

**Assisting Newcomers through  
Employment and Support  
Services:  
An Evaluation of the New  
Americans Centers  
Demonstration Project in  
Arkansas and Iowa**

**Final Report**

ROBIN KORALEK  
HEIDI JOHNSON  
CAROLINE RATCLIFFE  
TRACY VERICKER



**The Urban Institute  
Center on Labor, Human  
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2100 M Street, NW  
Washington, DC 20037  
[www.urban.org](http://www.urban.org)

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## Executive Summary

This report presents the final results for the evaluation of the New Americans Centers (NACs) demonstration project in Arkansas and Iowa. This demonstration was funded by the U.S. Department of Labor, Employment and Training Administration (ETA). Through the project, ETA provided a three-year grant to Arkansas and Iowa to develop NACs within One-Stop Career Centers in high immigrant population areas. The purposes of the grant were to promote stability and rapid employment with living wages for individuals or family members who were without work or were in need of new work, speed the transition of new immigrants into their communities, assist employers, and enhance the economic development opportunities of these communities.

Immigrants make up a large and increasing share of all workers in the United States, especially those with lower skills and earnings. While immigrants' educational attainment and ability to speak English vary widely, immigrants are overrepresented among the lowest skilled workers. Limited English-speaking immigrants have fewer options in the workplace, and limited English skills are the single factor most closely associated with low wages and poverty in immigrant families.

Arkansas and Iowa are among the 22 “new growth” states that historically were not major immigrant destinations but whose foreign-born populations grew quickly during the 1990s. Like other new growth states, Arkansas and Iowa are only beginning to grow accustomed to the rapid flow of new immigrants. Both states continue to work on how best to integrate these newcomers into the community and ensure their self-sufficiency.

In Arkansas, the grant was used to establish four New Arkansan Resource Network (NARN) sites in Little Rock, Malvern, Rogers, and Russellville. While the Arkansas Department of Workforce Services oversaw all four sites, local workforce investment boards provided fiscal and programmatic oversight. Local entities, such as community-based organizations and One-Stop Career Center operators, provided direct program operations and services. Arkansas' goal was to develop the network statewide.

Iowa's New Americans Centers were called New Iowan Centers (NICs) and were based on similar centers in Ottumwa, Muscatine, and Sioux City that had been established in 2000. The new NICs funded under the demonstration grants were housed in One-Stop Career Centers in Council Bluffs, Des Moines, Marshalltown, and Mount Pleasant. Over the course of the demonstration, Iowa implemented additional state-funded NICs. Only those NICs funded under the demonstration were included in this evaluation.

ETA contracted with the Urban Institute to evaluate the NACs in Arkansas and Iowa. This report is the final of two reports summarizing findings from an evaluation of the NACs. It focuses on program operations and plans for program sustainability, while highlighting services provided through the demonstration projects in Arkansas and Iowa. It also documents outcomes for NIC participants based on analysis of service data and wage records. An earlier report

focused on the initial implementation of the demonstration projects, including start-up and early operation.<sup>1</sup>

This report is based on in-person interviews with key partners in the NACs in May 2007 and April–May 2008, focus groups with NARN and NIC participants, service receipt data collected through the Annual Services and Referrals Provided (ASRP) report, individual-level service data collection, employment and earnings data, and quarterly progress reports. Problems acquiring service receipt data from Iowa’s data management system, IWORKS, delayed the report. The Urban Institute also conducted follow-up calls to both NARN and NIC project directors for status updates on sites one year after the conclusion of the ETA grant in June 2008.

### **The New Americans Centers**

NACs were designed to help newcomers—immigrants and others new to the area—establish themselves in the community while simultaneously enhancing the workforce, furthering local economic development, and raising awareness of diversity issues. Key to the design of the NACs was a three-pronged service delivery approach that focused on participants, employers, and the community. First, NACs aimed to ensure that participants were able to find employment and were educated about and had access to needed services. Overarching goals for participants included obtaining and retaining jobs, increasing income, achieving self-sufficiency, building awareness of civic laws and institutions, promoting civic participation, gaining English proficiency, and taking advantage of services—both public and within the community—for which they were eligible. Second, NACs aimed to meet employers’ staffing needs and help them adapt to an increasingly diverse workforce by providing education on cultural awareness and diversity, offering language skills training, and advising on immigration and legal issues. Third, NACs attempted to educate the community on diversity issues and conduct extensive outreach in surrounding areas to facilitate cultural awareness for both those new to the community and those established in the community.

A key component of the NACs was development of partnerships with local leaders and other service providers and community organizations. NACs established extensive partner networks that included both public and private organizations such as health care providers, adult education providers, banks, colleges and schools, employers, and local government agencies.

### **Service Provision**

The services provided by NACs were meant to reflect and address the specific needs of the community. While the general goals of NACs were consistent across sites, the mix of services varied between Iowa and Arkansas as well as among local sites within each state. In addition, NACs varied considerably in the level of service provided. In Arkansas, the NARN sites tended to focus on connecting new Arkansans to a wide range of supportive services and organizations in the community through referrals and information sharing. In Iowa, the NICs emphasized

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<sup>1</sup> Robin Koralek and Joanna Parnes, “Assisting Newcomers through Employment and Support Services: An Evaluation of the New Americans Centers Demonstration Project in Arkansas and Iowa Interim Report” (Washington, DC: The Urban Institute, 2008). The Marshalltown NIC was not operational at the time of the 2007 visit to Iowa and was not included in the initial report.

employment and job placement—typically through referrals to employment-related services—and often worked directly with participants seeking work. These emphases were not mutually exclusive; all sites helped participants both find employment and access supportive services.

Services to individuals and families made up the vast majority of the total services provided. Nearly all (95 percent) reported services in Arkansas were provided to individuals and families (other reported services were provided to employers and the community). Similarly, in Iowa, 86 percent of reported services went to individuals and families. Across all sites in both Arkansas and Iowa, participants received direct assistance or referrals to appropriate service providers in a wide range of areas. These included supportive services such as child care, clothing, food, housing, health care, translation and interpretation, employment, education and training (including English as a Second Language (ESL) and civic education classes), legal and civil rights issues, immigration services, tax preparation, and banking and financial services.

To a lesser extent, NAC staff also provided services to employers and the community. NACs helped area employers and businesses meet their staffing needs and connected them with relevant training and resources. Services to employers included guidance and training to promote cultural awareness as well as targeted training and seminars on a range of immigration and diversity issues. Further, NACs aimed to increase awareness of diversity and immigration in the community at large. To this end, NAC staff fostered relationships with local community leaders and police departments, conducted diversity training at community organizations and businesses, hosted networking events, and conducted outreach in the community to ensure people were aware of their services.

### **Trends in Employment and Earnings**

A pre/post analysis of participants' employment and earnings in Iowa using unemployment insurance data indicated a slight rise in employment and earnings after initial service receipt. Employment was measured highest in the quarter of first receipt of NIC services, and earnings increased after service receipt from earnings in the period before service receipt. However, unmeasured factors aside from NIC services may have been responsible for some of the estimated relationships. Participants may have received other services influencing their outcomes, such as through the One-Stop Career Centers. Also, employment and earnings from states other than Iowa were not measured, which could have influenced the findings. In addition, small sample sizes made it difficult to detect statistically significant relationships, particularly for small gains. Thus, the results should be interpreted cautiously. Participants' employment and earnings data were not available in Arkansas.

### **Sustainability**

From the outset, both states focused attention on outreach, promoting program awareness, and sustainability. ETA provided three years of funding for the NACs demonstrations in Arkansas and Iowa, and it was incumbent upon the states to find other sources of funding and support to sustain the NACs. Staff in Arkansas and Iowa engaged in various strategies that fit the circumstances of their state and local areas.

Central to Arkansas' sustainability strategy was developing a network of service providers to assist newcomers. By naming its NAC system the "New Arkansan Resource *Network*," the state set the tone to sustain the partnerships created through the demonstration regardless of future funding availability and the ability to support dedicated staff. To varying degrees, staff from the local NARN sites networked and collaborated with partner agencies to create awareness of their efforts, cooperated in service provision, and discussed support to supplement ETA funding and to sustain operations after the ETA funding ended in June 2008. Efforts to engage employers and community groups and sustain and expand the project included writing grants, participating in local community events and activities, and seeking corporate sponsorship. Ultimately, fundraising efforts in Arkansas did not secure the long-term funding needed for the NARN to continue as a stand-alone entity with dedicated staff. However, one demonstration provider, the Latin Community Organization, continued to support Hispanic immigrants through similar services after the demonstration ended.

In Iowa, the NIC was state funded before the demonstration project and grants awarded by ETA; therefore, discussions about the sustainability of the NICs following the demonstration took place once again at the state level. Local NIC staff is largely uninvolved in securing funding for the NICs. Throughout the ETA demonstration, state appropriations supported operations of the non-ETA-funded NICs. The state legislature increased the level of funding to continue operations and sustain the additional sites through annual appropriations. Local communities were also encouraged to support NIC activities through in-kind donations and public-private partnerships.

## **Conclusions**

From the perspectives of staff, community partners, and employers, the New Americans Centers generally had a positive influence on the economic and social well-being of newcomers in both Arkansas and Iowa. Local NACs established themselves as trusted and reliable resources for newcomers in their respective communities and beyond. Although it was not possible to determine whether receipt of NAC services caused an increase in participants' employment and earnings, demand for NAC services from participants, employers, and the community at large reflected the need and appreciation for such services in both states.

NAC staff and local community members noted several ways in which the NACs were successful, including integrating newcomers into the community by enhancing their civic participation and understanding, and increasing newcomers' knowledge of and access to available resources and basic services, such as ESL instruction, banking, utilities, immigration and legal assistance, and health care. NAC staff also noted the increased availability of translation and interpretation assistance, which helped improve access to many services, including those offered through the One-Stop Career Centers.

It is not possible to determine the effect of NAC services on local communities, particularly on their receptiveness to newcomers. NACs did, however, successfully build networks of community leaders, service providers, and businesses. The NACs became valuable resources for other service providers, which sought interpretation and translation assistance as well as information on cultural diversity. In addition, NACs disseminated information about available

community resources. Often, advisory committee meetings served as forums for information sharing among partners.

Although less developed than other services, NAC staff worked with local employers, who came to see the NACs as a resource available to them and their employees. Some employers used the NACs as a source of new hires. Others used the NACs for interpretation and translation assistance or help with cultural and diversity issues in the workplace. Employers also referred employees to the NAC for assistance, such as ESL instruction.

Analysis of participants' employment and earnings in Iowa indicated a slight rise in employment and earnings after initial service receipt. However, it is not possible to attribute changes in employment and earnings directly to receipt of NIC services. This demonstration project was about other, unquantifiable factors, including an improved quality of life for newcomers, better reception of newcomers in the community, improved civic participation and community engagement on the part of newcomers, development of an enhanced workforce, and establishment of an integrated network of services for new arrivals.

Many lessons can be shared with other states or localities looking to implement similar services. The NACs' experiences underscore the importance of developing strong community relationships and an integrated network of service providers. NACs require a solid commitment from staff and the community as well as support from community leaders and other local service providers, businesses, and employers. Above all else, it is critical to define the NAC's purpose and role, which can vary depending on community resources and participants' identified needs. The strength of the NACs rested in their flexibility to meet local needs through a mix of services and in their ability to respond to the changing needs of their constituencies.

## I. Introduction

Immigrants make up a large and increasing share of U.S. workers, especially those with lower skills and earnings. In 2007, immigrants composed 16 percent of all workers in the United States, 24 percent of workers earning below twice the minimum wage, and 44 percent of workers with less than high school educations.<sup>2</sup> In 2007, 9.1 percent of the civilian U.S. workforce had limited English proficiency.<sup>3</sup> While immigrants' educational attainment and ability to speak English vary greatly, immigrants are overrepresented among the lowest skilled workers. In particular, limited-English-speaking immigrants have fewer options in the workplace; research shows limited English skills are the single factor most closely associated with low wages and poverty in immigrant families.<sup>4</sup>

This population of immigrants is growing rapidly, especially in smaller cities and rural communities unaccustomed to large immigrant flows. Among the country's 2007 foreign-born population, nearly 30 percent entered the United States during the 1990s, and an additional 28 percent entered in 2000 or later.<sup>5</sup> Arkansas and Iowa are among 22 "new growth" states that historically were not major immigrant destinations but whose foreign-born populations grew quickly during the 1990s.<sup>6</sup> Between 1990 and 2000, the immigrant population in Arkansas increased 196 percent; it was the fourth-fastest growing immigrant population in the country.<sup>7</sup> Iowa experienced a similarly rapid growth of immigrants during this period, with a 110 percent growth rate.<sup>8</sup> This pattern has continued in both states. Between 2000 and 2007, Arkansas experienced a 61 percent increase in its foreign-born population, and Iowa saw a 29 percent increase.<sup>9</sup>

Like other new growth states, Arkansas and Iowa are only beginning to grow accustomed to the rapid flow of new immigrants, and both areas continue to work on how best to integrate newcomers into the community and ensure their self-sufficiency. As new growth states, Arkansas and Iowa also have a higher share of undocumented, recently arrived, and limited-English-speaking immigrants than is the case nationally, further complicating integration efforts. Yet, the labor force in these states is increasingly dependent on immigrant workers. Arkansas'

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<sup>2</sup> Migration Policy Institute, "The United States: Workforce Characteristics," <http://www.migrationinformation.org/datahub/state3.cfm?ID=US>.

<sup>3</sup> Ibid.

<sup>4</sup> Michael Fix and Randy Capps, "Immigrant Well-Being in New York and Los Angeles," *Immigrant Families and Workers* Brief 1 (Washington, DC: The Urban Institute, 2002).

<sup>5</sup> Migration Policy Institute, "The United States: Social & Demographic Characteristics," <http://www.migrationinformation.org/datahub/state2.cfm?ID=US>.

<sup>6</sup> Randy Capps, "U.S. Immigration Policy and the Children of Immigrants," presentation at the Urban Institute semiannual board meeting, Washington, DC, May 2006.

<sup>7</sup> Randy Capps, Everett Henderson, John D. Kasarda, James H. Johnson, Jr., Stephen J. Appold, Derrek L. Croney, Donald J. Hernandez, and Michael Fix, *A Profile of Immigrants in Arkansas* (Little Rock, AR: The Winthrop Rockefeller Foundation, 2007).

<sup>8</sup> Randy Capps, Michael E. Fix, and Jeffrey S. Passel, "The Dispersal of Immigrants in the 1990s," *Immigrant Families and Workers* Brief 2 (Washington, DC: The Urban Institute, 2002).

<sup>9</sup> Migration Policy Institute, "Arkansas," <http://www.migrationinformation.org/datahub/state.cfm?ID=AR>; and Migration Policy Institute, "Iowa," <http://www.migrationinformation.org/datahub/state.cfm?ID=IA>. Over the same period, the United State's foreign-born population grew by 22.3 percent (Migration Policy Institute, "The United States: Social & Demographic Characteristics").

manufacturing workforce would have shrunk between 1990 and 2000 without immigration. During this time, the number of native-born Americans working in manufacturing fell by 9,000 (4 percent) while the number of immigrant workers working in manufacturing grew by 12,000 (294 percent).<sup>10</sup>

The New Americans Centers (NACs) demonstration was a three-year project funded by the U.S. Department of Labor, Employment and Training Administration (ETA). Through the project, ETA provided both Arkansas and Iowa three-year, \$850,000 grants to develop NACs within One-Stop Career Centers in high immigrant population areas.<sup>11</sup> The NACs were implemented as a significant part of Arkansas' and Iowa's efforts to help immigrants and other newcomers integrate into these states' economies and communities. The grants were intended to: 1) promote stability and rapid employment with living wages for immigrants and/or newcomers or their family members that were without work or that needed new work; 2) speed the transition of new immigrants into their communities; 3) assist employers with employee/employer relational issues and/or adjustment and assimilation of employees; and 4) enhance the economic development opportunities of these communities. How well the NACs achieved these goals is addressed in the body of this report.

NACs offered services to assist immigrants and others who were new to the community, including job placement, job training, language classes, community service referrals, resettlement assistance, and legal assistance. Customers were not solely immigrant families but also members of the community and area businesses. To ensure the speedy transition of new immigrants into the community, the centers worked closely with employers that needed skilled workers, educational institutions that provided language and occupational training, economic development agencies that facilitated employer connections, and local community groups that encouraged civic participation and understanding in neighborhoods and communities.

In Arkansas, the grant was used to establish four New Arkansan Resource Network (NARN) centers in Little Rock, Malvern, Rogers, and Russellville, with the goal of expanding the network statewide. Iowa's NACs were called New Iowan Centers (NICs) and were based on pilot programs in Ottumwa, Muscatine, and Sioux City that had begun in 2000 and that continued to operate throughout this demonstration. The demonstration project created new NICs in Council Bluffs, Des Moines, Marshalltown, and Mount Pleasant. This is in addition to other NICs that began and continue to operate with state funding. NACs were generally housed in local One-Stop Career Centers, but in some cases, due to space restrictions, NACs were instead located close to a One-Stop Career Center. The maps on pages 4 and 5 display the location of each NAC and the primary area it served.

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<sup>10</sup> Capps, Henderson, et al., *A Profile of Immigrants in Arkansas*.

<sup>11</sup> Under the Workforce Investment Act of 1998 (PL 105-220), One-Stop Career Centers, or Workforce Centers, are the primary access point for employment and training services. Services available through the centers typically include adult, dislocated worker, and youth activities (funded under the Workforce Investment Act); employment services; vocational rehabilitation; veterans employment and training; and trade adjustment assistance.

## Evaluation of the New Americans Centers Demonstration Project

The evaluation of the NACs demonstration project had two components: a process analysis of program implementation and an examination of project participant outcomes, primarily employment and earnings. This final evaluation report examines and assesses program operations, services provided, participant employment outcomes, and plans for program sustainability. More detailed information about the initial implementation phase of the demonstration projects in Arkansas and Iowa, including start-up and early operations, can be found in an interim report.<sup>12</sup>

Chapter II of this report provides an overview of the demonstration programs in Arkansas and Iowa. A detailed description of services and other assistance provided by the New Arkansas Resource Network is presented in Chapter III, drawn primarily from aggregated service data that each site reported quarterly to DOL. Chapter IV describes the services provided by the New Iowan Centers, also based on quarterly service data. An analysis of employment and earnings trends for Iowa participants, using unemployment insurance records, is provided in Chapter V. Chapter VI discusses sustainability of operations in Arkansas and Iowa. Chapter VII provides conclusions and lessons learned.

