and Wellness Internship;[51]
- Associated Builders and Contractors, Keystone Chapter;[52] and
- Northeast Equipment Dealers Association internship and pre-internship[53]

Through 2019, the Lancaster WDB received $321,000 from the PA Department of Labor and Industry support the apprenticeships or internship program capacity building:

- Apprenticeship Associated Builders and Contractors, Inc.: $67,182
- Apprenticeship Lancaster General Health: $68,484
- ReEmployment Apprenticeship and Training Office: $110,000
- ReEmployment Apprenticeship and Training Office Capacity: $45,000
- Apprenticeship Expansion Local Board Grant: $30,000

WEDnetPA

About

The Workforce Economic Development Network of Pennsylvania is a fund established by the PA Department of Community and Economic Development, designed to reimburse Pennsylvania employers for providing skills training to their employees.

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[50] https://www.doleta.gov/oa/employers/apprenticeship_toolkit.pdf (Page 16)

[51]

https://www.lancastergeneralhealth.org/services-and-treatments/community-health-and-wellness/community-programs/community-health-and-wellness-internship

[52] https://abckeystone.org/tag/apprenticeship/

[53]

https://www.dli.pa.gov/Businesses/Workforce-Development/wdb/Documents/82233%20-%20PAWDP%20-%20Pre-ApprenticeshipReport%20%2004-19_FINAL.pdf

There are two classifications of trainings eligible for reimbursement: Essential Skills (ES) and Technical Skills (TS).

- ES training grants are available to manufacturing and technology businesses, certain healthcare inpatient and outpatient facilities, and bank corporate headquarters (but not branch locations).
- TS grants are available to most businesses, except for point-of-sale retail businesses, hospitality companies, government agencies, educational institutions and non-profit organizations.[54]

Category of Fund

This fund supports Job-Specific Training

Target Population

Employers who want to provide job-specific training to their employees, especially in high growth and target industries. Employers must meet qualifications in the type of industry, proposed training, and the status of their employees, including employee wages; Employees must earn at least 150% of the federal minimum wage.

Employers cannot be awarded grants for more than two consecutive years or for three years within a five year period.

Uses

Certain types of training in target industries are eligible for reimbursement. Eligibility is determined by the type of reimbursement employers apply for (ES or TS), and whether they meet qualification standards. On-the-Job training, company orientation, and Adult literacy activities such as ESL do not qualify for reimbursement.

There is a long list of programs that *are* eligible for reimbursement in both Essential Skills and Technical Skills categories, but some of the common uses for Essential Skills training funds are: business operations, customer service, computer operations, manufacturing skills, project management, workplace behavior skills, and workplace health and safety.

Technical Skills training activities are often more specialized and advanced programs such as advanced math, machine operations, software implementation, and life sciences.

WEDnet assistance can not go towards programs that have, or will, be paid in full or in part by other local, state, or federal funding streams.

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[54] http://www.wednetpa.com/pubs/WEDnetPA-Guidelines.pdf (page 9-12)

Fund Metrics

Depending on the length of the training and the necessary equipment or exams, employers may receive up to $600 per employee for traditional contracts, and up to $1,200 for if they are part of a select group of companies that receive a grant offer from the Governor's Action Team (GAT). Technical Skills grantees may receive up to $1,200 for either traditional or GAT contracts.[55]

Fund Recipients

WEDnetPA partners who provide training within Lancaster County include Harrisburg Area Community College, Thaddeus Stevens, and Lancaster Career and Technical Center.

WEDnetPA Outcomes

WEDnetPA				
	2015-2016 (07/01/2016-06/30/2017)	2016-2017 (07/01/2017-06/30/2018)	2017-2018 (07/01/2018-03/31/2019)	Total
Companies Assisted	27	49	28	81*
Employees Trained	1,417	4,309	1,081	6,807

*Note: Unique companies, duplicates across fiscal years removed.

WEDnetPA funding provides qualified employers with basic and job-specific training for new and existing employees. Businesses apply to WEDnetPA to access funding that can be used for a wide range of training.

Basic Skills Training provides instruction in a variety of basic and entry-level skills needed to be successful in the workplace, including training in the areas of Business Operations, Computers, Quality Assurance, and Workplace Health and Safety. Job-specific training (called Information Technology Training under WEDNetPA) provides instruction in a variety of information technology and advanced applied manufacturing subjects, such as Computer Programming, E-Business/Commerce, Network Administration and Software Engineering.

The number of companies assisted through WEDnetPA within Lancaster County in the past three years has ranged from 27 to 49. The number of employees trained in the past three years has ranged from 1,081 to 4,309. Because businesses directly apply to WEDnetPA to access funding, the number of companies assisted and employees trained is highly dependent on how active companies within Lancaster County are in applying to WEDnetPA.

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[55] http://www.wednetpa.com/pubs/WEDnetPA-Guidelines.pdf (page 17)

Industry Partnerships/Next Generation Industry Partnerships

About

The PA Department of Labor and Industry makes grant funding available to support Next Generation Industry Partnerships as a part of Governor Wolf's PA Smart initiative. Next Gen IPs are localized partnerships of businesses from similar or varying industries who identify priorities and coordinate regional support teams to address workforce development needs in a targeted industry.[56]

The Advanced Manufacturing Industry Partnership in Lancaster has been funded in the past to collaborate with local employers, educational institutions, economic development and community organizations to address the needs of the advanced manufacturing industry. It is jointly administered by the Manufacturer's Association and the Lancaster County Workforce Development Board.[57] Workforce Development Boards serve as the fiscal agent for IPs.

Fund Metrics

Every year, the PA Department of Labor and Industry releases a notice of grant availability. Industry Partnerships can submit applications with required elements, such as a training plan, budget, and input from local stakeholders.

If IPs are awarded a grant, they are required to submit mid-year and annual reports that contain data and information about the effectiveness of programs, challenges, opportunities, and examples of collaborative partnership initiatives.

Annual reporting data is used to measure statewide effectiveness. IPs are required to submit information about wage gains, promotions and industry recognized credentials obtained as a direct result of training completion and track on the Commonwealth Workforce Development System (CWDS).[58]

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[56] https://www.dli.pa.gov/Businesses/Workforce-Development/Pages/Industry-Partnerships.aspx
[57] http://mascpa.org/post.php?pid=197
[58]

https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/Next-Generation-IPs/15-16%2016-17%20IP%20Annual%20Report.pdf

Category of Fund

This fund supports employers providing Job Specific Training for their employees.

Target Population

Industry Partnerships are often designed to help grow and support worker training in high priority occupations.[59] Whether Industry Partnerships are comprised of employers from similar or different industries, to be eligible for a grant, they must have a demonstrated record of collaboration with local businesses, education institutions, PA CareerLink, industry associations, and other local organizations to address workforce needs.[60]

Employers must often meet certain qualifications to become a part of the local Partnership; in Lancaster, employers must be able to meet the 50% match on subsidized training and participate in regular meetings.[61]

Uses

The goal of Industry Partnerships is to develop cost-effective and efficient workforce development initiatives and serve as a "workforce intermediary" to connect the needs of local businesses and employees.[62]

Industry Partnership grants enable IPs to collaborate with local employers, educational institutions, CareerLink, associations, and other workforce development-related organizations to think strategically about how to address the needs of the target industry.

In Lancaster, the Advanced Manufacturing Industry Partnership provides resources and technical assistance to industry employers. By becoming a part of the Lancaster Manufacturing IP, local employers are eligible for subsidized training for their employees, employer professional development opportunities, and access to educational resources within the Partnership's network.[63]

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[59]
https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/Next-Generation-IPs/15-16%2016-17%20IP%20Annual%20Report.pdf (Page 2)

[60]
https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/Next-Generation-IPs/15-16%2016-17%20IP%20Annual%20Report.pdf (Page 2)

[61] http://mascpa.org/post.php?pid=197

[62] https://www.lancastercountywib.com/employers/industry-partnerships

[63] http://mascpa.org/post.php?pid=197

Industry Partnerships are also funded to collaborate with local partners to create clear pathways to connect youth to jobs.[64]

Fund Recipients

For program year 2016-2017, the Lancaster County Advanced Manufacturing Industry Partnership received $100,000 from PA L&I.[65]

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[64] https://www.lancastercountywib.com/employers/industry-partnerships

[65] https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/Next-Generation-IPs/15-16%2016-17%20IP%20Annual%20Report.pdf (Page 5)

Provider Profiles

Introduction

For each major workforce development provider in Lancaster County, this report displays information about the provider, industry engagement of the provider, programs offered (name of program, category, goals, target population), funding provided to the provider, and outcome data when available. In this section, the following providers are profiled in detail:

Lancaster County Workforce Development Board

About

Lancaster County Workforce Development Board (LCWDB) is the lead organization in Lancaster County for workforce planning, local workforce information collection, and service delivery. [66] Prior to its organization under WIOA in 2014, the Workforce Development Board was referred to as the Workforce Investment Board (WIB).

The Workforce Development Board is required by WIOA to provide employment services through a One-Stop center, referred to as CareerLink in Pennsylvania. Workforce Development Boards (WDBs) work with local area employers to determine the mix of service provision, eligible providers, and types of training programs available at One-Stop centers.[67]

The Lancaster County Workforce Development Board (LCWDB) administers federal and state monies to fund programs for adults, dislocated workers, and young people available through CareerLink and other service providers in Lancaster County. Examples of programs funded through money administered by LCWDB include job search and placement services, individualized navigation support, basic skills training, and job-specific training.

Industry Engagement

A key component to their work and WIOA requirements, LCWDB engages local industry in several ways:

Board of Directors

LCWDB has a board of directors made up of 28 representatives, including 16 private industry representatives. The board sets priorities for allocation of federal and state funding received through WIOA and other federal and state grants.

Industry Partnerships

LCWDB has formed Industry Partnerships within the manufacturing, construction, information technology, hospitality, agriculture, and healthcare industries. Industry Partnerships bring together multiple employers, and workers or worker

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[66] "Overview." Lancaster County Workforce Development Board. https://www.lancastercountywib.com/about-us/overview

[67] "What are Workforce Development Boards?" CareerOneStop. https://www.careeronestop.org/BusinessCenter/TrainAndRetain/FundingEmployeeTraining/what-is-a-WDB.aspx

representatives when appropriate, in the same industry cluster to address common or overlapping human capital needs.[68]

Apprenticeships

LCWDB has helped establish apprenticeship offerings in hospitality, agriculture, healthcare, and construction industries.

Business Services

Business Services are offered through the CareerLink service providers and the CareerLink Employer Services Team.[69] The LCWDB engages in strategic planning efforts with local businesses to identify regional needs and priorities for target industries.

Business-Education Workforce Summit

The Business-Education Workforce Summit is an annual event that brings together industry and education partners around workforce development. The event features a state of the workforce address, a keynote speaker, and breakout sessions.[70]

Programs

LCWDB does not directly provide services. Programming from service providers is offered through the CareerLink under a partnership model.[71] These providers include:

Educational Data Systems, Inc.

- WIOA Title I: Adult and Dislocated Workers
- WIOA Title I: Youth programming
- EARN (Employment, Advancement and Retention Network) Program
- Work Ready

ResCare Workforce Services

- WIOA Title I: Out-of-School Youth and Summer Youth programs

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[68] "Industry Partnerships." Lancaster County Workforce Development Board. https://www.lancastercountywib.com/employers/industry-partnerships
[69] https://www.lancastercountywib.com/employers/2016-06-02-02-20-40
[70] "Business-Education Workforce Summit." Lancaster County Workforce Development Board. https://www.lancastercountywib.com/852-2019-business-education-workforce-summit
[71] "WDB and Investor Partner Agreement - APPENDIX A." Lancaster County Workforce Development Board. https://www.lancastercountywib.com/images/aboutus/InvestorPartnersAgreementAppendix.pdf

School District of Lancaster

- Temporary Assistance for Needy Families

Lancaster County Career & Technology Center

- WIOA Title I: In-School Youth Program
- Temporary Assistance for Needy Families

Lancaster-Lebanon Intermediate Unit #13

- WIOA Title II: Adult and Family Literacy

Literacy Council of Lancaster-Lebanon

- WIOA Title II: Adult and Family Literacy

Program Funding

LCWDB is funded by a variety of federal and state grants. WIOA represents the largest source of funding. The total government grants received by LCWDB was $4,706,653 in FY2015, $3,915,140 in FY2016, and $4,531,760 in FY2017.[72] Federal funding for LCWDB's workforce development programming for FY2016-FY2018 is presented in the table below:

	2016	2017	2018	Total
Temporary Assistance for Needy Families	$1,521,995	$1,869,147	$2,035,967	$5,427,109
WIOA Title I: Dislocated Workers	$959,947	$1,079,326	$896,438	$2,935,711
WIOA Title I: Youth	$734,188	$670,523	$696,301	$2,101,012
WIOA Title I: Adult	$581,599	$792,857	$605,419	$1,979,875
H-1B Job Training Grants	$25,394	$81,130		$106,524
State Administrative Matching Grants for SNAP			$63,058	$63,058
WIOA Title IV: Vocational Rehabilitation			$42,790	$42,790
Social Innovation Fund	$23,332			$23,332

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[72] "Lancaster County Workforce Investment Board Form 990." Guidestar. https://www.guidestar.org/profile/23-2147355

WIOA Title II: Adult Education - National Leadership Activities	$15,331	$5,678		$21,009
WIOA Title III: Employment Service/Wagner-Peyser Funded Activities			$14,801	$14,801
Disabled Veterans' Outreach Program (DVOP)			$10,519	$10,519
Trade Adjustment Assistance			$10,515	$10,515
Community Services Block Grant			$8,031	$8,031
Temporary Labor Certification for Foreign Workers			$7,416	$7,416
Unemployment Insurance			$2,497	$2,497
WIOA National Emergency Grants	$1,551			$1,551
Total	$3,863,337	$4,498,661	$4,393,752	$12,755,750

Program Outcomes

There are multiple reporting platforms for outcome information. Because data is managed through several independent platforms, the data is not shared on the back end for individual participants, but rather as participation information for individual funds. In Pennsylvania, data collection is managed through the following operating systems:[73]

- *The Commonwealth Workforce Development System (CWDS)* - serves as the primary database and system of record for numerous workforce development programs tracking and recording services, activities and outcomes. This system collects data about WIOA Title I: Adult, Dislocated, and Youth programs. Although CWDS is the case management system for Pennsylvania Department of Labor and Industry workforce development programs, there are other workforce and education programs that use different systems of record.
- *e-Data v2* - The Division of Adult Education uses the e-Data v2 to collect Title II program data for federal and state reporting purposes. This system collects information about individual programs' adult education and family literacy data.