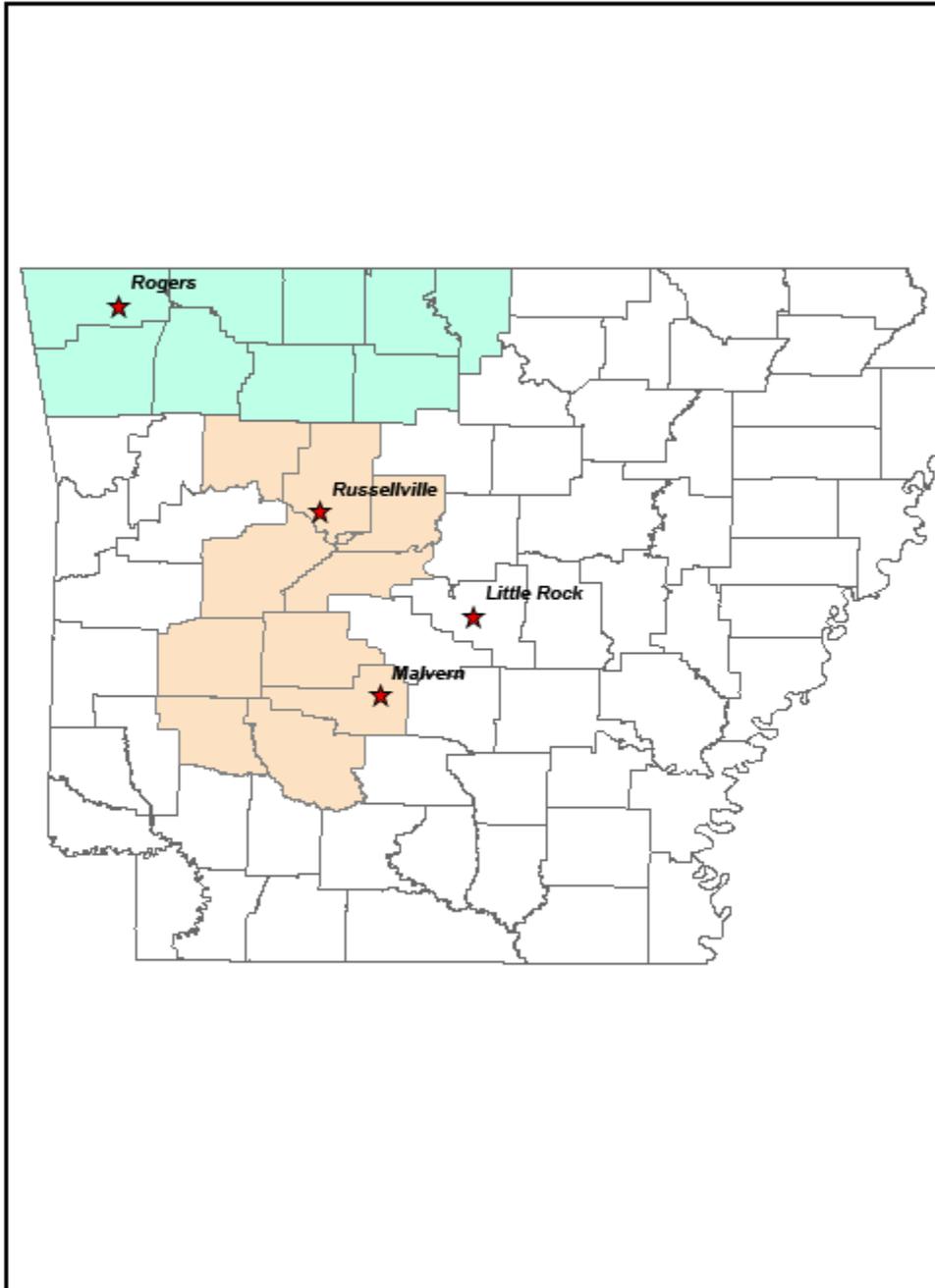
Several data sources were used for this report. Information on program operations was primarily collected during site visits conducted in May 2007 and April–May 2008. During each visit, researchers held discussions with representatives from each local site, including staff, partners, employers, and community representatives. Focus groups with participants were conducted in two sites in each state during the second visits. Data on service receipt collected through a data collection instrument used at all sites—the Annual Services and Referrals Provided (ASRP) report—were also analyzed. As the ASRP report collected aggregate information on service provision, additional analyses of individual-level service receipt data were also conducted using data obtained from both states. In Arkansas, where individual service receipt data were not available, a tracking form developed specifically for this evaluation collected individual service receipt data. In Iowa, the state provided individual service receipt data. Evaluators further analyzed New Iowan Centers participants' employment and earnings using unemployment insurance wage record data provided by the state.<sup>13</sup> Finally, quarterly progress reports submitted to ETA and other documentation provided by the local projects were also reviewed.

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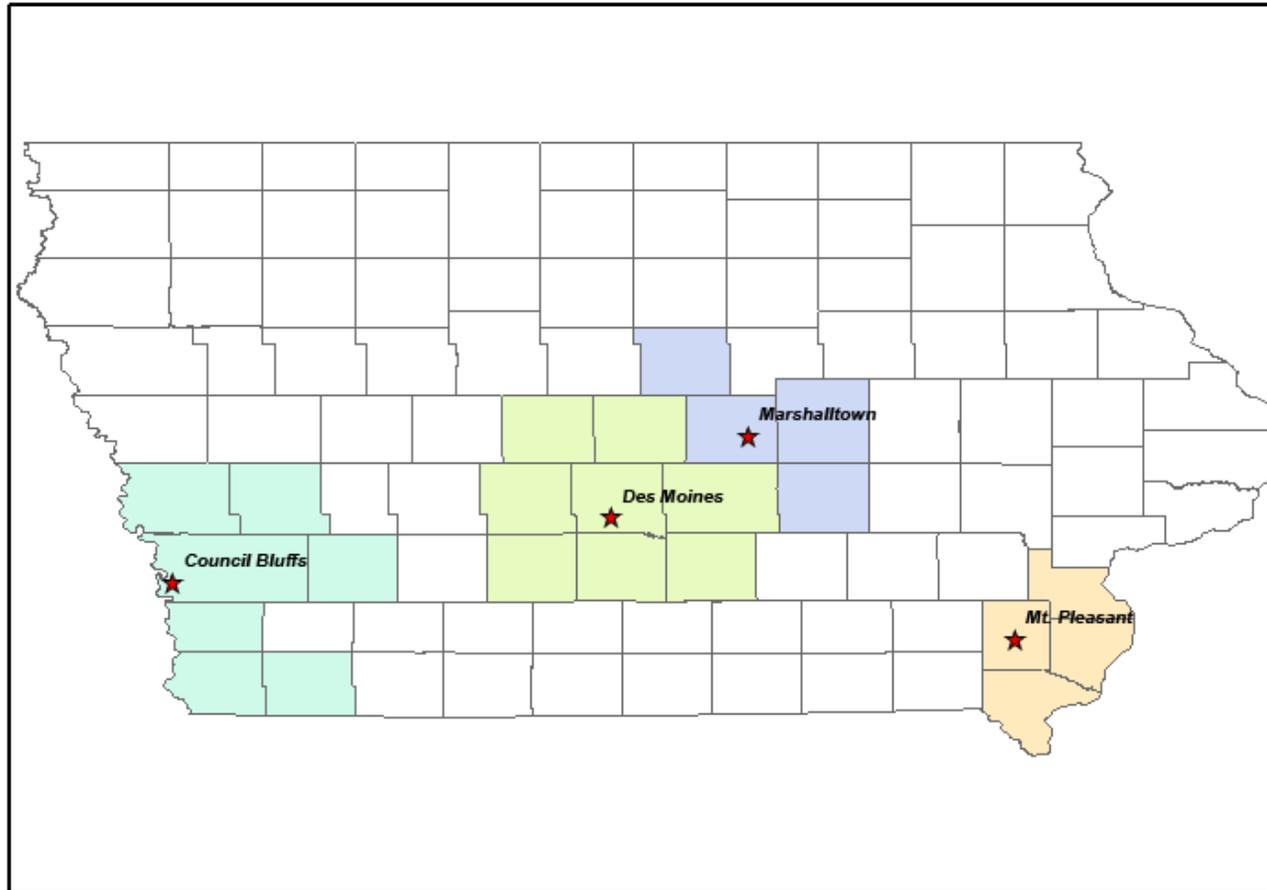
<sup>12</sup> Robin Koralek and Joanna Parnes, “Assisting Newcomers through Employment and Support Services: An Evaluation of the New Americans Centers Demonstration Project in Arkansas and Iowa Interim Report” (Washington, DC: The Urban Institute, 2008).

<sup>13</sup> Arkansas was not able to provide Social Security Numbers for NARN participants. Therefore, we were unable to analyze employment and earnings in Arkansas.

**Figure 1.1**  
**New Arkansan Resource Network Locations**



**Figure 1.2**  
**New Iowan Centers Locations**



## II. Design of the New Americans Centers

The New Americans Centers (NACs)—known as the New Arkansan Resource Network (NARN) in Arkansas and New Iowan Centers (NICs) in Iowa—operated in diverse localities and involved a broad range of organizations and services in their efforts to help newcomers integrate into local communities. This section briefly describes the NARN and NICs, including project goals, sponsoring organizations, key partners, community context, program size, and staffing. State-specific overviews of the NARN in Arkansas and NICs in Iowa are provided in Appendix A of this report. More detailed information about design and early planning and implementation experiences can be found in the evaluation’s interim report.

The NAC demonstration was designed to help newcomers—immigrants and others new to the area—establish themselves in the community while simultaneously enhancing the workforce, furthering local economic development, and raising awareness of diversity issues. Key to the design of NACs was a three-pronged service delivery approach that focused on participants, employers, and the community.<sup>14</sup> First, NACs aimed to ensure that participants were able to find employment and were educated about and had access to needed services. Overarching goals for participants included increasing income, achieving self-sufficiency, gaining English proficiency, building awareness of civic laws and institutions, promoting civic participation, and availing themselves of services for which they were eligible. Second, NACs aimed to meet employers’ staffing needs and help them adapt to an increasingly diverse workforce by providing cultural diversity and awareness education, offering language skills training, and advising on immigration and legal issues. Third, NACs attempted to educate the community on diversity issues and perform extensive outreach in surrounding areas to ensure that potential participants, potential employers, and the larger community were aware of NAC services as well as to familiarize NAC staff with available community resources. The extent to which they achieved these goals is addressed in the body of this report.

While the general goals of NACs were consistent across sites, the mix of services provided varied in Arkansas and Iowa as well as among local sites within each state. Sites in Arkansas generally focused on connecting newcomers to a wide range of supportive services and organizations in the community through referrals and information sharing. Sites in Iowa emphasized employment and job placement—typically through referrals to employment-related services—and they often worked directly with participants seeking work. Staff in Iowa is part of Iowa Workforce Development, which may have contributed to their focus on employment services. However, these emphases were not mutually exclusive; all sites assisted participants with both finding employment and accessing supportive services.

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<sup>14</sup> Arkansas refers to participants as “registrants.” For consistency, they are referred to as participants throughout this report.

## THE NEW ARKANSAN RESOURCE NETWORK

The NARN operated out of four primary sites in central, west central, and northwest Arkansas: Little Rock, Malvern, Russellville, and Rogers, respectively. Over time, NARN staff expanded their service delivery area to encompass many outlying communities, some as far as one or two hours away from their offices. This decentralized approach aimed to widen the network of services in the state by initiating services in these communities. Additional locations launched over the course of the demonstration included an office in Fayetteville opened by Rogers staff in 2007, a satellite office in Fort Smith opened by Russellville staff in November 2007, and a satellite office in El Dorado set up by the Malvern site in 2007.

### Project Goals

The primary goal of the NARN was to speed the transition of new Arkansans into communities, promote stability and rapid employment with good wages, and enhance economic development. As evidenced by their name, NARN sites worked to build a network of service providers that met the needs of new Arkansans. Local sites therefore served primarily as resource and referral agencies rather than as direct service providers.

### Sponsoring Organizations

The Arkansas Department of Workforce Services (DWS) received the ETA grant and provided general oversight and guidance to the NARN sites. DWS had sub-grants with three local workforce investment boards to provide fiscal and programmatic oversight to the four local sites. These local workforce investment boards further subcontracted direct program operation and staffing to a local entity. In Malvern, Rogers, and Russellville, the local workforce investment boards subcontracted with their local One-Stop Career Center operators. In Little Rock, program operation was sub-granted to the Latin Community Organization (LCO), a nonprofit organization that helped Latino individuals and families achieve self-sufficiency through resources and referrals (Table 2.1).

**Table 2.1**  
**Organizational Structure of New Arkansan Resource Network**

Site	Oversight	Fiscal and programmatic agent	Local program operation
Little Rock	Department of Workforce Services (DWS)	Little Rock Workforce Investment Board	Latin Community Organization (LCO)
Malvern	DWS	West Central Arkansas Planning and Development District (WCAPDD)	West Central Arkansas Career Development Center System (WCACDCS)
Rogers	DWS	Northwest Arkansas Economic Development District (NWAEDD)	Northwest Arkansas Certified Development Company (NWACDC)
Russellville	DWS	WCAPDD	WCACDCS

## Community Context

NARN sites were located in a range of localities that varied on several dimensions, including local economy, community socio-demographics, and existing provider networks. The Little Rock site served a primarily urban community, while Malvern and Russellville served more rural communities. Rogers was in an area with high economic growth and a rapidly increasing population at the time of this study. These contextual factors shaped the needs of new arrivals, employers, and the community, and subsequently the services offered by local NARN staff. Table 2.2 provides an overview of the economic and demographic profiles of the broader communities in which the NARN operated.

**Table 2.2**  
**Economic and Demographic Profile of Communities Served by New Arkansan Resource Network**

	Arkansas	Little Rock (Pulaski County)	Malvern (Hot Spring County)	Rogers (Benton County)	Russellville (Pope County)
<b>Race and Ethnicity</b>					
Hispanic	5.3 %	4.1 %	2.2 %	14.0 %	4.6 %
White (Not of Hispanic Origin)	75.9 %	58.3 %	84.7 %	79.0 %	89.3 %
Black (Not of Hispanic Origin)	15.4 %	33.9 %	10.3 %	1.3 %	3.0 %
Asian or Pacific Islander	1.2 %	1.8 %	0.2 %	2.1 %	0.8 %
Native American or Alaskan Native	0.6 %	0.4 %	0.2 %	1.4 %	0.4 %
Multiracial	1.5 %	1.5 %	2.4 %	1.9 %	1.7 %
<b>Foreign Born</b>	4.0 %	4.6 %	0.8 %	9.0 %	2.9 %
<b>Education Level (for persons 25 or older)</b>					
No diploma	18.8 %	11.3 %	19.2 %	16.6 %	18.4 %
High school graduate	35.8 %	28.5 %	38.9 %	31.9 %	36.5 %
Some college	21.0 %	23.1 %	18.9 %	20.9 %	21.2 %
College graduate	18.8 %	31.3 %	12.9 %	24.7 %	19.8 %
<b>Median Income (2008 dollars)</b>					
Household income	\$39,127	\$45,836	\$38,408	\$49,690	\$39,941
Family income	\$48,098	\$59,032	\$49,005	\$58,206	\$47,239
<b>Unemployment Rate, April 2008<sup>1</sup></b>	4.3 %	3.8 %	5.4 %	3.2 %	4.0 %

Sources: U.S. Census Bureau, 2006-2008 American Community Survey (ACS); Bureau of Labor Statistics, Local Area Unemployment Statistics.

<sup>1</sup>Unemployment rate not seasonally adjusted.

In Little Rock, the demand occupations at the time of the study were in health care, aerospace, government, education, and nonprofits. In surrounding areas of Polk County and much of the rest of Arkansas, agriculture and warehousing were key industries, where poultry farms and food processing plants employed many newcomers. Northwest Arkansas, where Rogers is located, stood apart from the rest of the state. At the time of the initial site visit in 2007, this area had one of the fastest growing economies in the nation. Walmart, Tyson Foods, and J. B. Hunt Transport Services were headquartered in Northwest Arkansas, and many other corporations were establishing a presence. The subsequent building boom resulted in growth in construction and other industries, and many newcomers began arriving seeking work. In July 2007, Benton

County (where Rogers is located) had a 4.1 percent unemployment rate,<sup>15</sup> significantly lower than the state's average unemployment rate of 5.6 percent. By the time of the second site visit in spring 2008, the construction industry had slowed down considerably, and many companies had closed or downsized. Although the unemployment rate in Rogers remained low (3.2 percent), staff noted that NARN participants were increasingly in need of employment.

For the most part, the communities where NARN sites were located were particularly receptive to immigrants. Many of these communities were already actively involved in diversity work before the NAC was implemented. For example, the LCO had been active in Malvern and Little Rock since 2004, and the Rogers Chamber of Commerce's Minority Committee and the Community Support Center had been addressing diversity issues and serving newcomers before the NARN was established. For the most part, this high level of involvement and receptiveness helped NACs flourish in the community. In some instances, however, the existence of organizations with similar missions resulted in "turf" issues and required paying careful attention to avoid duplicative services.

In September 2007, the police departments of Rogers and Springdale and the sheriff's offices in Washington and Benton counties entered into 287(g) agreements with the United States Department of Homeland Security. Through these agreements, Northwest Arkansas law enforcement officers were trained to enforce federal immigration laws.<sup>16</sup> Local respondents felt this sent an inhospitable message to immigrants and affected the community's receptiveness toward immigrants. This feeling is consistent with other studies that have found that implementing 287(g) agreements and other legislation or policies restricting the activities of immigrants can create a "culture of fear" and perceptions of anti-immigrant sentiment within the community.<sup>17</sup> NARN staff and partners noted declining support for the NARN, including decreased advisory committee attendance, which they attributed to the resulting changes in the political climate.

Demand for services led NARN staff to spread their service delivery into communities well beyond their initial boundaries. For example, staff in Malvern expanded their operations to El Dorado, Arkadelphia, and Hot Springs. NARN staff also worked with the City of Fort Smith to establish a regular presence in their community. An expansion of services in Northwest Arkansas to include an office in Fayetteville allowed staff to meet increased demand for services. In contrast, the community in Little Rock appeared more resistant to the presence of the NARN, and services never truly flourished in that community. Some have suggested this resistance reflected the local political climate, while others attributed it to the more reserved nature of a bigger community.

Most NARN sites were physically housed within or adjacent to local One-Stop Career Centers, known as Workforce Centers in Arkansas. In Fort Smith, a local law firm provided satellite

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<sup>15</sup> Bureau of Labor Statistics, *Local Area Unemployment Statistics* (Washington, DC: U.S. Department of Labor). Unemployment rates are not seasonally adjusted.

<sup>16</sup> U.S. Immigration and Customs Enforcement, "Delegation of Immigration Authority Section 287(g) Immigration and Nationality Act," U.S. Department of Homeland Security, [http://www.ice.gov/pi/news/factsheets/section287\\_g.htm](http://www.ice.gov/pi/news/factsheets/section287_g.htm).

<sup>17</sup> Robin Koralek, Juan Pedroza, and Randy Capps, *Untangling the Oklahoma Taxpayer and Citizen Protection Act: Consequences for Children and Families* (Washington, DC: National Council of La Raza, 2009).

office space; in El Dorado, the town provided office space. Despite the NARN's separate funding stream and dedicated staff, provided as part of the demonstration project, co-location of local sites in the One-Stop Career Centers meant they were essentially integrated into the menu of services and perceived as "part of the package" of One-Stop Career Center Programs.

While affiliation with a local One-Stop Career Center facilitated integration of NARN services into the greater workforce system, this close affiliation had some disadvantages, primarily around the hours of operation. Typically, One-Stop Career Centers operated during standard business hours, which may have prohibited some working families from seeking services. As a result, NARN staff identified alternative locations for after-hours activities to accommodate working families. In addition, some immigrants were resistant to coming to a "government office" or seeking services in an unfamiliar location. NARN staff identified alternate locations, such as the LCO offices in Malvern and a local bank in El Dorado, that were more accessible or familiar to the Latino community, and staff frequently met with participants in these locations.

### **Key Partners**

Development of partnerships with local leaders and other service providers and organizations in the community was a key component of the NAC demonstration. NARN staff dedicated considerable effort toward building these relationships. These partnerships were evident in the establishment of advisory committees that guided the development and implementation of NARN activities as well as the creation of extensive networks of local nonprofits, government agencies, and private businesses that provided both services for newcomers and referrals for the NARN.

#### *Advisory Committees*

Three of the four primary NARN sites (Malvern, Rogers, and Russellville) established working advisory boards made up of local leaders, business owners, and other community members. While advisory committees in Arkansas were particularly active in local NARN operations, the level of involvement varied somewhat from community to community. In Russellville, for example, the advisory committee was viewed as the NARN's governing body, and it reviewed many decisions regarding service delivery. The advisory committee in Rogers also contributed actively to NARN operations and had two committees: one tasked with grant writing and sustainability, and the other with media and outreach. The Malvern board met quarterly and was not as involved in local operations as in other sites. Little Rock staff struggled to convene meetings with potential advisory committee members and never successfully formed a board. Community members expressed less interest in participating, perhaps influenced by the local political climate.

#### *Partner Agencies and Organizations*

Locally, NARN sites established extensive partner networks made up of both public and private organizations, including banks, health care providers, colleges and schools, employers, and local government agencies. These organizations referred participants and collaborated with NARN staff on special projects and initiatives. These partners also saw the NARN as a resource for their customers or employees. Partner agencies referred individuals to the NARN for assistance,

such as for orientation to the basic services of their new community, and employers tapped into the services for assistance addressing cultural and language barriers within their workforce.

NARN staff viewed other programs housed in the One-Stop Career Center—including employment and training programs, adult education services, economic development organizations, AARP, and Job Corps—as partners. NARN staff received and made referrals to other One-Stop Career Center programs, such as for assistance with job searches and training. NARN staff also provided translation and interpretation assistance, which in many cases allowed One-Stop Career Center staff to offer services to previously unserved populations.