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[73] "State Operating Systems and Policies - Pennsylvania Workforce Innovation and Opportunity Act (WIOA) Combined State Plan." Pennsylvania Department of Labor and Industry. https://www.dli.pa.gov/businesses/workforce-development/documents/wioa/wioa_state_plan_modification.pdf

- *Customer Information System (CIS)* - The Temporary Assistance for Needy Families (TANF) system of record is the Department of Human Services (DHS) Customer Information System (CIS). CIS sends referral information to DHS business partners who then utilize CWDS to enroll DHS recipients in contracted Employment and Training programs. Participants may be dual enrolled in a DHS and a Labor and Industry program.

WIOA programs are assessed based on their ability to serve participants by six primary indicators of performance:[74,75]

- Employment, education, or training during the 2nd quarter after exit
- Employment, education, or training during the 4th quarter after exit
- Median earnings during the 2nd quarter after exit
- Credential Attainment Rate
- Measurable Skill Gains
- Effectiveness in serving employers (system-wide measure, not program specific)

These common measures represent a set of goals that all different title providers are expected to collectively meet. These measures are designed to promote collaboration to meet the needs of job seekers.

Depending on the common measure of performance, information can be collected based on number of participants or exiters of the program. Below are definitions for terms and performance indicators that are collected for WIOA reporting[76]:

- *Participants*: Total number of individuals who received services in the program.
- *Exiters*: Total number of participants who completed, withdrew, or transferred from the program.
- *Employment rate*: Number who exited during the reporting period who have unsubsidized employment during the second or fourth quarter after exit. The denominator for this indicator of performance is taken from the 'total number of individuals served' field.
- *Median earnings*: Median earnings in the second quarter after exit for all individuals in the program who exited during the reporting period.

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[74] Zuidema, Brian. *Performance Accountability Guidance for Workforce Innovation and Opportunity Act.* United States Department of Labor, 2017.

[75] "WIOA Performance Indicators and Program Specific Measures." United States Department of Labor. https://www.doleta.gov/performance/guidance/tools_commonmeasures.cfm

[76] "Eligible Training Provider Definitions." United States Department of Labor. https://www.doleta.gov/performance/pfdocs/ETA%209171%20-%20ETP%20Definitions%20-%206.23.2016%20-%20FINAL.pdf

- *Measurable skills gain*: Measurable skill gains toward employment, or towards a credential or skill such as: industry-recognized certificate or certification, a certificate of completion of an apprenticeship, a license recognized by the State involved or the Federal Government, an associate or baccalaureate degree, community college certificate of completion, or secondary school diploma or its equivalent.
- *Credential rate*: Number of participants who obtain a recognized postsecondary credential, or a secondary school diploma or its recognized equivalent during participation in or within one year after exit from the program.

The Pennsylvania Workforce Innovation and Opportunity Act (WIOA) Combined State Plan outlines performance goals for WIOA core indicators including employment rate, median earnings, and credential rate.[77] These goals are included in the charts below as benchmarks to better understand program outcomes of WIOA programming within Lancaster County.

Outcomes are reported for each fund and outcome data for the Lancaster County Workforce Development Board and the contracted program operators are one in the same.

Some data is not available, while other data does not have a statewide performance goal. Goals for WIOA performance are negotiated between individual states and the US Department of Labor, based on statewide labor market projections and existing baseline levels for performance indicators.[78] WIOA core indicator data is not available for Program Year 2016 because of the transition to reporting through the Commonwealth Workforce Development System (CWDS).[79] Additionally, the U.S. Departments of Labor and Education have identified Program Years 2016-2018 as "baseline" years for measurable skills gain because comparative data did not exist under Workforce Investment Act (WIA).[80] A "baseline" indicator is one for which states will not propose an expected level of

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[77] "Pennsylvania Workforce Innovation and Opportunity Act (WIOA) Combined State Plan." Pennsylvania Department of Labor and Industry.
https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/wioa/WIOA-Combined-State-Plan-Modification-as-approved-Feb-13-2018.pdf

[78] "Pennsylvania Workforce Innovation and Opportunity Act (WIOA) Combined State Plan." Pennsylvania Department of Labor and Industry.
https://www.dli.pa.gov/Businesses/Workforce-Development/Documents/wioa/WIOA-Combined-State-Plan-Modification-as-approved-Feb-13-2018.pdf

[79] Interview with Lila Singleton, Chief Operating Officer of the Lancaster County Workforce Development Board

[80] "Joint WIOA Measurable Skill Gain Detailed Guidance." American Job Center.
http://wintac-s3.s3-us-west-2.amazonaws.com/topic-areas/ta_511/WI-WIOA-Joint-Measurable-Skill-Gain-Detailed-Guidance.pdf

performance and will not come to agreement with the Departments on adjusted levels of performance. "Baseline" indicators include measurable skill gains under Title I: Adult, Dislocated, and Youth, and median earnings for Title I: Youth.

WIOA Title I: Adult Program Outcomes

WIOA Title I: Adult			
	Program Year 2016 (07/01/2016-06/30/2017)	Program Year 2017 (07/01/2017-06/30/2018)	Program Year 2018 reporting through Q3 (07/01/2018-03/31/2019)
Summary Information			
Total Participants	423	386	266
Basic Career Services	5	1	0
Individualized Career Services	352	316	159
Training Services	66	69	107
Total Exiters *(Subset of Total Participants. Exiters have completed, withdrew, or transferred from the program)*	226	339	166
Basic Career Services	3	3	0
Individualized Career Services	196	282	125
Training Services	27	54	41
Core Indicators of Performance (Actual / State Target)			
Total Current Period			
Employment Rate (Q2)	No data	76% / 65%	78% / 65%
Employment Rate (Q4)	No data	72% / 65%	71% / 65%
Quarterly Median Earnings	No data	$4,984 / $5,000	$5,573 / $5,000
Credential Rate	No data	77% / 55%	96% / 55%
Measurable Skill Gains	No data	42% / Baseline	31% / Baseline

▢ Indicates meets or exceeds state goal.
▢ Indicates lower than state goal.

On average, there are 358 participants in the WIOA Title I: Adult program in Lancaster County. The majority of participants receive individualized career services (77% of participants) or training services (23% of participants). Of the 358 participants, 244 (68%) exit the program either through completing, withdrawing, or transferring from the program. Within six months of exiting the program, 77% are employed.

Lancaster County meets or exceeds the statewide goals for WIOA Title I: Adult programming across all categories, including employment rate, median earnings, and credential rate, with the only exception of median earnings for Program Year 2017.

WIOA Title I: Adult and Dislocated Worker programming is administered by Educational Data Systems, Inc. (EDSI). Adults have higher rates of credentialing and skill gain.

WIOA Title I: Dislocated Worker Program Outcomes

WIOA Title I: Dislocated Workers			
	Program Year 2016 (07/01/2016-6/30/2017)	**Program Year 2017** (07/01/2017-6/30/2018)	**Program Year 2018 reporting through Q3** (07/01/2018-03/31/2019)
Summary Information			
Total Participants	350	368	274
Basic Career Services	0	0	0
Individualized Career Services	261	275	126
Training Services	89	93	148
Total Exiters *(Subset of Total Participants. Exiters have completed, withdrew, or transferred from the program)*	185	256	177
Basic Career Services	0	0	0
Individualized Career Services	147	192	119
Training Services	38	64	58
Core Indicators of Performance (Actual / State Target)			
Total Current Period			
Employment Rate (Q2)	No data	82% / 74%	83% / 74%
Employment Rate (Q4)	No data	82% / 75%	82% / 75%
Median Earnings	No data	$8,022 / $7,000	$7,688 / $7,000
Credential Rate	No data	70% / 57%	85% / 57%
Measurable Skill Gains	No data	37% / Baseline	21% / Baseline

◻ Indicates meets or exceeds state goal.
◻ Indicates lower than state goal.

WIOA Title I: Adult and Dislocated Worker programming is administered by Educational Data Systems, Inc. (EDSI). The majority of Title I: Adult and Dislocated Worker participants in Lancaster County receive individualized career services and training services.

Within Title I: Dislocated Worker outcomes, Lancaster County meets or exceeds the statewide goals across all categories, including for employment rate, median earnings, and credential rate.

WIOA Title I: Youth Program Outcomes

WIOA Title I: Youth			
	Program Year 2016 (07/01/2016-06/30/2017)	Program Year 2017 (07/01/2017-06/30/2018)	Program Year 2018 reporting through Q3 (07/01/2018-03/31/2019)
Summary Information			
Total Participants	139	109	71
Received services other than occupational skills training	90	61	62
Youth participants who have received occupational skills training	49	48	9
Total Exiters (Cohort Period: 04/01-03/31)	58	84	78
Received services other than occupational skills training	58	35	35
Youth participants who have received occupational skills training	0	49	43
Core Indicators of Performance			
Total Current Period			
Employment Rate (Q2)	No data	76% / 65%	91% / 65%
Employment Rate (Q4)	No data	73% / 57%	71% / 57%
Median Earnings	No data	$3,166 / Baseline	$2,415 / Baseline
Credential Rate	No data	64% / 70%	78% / 70%
Measurable Skill Gains	No data	62% / Baseline	14% / Baseline

■ Indicates meets or exceeds state goal.
■ Indicates lower than state goal.

WIOA Title I: Youth programming is administered by ResCare/EDSI. Title I: Youth participants in Lancaster County receive training for both occupational skills and services beyond occupational skills training.

Within Title I: Youth outcomes, Lancaster County meets or exceeds the statewide goals across all categories, including for employment rate and credential rate, with the exception of credential rate for Program Year 2017.

Lancaster-Lebanon Intermediate Unit #13 and Literacy Council of Lancaster-Lebanon

About

Lancaster-Lebanon Intermediate Unit #13 (IU13) provides instructional services to school districts and communities that fall within the region. Funds and programs of IU13 are primarily dedicated to K-12 and special education, but IU13 also provides workforce development through adult education and family literacy through its Community Education Program.

IU13 operates adult education and family literacy programming in conjunction with Literacy Council of Lancaster-Lebanon. This programming is funded by WIOA Title II: Adult Education and Family Literacy and Adult Basic Education and Family Literacy State Funding (Act 143). Literacy Council of Lancaster-Lebanon is a subrecipient of these funds and the two organizations report combined outcome data for these funding streams.

Community Education classes provide adults with the necessary language and employability skills needed to succeed in the community and the workplace. These courses come in the form of adult basic education, literacy classes, English as a second language, training for healthcare careers, and other basic skills training.[81]

Industry Engagement

IU13's industry engagement comes from working with the Workforce Development Board, which has identified the high-priority occupations in the area.

Programs

IU13 offers a number of workforce development programs within Community Education. The goal of the Community Education Program is to provide adults with the basic language and employability skills needed to succeed in their community and the workplace. Program offerings are geared towards specific audiences and goals. These programs include:

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[81] "Indicators of Student Achievement and Quality Programming." Lancaster Lebanon Intermediate Unit #13, 2018.
https://www.iu13.org/images/uploads/documents/Enterprise_Level/Publications/Indicators_Book_2017-18_-_FINAL_-_reduced_size_for_web.pdf

High School Equivalency Preparation

Classes to prepare for the GED or HiSET exam.

- Program Category: Adult Basic Education
- Program Goals: Participant achievement of high school equivalency.
- Target Population: Adults in Lancaster and Lebanon counties who are at least 18 years of age and not currently enrolled in a public school.

Family Literacy

Parents work on High School Equivalency coursework and parenting skills while children attend school or preschool. These classes also include interactive parent-child activities.

- Program Category: Adult Basic Education
- Program Goals: Parents passing High School Equivalency exams. Overall program goal is to empower parents as a child's first and most important teacher.
- Target Population: Adults with children.

English as a Second Language (ESL)

Group classes to improve English language ability and literacy for non-native speakers.

- Program Category: English Language and Literacy
- Program Goals: The goal of the ESL programming is for non-native speakers of English to improve their English language skills.
- Target Population: Adult non-native speakers of English.

Health Careers and Basic Skills

Classes to help participants prepare for the Certified Nurse Aide (CNA) or Licensed Practical Nurse (LPN) entrance exams.