Staff in Arkansas fostered relationships with a wide variety of other local service providers, including community- and faith-based organizations such as Catholic Immigration Services, literacy councils, area agencies on aging, and migrant education programs. A particularly close partnership existed with the LCO. The NARN objectives were a natural fit with the goals of the LCO, which enabled LCO to systematize the services it had been providing ad hoc. The LCO was closely intertwined with the Malvern site; the local NARN coordinator was the president and a founding member of the LCO, and several of its board members were also members of the NARN advisory committee. In fact, many participants reportedly were more familiar and comfortable with the LCO than the NARN and sought out services at this office rather than going to the One-Stop Career Center. The LCO responded to the request for quotation for organizations to operate the Little Rock NARN based on its experiences in Malvern. LCO-issued membership cards, which were accepted as a second form of identification in many places, were available through the NARN in Malvern, Little Rock, and Russellville. Participants found the LCO membership card crucial in opening bank accounts, starting utilities, and proving identity during interactions with local law enforcement.

Many local NARN staff also developed relationships with local community colleges. For example, staff in Rogers worked closely with Northwest Arkansas Community College's Department of Adult Education, which provided English as a second language (ESL) and citizenship classes, among other services. Under an innovative partnership, staff in Malvern worked with Ouachita Technical College, the Arkansas Economic Development Commission (AEDC), and a local welding company to provide welding training and certification to NARN participants. In focus groups with NARN participants, one participant noted that this training led him to the best job he had ever had. Another noted that the training provided him with the opportunity to become a licensed welder, which allowed him to contract work on his own. In another community college partnership in Malvern, the Henderson State University Small Business and Technology Development Center contacted NARN staff and asked them to help develop training for local businesses on reaching the Spanish-speaking community.

Partnerships were also developed with private businesses. The Little Rock site established a partnership with Bank of America that resulted in the bank accepting the LCO-issued membership card as a second form of identification. Simmons First Bank of El Dorado provided space for NARN staff to meet with the community and to host civics education sessions. Arvest Bank in Northwest Arkansas also partnered with the NARN to increase services to the bank's Latino clientele and promote financial literacy. Another partnership with a private roofing business led to internships for at least two individuals referred by the NARN.

## **Project Staffing**

Each of the four primary NARN sites had two staff. All NARN staff were bilingual (Spanish and English), and most were foreign-born. The Little Rock, Malvern, and Russellville sites were staffed by a coordinator and an intake specialist. The coordinators generally devoted much of their time to community outreach and establishing contacts among local leaders, employers, and businesses. They also developed partnerships with other service providers and worked toward project sustainability through grants and other sponsorships. Intake specialists typically supported the coordinators in their outreach activities and worked more directly with individuals in need of services, referring them to appropriate providers and providing translation and interpretation services when necessary. Intake specialists were also responsible for entering information into the NARN data system. All staff helped organize and facilitate the civics education classes. The configuration differed slightly in Rogers, however. Because of challenges in attracting staff with the skills needed to foster new community collaborations and conduct outreach, Rogers chose to reclassify both staff as NARN specialists, with a focus on intake or information referrals and service provision, rather than having one intake specialist and a coordinator who was more outreach focused. A part-time intake specialist in nearby Fayetteville also provided referrals and translation and interpretation assistance to participants in the community.

Supervision in Arkansas, except Little Rock, was provided by staff from the entity responsible for program operations (described on page 7). In Little Rock, staff were supervised by the LCO board to avoid conflicts of interest because the LCO president was related to the Little Rock NARN staff.

## **Program Enrollment Levels and Demographic Characteristics of Participants**

Analysis of program enrollment levels and the demographic characteristics of participants in each local NARN site was based on data reported by staff using a standardized reporting system and is summarized in Table 2.3. This spreadsheet, called the Annual Services and Referrals Provided (ASRP) report, was developed specifically for this demonstration project and modeled after data collected by the original New Iowan Centers (see Appendix C for further discussion of the development of the ASRP report). While all sites used the same data reporting system, there were significant inconsistencies in how sites counted participants. Some sites' demographic data included a discrete (unduplicated) count of the total number of individuals served (regardless of the number of services they may have received), while other sites counted individuals every time they received services through the NARN. In addition, in some sites, demographic data were not collected for all individuals who received assistance through the NARN. Specifically, Little Rock and Russellville included participants in their demographic data every time they sought services at the NARN, while Malvern and Rogers counted each person once, regardless of the number of times he or she sought services (see Appendix C for a further discussion of data issues). Due to these constraints, these data only offer a general sense of the scale of the NARN and the characteristics of the participants served, and thus should be interpreted cautiously.

From the outset of the program (the first quarter of 2006) through the second quarter of 2008, NARN staff served 6,529 participants cumulatively across their four sites. Local NARN sites' cumulative participant counts range from 1,199 in Little Rock to 2,085 in Rogers. Nearly two-

thirds (62 percent) of all NARN participants for whom demographic data were available were male, and 98 percent were Hispanic (see Table 2.3). Individuals between 25 and 35 years old made up the largest share of recorded participants in Arkansas (39 percent). Approximately one-fifth of participants included in the demographic data were between the ages of 19 and 24 and one-fifth were between the ages of 36 and 45, while 8 percent were between 46 and 54 years old. Nearly one-tenth of recorded participants were teenagers (14 to 18 years old). Only a very small percentage of participants were over age 55.

**Table 2.3<sup>1</sup>**  
**Demographic Characteristics of New Arkansan Resource Network Participants, by Site**

	All Sites	Little Rock	Malvern	Rogers	Russellville
<b>Gender</b>					
Male	62.2 %	69.3 %	63.8 %	58.7 %	59.4 %
Female	37.8 %	30.7 %	36.2 %	41.3 %	40.6 %
<b>Race and Ethnicity<sup>2</sup></b>					
Hispanic	97.8 %	99.9 %	100.0 %	94.7 %	98.0 %
White (Not of Hispanic Origin)	0.7 %	0.0 %	0.0 %	2.2 %	0.1 %
Black (Not of Hispanic Origin)	0.1 %	0.1 %	0.0 %	0.2 %	0.1 %
Asian or Pacific Islander	1.2 %	0.0 %	0.0 %	2.5 %	1.7 %
Native American or Alaskan Native	0.0 %	0.0 %	0.0 %	0.0 %	0.0 %
Multiracial	0.2 %	0.0 %	0.0 %	0.4 %	0.2 %
missing	0.0 %	0.0 %	0.0 %	0.0 %	0.0 %
<b>Age Group<sup>3</sup></b>					
14 - 18	8.2 %	6.3 %	19.0 %	1.4 %	6.5 %
19 - 24	20.4 %	32.2 %	29.1 %	8.4 %	17.6 %
25 - 35	39.1 %	40.5 %	40.3 %	31.1 %	46.6 %
36 - 45	21.0 %	13.8 %	9.6 %	33.7 %	20.6 %
46 - 54	8.3 %	4.9 %	1.5 %	17.9 %	4.6 %
55 and Over	3.0 %	1.4 %	0.5 %	7.6 %	0.6 %
missing	0.0 %	0.8 %	0.1 %	0.0 %	3.4 %
Number of Observations	6,529	1,199	1,746	2,085	1,499

Source: New Americans Centers Annual Services and Referrals Provided Report

<sup>1</sup>Based on data reported quarterly to DOL/ETA by NAC demonstration projects. In Arkansas, data was reported in Little Rock beginning in the fourth quarter of 2006, in Malvern from the first quarter of 2006, in Rogers from the third quarter in 2006, and in Russellville from the first quarter of 2006. All four sites reported data through the second quarter of 2008. Data does not represent all participants served and may not be based on unique individuals. See Appendix C, Study Limitations for further discussion.

<sup>2</sup>For examples of countries of origin, see discussion on page 14.

<sup>3</sup>Data on participants' ages were reported for a higher number of people in Arkansas (total) and Rogers than the total number of participants that were reported. In Arkansas, data were reported on ages for 6,559 participants while 6,529 total participants were reported; in Rogers, ages were reported for 2,177 participants while 2,085 total participants were reported.

Based on a 15-week data collection period from mid-April through the end of June 2008 (see Appendix C for more details), more detailed demographic information was collected for a subset of NARN participants who sought services during this time (see Appendix Table B.4). Of those who sought services during the tracking period, more than two-thirds of the participants were male (69 percent), which ranged to as high as 79 percent of the participants in Malvern. Most

participants were under the age of 45. The youngest participants were in Malvern, where half were under 25 years old. Rogers served a slightly older population; 43 percent of participants in this site were 45 years old or older. The employment status of participants varied within the state; a little more than 50 percent of participants overall were employed, ranging from almost 90 percent of Malvern participants to only 31 percent of Rogers participants in the tracking period. In educational attainment, 15 percent of participants had high school diplomas or General Equivalency Diplomas (GED), while 57 percent of participants were recorded as holding an “other” level of educational attainment. Anecdotal information from program staff indicates that this may refer to education received in another country (see Appendix C for greater detail on data issues). Postsecondary education, however, was rare, with less than 3 percent reporting a bachelor’s or advanced degree.

Consistent with the demographic information reported through the ASRP report (see Table 2.3), virtually all the tracked participants were Hispanic, with Spanish as their primary language and low levels of English proficiency. Across all NARN sites, only 5 percent of participants were fluent in English, while 62 percent had limited English proficiency. Participants in Rogers had the lowest levels of English proficiency; less than 1 percent of participants were fluent. According to the data collected between April and June 2008, most participants were from Spanish-speaking countries including Mexico and Central American nations such as El Salvador, Guatemala, Honduras, and Nicaragua. This was confirmed by NARN staff, who also noted an increase in Asian students among its participants in Northwest Arkansas in 2008 as a result of outreach to Arkansas Tech University’s international students.

## NEW IOWAN CENTERS

Four ETA-funded New Iowan Centers were established in Council Bluffs, Des Moines, Marshalltown, and Mount Pleasant.<sup>18</sup> The four NICs funded by ETA were modeled after three preexisting centers established under the Iowa Workforce Development (IWD) agency. Over the course of the demonstration, additional state-funded NICs were implemented in four additional locations.

### Project Goals

NICs were designed to help newcomers to Iowa establish themselves in the community by providing services to new Iowans, area employers, and the community at large. In general, NICs aimed to “grow Iowa” by ensuring new Iowans were educated about and had access to necessary services, helping newcomers adapt to the community, connecting employers and job seekers, and educating the community on issues of immigration and cultural diversity.

### Sponsoring Organization

In Iowa, IWD received the ETA grant and maintained direct oversight of NICs (Table 2.4).<sup>19</sup> All services were provided by IWD staff. However, local communities were strongly encouraged by the state to secure local support—both financial and in-kind. In Mount Pleasant, for example, the Iowa State University Extension Office and Healthy Henry County Communities, along with other local entities, provided office space and utilities for the NIC.

Site	Oversight	Fiscal and programmatic agent	Local program operation
Council Bluffs			
Des Moines			
Marshalltown			
Mount Pleasant			

<sup>18</sup> The original demonstration sites were Cedar Rapids, Council Bluffs, Des Moines, and Waterloo. With permission from ETA, NIC operations in Cedar Rapids and Waterloo were disbanded and new sites were created in Mount Pleasant and Marshalltown in fall 2006.

<sup>19</sup> Initially, the Central Iowa Employment and Training Consortium (CIETC) administered the NICs for IWD. Because of alleged improprieties unrelated to the NAC demonstration project, IWD removed CIETC as the fiscal agent and moved all NIC activities, including staffing, under IWD.

## Community Context

The ETA-funded NICs were established in a range of communities that varied in many ways, including local economic climate, sociodemographics, and existing provider networks. In Iowa, as in Arkansas, the communities where NICs were established were already receptive to immigrants. For example, Mount Pleasant’s Diversity Action Team was responsible for advocating for the inception of the NIC as a way to expand and complement its existing efforts. NIC staff also was sensitive to the need to avoid duplication of services and to working with organizations already providing services to the immigrant population in their community. As in Arkansas, NICs were located in both urban and rural areas. The Council Bluffs and Des Moines sites served primarily urban communities while Marshalltown and Mount Pleasant were located in smaller, more rural communities. Table 2.5 provides an overview of the economic and demographic profiles of the broader communities in which the NICs operated.

**Table 2.5**  
**Economic and Demographic Profile of Communities Served by New Iowans Centers**

	Iowa	Council Bluffs (Pottawattamie County)	Des Moines (Polk County)	Marshalltown (Marshall County)	Mount Pleasant (Henry County)
<b>Race and Ethnicity<sup>1</sup></b>					
Hispanic	4.0 %	4.3 %	6.4 %	13.9 %	2.0 %
White (Not of Hispanic Origin)	90.5 %	92.4 %	83.6 %	82.6 %	92.8 %
Black (Not of Hispanic Origin)	2.4 %	1.0 %	5.1 %	1.4 %	1.3 %
Asian or Pacific Islander	1.6 %	0.7 %	3.1 %	0.9 %	1.9 %
Native American or Alaskan Native	0.2 %	0.3 %	0.2 %	0.2 %	0.2 %
Multiracial	1.1 %	1.1 %	1.5 %	1.0 %	1.9 %
<b>Foreign Born</b>	3.9 %	3.1 %	7.1 %	8.1 %	4.9 %
<b>Education Level (for persons 25 or older)</b>					
No diploma	10.4 %	11.8 %	9.1 %	15.4 %	10.7 %
High school graduate	35.0 %	38.0 %	28.0 %	37.1 %	37.8 %
Some college	21.1 %	24.0 %	21.0 %	20.0 %	23.3 %
College graduate	24.2 %	17.2 %	32.8 %	18.0 %	19.2 %
<b>Median Income (2008 dollars)</b>					
Household income	\$48,585	\$49,718	\$56,111	\$45,382	\$43,796
Family income	\$61,245	\$60,166	\$70,771	\$54,947	\$59,198
<b>Unemployment Rate, April 2008<sup>2</sup></b>	3.6 %	4.0 %	3.5 %	4.5 %	4.4 %

Sources: U.S. Census Bureau, 2006-2008 American Community Survey (ACS); Bureau of Labor Statistics, Local Area Unemployment

<sup>1</sup> Race and ethnicity data for Mount Pleasant (Henry County) is from U.S. Census Bureau 2005-2007 American Community Survey.

<sup>2</sup> Unemployment rate not seasonally adjusted.

The unemployment rate in Iowa, which hovered between 3 and 4 percent at the time of the site visits, was below the national average, and demand for workers was high. Iowa was experiencing an exodus of its most educated residents; many native Iowans were leaving the state for better opportunities and higher salaries in other states. This left many entry-level jobs in

such industries as fast food, manufacturing, and farming open to newcomers. Despite a decline in recent years, manufacturing was still a strong presence throughout the state; agriculture was also a dominant industry in much of the state.

As in Arkansas, most NICs were located within or adjacent to local One-Stop Career Centers, known as workforce development centers in Iowa. Their colocation meant they were essentially integrated into the menu of services and conceived as part of the package of One-Stop Career Center programs. In Mount Pleasant, however, the One-Stop Career Center was unable to house the NIC because of space restrictions. Originally located on the enclosed front porch of the Fellowship Cup, a local Christian ministry, the Mount Pleasant NIC later relocated to the Iowa State University Extension Office. Although the Mount Pleasant NIC was still overseen by IWD and staffed by an IWD employee, this NIC was less connected to the local One-Stop Career Center than in other locations.

### **Key Partners**

As in Arkansas, staff in Iowa dedicated considerable effort to building relationships with other agencies and partners in the community. These partnerships were critical to establishing advisory committees and, more important, to developing networks of local nonprofits, government agencies, and private businesses as resources to the NICs.

#### *Advisory Committees*

In Iowa, all four sites established working advisory committees of local leaders, businesses owners, service providers, and other community members. While advisory committees were still in development at the time of the initial visit—and, in some cases, struggling to define their mission—by the second visit, they were more established and meeting quarterly. Rather than directing NIC activities, advisory committees in Iowa appeared to serve more as vehicles for networking and resource sharing among community members who were invested in working with newcomers.

#### *Partner Agencies and Organizations*

NIC staff established extensive partner networks that included both public and private organizations such as health care providers, adult education providers, colleges and schools, employers, and local government agencies. NICs co-located in One-Stop Career Centers (Council Bluffs, Des Moines, and Marshalltown) included many other One-Stop Career Center programs in their list of partners. This included Promise Jobs, Iowa's employment requirement assistance program; vocational rehabilitation; economic development organizations; AARP; and Job Corps, among others. Staff received referrals from and made referrals to other One-Stop Career Center programs and provided translation and interpretation assistance as needed.

Staff in Iowa fostered relationships with a wide variety of other local service providers, including community- and faith-based organizations. The Des Moines NIC worked closely with Refugee Cooperative Services (a partnership between Lutheran Services in Iowa and Refugee Resettlement Services of Catholic Charities), and the NIC frequently referred participants to the American Friends Services Committee for immigration assistance. In addition, the Des Moines NIC partnered with Iowa Citizens for Community Improvement, a grassroots social, economic, and environmental justice organization, to offer a financial literacy class in Spanish. The

Council Bluffs site partnered with the local library, which allowed the use of its computer lab for computer classes, and the site worked with the consulate of Mexico in Omaha to implement *Plazas Comunitarias*, an online educational program sponsored by the Mexican government that allowed participants to complete their elementary, middle, or high school educations. In Mount Pleasant, the NIC worked closely with the diversity action team, described earlier, and Healthy Henry County Communities, a local coalition of health care professionals, educators, business representatives, advocates, and residents working together to improve residents' quality of life. Other local partners included the Fellowship Cup, which initially housed the NIC, and the Chamber of Commerce.

NIC staff also developed relationships with local community colleges. For example, the Council Bluffs and Mount Pleasant sites held citizenship classes in community college classrooms. Further, participants were often referred to classes and training programs, such as ESL or general educational development (GED) test preparation. Partnerships were also developed with private businesses. For example, the Council Bluffs staff developed a relationship with a local bank to ensure Spanish-speaking customers could be served.

### **Project Staffing**

All NIC staff was employed by IWD. Three of the four sites had two-full time staff providing services to the community; Mount Pleasant had one full-time staff member. All NIC staff were bilingual (Spanish and English), and most were foreign born. The newest coordinator in Marshalltown was Native American and hoped to work with the nearby Native American communities while also addressing the needs of the foreign-born population.

NIC staffing arrangements in Council Bluffs, Des Moines, and Marshalltown were similar. In these sites, there was a coordinator and an outreach specialist (known as a workforce associate), whose role was analogous to that of the intake specialist in Arkansas. The Des Moines workforce associate was primarily responsible for the Rosetta Stone language program. A single coordinator was responsible for all NIC activities in Mount Pleasant.

All NIC staff worked with participants directly, conducting intake, providing referrals, performing translation and interpretation services, and assisting with job search. As in Arkansas, staff did not work with participants on an ongoing basis or carry caseloads. Rather, they provided assistance to anyone who came to the NIC. As one participant noted, the NIC staff "are very available and willing to help people out with whatever issues they have." Coordinators were expected to devote much of their energy to conducting outreach in the community and establishing networks of community advocates, service providers, and employers. Outreach specialists/workforce associates supported the coordinator and were responsible for direct services, providing referral information and resources, collecting and entering data into the data system, and running monthly data reports.

Volunteers played an important role in service provision in Council Bluffs and Des Moines. For example, an AARP volunteer ran ESL and citizenship classes for participants in Des Moines, and the AmeriCorps VISTA program provided volunteers to work with Hurricane Katrina evacuees receiving NIC services. AmeriCorps VISTA volunteers also worked at the NIC in Council Bluffs, along with volunteers from the consulate of Mexico and the Red Cross, and interns from

Iowa Western Community College. The Mount Pleasant NIC worked with an intern from Iowa Wesleyan College who helped update a local bilingual directory and worked on other NIC-related outreach.

Two regional NIC supervisors shared management of local sites within each half of Iowa. These supervisors directly supervised local staff, organized quarterly regional meetings, approved most major decisions, collected monthly data reports (which were then passed on to IWD), and produced quarterly reports for ETA.

### **Program Enrollment Levels and Demographic Characteristics of Participants**

As in Arkansas, data on NIC program enrollment levels and participant demographic characteristics of participants were reported using a standardized reporting system developed for this project (the ASRP report) and are summarized in Table 2.6. In Iowa, all participants seeking services were only counted once per month regardless of how many times they sought services throughout the month, until the first quarter of 2007, when NICs began including only new participants in their data (see Appendix C for a further discussion of data issues). Therefore, the data cannot offer precise information on participants served by the NICs; instead, they provide a general sense of the relative scale of the NICs and participant characteristics.

From the outset of the program through the second quarter of 2008, Iowa served 5,561 participants across four sites. The cumulative participant count at sites in Iowa ranged from 326 in Marshalltown to 2,454 in Des Moines.<sup>20</sup> Fifty-one percent were male. Iowa served a more diverse population than did Arkansas. Hispanics were the largest ethnic group served, at 55 percent, while 20 percent of participants were white, non-Hispanic and 6 percent were black. However, Des Moines reported a higher percentage of black participants at 11 percent. An additional 6 percent of participants across all NIC sites were multiracial. According to anecdotal accounts from program staff in Iowa, most NIC participants were recent immigrants from a wide array of countries. Most participants were from Spanish-speaking countries, such as El Salvador, Guatemala, Honduras, Mexico, and Nicaragua. Other countries of origin, particularly in Des Moines, included Bolivia, Bosnia, Canada, Colombia, Iraq, Morocco, Pakistan, Peru, Somalia, Sudan, and Thailand. Data on the age of participants in Iowa were reported for only 45 percent of participants. When examining the limited data reported, most participants were between the ages of 25 and 45. For instance, in Marshalltown, where age was reported more consistently, 37 percent of participants were between the ages of 25 and 35, and 23 percent were 36 to 45 years old.

The statewide data management tool in Iowa, IWORKS, provided information about individual participants (in contrast to the aggregated data available in the ASRP report). IWORKS data examined for the period of April 1, 2007, to March 31, 2008, showed that the NIC participants during this period were predominantly male, Hispanic, and between the ages of 25 and 35 (see Appendix Table B.5 for details). Most participants had less than high school educations, and only 7 percent had greater than high school educations. Further, very few NIC participants were

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<sup>20</sup> Services in Marshalltown did not commence until late 2006, or two quarters after the other sites. Services were then interrupted owing to staff turnover and did not recommence until late 2007, creating a year-long gap in services.

in school when they obtained services. Between April 1, 2007, and March 31, 2008, Mount Pleasant served a higher proportion of participants age 25 to 35 than the other sites, while Des Moines and Marshalltown served a higher proportion of those age 55 and older. The share of participants with less than high school educations was higher in Mount Pleasant than in other sites, and the highest share of participants enrolled in school was in Marshalltown. Participants in Mount Pleasant had the highest rate of employment, at 83 percent, while 39 percent of participants in Council Bluffs were employed when they first received NIC services during this period.

**Table 2.6<sup>1</sup>**  
**Demographic Characteristics of New Iowans Centers Participants, by Site**

	Iowa				
	All Sites	Council Bluffs	Des Moines	Marshalltown	Mt. Pleasant
<b>Gender</b>					
Male	51.4 %	53.7 %	52.3 %	58.3 %	44.1 %
Female	48.6 %	46.3 %	47.7 %	41.7 %	55.9 %
<b>Race and Ethnicity<sup>2,3</sup></b>					
Hispanic	54.8 %	44.0 %	57.8 %	69.4 %	57.7 %
White (Not of Hispanic Origin)	19.5 %	35.5 %	14.8 %	18.1 %	5.6 %
Black (Not of Hispanic Origin)	5.8 %	1.6 %	11.2 %	5.0 %	0.1 %
Asian or Pacific Islander	2.6 %	1.2 %	2.6 %	1.9 %	4.6 %
Native American or Alaskan Native	1.6 %	2.4 %	0.0 %	5.3 %	2.5 %
Multiracial	6.1 %	2.7 %	0.0 %	0.3 %	25.9 %
missing	9.8 %	12.6 %	13.5 %	0.0 %	3.6 %
<b>Age Group</b>					
14 - 18	0.8 %	1.7 %	0.3 %	2.1 %	0.1 %
19 - 24	5.8 %	8.1 %	4.2 %	13.2 %	3.5 %
25 - 35	15.2 %	15.6 %	11.5 %	36.8 %	16.5 %
36 - 45	12.9 %	11.2 %	14.6 %	23.3 %	8.9 %
46 - 54	7.2 %	6.5 %	8.1 %	16.0 %	3.8 %
55 and Over	3.1 %	1.7 %	3.7 %	7.4 %	2.5 %
missing	55.0 %	55.2 %	57.6 %	1.2 %	64.8 %
Number of Observations	5,561	1,663	2,454	326	1,118

Source: New Americans Centers Annual Services and Referrals Provided Report

<sup>1</sup>Based on data reported quarterly to DOL/ETA by NAC demonstration projects. In Iowa, Des Moines, Council Bluffs, and Mount Pleasant reported data beginning in the second quarter of 2006 through the second quarter of 2008. Marshalltown reported data in the fourth quarter of 2006 and then again in the fourth quarter of 2007 through the second quarter of 2008. Data does not represent all

<sup>2</sup>For examples of countries of origin, see discussion on page 19.

<sup>3</sup>Data on participants' race and ethnicity were reported for a higher number of people in Marshalltown than the total number of participants that were reported. In Marshalltown, data were reported on race and ethnicity for 360 participants while 326 total participants were reported.

### **III. Services and Other Assistance Provided by the New Arkansan Resource Network**

This section reports on the types and level of services provided to immigrants and other newcomers through the New Arkansan Resource Network. Services were generally available to any individual or family, community organization, or employer who sought them out. There were no eligibility requirements, no formal assessment processes, and no formal program entry or exit activities. Services and referrals were provided case by case according to individual needs and requests. As there were no participation requirements, staff did not typically follow up on referrals. They did, however, maintain case files on most individuals and families.<sup>21</sup> Services were provided directly by NAC staff or through referrals to other agencies and organizations in the community. The most common services provided to participants, employers, and the community in Arkansas are discussed below. Services provided to these three groups in Iowa are discussed in Chapter IV.

Information on the services provided in Arkansas was drawn from two sources. The first was the ASRP report used by each site for quarterly reporting of service receipt data through the end of the demonstration grant in June 2008. Malvern and Russellville began reporting data in the first quarter of 2006, while Rogers began in the third quarter of 2006 and Little Rock in the fourth quarter of 2006. Sites collected information on the number of services provided to participants, employers, and the community. These three service categories (participant services, employer services, and community services) were further broken down into areas of assistance, such as interpretation and translation, supportive services, and employment assistance.

As the case files maintained by NARN staff were confidential and unavailable for analysis, further information on NARN participant characteristics and service receipt was provided by analyzing data collected on individual participants using a NARN service tracking form in each site. The data collection period using this tracking form ran from April through June 2008. NARN staff recorded demographic information about each participant they served over the course of the data collection period. They also noted the services they provided to each participant in categories that aligned with the services recorded in the ASRP report. The NARN service tracking form allowed for more standardized collection of service receipt data, as recorded services were connected to individual participants. However, missing data in addition to a limited sample makes the information insufficient for statistical comparisons (see Appendix C for further discussion of data issues). Care must be taken in interpreting service levels and in making cross-site comparisons when analyzing both the individual-level data and the aggregate data from the ASRP report.

Even taking into account the differences in how services are counted, the level of service provided across sites still varied considerably. In Arkansas, the total number of services reported through the ASRP report (including services for participants, employers, and the community) ranged from 2,646 in Little Rock to 35,939 in Russellville (see Table 3.1 below and Appendix B for detailed tables of specific services provided by site). This may reflect the delay in implementation in Little Rock, where services did not begin until the fourth quarter of 2006.

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<sup>21</sup> Information in the case files was confidential and was not available for this evaluation.

**Table 3.1**  
**Share of Services Provided to Participants, Employers, and the Community in Arkansas**

Site	Services provided to participants	Services provided to employers	Services provided to the community	Total services provided
<b>Arkansas Total</b>	95%	1%	4%	63,937
Little Rock	94%	6%	0%	2,646
Malvern	100%	0%	0%	5,650
Rogers	94%	2%	4%	19,702
Russellville	94%	0%	6%	35,939

While the NACs were designed to provide services to participants, employers, and the community, services for participants made up the vast majority of the total services provided in Arkansas. Nearly all (95 percent) reported services were provided to individuals and families. This is partly because participant services were a primary focus of NAC staff during early phases of implementation, while services for employers and the community were initiated later.

#### **Services to NARN Participants**

The majority of participant services were provided through referrals to other organizations. Referrals were often made for the following services: employment assistance (including job services, job training, and unemployment insurance); education (e.g., ESL and adult education, scholarships, etc.); legal services and immigration assistance; and supportive services (such as child care, clothing, food, housing, and health care). Staff in all four NARN sites routinely provided translation and interpretation assistance to participants, both in the offices and out in the community. Staff in the Russellville NARN also provided notarization services. Little Rock, Malvern, and Russellville offered a civics education class, which addressed issues related to becoming productive citizens within the respective communities and provided information about using community services such as banking accounts and health care resources. In Rogers, individuals were referred to civics and citizenship classes provided by the Northwest Arkansas Community College Adult Education Center. Staff in Little Rock, Malvern, and Russellville also issued LCO membership identification cards, which came to be accepted as a second form of identification by many local organizations and businesses. The Rogers site did not issue the LCO membership identification cards because local government leaders did not endorse the cards. While this chapter describes each area in which participants received assistance, detailed statistics are provided in Appendix B, Table B.1.

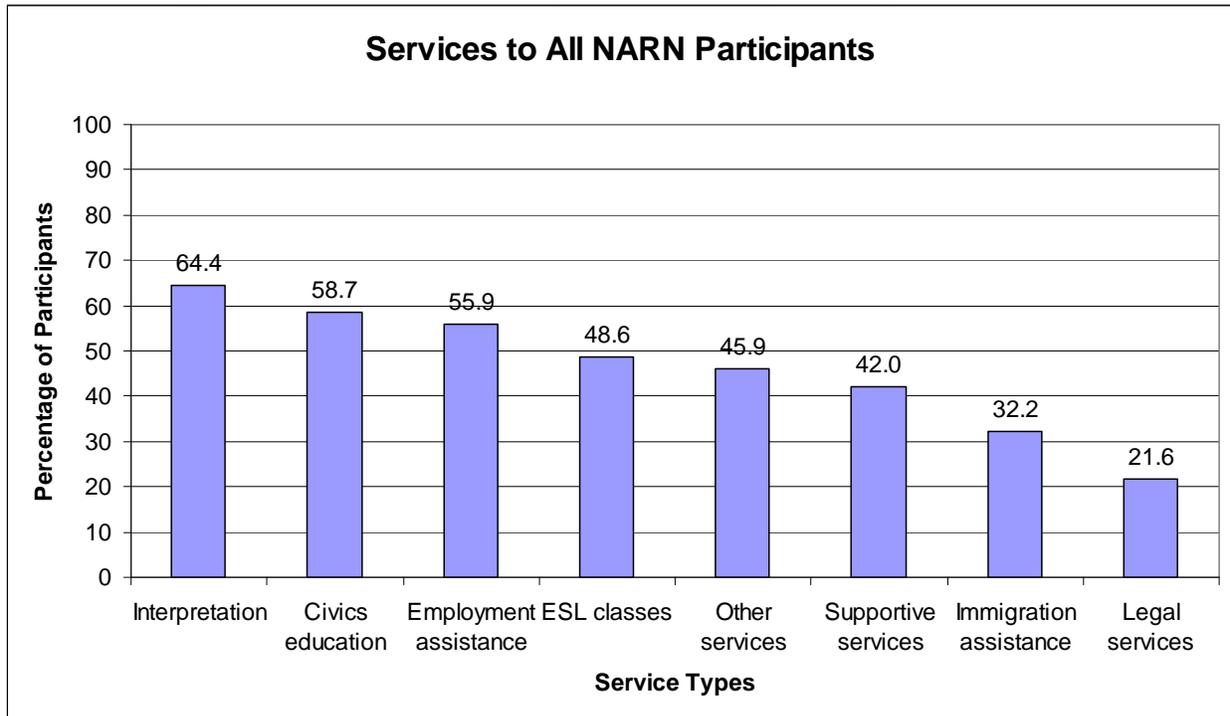
The services provided in the NARN sites were either provided directly to participants by NARN staff (called direct services in this analysis) or were referrals to other organizations for services (indirect services). Tapping into their network of community partners and resources, NARN staff referred participants to organizations and community service providers for assistance with food, child care, shelter, clothing, health care, tax preparation, employment, classes, training programs, and legal and immigration counseling. Direct services provided by staff included ESL and civics education classes, assistance with job search or resume development, and

interpretation and translation. Across all sites in Arkansas, 81 percent of services provided to participants were indirect services. Although the majority of services in Little Rock and Malvern initially were direct services, by the close of ETA funding, the distribution of services among indirect and direct services mirrored those of the other sites. As these sites progressed, they increased referrals to other organizations, perhaps as their network and connections within the community grew.

Analysis of individual-level data collected during the tracking period, which spanned approximately 15 weeks from mid-April 2008 through the end of June 2008, provided a snapshot of the services NARN participants received (see Appendix C for more information on data collection and issues). Participants received an average of 5.5 services during the tracking period and received services an average of 1.8 times. Although NARN staff provided many of these services directly during a participant's visit to a NARN office, staff also provided services during telephone calls with participants and by referring participants to other service providers. Participants were therefore receiving multiple services during one visit to or contact with a NARN, as well as in some cases making multiple visits. However, this was not the case for participants in Malvern, where participants received services once and received less than two services, on average. Participants in Russellville received the highest intensity of services, with an average of eight services over the course of more than two contacts. There is little variation in either the number of services received or the number of contacts across differences in gender, education level, English proficiency, or employment status (see Appendix C for further discussion of data issues).

As shown in Figure 3.1, the most common services recorded during the tracking period were interpretation (64%), civics education (59%), and employment assistance (56%). ESL classes, supportive services, and other services were each provided to more than 40 percent of participants. The services most frequently provided in each site varied, and most significantly in Malvern where civics education and other services were the only service categories reported (see Appendix C for further discussion of potential data limitations). The services that most participants in Little Rock received were legal services, interpretation, and immigration assistance; in Rogers, the most common services were employment assistance and interpretation; and in Russellville, employment assistance, interpretation, basic needs services, or ESL classes were provided to over 60 percent of its participants during the service tracking period. Figures B.1–B.4 in Appendix B chart the services received by participants at each local NARN site.

**Figure 3.1**  
**Types of Services Received by NARN Participants, April–June 2008**



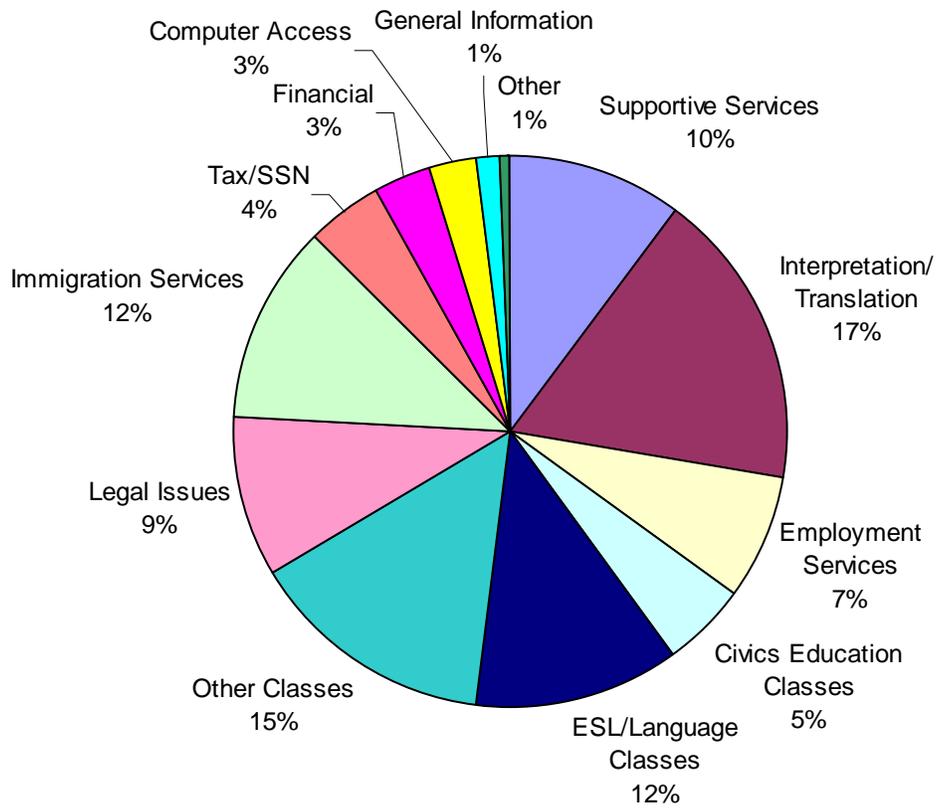
Source: New Arkansan Resource Network service tracking data.

During the tracking period, men and women in Arkansas received services at roughly similar rates, with a few exceptions: 63 percent of male participants received civics education compared with 46 percent of women, while 56 percent of women compared with 46 percent of male participants received ESL or language classes, and 28 percent of women compared with 19 percent of men received legal services. Patterns of service receipt among participants with different levels of English proficiency varied as expected; more participants with limited to no English proficiency received interpretation and employment assistance than those fluent in English. Similarly, unemployed participants received employment assistance at twice the rate of those who were employed. However, the rates of service receipt in these areas remained moderately high for all participants; 41 percent of those reported as fluent in English still received interpretation assistance, and 41 percent of employed participants received employment services.

An analysis of the ASRP report data provided a broader overview of the types of services most commonly provided.<sup>22</sup> Similar to what was found through the service tracking data, the ASRP report demonstrated that interpretation and translation services, ESL classes, and supportive services were among the most common services to participants. Figure 3.2 and Table 3.2 below display the distribution of services provided to NARN participants, and each type of service is described below.

<sup>22</sup> Malvern and Russellville began reporting data in the first quarter of 2006, while Rogers began in the third quarter of 2006 and Little Rock in the fourth quarter of 2006.

**Figure 3.2<sup>1</sup>**  
**Distribution of Services Provided to New Arkansan Resource Network Participants**



*Source:* New Americans Centers Annual Services and Referrals Provided report.

<sup>1</sup> Figure 3.2 represents all services provided across all four NARN sites.

**Table 3.2<sup>1</sup>****Types of Services Provided to New Arkansan Resource Network Participants, by Site**

	All Sites	Little Rock	Malvern	Rogers	Russellville
<b>Supportive Services</b>	10%	13%	2%	9%	12%
<b>Interpretation/Translation</b>	17%	7%	3%	25%	16%
<b>Employment Services</b>	7%	3%	1%	12%	6%
<b>Civics Education Classes</b>	5%	10%	0%	7%	5%
<b>ESL/Language Classes</b>	12%	5%	32%	10%	10%
<b>Other Classes</b>	14%	15%	31%	16%	11%
<b>Legal Issues</b>	9%	9%	0%	3%	14%
<b>Immigration Services</b>	12%	18%	31%	1%	14%
<b>Tax/SSN</b>	4%	9%	0%	1%	7%
<b>Financial</b>	3%	6%	0%	0%	5%
<b>Computer Access</b>	3%	3%	0%	9%	0%
<b>General Information</b>	1%	0%	0%	4%	0%
<b>Other</b>	1%	1%	0%	2%	0%
<b>Total</b>	60,546	2,485	5,650	18,612	33,799

Source: New Americans Centers Annual Services and Referrals Provided report.

<sup>1</sup> Table 3.2 displays the percentage of all services that each individual service represents, across all sites collectively and within each site.

### *Supportive Services*

NARN staff in each site assisted participants with basic and supportive services, including child care, clothing, food, housing, and health care, among other needs. The vast majority of supportive services provided were referrals made by NARN staff to other local agencies, most of which were community- and faith-based organizations. At the end of ETA funding, supportive services made up 10 percent of the services provided to participants across the state (see Figure 3.2). A similar portion of the services provided in Little Rock, Rogers, and Russellville was supportive services, while in Malvern, only 2 percent of the total services provided to participants were supportive services.