- Program Category: Adult Basic Education
- Program Goals: Participants successfully passing the Certified Nurse Aide (CNA) or the Licensed Practical Nurse (LPN) exams.
- Target Population: Adults interested in entering health care professions.[82]

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[82] "Community Education Classes." Lancaster-Lebanon Intermediate Unit #13. https://www.iu13.org/community/community-education/classes/

Improved Reentry Education

This program helps prepare previously incarcerated individuals to reenter the workforce. Classes include Adult Basic Education (ABE) and high school equivalency preparation (HSE) classes, English as a Second Language (ESL) classes. The program also offers individualized services for academic assessment, career planning, and job search assistance.

- Program Category: Adult Basic Education, Basic/Job Search Services, and Soft Skills
- Program Goals: Reduce recidivism and provide academic assessment, career planning, Adult Basic Education (ABE) and high school equivalency preparation (HSE) classes, English as a Second Language (ESL) classes, job search and job skills training, post-secondary exploration, tutoring and other support services.
- Target Population: Incarcerated individuals and those returning to the community who wish to pursue education and career opportunities.

Program Funding

IU13 is funded through approximately thirty funding streams of federal, state, and local sources. WIOA Title II: Adult and Family Literacy represents IU13's largest source of funding.

IU13 will often co-apply or subcontract with local partners on large grants, most commonly with the Literacy Council of Lancaster-Lebanon as a subcontractor. The federal and state funding for workforce development received by IU13 and the Literacy Council of Lancaster-Lebanon is presented in the table below:

Recipient Organization	Name of Award	2016	$2,017	2018
IU 13	Adult Education - Basic Grants To States	$788,052	$784,685	$784,685
IU 13	Family Literacy State Funding (Act 143)		$376,127	$400,000
IU 13	Adult Education_National Leadership Activities	$196,668	$382,925	$486,001
IU 13	Second Chance Act Improved Reentry Education		$350,000	$550,000
Lit. Council	Adult Basic Education State Funding (Act 143)		$140,300	$170,800
IU 13	WIOA Youth Activities		$250,000	$216,590
IU 13	Adult Basic Education State Funding (Act		$111,200	$203,700

	143)			
IU 13	WIOA Work Keys & Assessment		$123,000	$110,000
IU 13	WIOA Dislocated Worker Formula Grants	$20,552	$37,247	$282,005
IU 13	WIOA Adult Program	$273,153		
IU 13	Solid Futures: Refugee Career Pathways			
IU 13	WIOA Adult Program	$45,878	$64,835	$63,628
IU 13	Rehabilitation Services_Vocational Rehabilitation Grants To States			$169,417
Lit. Council	Adult Education - Basic Grants To States		$72,000	$72,000
IU 13	Refugee and Entrant Assistance_Discretionary Grants	$71,766	$34,902	
IU 13	All Other Funds	$44,921	$83,130	$97,507

Program Outcomes

IU13's Adult Education program serves a large number of adult learners in Lancaster and Lebanon counties, with enrollment most directly impacted by the number of hours contracted by state and federal funding streams, student availability, and costs per student. Adult education data is released to IU13 on a one-year delay to ensure data quality. Information included in this report reflects the most recent data available to the program (FY2017), and also represents data from IU13's partnering agency, the Literacy Council of Lancaster-Lebanon.[83]

Adult Basic Education, High School Equivalency Prep, English as a Second Language Instruction: WIOA Title II: Adult Education and Family Literacy and Adult Basic Education State Funding (Act 143)

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[83] "Indicators of Student Achievement and Quality Programming." Lancaster Lebanon Intermediate Unit #13, 2018.
https://www.iu13.org/images/uploads/documents/Enterprise_Level/Publications/Indicators_Book_2017-18_-_FINAL_-_reduced_size_for_web.pdf

Adult Education Program Outcomes

WIOA Title II: Adult Education			
Adult Basic Education State Funding (Act 143)			
	2015-2016 (07/01/2015-06/30/2016)	2016-2017 (07/01/2016-06/30/2017)	2017-2018 (07/01/2017-03/31/2018)
Served Actual Number of Participants	1439	1478	1725
Enrollment Student Attained 12 or more Hours *(Actual / State Target)*	1071 / 1002 107%	1113 / 1082 103%	1113 / 1082 103%
Outcomes as Percent of Target *(Actual % / State Target %)*			
Education Functioning Level (EFL) Gains	49% / 44%	53% / 44%	49% / 43%
GED Attainment	89% / 84%	80% / 84%	78% / 90%
Enter Employment	38% / 44%	45% / 44%	46% / 44%
Retain Employment	74% / 76%	54% / 76%	82% / 76%
Enter Postsecondary	26% / 22%	26% / 22%	13% / 20%

■ Indicates meets or exceeds state goal.
■ Indicates lower than state goal.

Adult Education and Family Literacy programming is funded by WIOA Title II: Adult Education and Family Literacy funding is combined with Adult Basic Education State Funding (Act 143).

Adult Education and Family Literacy programming is administered by Lancaster-Lebanon Intermediate Unit #13 and the Lancaster-Lebanon Literacy Council. These organizations provide complementary programming and they report combined outcome data.

Within Adult Education, outcome data is mixed compared to state targets. One note is that under common measure outcome data, agencies can be held accountable for outcomes that they may not be best positioned to influence. An example of this is the Enter and Retain Employment for adult education funding.

Family Literacy Program Outcomes

Family Literacy State Funding (Act 143)			
	2015-2016 (07/01/2015-06/30/2016)	2016-2017 (07/01/2016-06/30/2017)	2017-2018 (07/01/2017-03/31/2018)
Served Actual Number of Participants	109	103	89
Enrollment Student Attained 12 or more Hours (Actual / State Target)	79 / 87 91%	N/A	71 / 80 89%
Outcomes as Percent of Target (Actual % / State Target %)			
Education Functioning Level (EFL) Gains	53% / 44%	48% / 44%	39% / 43%
GED Attainment	71% / 84%	95% / 84%	82% / 90%
Enter Employment	51% / 44%	25% / 44%	37% / 44%
Retain Employment	73% / 76%	50% / 76%	91% / 76%
Enter Postsecondary	0% / 22%	8% / 22%	5% / 20%

■ Indicates meets or exceeds state goal.
■ Indicates lower than state goal.

Adult Education and Family Literacy programming is funded by WIOA Title II: Adult Education and Family Literacy funding is combined with Adult Basic Education State Funding (Act 143).

Adult Education and Family Literacy programming is administered by Lancaster-Lebanon Intermediate Unit #13 and the Lancaster-Lebanon Literacy Council. These organizations provide complementary programming and they report combined outcome data.

Within Family Literacy, outcome data is mixed compared to state targets. For Family Literacy, program outcomes are really about having kids succeed in school. When common measures are applied, it may appear like the outcomes targets are not being met.

Community Action Partnership of Lancaster County

About

The Community Action Partnership (CAP) of Lancaster County uses local, state, federal, and private resources to assist low-income individuals and families to acquire useful skills and knowledge, to gain access to new opportunities, and to achieve economic self-sufficiency.[84][85]

Though primarily a social service agency, CAP has recently initiated several programs that are focused on workforce development, including CAPital Construction, Reunion Food Truck, and the Navigation program for career and life planning.

In addition to directly-related workforce programs, CAP reduces barriers to employment by offering wrap-around services for low-income working individuals, or parents working or in training programs. For example, CAP provides subsidies for childcare and administering local Head Start program.

Industry Engagement

CAP engages industry by relationship building and listening to individual employers and through its partnership with the Lancaster Chamber of Commerce.

Programs

CAPworkforce development-related programs include CAPital Construction, Reunion Food Truck, and the Navigation program.

CAPital Construction

Created in partnership with the Lancaster City Alliance, CAPital Construction is a training and pre-apprenticeship program for adult individuals with barriers to employment. Currently there are four semi-permanent crews. Crews are provided with on-the-job training and a living wage with benefits.[86] CAPital Construction partners with the Lancaster Housing Opportunities Partnership, the Lancaster City and County Redevelopment authorities, and the Borough of Columbia to help turn blighted properties into affordable housing units. The program has more recently

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[84] "What Is a Community Action Agency?" Community Services Consortium.
http://communityservices.us/about/detail/category/community-action-agency/
[85] "Community Action Partnership National Directory of Community Action Agencies." Blue Valley Community Action Agency, 2017. http://bvca.net/links/NationalCAADirectory.pdf
[86] "CAPital Workforce." Community Action Partnership of Lancaster County.
https://caplanc.org/our-programs/household-stability/capital-workforce/

had success with training and construction related to facade improvement projects, which are replicable and in demand.

- Program Category: Job-Specific Training
- Target Population: Adults with barriers to employment, including reentry from incarceration.

Reunion Food Truck

Reunion Food Truck is a social enterprise initiative that trains and educates adult workers for employment in the food industry.[87] The program is shifting toward a market-based funding approach, where a catering business will pay for operations and worker wages.

- Program Category: Job-Specific Training
- Target Population: Adults with barriers to employment, including reentry from incarceration.

Navigation

The Navigation program is a holistic growth program that emphasizes guiding low-income individuals into opportunities that allow them to have a better quality of life, especially with the acquisition of a living wage job. Reentry Management Organization (RMO) for returning citizens from prison has been rolled into the Navigation program.

- Program Category: Basic/Job Search Services
- Target Population: Low-income individuals. Additionally, the Navigation program serves adults with barriers to employment, including reentry from incarceration.

Program Funding

Funding for workforce development programs within CAP comes from Community Service Block Grants. This funding is supplemented with grants from the Lancaster County Community Foundation.

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[87] "Reunion Food Truck." https://www.eatreunion.com/#reunion

Bureau of Workforce Partnership Operation (BWPO)

About
The Bureau of Workforce Partnership & Operations (BWPO) is an agency of the State of Pennsylvania Department of Labor and Industry. They are a partner of PA CareerLink and assist with a number of employment services at one-stop operator sites across the state.

Industry Engagement
As a member of the PA CareerLink, the BWPO is integrated into the mission of the Lancaster Workforce Development Board, and the strategic initiatives that the Lancaster PA CareerLink pursues. Because of the many employer-focused activities of the BWPO, they are likely attuned to changing industry needs.

Programs
The BWPO operates programs out of CareerLink. They provide employment assistance to Veterans, Job Seekers, Employers, and eligible parties under Trade Adjustment Assistance.

Veterans services, via the Local Veterans Employment Representative (LVER) and Disabled Veterans Outreach Program (DVOP) specialists, include intensive case management services, local outreach, and advocacy.

Services from Wagner Peyser Labor Exchange funds are for Job Seekers and Employers as a part of the one-stop system. Services for Job Seekers include initial assessments, job search and placement assistance, information, and referrals. Services for Employers include labor market information, assistance with recruitment, and job order management.

Program Funding
In Lancaster County, the BWPO receives funding from the following sources:
- Wagner-Peyser Employment Services
- Trade Adjustment Assistance
- Rapid Response
- Foreign Labor Certification
- Local Veterans Employment Representative (LVER)
- Disabled Veterans Outreach Program (DVOP).[88]

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[88] https://www.lancastercountywib.com/images/aboutus/One_Stop_InvestorPartnersAgreement.pdf

Office of Vocational Rehabilitation (OVR)

About

Funded by the PA Department of Labor and Industry, the Pennsylvania Office of Vocational Rehabilitation (OVR) helps individuals with disabilities prepare for, obtain, and maintain training and employment.

There are 21 district offices across the State of Pennsylvania; the closest district office to Lancaster is in York. However, OVR is a CareerLink partner and is able to provide employment services to Lancaster county residents through CareerLink.

Some of the services offered by the OVR are meant to help individuals overcome or lessen their disability, while other services are meant to directly prepare for a job.[89] Some of the workforce development services offered include evaluation, career counseling, and job and training placement assistance. In some cases they will also assist with diagnostic services and the acquisition of assistive technologies.

Industry Engagement

OVR works directly with local employers to identify needs and employment opportunities for Vocational Rehabilitation program participants. In particular, Lancaster County VR services is able to work with employers help identify on-the-job training opportunities for qualified OVR youth job seekers under the age of 25.[90]

Program Funding

Workforce development activities through the Office of Vocational Rehabilitation are funded through WIOA Title IV: Vocational Rehabilitation. Funds from the U.S. Department of Labor are allocated to states. The PA Office of Vocational Rehabilitation is an office within the PA Department of Labor and Industry.

Program Outcomes

The York District Office (which covers York, Adams, Franklin and Lancaster counties) assisted 653 Pennsylvanians with disabilities to achieve or maintain competitive employment during the period of 7/1/18 – 6/30/19.

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[89] https://www.dli.pa.gov/Individuals/Disability-Services/ovr/Pages/default.aspx
[90] https://www.lancastercountywib.com/employers/ovr-business-services

Lancaster County Career & Technology Center

About

The Lancaster County Career & Technology Center (LCCTC) offers classes and training programs for high schoolers and adults at any of their five regional campuses or online. Adult learners are able to take one-time classes, or enroll in full training programs to become certified in a variety of trades. The Lancaster County Career & Technology Center also offers customized training services for employers to provide their employees.

Industry Engagement

Programs at the Lancaster County Career & Technology Center are structured and designed from the advice of business and industry advisory committees. Occupational Advisory Committees (OAC) identify the knowledge and skill levels necessary to be successful on the job. Pennsylvania Careerlink is a valued partner with the LCCTC. The Workforce Development Board and Careerlink partner with LCCTC to identify High Priority Occupations and possible trainees for those programs.

Programs

High School Career and Technical Education

High school students that attend Lancaster County Career & Technology Center receive credits towards high school graduation and can gain certain state and national certifications in their areas of expertise. Any student attending one of the 16 Lancaster County public sending schools can attend Lancaster County Career & Technology Center. There are a limited number of cluster programs for junior students, but the majority of programs are designed for high school seniors. Students can earn between 3 and 13 college credits during their senior year. Goal to provide students with career and technical education options as a part of their high school curriculum. Create a pipeline for industry preparedness and helping students transition to higher degrees or careers.

Adult Education

The Lancaster County Career & Technology Center offers a variety of adult education programming. Programs available to adult learners include:
- Heavy Equipment Operations
- Mechatronics

- Transportation Technologies
- Welding/Manufacturing
- Heating, Ventilation, and Air Conditioning (HVAC)
- Medical/Dental
- Veterinary Technology

The goal of the adult education program is to provide adult learners with opportunities to build their knowledge and skills in high-demand occupations. Occupational Advisory Committees (OAC) identify the knowledge and skill levels necessary to be successful on the job.

Program Funding

The Lancaster County Career & Technology Center is reliant on funding from local, state and federal sources. The primary source of funding is from the 16 sending schools in the service district.[91] Federal and state funding to the Lancaster County Career & Technology Center includes:
- Career and Technical Education - Basic Grants To States
- Temporary Assistance for Needy Families
- Trade Adjustment Assistance
- WIOA Youth Activities

A more detailed discussion about funding to Lancaster County Career and Technology Center can be found in the Lancaster County Career and Technology Center Testimony to the House Appropriations Committee on Career and Technical Education on February 26, 2018.[92]

Program Outcomes

In 2017, Lancaster County Career and Technology Center was named to the Forbes list of Top 30 Trade Schools. It was also listed as a Top 150 two-year college by the Aspen Institute.[93] From 2014 to 2017, Lancaster County Career and Technology Center was attended by 2,629 high school students from area school districts. During this time period, nearly 1 in every 5 high school seniors in these districts attended classes at the Lancaster County Career and Technology Center.[94]

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[91] https://www.legis.state.pa.us/WU01/LI/TR/Transcripts/2018_0022_0001_TSTMNY.pdf (page 6)
[92] https://www.legis.state.pa.us/WU01/LI/TR/Transcripts/2018_0022_0001_TSTMNY.pdf
[93] Lancaster County Career and Technical Center Annual Report, 2016-2017.
[94] Lancaster County Career and Technical Center Annual Report, 2016-2017.

AARP Foundation

About

AARP is a national membership-based nonprofit dedicated to empowering and improving access to resources for adults 50 and over. They serve as a resource and advocate for their members, and are largely focused around health, wellness, and retirement benefits.

Industry Engagement

In Lancaster County, AARP is an administrator of the Department of Labor's Senior Community Service Employment Program (SCSEP). They help make connections between job seekers over the age of 50 and employers, by pre-screening eligible senior candidates and providing job placements in temporary positions at local nonprofits and public agencies. Placements may also be accompanied by supplemental skills training and education at local. Clients who participate in the program earn an income from federal funding, and placements "most often" transition into permanent employment.

Program Funding

SCSEP funds are administered by the U.S. Department of Labor.

Program Outcomes

SCSEP views success by the percentage of customers that enter employment (paid positions more than 20 hours per week) and retention beyond the trial employment period. The U.S. Department of Labor and AARP set goals for individual states and the organization as a whole for each year.

MANTEC

About

MANTEC is a private non-profit organization in South Central Pennsylvania that serves as one of the seven Industrial Resource Centers in the State of Pennsylvania. They provide manufacturing training consulting services for small- to medium-sized manufacturing businesses seeking to improve productivity and competitiveness. The organization is primarily supported by the PA Department of Community and Economic Development.

MANTEC has field offices in the cities of Chambersburg, Harrisburg, and Lancaster and is headquartered in York, PA.

Council of Three Rivers American Indian Center

About

The Council of Three Rivers American Indian Center is a service provider, advocate, and cultural coordinator for individuals of Native American descent in Eastern Kentucky, Indiana, Maryland, and Pennsylvania. They operate youth development programs through their Head Start and Pre-K Centers, provide services through Native American Elders Program (NAEP), and workforce development through U.S. Department of Labor funding. They are a partner of CareerLink in Lancaster County and are responsible for activities funded by WIOA: Indian and Native American Job Training Assistance and Employment.

Industry Engagement

WIOA: Indian and Native American Job Training Assistance and Employment funds enable the Council of Three Rivers American Indian Center to connect Lower income or underemployed Native American, Alaskan Native American or Native Hawaiian individuals to employment training and counseling, classroom training assistance and jobs. The performance outcomes are measured along with the other six common measures of WIOA.

Program Funding

WIOA Title I, Section 166: Indian and Native American Programs; Indian and Native American (INA) Grants and funded through the U.S. Department of Labor. Council of the Three Rivers American Indian Center is located in Pittsburgh and has little day-to-day interaction with the workforce development system in Lancaster County.

Thaddeus Stevens College of Technology

About

Thaddeus Stevens is a two-year technical college. Thaddeus Stevens offers Associates degrees in 22 technical-education programs, with an emphasis on lower income

individuals or students with barriers to employment.[95] In addition to offering associates degrees, Thaddeus Stevens offers a variety of individual training and workforce development programming.

Industry Engagement

Thaddeus Stevens is a contracted service provider of PA CareerLink and work closely with local employers to provide job-specific training. Thaddeus Stevens also refers students to CareerLink to identify scholarship and funding opportunities. The college is also a provider of training through the WEDnetPA program, which offers training tailored to specific employer needs.

Programs

Thaddeus Stevens offers programs to obtain degrees and certificates, as well as accelerated short-term programs of study.

Associates Degree Programs

There are a range of majors available for Associates degrees in topics such as Business, Agriculture, Computer Science, Engineering, Manufacture, and Environmental Technology.

Certificate Programs

- Electrical Construction and Maintenance
- Masonry Construction
- Welding Technology
- Metalcasting Technology and Manufacturing Management

Short Term Programs/Skill Up Fast

- Metalcasting Technology
- Production Welding
- Facilities Maintenance Technician

Program Funding

Thaddeus Stevens is a recipient of the following funds:

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[95] Democratic House Appropriations Committee, Primer: Higher Education, page 4

- As a recipient of WEDnetPA funds from the Pennsylvania Department of Community and Economic Development, Thaddeus Stevens provides career-specific training to employees of local companies.
- Pennsylvania Department of Community & Economic Development Manufacturing Training to Career Grant for a future award of $195,000 covering June 2019 to June 2021 for manufacturing workforce development.
- Outside of workforce development specific funding, Thaddeus Stevens receives a portion of its funding from PA State General Appropriations for its degree program operations. In 2017-2018, Thaddeus Stevens received $14.27 M from this fund, making up 0.9% of the general fund.[96] Despite a 2019 increase in the proposed budget for education in Pennsylvania, Thaddeus Stevens' allocation will remain unchanged.[97] Graduates have 98 percent overall job placement rate and 97 percent of graduates find jobs in Pennsylvania.[98]
- Trade Adjustment Assistance Community College and Career Training grant from the U.S. Department of Labor covering October 2013 to September 2017 to increase associate degree offerings, specifically to offer a new Metal Casting and Production Welding program. Outcomes were as follows:
  - Metal Casting (80 hrs):
    - 10/2015-9/16: 24 completers, 21 employed initially and 8 still employed after 3 months
    - 10/2016-9/17: 12 completers and 12 employed
  - Production Welding (100 hours):
    - 10/2015-9/16: 35 completers, 25 employed initially and 13 still employed after 3 months
    - 10/2016-9/17: 6 completers, 7 employed

Tec Centro

About

Tec Centro is a division of the Spanish American Civic Association (SACA). Tec Centro provides bilingual education and training to low income individuals in the Lancaster region, with a goal of enabling un- and under-employed bilingual learners on a path toward self-sufficiency.[99] Many of their programs are free to students, such as ESL and

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[96] Democratic House Appropriations Committee, Primer: Higher Education, page 7

[97] https://lancasteronline.com/news/local/thaddeus-stevens-college-left-without-a-funding-increase-in-gov/article_181d9a9c-2a29-11e9-be00-a313810b1fbc.html

[98] https://pennbizreport.com/news/12351-rep-mentzer-calls-for-full-funding-of-thaddeus-stevens-college/

[99] http://teccentro.sacapa.org/

GED classes, case management, and employment services, while many of their industry-specific training courses are available at cost.

Industry Engagement

Tec Centro is a partner with the Lancaster County Workforce Development Board and a service provider of PA CareerLink. Tec Centro staff work closely with Thaddeus Stevens and Harrisburg Area Community College to provide industry-specific certification courses to bilingual learners.

Programs

Adult Education:

- GED (Spanish and English)
- Basic Computer Literacy
- English as a Second Language: Beginner, High Beginner, Intermediate, and Transition/Advanced classes
- High school equivalency test preparation

Job Readiness and Employment Services:

- Career readiness workshops, including topics such as interview skills, applications, and resume writing
- Job Referrals
- Job Placement
- Ready2Work Certification

Case Management:

- Workforce information and referrals

Career Training Programs

- Certification courses are made available at a low cost to students, often as low as $50 for registration and course materials. Programs are between 3 and 6 months in length and classes are offered during both daytime and evening hours. Students receive a certification of completion at the end of the course. Most programs require a GED or high school diploma to participate. Available programs include:
  - Health Care: CNA Medical, Receptionist, Medical Billing Dental Assistant
  - Business and Hospitality
  - Manufacturing: Welding and Metal Casting, Facilities Maintenance

- General Office (Clerical)[100]

Program Funding

Tec Centro is a recipient of the following funds:

- Neighborhood Partnership Program funding from the PA Department of Community and Economic Development.
- Adult Education and Family Literacy funding from the PA Department of Education
- SNAP Assistance funding from the USDA (pass through PA Department of Health and Human Services)

Program Outcomes

In 2017-18, Tec Centro served 1,325 clients, with over 88% completion rate, including:

- 155 Case management participants
- 340 Job fair participants
- 248 Assisted job placements
- Student and career training achievement
  - 242 Adult education students
  - 26 HISET high school equivalency graduates
  - 29 Office occupations
  - 76 Manufacturing
  - 40 Construction
  - 24 Dental
  - 41 Certified nursing assistant

Harrisburg Area Community College (HACC)

About

Harrisburg Area Community College has five campuses, one of which is in Lancaster County. They offer traditional degree programs and industry-specific certification programs.

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[100] http://teccentro.sacapa.org/programs/

Industry Engagement

HACC is a contracted service provider with PA CareerLink, and they work closely with local service providers, such as Tec Centro, to coordinate training and certification courses for adult learners. Harrisburg Area Community College operates a Workforce and Continuing Education Division across its five campus system. This division interfaces with individual businesses and with industry associations to understand the type of training offerings needed.

Programs

Workforce Development

HACC's Workforce Development and Continuing Education Division serves businesses and individuals in the community. Harrisburg Area Community College provides:

- Customized training opportunities
- Hands-on learning experiences
- Networking opportunities

Harrisburg Area Community College offers training in the following areas within Lancaster County:

- Computer and IT Training
- Health Careers and Certified Nurses Assistant
- Manufacturing specific training customized for individual employers
- Professionally YOURS Series for professional development and soft skills training
- STEP Academy, essential skills training underemployed and unemployed workers
- WorkKeys, a comprehensive employability skills assessment tool designed to help employers and individuals develop better workplace skills
- Public safety and security: law enforcement, emergency medical services and fire

Additional Areas of Inquiry

This study provides a baseline understanding of funding and outcome information about the workforce development system in Lancaster County, Pennsylvania. It profiles the government-funded programs that support workforce development in Lancaster County, maps federal and state workforce development funds to providers, identifies the workforce development programs that those providers operate, and gathers outcome data from those programs.

It is clear that workforce development professionals are passionate about making a workforce development system that is both responsive to industry need and one in which individuals can find success by building critical skills. Over the course of this project, several questions emerged from interviews with state agencies and local officials representing workforce development providers in Lancaster County, and from thoughtful conversations with the project steering committee. This section captures these questions and lists areas of exploration that can be considered moving forward, including understanding what providers need to meet the holistic needs of participants, areas that require further research due to barriers in accessing public information, and opportunities for program alignment.

Understanding What Providers Need to Meet the Holistic Needs of Participants

The workforce development system is complex. While this project mapped funds and providers to programs and outcomes, it did not examine the question of quantifying the demand needs of specific populations to the supplied allocation of services targeted to those populations. Nor did it examine the barriers to services or employability that specific populations face.

Understanding Needs of Specific Populations - Many of the funds profiled here are formula-funded, meaning that the amount of funding is contingent based on metrics like share of total unemployment, excess unemployment, and share of the target population the specific funds are meant to serve. However, the local number and needs of specific populations like dislocated workers, formerly incarcerated/reentry, refugee, adult language learners, underemployed, etc. could be better understood and quantified.

Barriers to Services - Local conditions can also influence the ability of individuals to access services. For example, lack of transportation could mean the difference between a participant attending a training or finishing a program and not receiving services. Other barriers to services could include lack of time/money (e.g. if training programs don't provide a stipend, a worker can not afford to leave their low-wage job to attend training), childcare, or language barriers. It is important to understand the both service needs and the barriers to services that can impact the success/outcomes of programming.

Funding Restrictions - Many funds are restricted in their ability to pay for adjacent services. For example, funds may not be able to pay for key pieces of training equipment, or for things like transportation, food, or childcare for participants. Even when combining multiple funding streams, these restrictions can pose difficulties for providers. Better understanding these restrictions could help shape the role that private funding can play.