### *Translation and Interpretation Services*

Staff in all sites described translation and interpretation assistance as a primary need of participants. They provided this service in the offices as well as in the community. For example, staff attended parent-teacher conferences at local schools to interpret for parents who do not speak English; staff also interpreted meetings between participants and their employers. Across the four sites, interpretation and translation services made up a greater share of participant services than any other type of assistance, representing 17 percent of the total services provided to participants. In Rogers, interpretations and translations made up a quarter of the total services provided to participants.

### *Employment Assistance*

NARN staff made employment-related referrals for participants looking for work and helped unemployed participants apply for unemployment insurance compensation. Staff referred participants to partner agencies in the One-Stop Career Centers in which they were located as well as job placement agencies and employers. Although employment assistance was primarily provided through referrals, at times a NARN staff member directly assisted participants with their job search activities, including helping them complete employment applications and accompanying them during visits to employers to submit applications and for interviews.

Employment-related assistance represented only 7 percent of the total services provided to participants. Employment assistance was most common in Rogers, where it constituted 12 percent of all services, but it was as little as 3 percent of services in Little Rock and 1 percent of services in Malvern. This likely reflects the NARN's overall focus on establishing networks of service providers rather than providing direct services itself. Further, it may reflect the needs of the participants served. According to program staff, participants were likely to already be employed when they sought services from the NARN.

### *Civics Education*

Civics education classes were available to participants in three of the four NARN sites. Little Rock and Russellville offered these classes, expanding their service area into nearby communities. Participants in Rogers were often referred to similar classes in the community. During these classes, NARN staff and representatives from various partner agencies addressed issues related to becoming productive citizens within the communities. Topics included the local school system, immigration, law enforcement, applying for Individual Taxpayer Identification Numbers, cultural issues, taxes, local services, and connecting utilities.

In Little Rock, 10 percent of all services provided to participants were civics education classes (in this case, a two-session civics education class was counted as one service). The proportion of services that were civics education classes in the other sites was slightly less: 7 percent of services provided to participants in Rogers were civics education classes and close to 5 percent in Russellville. Staff in Little Rock and Russellville also issued LCO membership cards after completion of the class, which are accepted as a second form of identification by many local organizations and businesses.

### *ESL Classes*

All four NARN locations directly provided or made referrals to ESL classes by the end of the ETA grant. Malvern staff provided ESL classes themselves, while the other sites referred to local organizations such as adult education centers. These classes became an increasing focus of the Malvern NARN, where ESL classes and referrals were the most commonly provided service (representing 32 percent of all services provided). Staff considered ESL classes increasingly important for NARN participants as they saw a growing need among employers for English proficiency in their workforce.

### *Other Education and Training Services*

Local NARN sites hosted other classes and workshops as well. For example, Malvern and Russellville sponsored financial literacy classes. In addition to the classes run directly through the NARN sites, staff referred participants to classes in the community. These classes included

language classes, classes that covered such topics as financial education or computer skills, and a welding certification program. For example, Rogers developed a close partnership with Northwest Arkansas Community College's Department of Adult Education, whose director served on the NARN advisory committee, and frequently referred participants to ESL and citizenship classes. Likewise, staff in Russellville often referred participants to the Russellville Adult Education Center for ESL and GED classes, and Arkansas Tech University for Spanish writing courses. As noted earlier, staff in Malvern worked with Ouachita Technical College, the Arkansas Economic Development Commission, and a local employer to deliver customized welding training and certification to NARN participants.

#### *Legal and Immigration Assistance*

Staff also referred participants to organizations and services in the community that addressed legal and civil rights issues. This service was particularly common in Russellville, where it made up 14 percent of all services provided to participants. Staff in Rogers and Little Rock also occasionally referred participants for assistance with legal or civil rights.

Staff also referred participants to organizations that specifically addressed immigration-related issues. They made referrals to organizations such as Catholic Charities and the satellite consulate of Mexico in Arkansas. All immigration-related services in the NARN were indirect services; although staff in Malvern attended training for certification in immigration issues, no staff had been certified to represent individuals seeking to adjust their immigration status by the end of ETA funding. Referrals on immigration-related issues became more common through the course of the demonstration grant, ultimately making up 12 percent of total services throughout the state and 31 percent of services in Malvern.

#### *Other Services*

Among the other services provided for NARN participants was access to computers with Internet connectivity and word processing. Computers were primarily used for employment-related activities, such as searching online for jobs or creating a resume. Several NARN sites formed relationships with local banks, such as with Arvest Bank in Rogers and Russellville, and would refer participants to the banks to establish accounts and for other banking services. Staff also referred participants to a range of other organizations to help them with tax preparation or to meet other needs, such as activities for families with children.

#### **Employer Services**

NACs were also designed as resources to area employers and businesses by helping them meet their staffing needs and connecting them with relevant training and resources. In Arkansas, because staff focused on building services for participants and the community during the early phases of NARN implementation, the level of services provided to employers was lower than the level of services provided to participants or the community. Across all four NARN sites, less than 1 percent of total services were provided to employers. Ninety-three percent of these services to employers were provided through referrals to other organizations or service providers, such as agencies located within the One-Stop Career Centers.

Employers also requested training for their employees from NARN staff, such as an on-site civics class in Russellville and cultural training to employees at a bank seeking to increase its

Hispanic clientele in Rogers. In Malvern, the NARN worked with employers to develop training programs for potential employees in conjunction with a local technical college. Through this partnership, NARN staff in Malvern provided interpretation services for several welding training sessions as well as a training session on a computer-based tool to cut furniture pieces. To increase relationships with employers, the Rogers NARN brought on a part-time staff member specifically tasked with conducting outreach to employers. His goals included assessing the service needs of employers as well as forming partnerships and securing financial support from them.

### **Community Services**

Lastly, NACs aimed to increase awareness of diversity issues and immigration in the community at large. NARN staff regularly participated in local community events, including Chambers of Commerce events, job fairs, and local service provider committees. While less developed than services to participants, about 4 percent of all services provided by NARN staff were services provided to the community. As with services provided to participants and employers, virtually all these services were indirect in the form of referrals to other community resources. To build the resource network fundamental to the strategy of the NARN, though, staff worked to generally foster relationships with local community leaders and ensure people were aware of their services. For example, two NARN sites hosted family-oriented community events. NARN staff also extended their outreach beyond the immediate communities in which they were located to other towns that could benefit from their services. Two NARN sites collaborated with a nearby city to produce a video documentary encouraging relocation to and reinvestment in the city.

NARN staff also conducted diversity training at community organizations and businesses, hosted networking events, and participated in local community events such as Chambers of Commerce events and job fairs. They participated in local service provider committees and provided assistance to them, such as in Rogers where NARN staff provided interpretation for the Hispanic Service Providers community group. Several NARN sites also worked with various community organizations and companies, including pharmacies, banks, and utility companies, to have the LCO membership card accepted as a form of identification.

## IV. Services and Other Assistance Provided by New Iowan Centers

NICs were designed to provide services to participants, employers, and the communities in which they were located. Similarly to the NARN, there were no eligibility or participation requirements for assistance. Services were provided both directly by NIC staff as well as through referrals to other organizations. The primary areas of service provided to individuals, employers, and the community are discussed below. As in Arkansas, the ASRP report was the primary source of information on the services provided to each of these three groups. Data in the ASRP report from Iowa were generated from IWORKS, the Iowa Workforce Development data management system. Because of inconsistencies in the reports drawn from IWORKS, the ASRP report was adjusted as necessary by staff based on hand tallies (see Appendix C for further discussion of data issues). Des Moines, Council Bluffs, and Mount Pleasant reported data using the ASRP report from the second quarter of 2006 through the second quarter of 2008. In Marshalltown, data were reported in the fourth quarter of 2006 and then from the fourth quarter of 2007 through the second quarter of 2008.

In addition, individual-level service receipt data obtained through the state's IWORKS system were analyzed to gain more insight into service receipt and employment outcomes. The IWORKS data was examined for the period from April 1, 2007, to March 31, 2008, and included information on individual participant characteristics and the types of services received. The data also included dates of service receipt, which enabled analysis of the number and combinations of services provided to participants both throughout the tracking period as well as during individual visits to the NIC. While most services recorded by IWORKS aligned with the categories of services collected by the ASRP report, several services were unique to IWORKS. Appendix C describes these differences and other data limitations in greater detail.

The NICs faced several implementation challenges that influenced the level of services they could provide; for instance, a staff vacancy in the Marshalltown office put services on hold for close to a year (see the evaluation's interim report for further discussion of implementation). Therefore, levels of service provision ranged widely in Iowa, from 1,363 services in Marshalltown to 18,173 in Council Bluffs (see Table 4.1, below, and Appendix B for detailed tables of specific services provided by site). As Table 4.1 shows, most services in Iowa were provided to individuals and families (86 percent of all reported services). The remaining reported services were divided among services to employers (4 percent) and to each NIC's local community (10 percent).

**Table 4.1**  
**Share of Services Provided to Participants, Employers, and the Community in Iowa**

Site	Services provided to participants	Services provided to employers	Services provided to the community	Total services provided
<b>Iowa Total</b>	86%	4%	10%	34,177
Council Bluffs	98%	1%	1%	18,173
Des Moines	91%	3%	6%	7,767
Marshalltown	90%	3%	7%	1,363
Mount Pleasant	51%	10%	39%	6,874

## Services to NIC Participants

Although each site varied somewhat in the services it emphasized, the patterns of service receipt were largely similar across the state. According to the ASRP report, the most commonly provided services were employment-related services, interpretation and translation, computer access, ESL or language classes, and general information assistance with forms and paperwork for other services. Other available services provided to NIC participants included supportive services such as child care or housing, civics education classes, assistance with legal and civil rights issues, and tax-related or financial assistance.

About three-quarters of the services provided to participants in NICs were directly provided by NIC staff, while the remainder constituted referrals to other organizations. In three of the four NIC sites, services were predominantly direct, and many were employment-related services such as assistance developing a resume or searching for a job. In Mount Pleasant, however, close to half the services (45 percent) were provided through referrals to other service providers or organizations. This is partially driven by a higher level of referrals for legal issues and immigration services in Mount Pleasant. The services provided to participants in each NIC are shown in Appendix B, Table B.1.

While the ASRP report provided aggregate information on participant demographics and service receipt, an analysis of individual-level data yielded greater detail about the typical experience of NIC participants and patterns of service receipt. Data from the statewide IWORKS system were examined to analyze NIC participants' service use between April 1, 2007, and March 31, 2008 (see Appendix C for more information on data sources and issues). Appendix D analyzes the combination of services received by NIC participants as well as their pathways for service receipt.

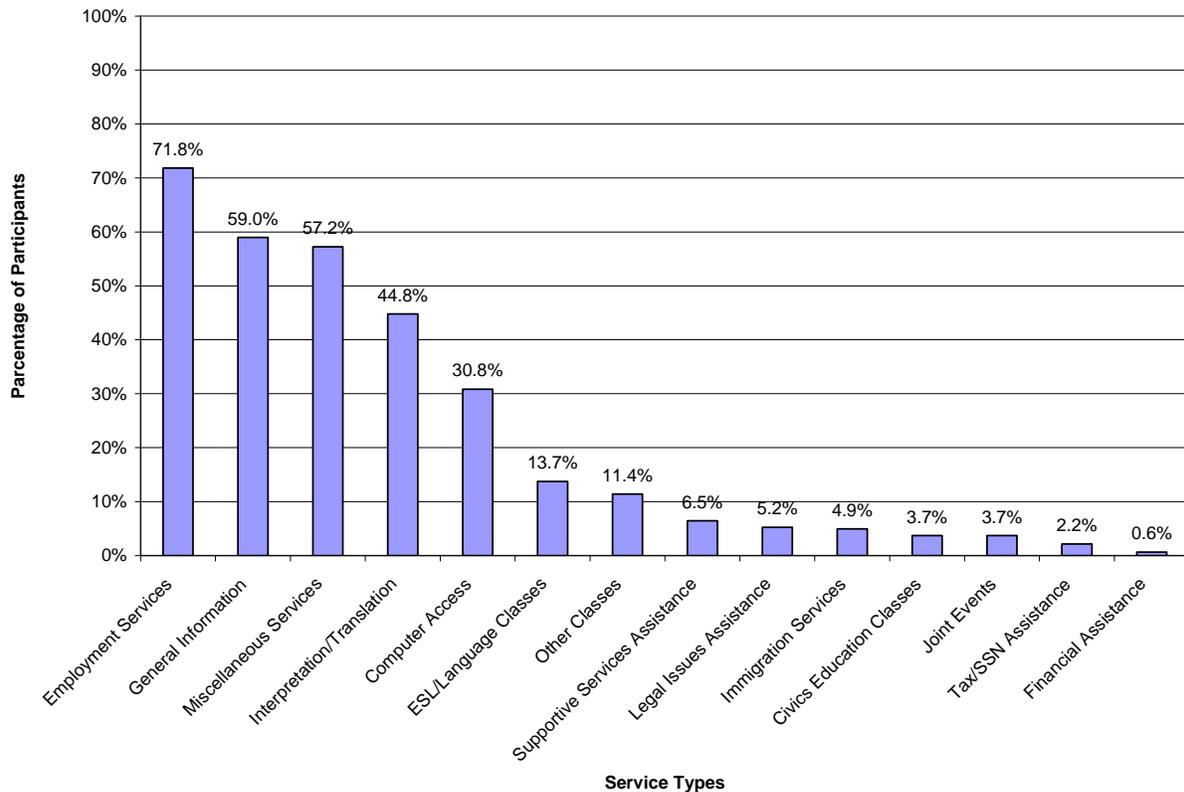
Based on analysis of IWORKS data, participants received an average of eight services through an average of three contacts with NIC staff (either in person or by telephone) between April 1, 2007, and March 31, 2008. Although 62 percent of participants received services only once, a smaller number of participants received services on multiple occasions, with 15 percent of participants receiving services four or more times during the period in which IWORKS data were examined. The Mount Pleasant NIC provided services the highest number of times on average (more than three times on average, compared with less than three times in Council Bluffs and Des Moines).

The average number of services varied among the NIC offices, ranging from 10 services per participant in Council Bluffs to 4 services per participant in Marshalltown, where services were not offered until halfway through the observation period. Across the sites, the services received varied by gender; women received 9 services on average while men received 6 services, and women received approximately one more instance of service receipt than men. Those with less than high school educations also received slightly more services than those with at least high school educations (8 and 6 services, respectively).

Employment services were the most commonly received services by NIC participants between April 1, 2007, and March 31, 2008, with 72 percent of NIC participants receiving employment services in this period (Figure 4.1). General information and miscellaneous services such as

public notary services were also common, with over half of participants receiving these services. Other commonly received services were interpretation/translation and computer access. Fewer participants received ESL/language classes, other classes, supportive services assistance, legal issues assistance, immigration services, civics education classes, joint events,<sup>23</sup> tax/Social Security Number assistance, and financial assistance.

**Figure 4.1**  
**Types of Services Received by NIC Participants, April 1, 2007–March 31, 2008**



*Source:* Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

*Note:* Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have included services misclassified by local staff. Consequently, some percentages of other types of services provided may have been marginally higher.

The types of services received during the data observation period differed across NIC sites. Council Bluffs provided more types of services more often to its participants than other sites (see Appendix Figures D.1–D.4). Employment services, general information, miscellaneous services, interpretation/translation, or computer access were each provided to over half the participants in Council Bluffs. The most common services provided to participants in Des Moines were employment services and interpretation/translation; in Marshalltown, employment services, general information, and miscellaneous services were the most common. The services provided in Mount Pleasant, in contrast, varied more widely. Unlike the other sites, few participants in

<sup>23</sup> It was not possible to determine what types of services were included as joint events.

Mount Pleasant received employment services. This could be because the Mount Pleasant NIC was not colocated in a Workforce Center as was the case in Council Bluffs, Des Moines, and Marshalltown (see Chapter II for a discussion of location and partner agencies).

There were few large differences by gender and education level in the types of services received by NIC participants between April 1, 2007, and March 31, 2008; however, some smaller-scale differences were evident. For example, 18 percent of women received ESL/language classes compared with 10 percent of men, while 75 percent of men received employment services compared with 68 percent of women. Those with less than high school educations received interpretation/translation services at more than twice the rate of those with at least high school educations (54 and 22 percent, respectively). Those with at least high school educations received employment services more often than those with less than high school degrees (81 percent compared with 68 percent).

From April 1, 2007, through March 31, 2008, 1,718 participants obtained services from the four NICs. Together, Council Bluffs and Des Moines served over 80 percent of all NIC participants (43 and 40 percent, respectively) while Mount Pleasant served 12 percent and Marshalltown, 5 percent. The relatively lower number of participants in Marshalltown is influenced by the timing of services there; while the period of IWORKS data analysis begins in the second quarter of 2007, Marshalltown was not offering services until the fourth quarter of that year.

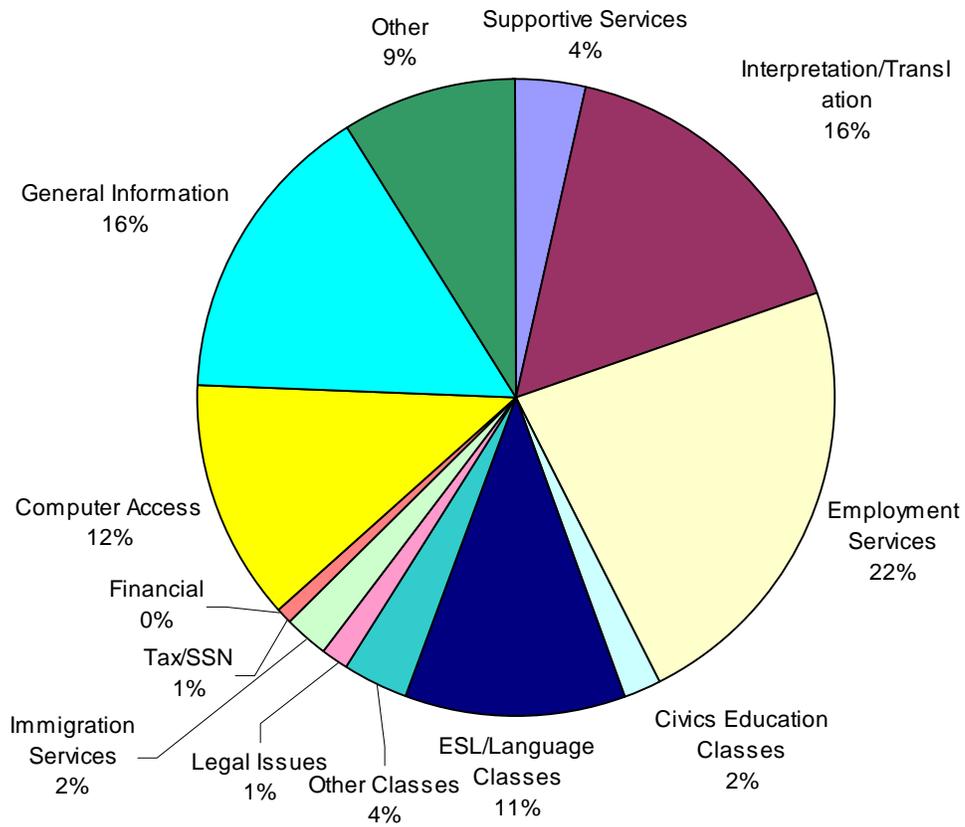
Analysis of the ASRP report data, which was collected from the beginning of services in 2006 through the end of the demonstration grant in June 2008,<sup>24</sup> provided a broader overview of the types of services most commonly provided. As found through analysis of the IWORKS data, employment services, general information, interpretation and translation services, and computer access were among the most commonly provided services to participants. Figure 4.2 and Table 4.2 depict the distribution of services provided to participants in Iowa, and the section below briefly highlights each service.<sup>25</sup>

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<sup>24</sup> Des Moines, Council Bluffs, and Mount Pleasant reported data using the ASRP report from the second quarter of 2006 through the second quarter of 2008. In Marshalltown, data were reported in the fourth quarter of 2006 and then from the fourth quarter of 2007 through the second quarter of 2008.

<sup>25</sup> Figure 4.2 displays each service as a percentage of the total services provided in Iowa. Services as a percentage of total services in each site are presented in Table 4.2.

**Figure 4.2<sup>1</sup>**  
**Distribution of Services Provided to New Iowan Centers Participants**



Source: New Americans Centers Annual Services and Referrals Provided report.

<sup>1</sup> Figure 4.2 represents all services provided across all four NIC sites.