Areas That Require Further Research Due to Barriers in Accessing Public Information

Many funds report outcome data. However, the systems used to collect this data and metrics collected for each program are different across state agencies and funds. Therefore, outcomes are often difficult to compare across programs. There are several areas that require further research due to barriers in accessing public information, and because of the structure of how data is collected and reported.

Reporting Requirements and Data Records - Because of the reporting mechanisms, it is difficult to compare data across funding streams and reporting systems. Multiple reporting platforms are used for collecting outcome information. Because these data are managed through several independent platforms, the data are not shared on the back end for individual participants, but rather as participation information for individual funds.

Comparing Outcome Data - For some funds, outcome data are reported against common measures determined by program fund and outcome goals set by the state. There are some nuances in interpreting this outcome data. For example, at the state level, program outcomes are measured against a percent goal, not a participant goal. There is a tension between serving the population most in need and trying to meet service outcomes outlined by the state.

Behind the Numbers - Each outcome number is associated with definitions of the person that is a participant and exiter. An exit from the program can come either through completing, withdrawing, or transferring from the program. Further study is needed to

know what influences the rate of a participant exiting a program. For example, beyond what is reported, how many left or how many successfully completed the program is unknown.

Placement and Fit - If a participant exited the program because of a job, a remaining question is the quality, characteristics, and nature of that job, and if the placement is the right fit. For example, placement into a low-paying job may satisfy an immediate need for money, but not a longtime career need. There are many factors that may influence what jobs are available and why people take a job.

Opportunities for Program Alignment

With many dedicated workforce providers, civil servants, and professionals addressing aspects within the workforce development system, there are several opportunities for program alignment within Lancaster County.

Building on Momentum - Lancaster County has many institutional and organizational assets in the community to build upon. Additionally, the community is focused on poverty elimination efforts through the Mayor's Commision to Combat Poverty, which has an overarching goal of 50 percent reduction in the number of people living below the poverty line by 2032. Recommendations from the commission's One Good Job strategic plan are broken up into four focus areas: Workforce, Education, Housing, and Community. Workforce is a main focus for the community, and existing efforts can be built upon.

Referrals - Integrating service offerings between organizations can be difficult. Organizations have to know both what programs are offered and how those services are rendered. Successful referrals require a baseline understanding and education across provider organizations about programming, the makeup and demographic profile of participants served, the capacity of organizations to accept additional participants, and what a successful match of a participant to a program might look like. Education among providers along these lines is important for referrals across organizations.

Convening Workforce Development Providers - With the volume of existing workforce development programming, both along number and types of services offered, and continually evolving plans to offer different types of services, there is always room for operators in the system to know more about each other. There may be an opportunity to improve program alignment by more frequently engaging in dialogue and convening workforce development providers.

Appendix

List of Federal and State Funds for Workforce Development received in Lancaster County by Grantor Department

2016-2019

U.S. Department of Labor				
Name of Award	2016	2017	2018	2019
WIOA Dislocated Worker Formula Grants	$959,947	$1,079,326	$896,438	
WIOA Dislocated Worker Formula Grants	$20,552	$37,247	$282,005	
WIOA Youth Activities	$43,292	$42,261	$58,000	
WIOA Youth Activities	$734,188	$670,523	$696,301	
WIOA Youth Activities		$296,742	$258,004	
WIOA Adult Program	$581,599	$792,857	$605,419	
WIOA Adult Program	$319,031	$64,835	$63,628	
WIOA Work Keys & Assessment		$123,000	$110,000	$140,000
Incentive Grants - WIOA Section 503	$44,921			
Incentive Grants - WIOA Section 503	$89,000			
Trade Adjustment Assistance			$10,515	
Trade Adjustment Assistance	$20,876	$37,185	$53,482	
H-1B Job Training Grants	$25,394	$81,130		
Employment Service/Wagner-Peyser Funded Activities			$14,801	
Disabled Veterans' Outreach Program (DVOP)			$10,519	
Temporary Labor Certification for Foreign Workers			$7,416	
Unemployment Insurance			$2,497	
Workforce Investment Act (WIOA) National Emergency Grants	$1,551			

U.S. Department of Education				
Name of Award	2016	2017	2018	2019
Career and Technical Education -- Basic Grants To States	$1,028,220	$1,088,184	$1,059,842	
Career and Technical Education -- Basic Grants To States	$205,138	$190,168	$213,791	
Adult Education - Basic Grants To States	$788,052	$784,685	$784,685	$1,141,796
Adult Education - Basic Grants To States	$0	$72,000	$72,000	
Adult Education_National Leadership Activities	$15,331	$5,678		
Adult Education_National Leadership Activities	$196,668	$383,860	$486,001	
Second Chance Act Improved Reentry Education		$350,000	$550,000	
Rehabilitation Services_Vocational Rehabilitation Grants To States			$169,417	
Rehabilitation Services_Vocational Rehabilitation Grants To States			$42,790	
Rehabilitation Services_Vocational Rehabilitation Grants To States			$184,741	

U.S. Department of Health & Human Services				
Name of Award	2016	2017	2018	2019
Temporary Assistance for Needy Families	$3,760	$27,134		
Temporary Assistance for Needy Families	$1,521,995	$1,869,147	$2,035,967	
Community Services Block Grant	$289,230	$390,608	$370,873	
Community Services Block Grant			$8,031	
Refugee and Entrant Assistance_Discretionary Grants	$71,766	$70,355	$56,093	
Refugee and Entrant Assistance_Discretionary Grants	$96,514	$85,372	$57,190	
Solid Futures: Refugee Career Pathways				$250,000

U.S. Department of Transportation				
Name of Award	2016	2017	2018	2019
Commercial Motor Vehicle Operator Training Grants	$112,635	$58,863	$4,400	

U.S. Department of Agriculture				
Name of Award	2016	2017	2018	2019
State Administrative Matching Grants for the Supplemental Nutrition Assistance Program			$31,529	

Pennsylvania Department of Labor and Industry				
Name of Award	2016	2017	2018	2019
Business Education Partnership				$175,700
Industry Partnership	$160,000			
ReEmployment Apprenticeship and Training Office				$110,000
Tech Grant			$109,900	
Teacher in the Workplace			$50,000	$50,000
Next Gen IT				$85,000
Apprenticeship Lancaster General Health				$68,484
Apprenticeship Associated Builders and Contractors, Inc.				$67,182
ReEmployment Apprenticeship and Training Office Capacity				$45,495
Apprenticeship Expansion Local Board Grant				$30,000
Social Innovation Fund	$23,332			

Pennsylvania Department of Education

Name of Award	2016	2017	2018	2019
Family Literacy State Funding (Act 143)	$0	$376,127	$400,000	$400,000
Adult Basic Education State Funding (Act 143)	$0	$111,200	$203,700	$120,944
Adult Basic Education State Funding (Act 143)	$0	$140,300	$170,800	$391,346

Pennsylvania Department of Community and Economic Development

Name of Award	2016	2017	2018	2019
WEDnetPA	$388,230	$656,522	$296,584	

Pennsylvania Department of Corrections

Name of Award	2016	2017	2018	2019
Reentry Funding				$39,011

Making our Future:
Manufacturing in the SCPA Region

Table of Contents

Introduction

Manufacturing remains a major driver of the SCPA regional economy. It accounted for 13 percent of regional employment and 14 percent of regional wages. Manufacturing accounted for 17.6 percent of the GDP of the Lancaster metropolitan area in 2016 and was the sector with the largest share of the GDP. Each manufacturing worker in the region produces more than $108,000 of GDP.

Figure 1: Map of South Central Pennsylvania (SCPA) Region
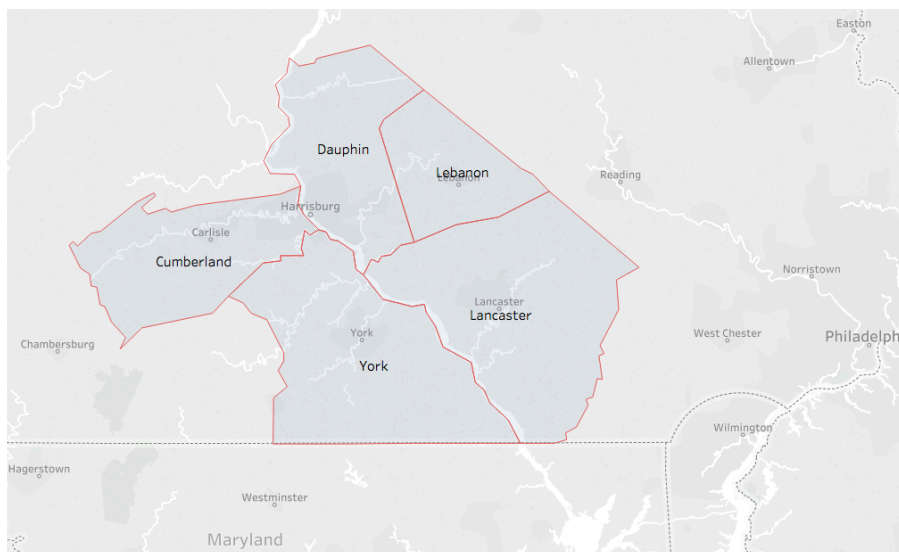
Manufacturing is a critical sector that plays an out-sized role in the economy. In the regional economy, $1 billion generated in retail, distribution or services does not produce the same economic benefits as $1 billion in manufacturing production.

According to the Bureau of Economic Analysis, every dollar spent in manufacturing generates $1.48 in economic activity, more than any other major economic sector. Also, improvements in productivity have leveraged the productive power of the American worker, enabling more manufacturing output per person.[1]

The links between our manufacturing base and innovation have also become more pronounced. Manufacturing accounts for two-thirds of all private spending on R&D, employs one out of three engineers, and accounts for sixty percent of royalties from licensing intellectual property.[2]

Findings

Understanding the convergence of key demographic points will help the region properly plan for, and ideally implement, key workforce development strategies to ensure the needed productive pipeline of talent to support the industry.

- The regional population is growing, but it is growing older and so is the United States, creating more competition for a shrinking pool of talent entering manufacturing

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[1] Kurfess, T. (2013, November). Why Manufacturing Matters. Retrieved November 02, 2017, from https://www.asme.org/engineering-topics/articles/manufacturing-processing/why-manufacturing-matters
[2] ibid.

Beyond demographics, the region needs to monitor and understand the dynamics of growing and declining sub-sectors within manufacturing and how that might impact occupations within those sub-sectors and whether those changes will shift the training requirements and needs in the region.

- The region's manufacturing sector has been growing slowly with a transition from a group of larger, declining sectors to smaller growing sectors – that are growing fast enough to make up for the losses in other industries
- Regional manufacturers need to hire and replace 13,300 workers by 2026 – the GDP represented by these workers amounts to more than $1.4 billion.
- 1,300 workers per year appears to be a manageable number, but it is more difficult than it seems
    - The older workers that need to be replaced have experience that is hard to transfer
    - It is more difficult to find workers interested in a manufacturing career
    - The region does not have a pool of experienced, middle-aged workers to replace the older workers
    - Nationally there is a shortage of younger workers entering manufacturing, which means there is more competition from other regions for these younger workers.
    - The hiring need may be greater, as the region's manufacturers are reporting many jobs they just can't fill; and potentially customers they can't serve.

Key Terms

An **establishment** is the physical location of a certain economic activity, for example, a factory, mine, store, or office. Generally, a single establishment produces a single good or provides a single service.

An **enterprise** is a private firm, government entity, or nonprofit organization that could consist of a single establishment or multiple establishments. A multi-establishment enterprise could have all its establishments in one industry (i.e., a chain), or could have various establishments in different industries (i.e., a conglomerate).

An **industry** is a group of establishments that produce similar products or provide similar services. For example, all establishments that manufacture automobiles are in the same industry. Industries may be grouped in sectors or clusters.

An **occupation** refers to a group of employees that perform similar activities or tasks. Employees that perform comparable tasks are in the same occupation, even if they are not in the same industry. Occupations may be concentrated in a few industries, or represented in many industries.

Age cohorts are groups of individuals of the same age. This analysis looks at age cohorts of ten or more years.

Population Dynamics and the Pool of Labor

Population by Age to 2040
- The region is growing.
- The 65 and older age cohort will be the largest in the region by 2020 and continue to grow through 2040.

By 2020, the decline in prime working age people (25-34 and 35-44) will not be offset by gains in younger workers. It will have to be made up by retaining older workers. By 2030, those age cohorts are projected to recover, but retaining older workers will continue to be critical for the labor market through that transition.

Figure 2
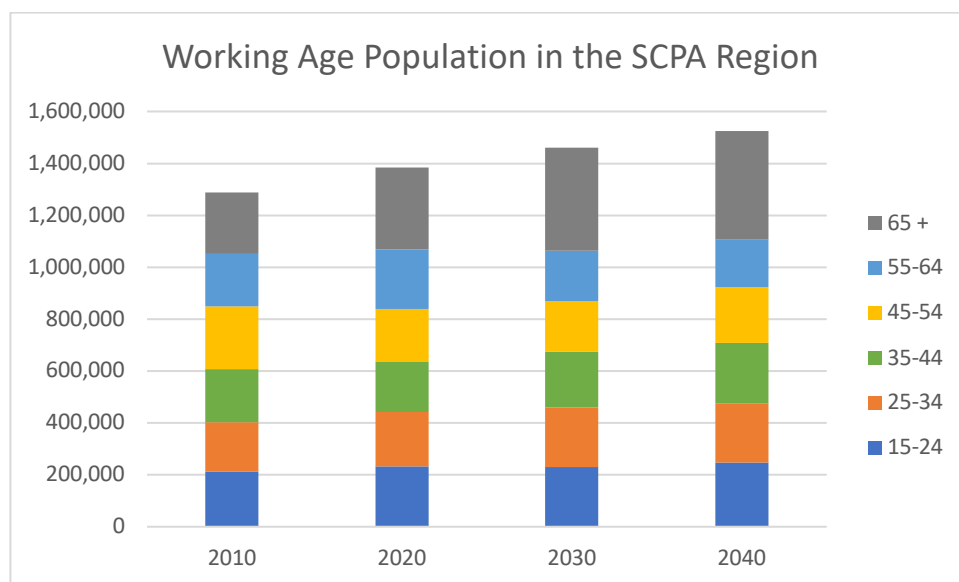
Source: Projections by the Pennsylvania State Data Center.

The population dynamics will create some challenges for the growth of regional manufacturing. Already manufacturers are struggling to find workers. This occurs both because of the small pool of younger workers, a negative stigma attached to blue collar work, and because recruiting the new generation of workers requires different approaches. The following comments from regional manufacturers illustrate these challenges:

- "It is easier to build a $15 million piece of equipment than to find the ten people to run it."

- "Millennials will be half the workforce by 2020 and they think differently than older generations – we have to adapt to that supply; trying to understand what does that mean?"
- "The generational change is that people are not looking for the lifelong employment, so turnover is higher – which makes it difficult to train people to the skill level required. Not really making a career out of it."
- "One of our bigger challenges is the work-life balance that is available compared to other options. Strict shift-rotations and voluntary and forced overtime are not viewed as a plus any more."
    - How can we adjust our scheduling and planning to balance the workload, the needs of the customers and the needs of the workers?
    - As the workforce gets older, these workers have more seniority (vacation time) that also strains the planning and recruiting.

Figure 3: Change in the Working Age Population

	2010-2020	2020-2030	2030-2040	2010-2040
15-24	20,879	(3,038)	16,055	33,896
25-34	18,244	21,589	(2,450)	37,383
35-44	(10,112)	19,017	21,733	30,638
45-54	(38,475)	(9,092)	18,879	(28,688)
55-64	27,306	(35,471)	(7,662)	(15,827)
65 +	77,598	83,332	17,271	178,201

Source: Projections by the Pennsylvania State Data Center.

Age of the manufacturing workforce

The change in the region's manufacturing workforce reflects the larger trend in the United States. The SCPA region is starting with a workforce with a slightly smaller share of younger workers and a larger share of older and middle-aged workers. By 2016, the LEDC region will have 30 percent of its workforce 55 or older and only 46 percent aged 35-54. The share of workers 34 and under will shrink to 25 percent, matching the share of the United States.

Figure 4

Manufacturing Workforce by Age, US vs. SCPA Region

	34 and Under	35-54	55 or Older
US 2000	32%	55%	13%
LEDC 2000	30%	56%	14%
US 2016	25%	48%	26%
LEDC 2016	25%	46%	30%

FOURTH economy
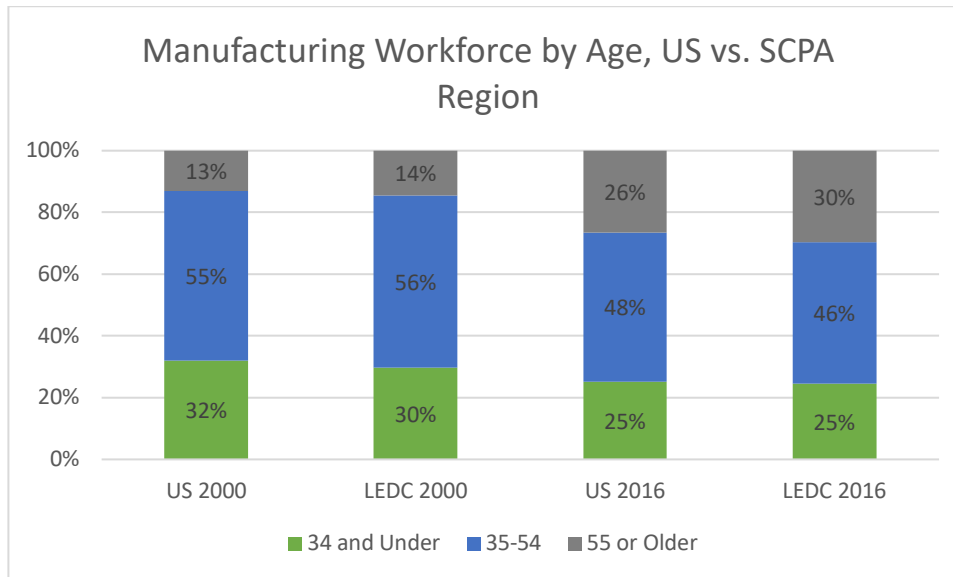
Figure 5: U.S. Manufacturing Workforce by Age, 2000-2016

United States

20,000,000

15,000,000

10,000,000

5,000,000

0

2000 2002 2004 2006 2008 2010 2012 2014 2016

■ 34 and Under ■ 35-54 ■ 55 or Older
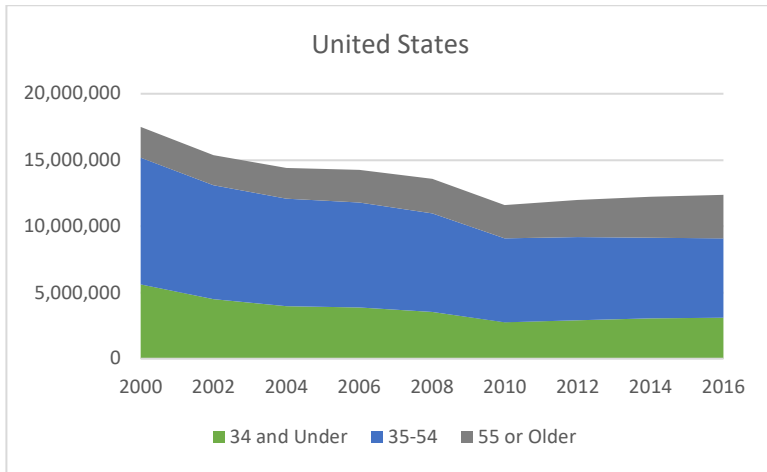
Figure 6: SCPA Region Manufacturing Workforce by Age, 2000-2016

SCPA Region

160,000

140,000

120,000

100,000

80,000

60,000

40,000

20,000

0

2000 2002 2004 2006 2008 2010 2012 2014 2016

■ 34 and Under ■ 35-54 ■ 55 or Older
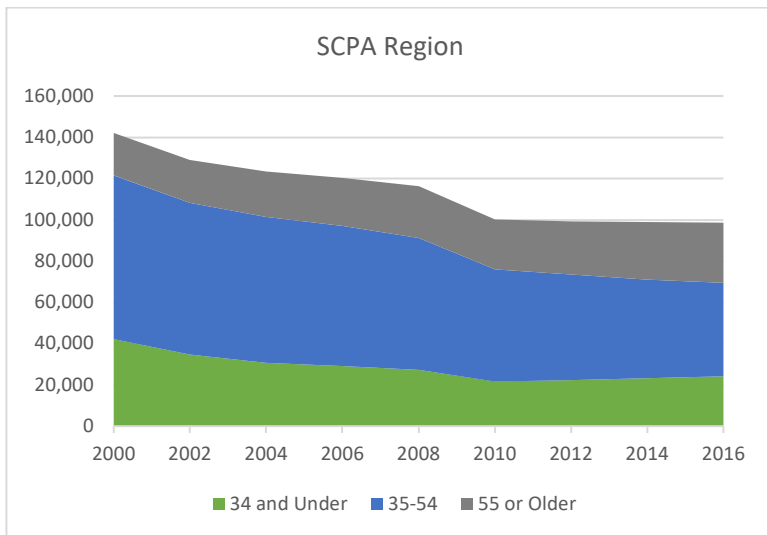
With a larger share of older workers, the region has a more immediate issue in replacing these workers, and it doesn't have as much bench depth of experienced, middle-aged workers to replace them. The region will also have a constraint on the long-term pipeline of younger workers – and because this is a national phenomenon, it will be difficult to recruit those workers from other regions.

Trends in Regional Manufacturing Employment

What industries are driving growth?

The industries driving growth in the region have been slowly transitioning. Overall manufacturing is growing with a projected net gain of 5,200 jobs from 2016 to 2041 where the declining industries are expected to shed 19,000 jobs compared to a gain of 24,200 in the growing industries. The industry projections are based on regional and national trends, as well as the demographics of the regional workforce. After five to ten years, the level of confidence in these projections decreases dramatically, as technology changes, market shifts and the cumulative effect of business cycles will shift the projections. The long-run projections provide a potential scenario for the future and indicate how it may impact the infrastructure and investment decisions being made now.

Figure 7

Shift in SCPA Manufacturing 2016-2041

■ Declining Industries ■ Growing Industries

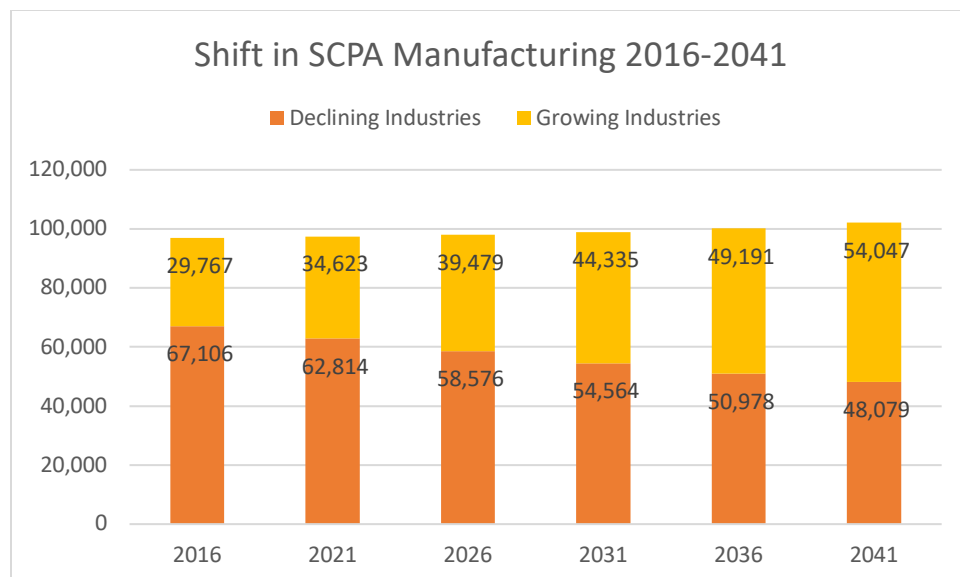| Year	Declining Industries	Growing Industries
2016	67,106	29,767
2021	62,814	34,623
2026	58,576	39,479
2031	54,564	44,335
2036	50,978	49,191
2041	48,079	54,047

Source: U.S. Bureau of Labor Statistics; Projections by Fourth Economy

Note: In order to get the most recent data available, the time periods for the population data is lagged by one year in favor of using the most recent employment data available. More recent population data is available, but the data on the age of the workers by county is slow to be released. Data for 2015 is the most recent, therefore the age projections run from 2015 to 2040 and the jobs 2016 to 2041.

In the short-term, this shift may have important implications for training programs and providers. For some occupations the skills required for production workers and mechanics may translate from one industry to another, but they may also require training on different machines or production processes. It will be crucial to ensure that providers are making this transition and connecting with the growing firms and industries who may not have the connections and experience of interacting with the workforce system.

Nine industries are growing in the region, projected to add 24,280 jobs by 2041. Wood product manufacturing will add the largest number of jobs, followed by plastics and rubber. There may be some workers in the declining industries that translate their skills into these new industries, but it is more likely that training will be required to learn the equipment and processes in these growing industries.

Figure 8: Employment by Industry 2016-2041

Industry		2016	2021	2031	2041	Change 2016-2041
321	Wood product manufacturing	4,077	5,577	8,577	11,577	7,500
326	Plastics and rubber products manufacturing	6,888	8,071	10,437	12,803	5,915
327	Nonmetallic mineral product manufacturing	3,506	4,173	5,507	6,841	3,335
312	Beverage and tobacco product manufacturing	996	1,474	2,430	3,386	2,390
325	Chemical manufacturing	2,999	3,413	4,241	5,069	2,070
336	Transportation equipment manufacturing	5,353	5,714	6,436	7,158	1,805
331	Primary metal manufacturing	5,532	5,744	6,168	6,592	1,060
313	Textile mills	304	326	370	414	110
316	Leather and allied product manufacturing	112	131	169	207	95
	All Growing Industries	29,767	34,623	44,335	54,047	24,280

Source: U.S. Bureau of Labor Statistics; Projections by Fourth Economy

Twelve industries will decline between 2016 and 2041, a loss of more than 19,000 jobs. Despite these declines, the region will experience a net gain of more than 5,200 jobs from 2016 to 2041. Even though manufacturing may grow overall in the region, there are two industries that could lose all employment in the region over the next 25 years. Electrical equipment and appliance manufacturing is on a trajectory to have zero employees in the region by 2041. This industry is declining in the United States, but declining more rapidly in the region. Apparel manufacturing could disappear from the region by 2031.