**Table 4.2<sup>1</sup>**  
**Types of Services Provided to New Iowan Centers Participants, by Site**

	All Sites	Council Bluffs	Des Moines	Marshall-town	Mount Pleasant
<b>Supportive Services</b>	4%	2%	3%	4%	13%
<b>Interpretation/Translation</b>	16%	19%	11%	15%	9%
<b>Employment Services</b>	23%	20%	35%	28%	9%
<b>Civics Education Classes</b>	2%	1%	4%	0%	2%
<b>ESL/Language Classes</b>	11%	11%	15%	1%	7%
<b>Other Classes</b>	4%	3%	4%	5%	3%
<b>Legal Issues</b>	1%	1%	1%	1%	4%
<b>Immigration Services</b>	2%	1%	1%	2%	10%
<b>Tax/SSN</b>	1%	1%	1%	1%	1%
<b>Financial</b>	0%	0%	0%	0%	0%
<b>Computer Access</b>	12%	18%	1%	8%	3%
<b>General Information</b>	16%	15%	13%	12%	27%
<b>Other</b>	9%	7%	10%	21%	12%
<b>Total</b>	29,545	17,762	7,067	1,225	3,491

*Source:* New Americans Centers Annual Services and Referrals Provided report.

<sup>1</sup> Table 4.2 displays the percentage of all services that each individual service represents, across all sites collectively and within each site.

#### *Supportive Services*

NIC participants in Iowa received help with child care, clothing, food, health care, housing, and referrals to other supportive services. Although this type of assistance represented only 4 percent of all services throughout the state, it was more prevalent in Mount Pleasant, where 13 percent of all services were supportive services. The NIC coordinator often referred participants to the Fellowship Cup’s clothing ministry and food pantry, or to a local organization that helped immigrants with housing deposits when they relocate.

#### *Interpretation and Translation Services*

NIC staff frequently translated or interpreted for participants. Items translated ranged from participants’ mail to documents such as paperwork sent home from their children’s school, leases, and other contracts. Participants also frequently received translation assistance with forms for social services such as unemployment claims, and staff interpreted conversations over the phone between supervisors and their employees. Interpretation and translation was the second most common type of service provided in Iowa and was prevalent in each site. Council Bluffs provided the highest percentage of interpretations and translations, at 19 percent of total services for this site. Interpretation and translation composed roughly an average of 10 percent of total services across the remaining sites.

#### *Employment Services*

NIC staff also provided employment-related assistance, which included referrals to other programs in the One-Stop Career Center and job placement agencies as well as direct assistance

with job search, resume development, and interviewing skills. Employment-related services included helping participants search for job leads on the computer, referring job seekers to specific employers, assisting with resume preparation, and verifying job applications to make sure they were completed fully and correctly.

Employment-related assistance was particularly common in Iowa, reflecting the NICs' strong focus on employment. Totaled across all four sites in Iowa, employment-related assistance was more common than any other service provided to participants and constituted 22 percent of the total services provided to participants. It was the most recorded participant service in Des Moines, Council Bluffs, and Marshalltown, where it represented 35 percent, 20 percent, and 28 percent, respectively, of total services. Employment assistance was less common in Mount Pleasant, where it made up 9 percent of total services. The differing patterns of service provision in this area may be attributed partly to the location of each NIC. Mount Pleasant was the only NIC not colocated with a One-Stop Career Center, and this may have influenced both the clients and the partnerships in the office.

#### *ESL/Language Classes*

ESL classes or other forms of language learning were available in all four NICs. All sites were equipped with computers offering Rosetta Stone (a language learning software), available for participants' self-directed use. Participants used Rosetta Stone to advance at their own pace in learning English; Spanish and French were also available to interested members of the community. Across Iowa, 11 percent of all services were ESL or language classes. This proportion of services was highest in Des Moines, where 15 percent of all services were ESL or language classes, and it was a primary service in Council Bluffs as well. Although the Mount Pleasant NIC's initial location limited the computer-based services available, the NIC was able to establish Rosetta Stone services after the office's move in November 2006.

#### *Computer Access*

Each NIC provided on-site access to computers for participants. For some participants, the computers at the NIC afforded them their first exposure to computer use. Many participants using the NIC computers did so for employment purposes; they created resumes and searched for jobs online or through the Iowa Workforce job banks. In addition, several sites made agreements with community organizations to grant participants access to their computer labs. For example, participants at the Mount Pleasant NIC could use the computer room at the Mount Pleasant branch of Southeastern Community College across the street. In Council Bluffs, the coordinator arranged with the local library for participants to use its computers one evening each week. Computer access was particularly common in Council Bluffs, representing 18 percent of all services provided to participants. In a focus group with NIC participants, one participant in Council Bluffs noted that NIC staff taught him/her how to apply for jobs online, saying, "I applied for my last job on the computer, and I knew how to apply because they taught me. I can do that now—fill out applications on the computer. When I first came, I didn't know what the mouse was! And they told me."

#### *Legal and Immigration Assistance*

Eighty-six percent of services related to legal or immigration assistance were provided indirectly through referrals to other organizations. NIC staff directly served participants in this area by guiding them through relevant applications and forms. In addition, one regional supervisor of

the NIC was certified to represent individuals in their immigration-related queries, and NIC staff referred participants to him. Although these services made up only 3 percent of services statewide, they formed a larger component of the services available in Mount Pleasant, where immigration services were 10 percent and legal services 4 percent of the total services provided.

### *Other Services*

In addition to the primary services discussed above, lower levels of many other services were provided to participants throughout Iowa. Included among these are civics education classes, referrals to other classes in the community, assistance with taxes, and financial assistance. Civics education classes were available in three of the four NIC sites and covered topics ranging from cultural issues to local services. In Council Bluffs, the coordinator offered weekly basic computer skills classes at the neighboring community college in addition to one-on-one computer skills training during the day at the NIC. Des Moines also offered computer classes for participants and partnered with a local organization to provide bimonthly GED testing as well as pre-GED preparation using computer software.

### **Employer Services**

The NICs served employers by providing them with training or potential employees, as needed. Although the introduction of new NIC staff may have slowed the process of relationship-building with employers in some sites, close to 4 percent of the total services reported were services provided to employers. As with participant services in Iowa, 79 percent of these services were provided directly by NIC staff.

Staff in Council Bluffs, Mount Pleasant, and Des Moines referred employers to special targeted training in the community on issues relevant to managing a diverse workforce. Staff also provided assistance with staffing needs by connecting employers to potential workers. This happened in various contexts, including NIC-sponsored workshops, job fairs, one-on-one consultations, and onsite visits to workplaces and businesses.

In Council Bluffs, the NIC hosted training sessions on cultural awareness and diversity and special targeted training sessions for employers. The NIC frequently hosted jobs fairs and employer panels and developed a strong relationship with several large employers in the area that regularly hired new Iowans through the NIC. In focus groups with NIC participants and local employers, one employer noted the NIC coordinator “is my liaison for folks looking for jobs. She refers folks to me, I refer folks to her. I’ve hired about 15 [people referred by the NIC] over the past couple of months... It’s been a very fruitful relationship.” The Des Moines NIC also sponsored cultural awareness and diversity training workshops for employers and special targeted training events, including an employer workshop on H-1B visas. In Marshalltown, the new coordinator had begun to assist some employers at job fairs in partnership with the local community college and through referrals to cultural competency training. In Mount Pleasant, the coordinator developed strong relationships with several large employers in the area and set up cultural competency trainings. Personnel from the human resources departments of several area employers also used the Mount Pleasant NIC to learn Spanish and better communicate with their Hispanic employees. In addition, all NICs directly assisted employers with their staffing needs by referring participants when employers had job openings.

## **Community Services**

NIC staff worked within their communities as well to promote cultural awareness and provide services to community members and organizations. Services to their communities represented 10 percent of the services NICs provided. Although 68 percent of community services were provided directly by NIC staff, a greater proportion of services to the community were provided through referrals to other organizations and service providers than services to employers or participants.

Each NIC sponsored public workshops on cultural awareness and diversity and other relevant issues. For example, Des Moines sponsored public workshops on cultural sensitivity in the workplace, obtaining citizenship, wage and labor law, and discrimination. The Council Bluffs NIC hosted a poverty awareness workshop with the Iowa State Extension office and service providers. Mount Pleasant hosted various workshops in conjunction with Southeastern Community College on such topics as community services and financial aid. NICs also made presentations to community organizations interested in diversity issues, such as to a women's group in Marshalltown and a visiting nurse's group that often served refugees in Des Moines.

Other services to the community included networking or information-sharing events. Both Des Moines and Council Bluffs hosted nonprofit networking events as an opportunity for local organizations to share information. In Mount Pleasant, the NIC collaborated closely with the county health organization, Healthy Henry County Communities, and assisted them with implementing a community health survey as well as a hybrid health and cultural fair for the community.

## **V. Trends in New Iowan Centers Participants' Employment and Earnings**

Beyond providing and connecting Iowans with program services, NICs may have helped participants find employment and increase their earnings. These improved employment outcomes emerged as a goal of many participants, as analyses of service receipt show that over 70 percent of NIC participants received employment-related services. This chapter examines NIC participants' employment and earnings before and after they received NIC services, providing information on whether individuals had better employment outcomes after participation.

Findings from both descriptive and multivariate regression analyses are presented. The descriptive analyses showed patterns and changes in employment and earnings over time. The multivariate regression analysis estimated the relationship between NIC participation and participants' employment outcomes, controlling for economic conditions and participant characteristics. The economic and participant characteristics incorporated into the analysis are the unemployment rate and participants' gender, age, race, and educational attainment measured at enrollment. The results from the regression analysis do not provide information on whether NIC services led to or caused changes in participants' employment outcomes; they simply provide information on changes in employment outcomes controlling for economic and demographic characteristics. The regressions cannot rule out that unmeasured factors aside from the program services (e.g., work ethic, ability, English proficiency) may be responsible for some of the estimated relationships.

All NIC participants were examined together and then separately for the four sites: Council Bluffs, Des Moines, Marshalltown, and Mount Pleasant. Separate analyses were conducted for individuals who did and did not receive NIC employment services, as the employment goals of these two groups of individuals likely differed. Finally, men and women were separately examined, as analyses of service receipt showed that men and women, on average, received notably different services (see Chapter IV).

The data used for this study, along with limitations, are discussed below. Next, descriptive patterns of participants' employment and earnings are presented, followed by a description of the regression equation and the findings from these analyses.

### **Data and Limitations**

Both IWORKS and Iowa unemployment insurance (UI) data were incorporated into this analysis. The IWORKS data provided information on NIC participants' demographic characteristics and service receipt, while the UI data provided information on participants'

employment and earnings.<sup>26</sup> Participant data from these two sources were linked by state staff using participants' Social Security Numbers (SSNs), if one was provided. Since this analysis centered on NIC participants' employment and earnings, only those participants who provided NIC staff with their SSNs were included in this analysis. Of the 1,718 people who received NIC services between April 1, 2007 and March 31, 2008, 1,435 (or 84 percent) provided their SSNs.

The majority of NIC participants who did not provide their SSNs were from Mount Pleasant. In fact, 80 percent of Mount Pleasant NIC participants did not provide their SSNs. The corresponding percentages for the other three sites were substantially lower: 5 percent in Council Bluffs, 10 percent in Des Moines, and 13 percent in Marshalltown.<sup>27</sup> The high percentage of unreported SSNs in Mount Pleasant could have resulted from the fact that the Mount Pleasant NIC was not colocated with a One-Stop Career Center, where Iowa Workforce staff more typically required participants' SSN as part of the application process. This large fraction of unreported SSNs in Mount Pleasant and the resulting small number of Mount Pleasant NIC participants for whom employment and earnings data were available (43 persons) substantially limited what could be learned about the employment outcomes of Mount Pleasant participants. Nonetheless, findings for Mount Pleasant are presented based on the available data. Sensitivity tests that excluded Mount Pleasant participants were conducted in analyses that combined participants across sites. These tests showed that the results were not sensitive to the inclusion or exclusion of these participants.

UI data do not include earnings for individuals who work outside the state, which is a potentially important limitation for the analysis.<sup>28</sup> NIC services are geared toward newcomers to Iowa, so the UI data will not capture the pre-receipt earnings for individuals who became NIC participants soon after coming to Iowa. If NIC participants had earnings in the pre-receipt period that are not captured in the UI data, the results from the analysis will *overstate* the increase in employment and earnings after NIC participation. The earnings difference between the pre- and post-receipt will be overstated because the *measured* pre-service receipt earnings will be lower than *true* pre-service receipt earnings. However, there is no requirement that NIC participants be new to Iowa, so program participants may have lived in the state for years before participation (i.e., the analysis captures their earnings).

**Timing of Receipt:** Participants' employment and earnings two years before NIC service receipt (i.e., the pre-receipt period) and up to one year after service receipt (i.e., the post-receipt period) were examined. Ideally, the pre-receipt period would be defined to include the period before the

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<sup>26</sup> The UI system provides employment and earnings records on most workers quarterly. The UI records consist of employer reports to the state UI agency (Iowa Workforce Development); all employers subject to the state UI tax are required to report employee earnings quarterly. Although these data cover most civilian employees, earnings reports are not required, for example, for the self-employed, most independent contractors, and military and federal employees. In addition, UI records do not include earnings for individuals who work "off the books" for cash and for those who work out of state (since records are collected at the state level).

<sup>27</sup> NIC participants in Mount Pleasant who did not provide SSNs were more likely to be Hispanic and have no high school education than those who provided SSNs. In the other three sites combined, those who did not provide SSNs were substantially more likely to have no high school education and slightly more likely to be female than those who provided SSNs. There were no statistically significant differences by race or ethnicity.

<sup>28</sup> Mount Pleasant is located in close proximity to the Illinois and Missouri borders. Council Bluffs and Omaha, Nebraska are separated by the Missouri River and, along with eight surrounding counties, make up the Omaha-Council Bluffs metropolitan area.

*first* receipt of NIC services. However, individual-level data on service receipt were not available before April 1, 2007, which was after the start of NIC services.<sup>29</sup> As a result, the pre-receipt period is defined before the *first observed* receipt of NIC services, which occurred between April 1, 2007, and March 31, 2008. This caveat is important for interpreting the results, as some individuals may have received NIC services in the period defined as pre-receipt. If NIC participants in the sample received NIC services before April 2007 and NIC services improved participants' employment outcomes, then the results from the analysis will *understate* the increase in employment and earnings after NIC participation. This potential underestimate counterbalances the potential overestimate that could result from the fact that Iowa's UI data do not include earnings for individuals who work outside the state. The extent of these trade-offs is unclear.

**Availability of Post-Receipt Data:** While the goal of the evaluation was to examine a one-year follow-up period, a full year of post-receipt data was not available for all NIC participants. The number of quarters NIC participants' earnings was observed in the post-receipt period depended on when they were first observed to receive a NIC service. The analysis used UI data through June 2008, so persons who received NIC services in April–June 2007 had four quarters of follow-up data, while persons whose first observed receipt was in January–March 2008 had only one quarter of follow-up data. Of the 1,435 NIC participants, follow-up data were available for four quarters for 409 participants (29 percent), three quarters for 359 participants (25 percent), two quarters for 329 participants (23 percent), and one quarter for 338 participants (24 percent). As described in earlier sections of this report, the Marshalltown NIC was not operational between the last quarter of 2006 and the last quarter of 2007. Therefore, no Marshalltown NIC recipients in the data received services in the first six months of the tracking period, and, subsequently, no Marshalltown participants had more than two quarters of follow-up data.

### **Descriptive Patterns of Employment and Earnings**

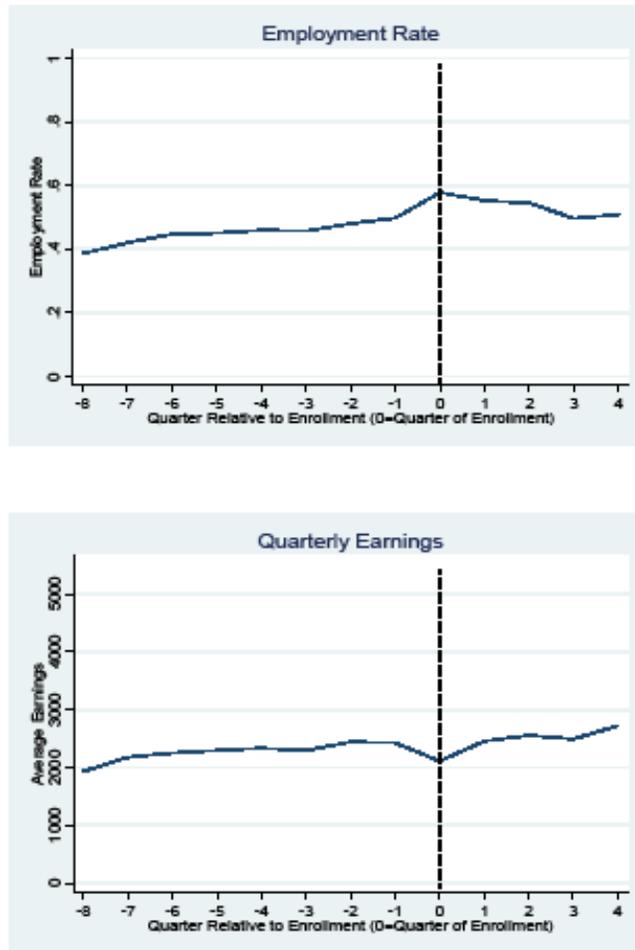
Figure 5.1 shows patterns of employment and earnings before and after participants' first observed NIC service receipt. Employment rates rose from roughly 40 percent in the quarters leading up to the first observed service receipt to hit 58 percent in the quarter of receipt and then fell slightly after receipt. The steady rise in employment before NIC participation could occur if NIC participants moved to Iowa during the pre-receipt period. The employment rate of the sample would then appear to increase because the UI data would capture their employment as they moved into Iowa. How often this happened is unknown. The employment rate of NIC participants was lower than the employment rate of Iowa's civilian (and non-institutionalized) population, which averaged 69 percent over this same period.<sup>30</sup>

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<sup>29</sup> As a result of transitioning to new software systems, Iowa staff did not feel IWORKS data was reliable before April 2007.

<sup>30</sup> Bureau of Labor Statistics, *Local Area Unemployment Statistics* (Washington, DC: U.S. Department of Labor). Unemployment rates are not seasonally adjusted.

Figure 5.1  
 Average Quarterly Employment Rate and Earnings of NIC Participants  
 Before and After First Observed NIC Service Receipt



Source: Authors' tabulations of UI data for NIC participants who received a NIC service between April 1, 2007 and March 31, 2008.

The average employment rate among NIC participants was 47 percent in the year before the first observed service receipt, 58 percent in the quarter of receipt, and 53 percent in the year after receipt (Table 5.1, top panel). This trend in employment for all sites combined generally held for each of the four sites, although the levels differed. Across the tracking period, Council Bluffs had the lowest employment rate—between 30 and 44 percent. Council Bluffs is near Omaha, Nebraska, so some NIC participants served by the Council Bluffs office could have been employed in Nebraska. In those cases, the participants’ employment would not be observed because the Iowa UI data only provide information on in-state employment. The implication for the analysis of NIC participants working outside Iowa is discussed further below. The employment rates were highest in Mount Pleasant, although this rate was calculated based on only the 20 percent of Mount Pleasant NIC participants who provided SSNs.

**Table 5.1**  
**Average Quarterly Employment and Earnings of NIC Participants Before and After First Observed Service Receipt, by Site<sup>1</sup>**

	All Sites	Council Bluffs	Des Moines	Marshalltown <sup>2</sup>	Mount Pleasant
<b>Employment Rate</b>					
Two years before receipt	0.43	0.30	0.54	0.56	0.72
One year before receipt	0.47	0.32	0.62	0.62	0.70
Quarter of receipt	0.58	0.44	0.72	0.63	0.84
One year after receipt	0.53	0.39	0.67	0.64	0.73
<b>Quarterly Earnings (All participants)</b>					
Two years before receipt	\$2,165	\$1,665	\$2,549	\$2,899	\$3,579
One year before receipt	\$2,376	\$1,760	\$2,909	\$3,051	\$3,673
Quarter of receipt	\$2,111	\$1,560	\$2,541	\$2,352	\$4,546
One year after receipt	\$2,523	\$2,031	\$2,931	\$3,107	\$4,160
<b>Quarterly Earnings (Employed participants)</b>					
Two years before receipt	\$5,093	\$5,626	\$4,754	\$5,177	\$5,004
One year before receipt	\$5,022	\$5,516	\$4,728	\$4,895	\$5,221
Quarter of receipt	\$3,654	\$3,585	\$3,546	\$3,754	\$5,430
One year after receipt	\$4,731	\$5,154	\$4,359	\$4,890	\$5,738
Number of participants	1,435	703	614	75	43

Source: Authors' tabulations of UI data for NIC participants who received a NIC service between April 1, 2007 and March 31, 2008.

<sup>1</sup> Two years before receipt includes the fifth through eighth quarter before first observed service receipt; one year before receipt includes the first through fourth quarter before first observed service receipt; one year after receipt includes the first through fourth quarter after first observed service receipt.

<sup>2</sup> Marshalltown did not offer NIC services in the first two quarters of the observation period, so the maximum follow-up period for Marshalltown participants is six months.

The pattern of participant quarterly earnings differed somewhat from the participant employment pattern (Figure 5.1, bottom chart). Consistent with the employment rate pattern, average earnings trended upward slightly before NIC participation. However, average earnings fell in the quarter of receipt, then generally rose in the quarters after receipt. This trend in earnings

generally held across the four sites. Again, the upward trend in earnings before NIC participation could result from NIC participants moving into Iowa. The average quarterly earnings of NIC participants were \$2,165 two years before receipt, \$2,376 in the year before receipt, \$2,111 in the quarter of receipt, and \$2,523 in the year after receipt (Table 5.1, middle panel). Among employed NIC participants, average earnings were \$5,093, \$5,022, \$3,654, and \$4,731, respectively (Table 5.1, bottom panel).<sup>31</sup> These quarterly earnings translate into annualized earnings of between roughly \$15,000 and \$20,000, less than the poverty threshold for a family of four in 2008 (\$22,025). Thus, individuals who received NIC services were generally low earners and had low levels of earnings both before and after service receipt.

The drop in earnings coinciding with NIC participation is consistent with patterns for participants of job training and other social programs.<sup>32</sup> Individuals often enroll in these programs soon after encountering particularly difficult circumstances or crises. This decline in average earnings among NIC participants occurred, however, despite an increase in the percentage of participants employed. A closer examination of the data showed that two factors contributed to this seemingly contradictory pattern. First, more than half the participants who were employed in both quarters (the quarter before first observed receipt and the next quarter) experienced a decline in earnings across the two quarters. Thus, quarterly earnings declined among most participants who were working when they received services. A decline in earnings may have motivated people to seek NIC services. Second, changes in who was employed in the different quarters played a role. Specifically, the quarterly earnings of "newly employed" participants (persons not working in the quarter before first observed service receipt but working in the next quarter) and "newly *nonemployed*" participants (persons working in the quarter before first observed receipt but *not* working in the next quarter) differed. The average quarterly earnings of newly employed participants were only half the average quarterly earnings of the newly *nonemployed* participants. That is, earnings among those who gained employment were substantially lower than earnings among those who stopped working. One possible explanation for this difference could be entry into relatively lower-paying positions than those that were vacated. In addition, the relatively low quarterly earnings among those who gained employment could also result from them obtaining employment towards the end of the quarter (so they did not have much time to accumulate earnings).

To understand whether the employment and earnings patterns resulted from seasonal work or changes in economic conditions over time, the employment and earnings of NIC participants by their quarter of first observed service receipt were examined. The patterns by quarter of receipt followed those observed for the full NIC sample, suggesting neither seasonal fluctuations nor changing economic conditions were the source. In addition, the employment and earnings

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<sup>31</sup> The variation in average earnings over time could result from changes in the people included in this calculation from period to period. People are included in the calculation as long as they have non-zero earnings in the specific quarter. For example, everyone employed in the quarter of first observed receipt is included in the calculation of earnings for that quarter, regardless of whether they are employed in prior or subsequent quarters.

<sup>32</sup> Orly Ashenfelter, "Estimating the Effect of Training Programs on Earnings," *The Review of Economics and Statistics* 60(1): 47–57, 1978; Karin Martinson, Caroline Ratcliffe, Katie Vinopal, and Joanna Parnes, *Minnesota Integrated Services Project: Employment and Welfare-Related Outcomes among Program Participants* (Washington, DC: The Urban Institute, 2009); and Peter Mueser, Kenneth Troske, and Alexey Gorislavsky, "Using States Administrative Data to Measure Program Performance," *The Review of Economics and Statistics* 89(4): 761–83, 2007.

patterns described above were evident among individuals who did and did not receive NIC employment services, as well as among men and women.

### **Regression Analysis of Employment and Earnings**

***Regression Approach:*** The regression analysis used information on NIC participants' employment and earnings over time to estimate the relationship between NIC participation and participants' employment outcomes, controlling for economic conditions and participant characteristics. Estimates were based on differences in participants' outcomes before and after NIC participation; they were not based on a comparison group analysis that compared individuals who were similar along dimensions other than their NIC participation.<sup>33</sup> With this approach, the results from the regression analysis do not provide information on whether NIC services led to (i.e., caused) changes in participants' employment outcomes; they provide information on changes in employment outcomes over time controlling for economic and demographic characteristics.

The regression model used earnings before and after first observed NIC service receipt to obtain the estimated relationship between NIC participation and participants' employment and earnings. An important element in specifying the model is identifying the pre- and post- receipt periods. Recent studies have defined the pre-receipt period as the fifth through eighth quarter before receipt and the post-receipt period as the fifth through eighth quarter after receipt.<sup>34</sup> While Iowa had data for the eight quarters before NIC service receipt, the state had data for only four quarters after service receipt. For this reason, the post-receipt period was defined as the four quarters after first observed service receipt. Since NIC services were targeted at persons new to Iowa and the UI data only captured the employment and earnings of persons working in Iowa, defining the pre-receipt period back too far would have missed employment by NIC participants (and overstated the findings). Descriptive statistics in Table 5.1 showed that employment and earnings were slightly lower two years before receipt (the fifth through eighth quarter before receipt) than in the year before receipt (the first through fourth quarter before receipt). This analysis took the more conservative approach and defines the pre-receipt period as the year (first through fourth quarter) before NIC participation. With this setup, the estimated relationship between NIC participation and participants' employment and earnings was based on a comparison of NIC participants' employment and earnings in the year before and the year after first observed service receipt, controlling for economic conditions and participant characteristics.

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<sup>33</sup> Demographic or employment information was not available for Iowans who did not receive NIC services.

<sup>34</sup> Mueser, Troske, and Gorislavsky, "Using States Administrative Data to Measure Program Performance"; Martinson et al., *Minnesota Integrated Services Project*.

In the regression models, employment is measured as a binary outcome, where the dependent variable equals 1 if the participant is employed and 0 if the participant is not employed. Quarterly earnings are measured in dollar amounts, set equal to 0 for those with no earnings. This analysis estimates ordinary least squares (OLS) models.<sup>35</sup> The basic model can be written as:

$$Y_{it} = \alpha + \text{TimePeriod}_t \beta_t + C_{it} \delta + X_{it} \gamma + \varepsilon_{it} .$$

If the outcome examined is employment, for example, then the dependent variable  $Y_{it}$  represents the employment status of participant  $i$  in quarter  $t$ . The explanatory variables in the models are  $\text{TimePeriod}_t$ ,  $C_{it}$ , and  $X_{it}$ . The  $\text{TimePeriod}_t$  variable represents a series of indicator variables that identify the timing of participants' employment (and earnings) relative to the quarter of first observed service receipt: (1) fifth through eighth quarter before receipt, (2) first through fourth quarter before receipt [omitted], (3) quarter of receipt, and (4) first through fourth quarter after receipt. The variable  $C_{it}$  indicates the county in which person  $i$  received services (Council Bluffs [omitted], Des Moines, Marshalltown, and Mount Pleasant)<sup>36</sup> and the state quarterly unemployment rate.<sup>37</sup>  $X_{it}$  is a vector of participant characteristics consisting of participants' gender, age (24 and under, 25–54 [omitted], 55 and older),<sup>38</sup> race/ethnicity (white non-Hispanic [omitted], Hispanic, black, other), and educational attainment measured at enrollment (less than high school [omitted], high school education or more). Finally,  $\varepsilon_{it}$  represents the error term, which is assumed to be uncorrelated with the explanatory variables.

The analysis estimates the employment and earnings regression models for all sites combined and for each of the four sites separately. It also estimates separate models for participants who did and did not receive an employment service, as well as for men and women.

**Regression Findings:** The regression model results suggested that, on average, NIC participation was associated with higher levels of both employment and earnings. In the year after service receipt, the estimated likelihood of being employed was 7.5 percentage points higher than in the year before service receipt (Table 5.2, column 1).<sup>39</sup> This increase is large relative to the employment rate of 47 percent in the year before receipt. Participant earnings are also estimated to be higher after service receipt. On average, estimated quarterly earnings were higher by \$257 in the year after NIC service receipt, compared with the year before service

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<sup>35</sup> Employment outcomes were also estimated using logit models. Results from the two models are very similar; the OLS model result is presented because its interpretation is more straightforward.

<sup>36</sup> The analysis requires that one site indicator variable be the reference site and be omitted as an explanatory variable in the model. With the Council Bluff indicator variable omitted, the other site indicator variables are interpreted relative to Council Bluff. In models that examine each site separately, the indicator variables for sites are excluded.

<sup>37</sup> The quarterly unemployment rate is calculated by averaging the monthly unemployment rate across the three months of each calendar quarter. In preliminary analyses, models were estimated with the county unemployment rate rather than the state unemployment rate. Fluctuations in the county unemployment rate over time produced unreasonably large estimates, so the primary specification includes the state unemployment rate.

<sup>38</sup> Preliminary models were estimated with more refined age breakdowns, and the estimated coefficients in the 25–54 age range were not statistically significantly different from one another. The sample size is relatively small, so age categories were combined to improve precision of the estimates.

<sup>39</sup> The full set of regression coefficients that correspond to table 5.2 is presented in appendix tables E.1 and E.2.

receipt. This quarterly amount translates into just over \$1,000 annually and is roughly 10 percent more than earnings in the year before receipt.

**Table 5.2**  
**Estimated Relationships between NIC Service Receipt and NIC**  
**Participants' Employment and Earnings, by Site<sup>1</sup>**

	All sites	Council Bluffs	Des Moines	Marshall-town <sup>2</sup>	Mount Pleasant
<b>Employment Rate</b>					
Difference between pre- and post- receipt employment	0.075 *** [0.013]	0.081 *** [0.018]	0.077 *** [0.020]	0.028 [0.054]	0.033 [0.050]
<b>Quarterly Earnings</b>					
Difference between pre- and post- receipt earnings	257.02 *** [90.94]	279.16 ** [133.12]	235.25 * [133.65]	313.041 [394.08]	586.541 [361.85]
Number of observations	16,624	8,190	7,156	771	507
Number of participants	1,435	703	614	75	43

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007 and March 31, 2008.

<sup>1</sup> The pre-receipt period is defined as the first through fourth quarter before first observed service receipt, and the post-receipt period is defined as the first through fourth quarter after first observed service receipt.

<sup>2</sup> Marshalltown did not offer NIC services in the first two quarters of the observation period, so the maximum follow-up for Marshalltown participants is six months.

Notes: The full set of estimated coefficients from the regression equations are presented in Appendix Tables E.1 and E.2. \* = p<.1; \*\* = p<.05; \*\*\* = p<.01

The regression results showed a positive relationship between NIC participation and both employment and earnings in all four sites, although the relationships were statistically significantly different from zero in only two sites—Council Bluffs and Des Moines. The estimated likelihood of being employed was 8.1 percentage points higher in Council Bluffs and 7.7 percentage points higher in Des Moines in the post-receipt period (Table 5.2, columns 2 and 3). These higher rates of employment corresponded with quarterly earnings increases in the two sites of \$279 and \$235, respectively. As the capital of Iowa, Des Moines is a relatively larger city and may present greater employment opportunities because of its size and business development opportunities. Moreover, the size of the city is reflected in the number of participants served; with several hundred participants observed in this analysis in Des Moines and Council Bluffs, changes in earnings and employment are statistically easier to detect.

Council Bluffs is located near Omaha, Nebraska—a large city with employment opportunities—so some NIC participants in Council Bluffs may have been employed in Nebraska (before and/or after participation), which was not observed in the analysis. If NIC participants in Council Bluffs received more help finding employment in Iowa than Nebraska, then the higher employment levels in the post-receipt period could, in part, be due to participants disproportionately working in Iowa (where employment is observed) versus Nebraska (where employment is not observed) in the post-receipt period. However, it is unclear whether this

happened. For example, based on interviews conducted as part of the study, staff in Council Bluffs reported that they worked with employers in Omaha to identify job openings. An analysis that incorporates UI data from Nebraska would provide a better understanding of the overall employment and earnings picture of NIC participants in Council Bluffs.

There were no statistically significant relationships between NIC participation and employment or earnings for participants in either Marshalltown or Mount Pleasant (Table 5.2, columns 4 and 5). The small number of participants with SSNs in these two sites (75 and 43 participants, respectively) made it difficult to obtain precise estimates for the sites.

Improved employment and earnings outcomes were not necessarily the goal of all NIC participants, so the analysis examined separately the employment and earnings outcomes for NIC participants who did and did not receive an employment-related service. Individuals who received employment-related services were expected to have larger increases in employment and earnings than those who did not receive these services. Consistent with this hypothesis, significant differences across these two groups were found. Among NIC participants who received an employment-related service, NIC participation was associated with higher employment and earnings. The estimated likelihood of being employed was 9.6 percentage points higher in the post-receipt period, and quarterly earnings were higher by \$349 (Table 5.3, column 2).<sup>40</sup> These values were higher than the estimated values for the full NIC population of 7.5 percentage points and \$257, respectively (Table 5.3, column 1).<sup>41</sup> These outcomes were also examined among participants who received an employment-related service, for each of the four sites separately. Consistent with the findings above, the regression results showed a positive relationship between NIC participation and both employment and earnings in each site, but the relationships were statistically significantly different from zero in only Council Bluffs and Des Moines. Among participants who did not receive an employment-related service, no statistically significant relationship between NIC participation and their employment or earnings was found (Table 5.3, column 3). It is possible that NIC participants who received other services, such as ESL classes, could improve their employment outcomes at some future point.

Outcomes were examined separately for men and women. NIC participation was related to higher levels of employment for both men and women. The estimated likelihood of employment was 6.9 percentage points higher for men and 8.4 percentage points higher for women in the post-receipt period (Table 5.3, columns 4 and 5). However, NIC participation was statistically significantly related to higher levels of quarterly earnings for men only (\$327). The coefficient for women was positive, but was not statistically significantly different from zero. Women were more likely than men to participate in ESL classes (and less likely to receive employment-related services) and the earnings benefit of these classes may have taken time to develop.

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<sup>40</sup> The full set of regression coefficients that correspond to table 5.3 is presented in appendix tables E.3 and E.4.

<sup>41</sup> Note that the first column of Table 5.2 is repeated in Table 5.3.

**Table 5.3**  
**Estimated Relationships between NIC Service Receipt and NIC Participants’**  
**Employment and Earnings, by Service Receipt and Gender<sup>1</sup>**

	All Sites	Ever Received an Employment Services		Gender	
		Yes	No	Male	Female
<b>Employment Rate</b>					
Difference between pre- and post-receipt employment	0.075 *** [0.013]	0.096 *** [0.014]	-0.043 [0.031]	0.069 *** [0.017]	0.084 *** [0.020]
<b>Quarterly Earnings</b>					
Difference between pre- and post-receipt earnings	257.02 *** [90.94]	348.61 *** [100.53]	-220.452 [207.23]	326.22 ** [129.66]	156.081 [120.70]
Number of observations	16,624	13,868	2,756	9,753	6,871
Number of participants	1,435	1,193	242	844	591

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007 and March 31, 2008.

<sup>1</sup> The pre-receipt period is defined as the first through fourth quarter before first observed service receipt, and the post-receipt period is defined as the first through fourth quarter after first observed service receipt.

Notes: The full set of estimated coefficients from the regression equations are presented in Appendix Tables E.3 and E.4. \* = p<.1; \*\* = p<.05; \*\*\* = p<.01

The regression model results suggest that NIC participation is associated with higher levels of both employment and earnings. Examining each of the four sites separately, however, a statistically significant relationship is found in only the two larger sites—Council Bluffs and Des Moines. In addition, the estimated relationship between NIC participation and employment and earnings is larger among NIC participants who received an employment-related service than among those who did not receive this type of service. The small number of participants with SSNs in Marshalltown and Mount Pleasant made it difficult to estimate precisely the relationship between NIC participation and employment and earnings for these sites. Also, a lesser focus on employment-related services and weaker connections with employment programs in the One-Stop Career Center may contribute to the findings in Mount Pleasant.

The results from this analysis, however, have some important caveats. As described above, specific data limitations could lead to overestimating the relationship between NIC participation and participants’ employment and earnings, while other data limitations could lead to underestimating the relationship. Also, while the regression analysis estimates the relationship between NIC participation and participants’ employment outcomes, controlling for economic conditions and participant characteristics, the results do not inform whether NIC services led to changes in participants’ employment outcomes because the regressions cannot rule out that unmeasured factors aside from NIC services may be responsible for some of the estimated relationships.

## VI. Future Plans and Sustainability

The demonstration grant from ETA provided seed funding to establish NACs in Arkansas and Iowa and support their initial development. Therefore, states were responsible for long-term sustainability when grant funds ended in June 2008. To garner longer-term sources of funding and support, both states focused on outreach, promoting program awareness, and sustainability from the inception of the NACs by incorporating these topics in the early stages of program design and planning.

From the onset, the goal in Arkansas was to build a network of service providers to assist newcomers. By naming its NAC system the *New Arkansan Resource Network*, Arkansas set the tone to sustain the partnerships created through the demonstration regardless of funding and its ability to support dedicated staff. Each NARN site created a network of service providers and partner agencies in its community and focused on local sustainability by exploring various opportunities for funding and support. Several local offices successfully applied for grants; Russellville received funding from Bank of America, Entergy, and CenturyTel, while Rogers also received an Entergy grant for outreach to Carroll County for a Cinco de Mayo festival. Other fundraising efforts across the state focused on securing local business sponsors. The Rogers NARN hired a staff person specifically tasked with outreach to local businesses, for fundraising as well as to provide services. Russellville procured several business sponsors for a dance fundraiser. In Little Rock and Malvern, a close connection between the LCO and NARN provided support for many activities.

Although much of the sustainability activities in Arkansas were focused at the local level, state-level staff were involved in discussions about private-sector support for NARN activities and worked with a local communications company to brand the network by designing a new logo. State-level staff also brought together local efforts at grant writing and established a statewide grant writing committee composed of a staff member from each of the Little Rock, Malvern, Russellville, and Fayetteville sites. This committee applied for grants to the Rockefeller Foundation, the Bill and Melinda Gates Foundation, and CenturyTel. However, the committee was challenged by not having professional grant writers or grant writing training (only one staff person had previous experience in procuring local grants), and it was unable to obtain funding from these sources.

Despite some successful fundraising and business partnerships, these efforts were unable to secure the long-term funding necessary for the NARN to continue as a stand-alone entity with dedicated staff beyond the end of the ETA grant funding in June 2008. While donations in Russellville kept the office open longer than the others, all the other NARN offices had shut down within several months of the end of the grant. NARN-related activities, however, continued in some sites. The LCO, which had been active in both Little Rock and Malvern, received equipment from the NARN through a memorandum of agreement. Although the services to participants were scaled back at the end of the demonstration grant in June 2008, the LCO continued to support Hispanic immigrants in the area.

In Iowa, discussions about the sustainability of the NICs occurred at the state level, while local staff was largely uninvolved in securing future funds. The 11 NICs in operation at the end of the

ETA grant continued to be funded through state appropriations under the budget for Iowa Workforce Development. State staff encouraged the state legislature to increase the funding provided during the ETA grant to make up for its loss, pointing to the NICs' strong presence throughout the state. NIC staff believed the support of the governor also helped to ensure that they secured state funding. In addition, state-level staff encouraged local communities to sustain operations through in-kind support. In Mount Pleasant, for example, community partners provided office space and utilities for the NIC office. Local communities were also encouraged to develop public-private partnerships with local businesses to support NIC programming.