Figure 9: Employment Declines by Industry 2016-2041

Industry		2016	2021	2031	2041	Change 2016-2041
335	Electrical equipment and appliance mfg.	4,026	2,913	687	-	(4,026)
323	Printing and related support activities	7,527	6,725	5,121	3,517	(4,010)
334	Computer and electronic product manufacturing	2,837	2,305	1,241	177	(2,660)
333	Machinery manufacturing	7,613	7,140	6,194	5,248	(2,365)
337	Furniture and related product manufacturing	3,194	2,806	2,030	1,254	(1,940)
332	Fabricated metal product manufacturing	12,248	11,916	11,252	10,588	(1,660)
339	Miscellaneous manufacturing	3,812	3,510	2,906	2,302	(1,510)
315	Apparel manufacturing	506	226	-	-	(506)
322	Paper manufacturing	3,909	3,852	3,738	3,624	(285)
324	Petroleum and coal products manufacturing	383	376	362	348	(35)
314	Textile product mills	235	230	220	210	(25)
311	Food manufacturing	20,816	20,815	20,813	20,811	(5)
	All Declining Industries	67,106	62,814	54,564	48,079	(19,027)

Source: U.S. Bureau of Labor Statistics; Projections by Fourth Economy
Note: Industries in red are those that could lose all employment in the region over the next 25 years

Figure 10

2016 SCPA Manufacturing Workforce by Age
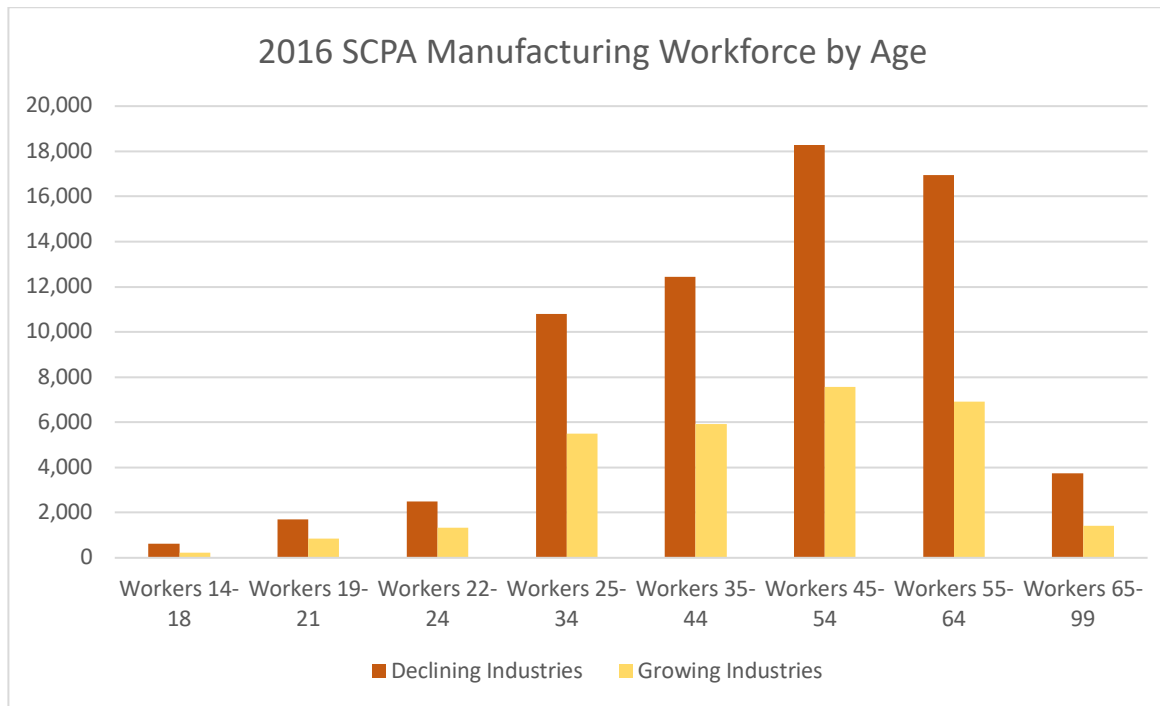
There is very little difference in the age structure of the growing industries compared to the declining industries, but in terms of raw numbers there are more workers in every age group that work in declining industries. These workers may be able to shift to new jobs in the growing industries where the occupational requirements and skills translate more easily.

The next section profiles some of the largest growing and declining sectors and identifies the critical occupations for those sectors.

Growing Industries with Hiring Needs

The following is the set of industries that are growing and their estimated hiring needs based on net job growth and the replacement of retiring workers. This does not include all of the hiring that is needed to replace workers that quit or are dismissed. As such it is a conservative net estimate of the labor needs of these industries. The growth estimates are based on the projected net employment while the retirements are estimated based on the age of the workforce and the declines in labor force participation for older workers. The estimates below include only the hiring (growth and replacement) needs through 2026 and what that means in annual terms.

Figure 11: Growing Industries and Hiring Needs 2016 to 2026 in the SCPA Region

Growing Industries with Hiring Needs	NAICS Code	Percent Workers 55+	Annual Wages	Annual Hiring	Total Hiring to 2026
Wood product manufacturing	321	24%	$42,401	348	3,477
Plastics and rubber products manufacturing	326	25%	$55,335	306	3,064
Nonmetallic mineral product manufacturing	327	28%	$57,493	174	1,738
Transportation equipment manufacturing	336	32%	$56,570	140	1,401
Primary metal manufacturing	331	32%	$59,813	114	1,136
Chemical manufacturing	325	26%	$67,329	113	1,128
Beverage and tobacco product manufacturing	312	14%	$32,386	103	1,026
Textile mills	313	47%	$47,434	10	104
Leather and allied product manufacturing	316	37%	$27,357	7	66
Group Averages or Subtotals		**28%**	$55,126	1,314	**13,139**

Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

Profiles for two sample industries in this category with the highest expected hiring to 2026 are provided below:

Wood Product Manufacturing

Industries in the Wood Product Manufacturing subsector manufacture wood products, such as lumber, plywood, veneers, wood containers, wood flooring, wood trusses, manufactured homes (i.e., mobile homes), and prefabricated wood buildings. The production processes of the Wood Product Manufacturing subsector include sawing, planing, shaping, laminating, and assembling of wood products starting from logs that are cut into bolts, or lumber that then may be further cut, or shaped by lathes or other shaping tools. The lumber or other transformed wood shapes may also be subsequently planed or smoothed, and assembled into finished products, such as wood containers. The Wood Product Manufacturing subsector includes establishments that make wood products from logs and bolts that are sawed and shaped, and establishments that purchase sawed lumber and make wood products. With the exception of sawmills and wood preservation establishments, the establishments are grouped into industries mainly based on the specific products manufactured. (BLS Industries at a Glance)

Figure 12: Major Occupations for Wood Product Manufacturing

Major Occupations	Regional Employment, 2016	Median Age	Mean Regional Wages	Estimated Replacement to 2026
Cabinetmakers and bench carpenters	860	49.2	$35,833	88
Carpenters	4,200	42.4	$41,843	198
First-Line Supervisors of Production and Operating Workers	3,310	46.3	$58,160	1,070
Machine feeders and offbearers	750	35.6	$29,480	131
Sawing machine setters, operators, and tenders, wood	230	49.2	$32,700	345
Team assemblers	6,100	40.9	$31,823	799
Woodworking machine setters, operators, and tenders, except sawing	820	49.2	$31,030	410

Source: BLS Occupational Employment and Wage Estimates.
Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

The replacement needs for major occupations are identified in the far right column in the table above. Regional employment in wood products is projected to grow despite a projected decline in the nation. U.S. Employment in wood product manufacturing is projected to decline by 2 percent from 2016 to 2026, although wood kitchen cabinet and countertop manufacturing will grow by 1 percent. Given these conditions, it is important to monitor how long the region can continue to capture an increasing share of a declining industry. The following industry drivers indicate what may or may not be factors that are influenced by local or external conditions.

Industry Drivers

- Demand for wood products depends on housing construction (external)
- Need efficient operations (local)
- Risk due to fluctuations in lumber prices (external)

Plastics and Rubber

Industries in the Plastics and Rubber Products Manufacturing subsector make goods by processing plastics materials and raw rubber. The core technology employed by establishments in this subsector is that of plastics or rubber product production. Plastics and rubber are combined in the same subsector because plastics are increasingly being used as a substitute for rubber; however the subsector is generally restricted to the production of products made of just one material, either solely plastics or rubber. (BLS Industries at a Glance)

Figure 13: Major Occupations for Plastics and Rubber

Major Occupations	Regional Employment, 2016	Median Age	Mean Regional Wages	Estimated Replacement to 2026
Extruding and drawing machine setters, operators, and tenders, metal and plastic	490	39	$36,610	186
Extruding, forming, pressing, and compacting machine setters, operators, and tenders	190	39	$38,780	428
First-Line Supervisors of Production and Operating Workers	3,310	46.3	$58,160	1,070
Inspectors, testers, sorters, samplers, and weighers	2,950	44	$35,363	741
Molding, coremaking, and casting machine setters, operators, and tenders, metal and plastic	840	48.3	$35,043	352
Packers and packagers, hand	4,110	35.1	$27,160	233
Team assemblers	6,100	40.9	$31,823	799

Source: BLS Occupational Employment and Wage Estimates.
Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

The replacement needs for major occupations are identified in the far-right column in the table above. U.S. Employment in plastics is projected to decline by 7.7 percent from 2016 to 2026. The Lancaster region and Pennsylvania are experiencing renewed interest in plastics manufacturing as downstream industry from natural gas reserves and processing in the state. This industry is driven by several factors that are beyond local control, unless the region develops niches for materials or end-use that insulate it from external trends. One example would be the development of plastics linked to the agricultural and food processing sectors in the region.

Industry Drivers
- Demand depends on the overall health of the economy (external)
- Industry is fragmented with hundreds of niches, determined by material type, manufacturing process, and end-use (local)
- Volatile prices for inputs, primarily higher prices for oil and natural gas can limit the supply for manufacturing (external)

Declining Industries with Hiring Needs

The following is the set of industries that are declining, but still have hiring needs based primarily on the replacement of retiring workers. This does not include all of the hiring that is needed to replace workers that quit or are dismissed. The estimates below include only the hiring (growth and replacement) needs through 2026 and what that means in annual terms.

Figure 14: Declining Industries and Hiring Needs 2016 to 2026

Declining Industries with Hiring Needs	NAICS Code	Percent Workers 55+	Annual Wages	Annual Hiring	Total Hiring to 2026
Food manufacturing	311	28%	$50,713	242	2,421
Fabricated metal product manufacturing	332	32%	$56,199	101	1,015
Paper manufacturing	322	31%	$67,884	32	325
Machinery manufacturing	333	33%	$61,227	12	116
Petroleum and coal products manufacturing	324	29%	$76,964	4	38
Textile product mills	314	36%	$37,640	3	30
Group Averages or Subtotals		**30%**	**$55,610**	**394**	**3,945**

Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

Food Manufacturing

Industries in the Food Manufacturing subsector transform livestock and agricultural products into products for intermediate or final consumption. The industry groups are distinguished by the raw materials (generally of animal or vegetable origin) processed into food products. The food products manufactured in these establishments are typically sold to wholesalers or retailers for distribution to consumers, but establishments primarily engaged in retailing bakery and candy products made on the premises not for immediate consumption are included. (BLS [Industries at a Glance](#))

Figure 15: Major Occupations in Food Manufacturing

Major Occupations	Regional Employment, 2016	Median Age	Mean Regional Wages	Estimated Replacement to 2026
Bakers	1,070	39.1	$25,483	724
First-Line supervisors of production and operating workers	3,310	46.3	$58,160	126
Food batchmakers	1,530	35.4	$31,447	81
Packaging and filling machine operators and tenders	1,970	40.8	$33,200	1

Source: BLS Occupational Employment and Wage Estimates.
Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

The replacement needs for major occupations are identified in the far-right column in the table above. The projections for U.S. Employment in food manufacturing vary greatly by the food manufacturing subsector. Other Food Manufacturing (snacks, spices, syrups and seasonings) is expected to grow by 4.8 percent and dairy is expected to grow less than 1 percent from 2016 to 2026. In food manufacturing, the consolidation of the industry has been driving employment decreases even while revenues are growing. The rise of locally sourced foods and changes in consumer preferences may also be a factor in that consumers are choosing foods with little or no processing.

Industry Drivers
- Prices for food and ingredients are volatile due to unpredictable weather (external)
- Hard to pass price increases to consumers (external)
- Consolidation in grocery and restaurants has consolidated buying power in fewer dominant firms (external)

Declining Industries with Transition Needs

The following is the set of industries that are declining, and where the declines exceed the number of retiring workers. These industries may still be hiring to replace workers that quit or are dismissed. Overall, these industries are expected to have a net loss of jobs, therefore the estimates below represent how many workers will need to find work in other industries by 2026 and what that means in annual terms.

Figure 16

Declining Industries with Transition Needs	NAICS Code	Percent Workers 55+	Annual Wages	Annual Transition	Total Transition to 2026
Miscellaneous manufacturing	339	29%	$55,987	(12)	(116)
Furniture and related product manufacturing	337	29%	$42,474	(34)	(343)
Apparel manufacturing	315	42%	$41,083	(41)	(407)
Computer and electronic product manufacturing	334	37%	$61,425	(60)	(602)
Printing and related support activities	323	32%	$50,622	(64)	(642)
Electrical equipment and appliance mfg.	335	35%	$61,353	(167)	(1,667)
Group Averages or Subtotals		**32%**	$53,519	(378)	**(3,776)**

Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

Printing & Related Support Activities

Industries in the Printing and Related Support Activities subsector print products, such as newspapers, books, labels, business cards, stationery, business forms, and other materials, and perform support activities, such as data imaging, platemaking services, and bookbinding. The support activities included here are an integral part of the printing industry, and a product (a printing plate, a bound book, or a computer disk or file) that is an integral part of the printing industry is almost always provided by these operations. (BLS [Industries at a Glance](#))

Figure 17: Major Occupations in Printing & Related Industries

Major Occupations	Regional Employment, 2016	Median Age	Mean Regional Wages	Estimated Replacement to 2026
Printing Press Operators	1,390	45.4	$37,453	(109)
Office and Administrative Support Occupations	70,810	42.8	$34,817	941
Print Binding and Finishing Workers	1,220	45.4	$31,460	(60)

Source: BLS Occupational Employment and Wage Estimates.
Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

The replacement needs for major occupations are identified in the far-right column in the table above. The Printing Press Operators and Print Binding and Finishing Workers are most in need of transition assistance. The office and administrative workers should be able to transition to other industries. U.S. Employment in printing is projected to decline by 16.4 percent from 2016 to 2026. This industry faces many external challenges from automation and alternative technologies. Local businesses can build a niche by being responsive to the short cycle times of customers.

Industry Drivers

- Automation (external)
- Competition from online and in-house printing (external)
- Depends on overall business activity and consumer spending (external)
- Customers want quick turn-around – short cycle times (local)

Electrical Equipment, Appliance, and Component Manufacturing

Industries in the Electrical Equipment, Appliance, and Component Manufacturing subsector manufacture products that generate, distribute and use electrical power. Electric Lighting Equipment Manufacturing establishments produce electric lamp bulbs, lighting fixtures, and parts. Household Appliance Manufacturing establishments make both small and major electrical appliances and parts. Electrical Equipment Manufacturing establishments make goods, such as electric motors, generators, transformers, and switchgear apparatus. Other Electrical Equipment and Component Manufacturing establishments make devices for storing electrical power (e.g., batteries), for transmitting electricity (e.g., insulated wire), and wiring devices (e.g., electrical outlets, fuse boxes, and light switches). (BLS Industries at a Glance)

Figure 18: Major Occupations in Electrical Equipment, etc.

Major Occupations	Regional Employment, 2016	Median Age	Mean Regional Wages	Estimated Replacement to 2026
Coil winders, tapers, and finishers	70	46	$27,340	(27)
Cutting, punching, and press machine setters, operators, and tenders, metal and plastic	1,150	40.9	$37,580	168
Electrical and electronic equipment assemblers	700	46	$30,695	(242)
First-Line Supervisors of Production and Operating Workers	3,310	46.3	$58,160	1,070
Inspectors, testers, sorters, samplers, and weighers	2,950	44	$35,363	741
Team assemblers	6,100	40.9	$31,823	799

Source: BLS Occupational Employment and Wage Estimates.
Note: Wages in red are below the regional average wage of $46,605 for the SCPA Region.

The replacement needs for major occupations are identified in the far-right column in the table above. Several occupations in this industry show replacements needs where these occupations can transition to other industries (not replacement needs in this industry). This industry is projected to decline in the U.S. by 7.6 percent from 2016-2026. The majority of factors driving this industry are external factors beyond local control, however local businesses can compete on technology expertise and efficiency.

Industry Drivers

- Demand is driven by construction, industrial production (external)
- Need technological expertise, efficient operations (local)
- Volatility of raw materials prices in steel, copper, lead, and plastics (external)
- Low-cost imports compete for market share (external)

Occupational Transitions

Figure 19 reveals the occupations in the declining industries that could be transitioned to fill the needs of the growing industries. For Production Occupations, the growing industries could absorb all 1,931 production workers from the declining industries, and they will still need to find more than 7,000 additional workers to fill their expected hiring and replacement needs by 2026. At the other end of the spectrum, the growing industries could potentially fill nearly all their needs for computer and math occupations by hiring the workers from the declining industries.

Figure 19: Occupation Groups for Declining and Growing Industries

Occupation Groups	Wages	Declining Industries	Growing Industries	Grand Total
Production Occupations	$36,593	-1,931	8,945	7,014
Transportation and Material Moving Occupations	$33,853	-193	2,205	2,011
Office and Administrative Support Occupations	$34,817	-426	1,367	941
Installation, Maintenance, and Repair Occupations	$45,240	-109	1,032	923
Management Occupations	$106,127	-249	784	535
Sales and Related Occupations	$35,530	-145	573	428
Construction and Extraction Occupations	$45,070	-22	383	362
Business and Financial Operations Occupations	$65,170	-165	460	295
Architecture and Engineering Occupations	$70,877	-322	547	225
Food Preparation and Serving Related Occupations	$22,117	0	133	132
Farming, Fishing, and Forestry Occupations	$30,790	0	115	115
Building and Grounds Cleaning and Maintenance Occupations	$26,893	-13	105	92
Protective Service Occupations	$44,267	-2	23	22
Computer and Mathematical Occupations	$70,097	-128	137	9
Arts, Design, Entertainment, Sports, and Media Occupations	$43,420	-58	61	3

High

Need to Recruit

Low

Regardless of industry, there are many occupations in manufacturing that tend to have more older workers. Figure 20 shows the oldest occupations, represented by the occupations with the highest median age. Many of these occupations pay well above the regional average wage, although there are seven that pay below the regional average wage of $46,605. The workers in the declining industries may be able to transition to fill the needs of the growing industries, but there is no guarantee that they would be willing or able to make that transition. The greatest needs are for supervisors (1,070) and repair workers (757).

Figure 20: Oldest Occupations in Manufacturing with Regional Replacement Needs

Occupation	Median age	Wages	Declining Industries	Growing Industries	Total Replacement to 2026
Managers					
Industrial production managers	48.4	$106,227	-71	366	295
Purchasing managers	48.1	$107,040	-16	37	21
Transportation, storage, and distribution managers	43.7	$110,375	-5	39	34
Mechanics and Repair					
Industrial and refractory machinery mechanics	46.4	$60,557	-13	53	40
Precision instrument and equipment repairers	46.5	$59,280	-1	1	0
Other installation, maintenance, and repair workers	43.1	$34,143	-84	841	757
Production occupations					
First-line supervisors of production and operating workers	46.3	$58,160	-254	1,324	1,070
Inspectors, testers, sorters, samplers, and weighers	44.0	$35,363	-181	922	741
Machinists	48.3	$42,047	-77	473	396
Chemical processing machine setters, operators, and tenders	47.3	$41,525	0	203	202
Computer control programmers and operators	44.0	$70,097	-28	134	106
Tool and die makers	51.7	$48,983	-24	119	95
Cabinetmakers and bench carpenters	49.2	$35,833	-122	210	88
Food processing workers, all other	43.5	$21,417	0	39	39
Stationary engineers and boiler operators	49.9	$51,990	0	35	35
Metal workers and plastic workers, all other	42.6	$32,740	-2	19	16
Water and wastewater treatment plant and system operators	46.4	$49,243	-1	11	9

Note: Occupations needing more than 100 workers by 2026 in blue.

There are also three occupations with older workers where the occupation does not have a counterpart in the growing industries. These workers will need some transition or retraining. Fortunately, there are few occupations in this category and the total number of workers impacted is about 700 total from 2016 to 2026, or about 70 per year. Given that the region includes five counties, the workforce system should have the capacity to manage these transition needs.

Figure 21: Oldest Occupations with Transition or Retraining Needs

Occupation	Wages	Median age	Declining Industries	Growing Industries	Total Replacement to 2026
Production occupations					
Printing press operators	$37,453	45.4	-144	35	-109
Electrical, electronics, and electromechanical assemblers	$90,160	46.0	-331	28	-303
Sewing machine operators	$24,520	45.8	-358	54	-304

The State of Manufacturing in our Counties

Lancaster has added the most manufacturing jobs between 2011 and 2016, with more than 1,000 jobs added over that period. Cumberland and Dauphin also grew by more than 500 jobs each. Manufacturing employment declined by more than 450 jobs in Lebanon, and more than 1,100 jobs in York. There is little cause for concern if these job losses represent issues specific to a few individual businesses, rather than wider conditions. Lancaster and York have the most manufacturing jobs among the counties in the region; but their employment trends are diverging with 1,047 jobs gained in Lancaster from 2011 to 2016, versus the loss of 1,130 jobs in York.

Manufacturing Employment and Change by County, 2011-2016
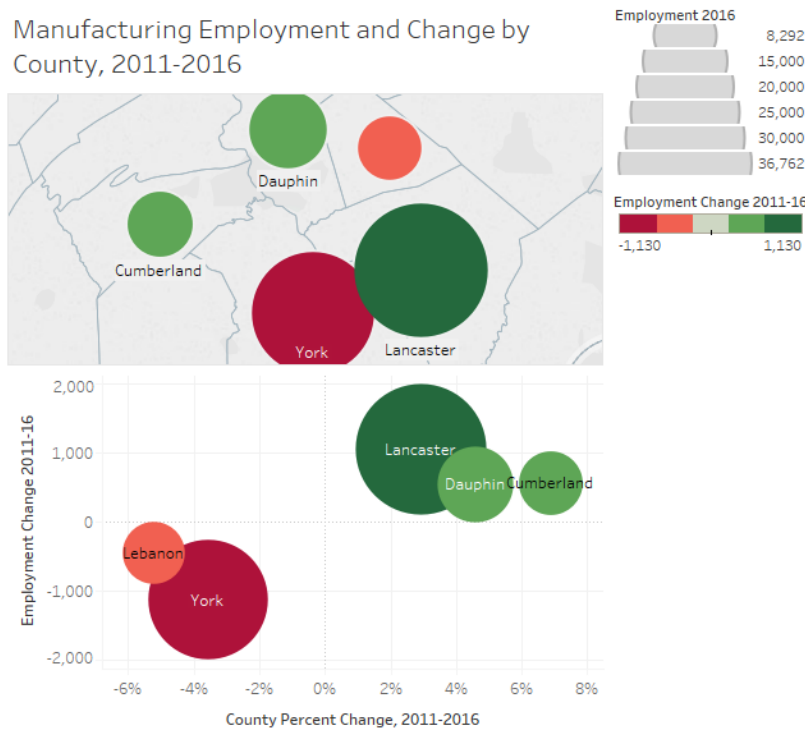
Figure 22: Manufacturing Employment by County

	2011	2016	Change 2011-2016
Cumberland	8,162	8,724	562
Dauphin	11,803	12,346	543
Lancaster	35,715	36,762	1,047
Lebanon	8,749	8,291	(458)
York	31,880	30,750	(1,130)
SCPA Region	96,309	96,874	565

Source: U.S. Bureau of Labor Statistics.

With a few exceptions, the gains and losses in county level manufacturing reflects the distribution of growing and declining industries. A few of the counties experienced some job loss in these growing industries. Lebanon and York Counties have added jobs in the industries growing in the region, but even within these growth industries there are gains and losses within individual counties.

Figure 23: Employment Change 2011-2016 by County for Growing Industries

	Cumberland	Dauphin	Lancaster	Lebanon	York	SCPA Region
Wood product manufacturing	86	24	1,161	217	12	1,500
Plastics and rubber products manufacturing	143	284	594	46	116	1,183
Nonmetallic mineral product manufacturing	79	76	266	-40	286	667
Beverage and tobacco product manufacturing	-25	194	156	39	114	478
Chemical manufacturing	-5	1	-46	-46	509	413
Transportation equipment manufacturing	27	141	0	42	151	361
Primary metal manufacturing	-64	368	-14	-34	-44	212
Textile mills	0	33	-6	5	-9	23
Leather and allied product manufacturing		-6	14		11	19

Source: U.S. Bureau of Labor Statistics. Note: Numbers in red indicate job losses.

There is also a mixed picture of growth and decline at the county level for the industries that have lost jobs in the region between 2011 and 2016, however the county level job gains are generally small except for the addition of 548 food manufacturing jobs in Cumberland, 324 jobs in fabricated metal in Lancaster and 212 jobs in Lebanon for machinery manufacturing.

Figure 24: Employment Change 2011-2016 by County for Declining Industries

	Cumberland	Dauphin	Lancaster	Lebanon	York	SCPA Region
Food manufacturing	548	-17	-188	-127	-217	-1
Textile product mills	-1	3	3	-5	-5	-5
Petroleum and coal products manufacturing	4	5	9	-43	19	-6
Paper manufacturing	34		80	0	-171	-57
Apparel manufacturing	21	-27	-11	-21	-242	-280
Miscellaneous manufacturing	-106	51	-78	25	-194	-302
Fabricated metal product manufacturing	-167	67	324	37	-593	-332
Furniture and related product manufacturing	103	-10	-331	-25	-125	-388
Machinery manufacturing	12	-54	212	-124	-519	-473
Computer and electronic product manufacturing	-147	-14	-199	0	-172	-532
Printing and related support activities	14	-75	-709	-13	-19	-802
Electrical equipment and appliance mfg.	6	-500	-191	-391	-38	-1,114

Source: U.S. Bureau of Labor Statistics. Note: Numbers in red indicate job losses.

The job loss in Lebanon and York counties were driven by the losses of these declining industries, but each of these counties also have employment in the growing industries.

Conclusion

The critical issues for regional action are whether the SCPA region has the right mix of workers and commercial and industries buildings and land to accommodate growing industries and how to transition the workers and spaces from declining industries to new opportunities. These local losses may be tied to the conditions affecting a few specific businesses and may not represent a regional concern that requires action. However, the overall trends in manufacturing should be monitored to ensure that each county has the tools and resources to retain and attract a healthy mix of jobs.