Staff in Iowa anticipated that the NICs would continue to be funded annually through state appropriations. The NICs would continue to request the same funding until they developed further plans for expansion. Although staff did not have firm plans for expansion, their ideas for future steps for the NICs included creating four new offices with one staff member in each. These new offices would cover underserved areas, particularly the northeastern part of the state. Outreach to other areas in need of services had already begun during the demonstration. For example, the coordinator in Mount Pleasant spent one day each week serving another nearby community and was in contact with other communities as well.

## VII. Lessons Learned and Recommendations for Future Research

Many states and localities share an interest in finding strategies to more effectively assist immigrants and other newcomers seek employment with living wages and to speed their transition into the communities in which they live. The NACs were established as demonstration projects to facilitate this effort. Given the relative newness of the NACs, most sites focused much of their early efforts on establishing local partner networks and reaching out to newcomer communities. From the perspective of staff, community partners, employers, and participants, NACs generally improved the economic and social well-being of newcomers in both Arkansas and Iowa. NACs established themselves as trusted and reliable resources for newcomers in their respective communities and beyond. Community and employer demand for NAC services was evident as well. Several communities in Arkansas and Iowa expressed an interest in establishing NACs in their local areas. One NIC staff member stated NACs provide newcomers “a safe place...to ask for help or let [somebody] know their needs. Employers and organizations feel safe that we’re going to provide them with accurate information...They feel there finally is a place [to ask] questions.”

To some extent, local socioeconomic conditions drove the design of the NACs and their mix of services. For example, the strong demand for workers in Iowa dictated the stronger focus on employment services. In Arkansas, newcomers visiting the NAC tended to be employed but in need of supportive services and improved civic participation and understanding, thus influencing the strong focus on services such as citizenship instruction, ESL instruction, and translation and interpretation services in these sites.

The level of service provided varied considerably across NACs, ranging from 1,363 reported services in Marshalltown, Iowa, to 35,939 in Russellville, Arkansas. Staff focused primarily on providing services to individuals and families with less attention placed on services to communities and employers. In Arkansas, 95 percent of all reported services were provided to participants. Similarly, 86 percent of services reported in Iowa were provided to individuals and families. In all sites, participants received multiple services and often received services on several occasions.

In Arkansas, staff and local community members noted several ways in which the NARN was successful, including integrating newcomers into the community by enhancing their civic participation and increasing their knowledge of and access to available resources, including banking, utilities, immigration and legal assistance, and health care. NARN staff also noted during interviews the increased availability of translation and interpretation assistance that contributed to improved access to a multitude of services including those offered through the One-Stop Career Centers.

In Arkansas and Iowa, NACs facilitated access to English language instruction. In Iowa, staff encouraged limited English proficient individuals to make use of interactive Rosetta Stone software. Staff in both states made referrals to ESL classes offered by other community agencies or offered ESL tutoring and/or classes in house. In Arkansas, staff and partners in Malvern, Rogers, and Russellville also stressed the value of the LCO membership card as a much-needed second form of identification that was accepted by many businesses in the community.

**NACs successfully built local networks made up of community leaders, service providers, and businesses.** Staff worked to gain support from the community, particularly from mayors, police departments, and business leaders, educating them about services they offered. Further, many NACs worked to foster improved relations between the newcomers and the broader community, particularly local police. For example, staff provided cultural diversity training to police officers and to school staff. In addition, staff worked with newcomers to ensure they had a better understanding of what was expected of them in terms of civil laws and social norms.

NACs were also seen as a resource for other service providers. Providers sought interpretation and translation assistance as well as information on cultural diversity. In addition, NACs served as a mechanism to disseminate information about available community resources. Often advisory committee meetings served as a forum for information sharing among partners. In Iowa, the NICs were seen by some as having helped bring newcomers to their community, and many attributed the ability of communities to attract newcomers to the education and cultural awareness provided by staff.

Although it was probably the least developed area, NAC staff worked with local employers who saw the NACs as a resource available to them and their employees. Some employers used the NACs as a source of new hires. Others used them for interpretation and translation assistance or help with cultural and diversity issues in the workplace. Employers also referred employees to the NAC for assistance, such as ESL instruction. In Arkansas, Malvern's welding certification showed great promise. This model of service delivery is replicable but requires considerable commitment from employers and other community partners who play a major role in planning and delivering the training.

**The mix of services provided varied from state to state as well as within each state, reflecting the unique needs of each community.** Employment-related assistance was particularly common in Iowa, reflecting the state's strong focus on employment. In Arkansas, interpretation and translation services, supportive services, and referrals to classes were much more prevalent. In both states, while NACs were designed to provide services to participants, employers, and the community, services for participants made up the vast majority of all services provided. While the types of resources and services available varied somewhat across sites in Arkansas, uniformly, the NARN served primarily as a resource and referral agency rather than as a direct service provider. In contrast, a large share of services, approximately three-quarters, provided in Iowa were provided directly by NIC staff.

**The strength of the NACs lay in their flexibility to meet local needs through a mix of services and in their ability to respond to the changing needs of their constituencies—individuals and families, the community, and employers.** It was essential to define the NAC's purpose and role and to tailor it to the needs of the individual community. Staff were in touch with the community and responsive to their changing needs. The Arkansas and Iowa NACs consciously avoided duplicating existing services, choosing instead to complement other service providers and in many cases serving primarily as a resource and referral entity. Advisory committees made up of community members were uniquely positioned to help NAC staff find their niche in the community.

**Continual network building and community support were critical.** While NACs made available an array of services for newcomers, many services were provided through referral to community providers. Successful NAC implementation and operations required community buy-in from the outset. Support from local officials, other service providers, and the business community was critical to the success of the NACs, and staff worked diligently to foster the trust of both newcomers and the broader community. Gaining this trust required developing personal relationships. It was equally important to have buy-in from community leaders. The lack of outward support from both the city and the local Workforce Investment Board perhaps stymied the development of the advisory committee and community services in Little Rock.

**Dynamic, committed staff is essential.** Much of the success of NACs rode on the personalities and strengths of local staff who reached out to individuals and families, community members, and employers. Staff were often the only interface between the NAC and community leaders and other service providers. They were also responsible for ensuring the continuity of services through local support, outreach, and promoting program awareness. For the most part, staff had personal connections to the community and were dedicated to serving the newcomer communities and making the NACs succeed. Staff who were initially less familiar with local resources and service providers found it particularly challenging at first to work with the community and connect to local employers. Staff already familiar with the area or staff specifically dedicated to outreach, such as the staff person hired in Rogers, were perhaps best equipped to engage with their communities. Administrators passionate about serving the newcomer populations and without political agendas also contributed to the success of the NACs.

**Location was a factor in service delivery.** While housing NACs within One-Stop Career Centers facilitated referrals and coordination with other work-related services, it provided some obstacles to service delivery. Staff had to identify alternative locations to offer services, such as civics education classes and ESL instruction, during nonstandard work hours to accommodate the schedules of working families. Additionally, noncitizens may have been resistant to seeking out services in unfamiliar locations, which may have been perceived as unfriendly toward immigrants. Through trusting relationships and word of mouth, NAC staff generally were able to overcome any resistance on the part of newcomers to seeking out services within a One-Stop Career Center.

**Project sustainability was challenging and required high-level support.** The integration of the NICs into Iowa's governmental and fiscal structure lent a sense of permanency to the services they provided. In addition, local communities were encouraged to support their operation through in-kind contributions and public-private partnerships. In Arkansas, staff with little fundraising experience were charged with sustaining the future of the NAC. While staff secured smaller grants and contributions, acquiring finances to support full-time staff and office space required more substantial funding than they were able to secure.

**Analysis of participants' employment and earnings in Iowa indicated a slight rise in employment and earnings after initial service receipt, but unmeasured factors aside from the program services may be responsible for some of the estimated relationships.** Employment was measured as highest in the quarter of first receipt of NIC services, and earnings increased after service receipt from earnings in the period before service receipt. These

outcomes were somewhat greater for participants who had received employment-related services from the NIC. However, it is not possible to attribute these changes directly to receipt of NIC services; for instance, many participants also received employment assistance in One-Stop Career Centers concurrently with NIC services. The analyses also did not detect earnings in states other than Iowa, which may have resulted in an under-estimation of employment and earnings in the pre-receipt period, or an under-estimation of employment and earnings in the post-receipt period for participants in sites bordering other states. Also, small sample sizes made it difficult to detect statistically significant relationships, particularly gains that are small in magnitude. Thus, the results should be interpreted cautiously.

While improving economic success was a key goal of the NACs, many of this demonstration's desired impacts are not quantifiable, including an improved quality of life for newcomer families; better reception of newcomers in the community; improved civic participation, understanding, and engagement on the part of newcomers; development of an enhanced workforce; and establishment of an integrated network of services for new arrivals.

The New Americans Centers demonstration project provides a promising strategy for others seeking to address the needs of newcomers in their communities. The experiences of the NACs in Arkansas and Iowa underscore the importance of developing strong community relationships and an integrated network of service providers. Establishing and building these networks requires a strong staff and community commitment as well as support from community leaders and other local service providers, businesses, and employers, while high-level government support appears to be instrumental in institutionalizing these services over the long term.

As DOL, states and localities work to address the needs of immigrants and newcomers, including those that may be limited English speakers, several questions arise that could be addressed through future research. These questions include:

- At what levels are immigrants and newcomers, including those in need of ESL, accessing the public workforce system? How has access to the public workforce system changed over the past decade?
- What are the access points for immigrants and newcomers into the public workforce system in their communities? How do these access points address the specific needs of these populations?
- How do immigrants and newcomers fare after participating in programs offered by the public workforce system compared to all participants? Are they finding employment that offers a living wage?
- How are immigrants and newcomers benefiting from the American Recovery and Reinvestment Act of 2009 (ARRA) workforce and unemployment insurance provisions compared with the general population? How have they accessed ARRA-funded employment and training programs and services during the recession?
- What state and local initiatives have been implemented to assist immigrants and newcomers in accessing the public workforce system? What can be learned from these initiatives, and what promising practices have emerged?

To answer these questions, case studies and mapping of local communities, coupled with analysis of administrative data, would be useful and beneficial to better understanding the access points that attract and help to serve immigrants and newcomers, the barriers these populations face, and the successes and challenges of providers in serving them. Finally, a "promising practices" study of state and local efforts to assist immigrants and newcomers in accessing and participating in the public workforce system would shed light on successful strategies.

**APPENDIX A**

**New Americans Centers Site Summaries**

*New Arkansan Resource Network*  
*New Iowan Centers*

## **New Arkansan Resource Network Site Summary**

- Project Locations:** The New Arkansan Resource Network (NARN) operated out of four sites in central, northwest, and west central Arkansas: Little Rock, Malvern, Rogers, and Russellville. In addition, satellite locations were opened in El Dorado, Fayetteville, and Fort Smith.
- Overview:** The NARN was established in July 2005 under a demonstration grant from the U.S. Department of Labor. The primary goal of the NARN was to speed the transition of new Arkansans into communities, promote stability and rapid employment with good wages, and enhance economic development. This goal was met through information dissemination, outreach to the community, and employer services with the assistance of a network of partner agencies.
- Target Population:** “New Arkansan” was defined as any person new to the State of Arkansas. Services were provided to anybody who needed them regardless of country of origin or current residence. Most participants (referred to as registrants in Arkansas) were recent immigrants, with the majority coming from Spanish-speaking countries such as El Salvador, Guatemala, Honduras, Mexico, Nicaragua, and Peru. Other countries of origin included China, the Marshall Islands, and Vietnam.
- Organizational Information/Lead Agency:** The NARN was locally operated under the guidance of the Arkansas Department of Workforce Services (DWS). Local workforce investment boards provided fiscal and programmatic oversight, while direct operation, staffing, and service delivery were subcontracted to the local One-Stop Career Center operators in three sites and a community nonprofit organization in the fourth. All four sites were physically housed within local One-Stop Career Centers, or Workforce Centers.
- *Malvern:* West Central Arkansas Career Development Center System operated the NARN with fiscal and programmatic oversight from the West Central Arkansas Planning and Development District (WCAPDD), the fiscal agent and administrative agency for the West Central Arkansas Workforce Investment Board.

- *Little Rock:* The Little Rock site was operated by the Latin Community Organization (LCO), a nonprofit organization that helps Latino individuals and families achieve self-sufficiency through education and referrals, under contract with the Little Rock Workforce Investment Board.
- *Rogers:* The Northwest Arkansas Certified Development Company (NWACDC) operated the NARN under contract with the Northwest Arkansas Economic Development District (NWAEDD), the fiscal agent and administrative agency for the Northwest Arkansas Workforce Investment Board
- *Russellville:* West Central Arkansas Career Development Center System operated the NARN with fiscal and programmatic oversight from WCAPDD.

**Staffing:**

Each local NARN site had two staff providing services to the community, although one staff member provided services in an extension office in Fayetteville. All NARN staff were bilingual (Spanish and English) and most were non-native born. NARN sites were staffed by a coordinator and an intake specialist. In general, coordinators devoted more effort to outreach in the community and were also responsible for developing strategies to sustain the NARN. Intake specialists typically worked more directly with individuals in need of services and were also responsible for entering data in the NARN data system.

**Key Partners:**

Three of the four local NARN sites (Malvern, Rogers, and Russellville) had established working advisory boards made up of local leaders, business owners, and other community members. Staff in Little Rock struggled to form a local advisory board, finding it difficult to convene meetings with potential advisory board members.

Locally, the NARN established extensive partner networks. These networks included both public and private organizations such as banks, health care providers, colleges and schools, employers, and local government agencies. In addition to operating the Little Rock site, the LCO was a key partner in both Malvern and Russellville.

**Primary Services and Activities:**

The types of resources and services available varied somewhat across the NARN. Uniformly, the NARN served primarily as a resource and referral agency rather than as a direct service provider.

*Participant Services*

The majority of participant services were provided through referrals to other organizations. Referrals were often made for the following services: employment assistance (including job services, job training, and unemployment insurance); education (e.g., ESL and adult education, scholarships, etc.); and community services (such as legal services, immigration assistance, health care, banking needs, money management, and food and shelter). Staff in all four NARN sites routinely provided translation and interpretation assistance to participants—both in the offices and in the community. Other direct services provided through the Russellville NARN included notarization and driver's education. Little Rock, Malvern, and Russellville offered civics education classes, which addressed issues related to becoming productive citizens within the respective communities. In Rogers, individuals were referred to civics and citizenship classes provided by the Northwest Arkansas Community College Adult Education Center. Staff in Little Rock, Malvern, and Russellville also issued LCO membership identification cards, which came to be accepted as a second form of identification by many local organizations and businesses. The Rogers site did not issue the LCO membership identification cards because local government leaders did not endorse the cards.

*Community Services*

NARN staff regularly participated in local community events, including Chambers of Commerce events, job fairs, and local service provider committees. They performed outreach to local communities by assisting with cultural events such as Cinco de Mayo festivals. They also worked with various community organizations and companies, including pharmacies, banks, and utility companies, to have the LCO membership card accepted as a second form of identification. NARN staff fostered relationships with local community leaders and police departments, enabling them to educate both newcomers and the broader community about cultural differences.

*Employer Services*

While NARN staff primarily focused on providing services for participants, they also connected with employers to provide

translation and interpretation services. Staff in Malvern collaborated with employers to interpret welding trainings, and provided conversational Spanish and cultural awareness to employers in Rogers and Malvern. In addition, NARN staff were able to assist employers with their workforce needs by referring newcomers for open jobs.

**Sustainability:**

Locally, NARN staff were responsible for securing funding to sustain their operations. Sustainability efforts undertaken by NARN staff included hosting fundraisers, submitting grant applications to a wide variety of foundations and other funders, and developing partnerships with local businesses. In Rogers, a coordinator was hired specifically to conduct outreach to local employers that could provide funding for the NARN. In addition, a statewide grant writing committee was convened of NARN staff. Staff were unsuccessful in their attempts to secure long-term funding needed to continue stand-alone NARN operations. NARN-related activities continued in both Little Rock and Malvern under the umbrella of the LCO.

## **New Iowan Centers Site Summary**

<b>Project Locations:</b>	There were four ETA-funded New Iowan Centers (NICs) in Iowa, located in Council Bluffs, Des Moines, Marshalltown, and Mount Pleasant.
<b>Overview:</b>	<p>The four NICs funded by ETA were modeled after three preexisting centers established under the Iowa Workforce Development agency (IWD), an agency focused on Iowa’s workforce issues.</p> <p>NICs were designed to help newcomers to Iowa establish themselves in the community by providing services to new Iowans, area employers, and the community at large. In general, NICs intended to “grow Iowa” by ensuring new Iowans were educated about and had access to necessary services, helping new Iowans adapt to the community, connecting employers and job seekers, and educating the community on issues of immigration and cultural diversity.</p>
<b>Target Population:</b>	<p>NIC staff defined “new Iowans” as anyone new to Iowa, regardless of geographic origin. Many participants were recent immigrants from a wide array of countries, with the majority from Spanish-speaking ones, such as El Salvador, Honduras, Mexico, and Nicaragua. Other countries of origin include Bolivia, Bosnia, Canada, Colombia, Iraq, Morocco, Pakistan, Peru, Somalia, and Sudan.</p> <p>NIC services were generally available to anyone who walked through the door, though efforts were focused within loosely defined geographic areas, which varied by site. The Des Moines NIC operated mainly in Polk County. The Council Bluffs NIC served the greater metropolitan area, including employers from neighboring Omaha, Nebraska, that hired Iowans. The Mount Pleasant NIC focused its work in the first 12 months on building relationships in the city of Mount Pleasant and expanded its outreach to neighboring communities. After initial implementation delays, the Marshalltown NIC focused on serving neighboring communities.</p>
<b>Organizational Information/Lead Agency:</b>	Iowa Workforce Development, the state workforce agency, provided fiscal and programmatic oversight for the NICs. The Des Moines, Council Bluffs, and Marshalltown NICs were located within local One-Stop Career Centers, or Workforce

Centers. The Mount Pleasant NIC was colocated at the Iowa State University Extension office because the local One-Stop Career Center did not have adequate space for it.

**Staffing:**

NICs were overseen by a targeted services bureau chief from Iowa Workforce Development. The state was divided into two regions, eastern and western, each with a regional supervisor who managed the NICs within that half of the state. The NICs in Des Moines and Council Bluffs were each staffed by two people, a coordinator and an outreach specialist in Des Moines and a coordinator and a workforce associate in Council Bluffs. Des Moines had an additional workforce associate in charge of the Rosetta Stone language program. A coordinator responsible for all NIC activities staffed the Mount Pleasant NIC. All staff worked with new Iowans directly, conducting intake, providing referrals, translating and interpreting, and assisting with job search. Coordinators focused their energy on community outreach and establishing networks, including state and county agencies, community advocates, service providers, and employers. The workforce associates in Des Moines and Council Bluffs supported the coordinators and were responsible for collecting and entering NIC participation data into IWORKS, IWD's data system. The coordinator was responsible for these tasks as well as running monthly data reports. All staff were bilingual in English and Spanish, a requirement of the job.

**Key Partners:**

All three operational sites established advisory councils made up of representatives from local businesses, nonprofit organizations, and government agencies. The advisory councils, which generally met quarterly, were a chance for members to network, share information and resources, and brainstorm future NIC activities. While in some cases individual members of the local advisory council were involved in the planning stages, the advisory councils did not convene until after the NICs were operational.

Local NICs developed reciprocal partnerships with numerous community service agencies, businesses, community colleges and schools, health care providers, and government agencies. These organizations referred participants to the NICs, collaborated with NIC staff on special projects and initiatives, shared information and resources, and provided services to NIC participants. In Des Moines and Council Bluffs, where the NIC was located within the local One-Stop Career Center, NIC staff viewed all other programs housed in the One-Stop Career

Center as partners. In addition, the NICs developed relationships with local community colleges. NIC participants were often referred to classes and training programs, and in Council Bluffs and Mount Pleasant, NIC citizenship classes were held in community college classrooms.

**Primary Services and Activities:**

NICs statewide provided services to participants, the community, and employers. Designed to be responsive to community needs, site-specific services vary based on contextual factors, available resources, and resident needs.

*Participant Services*

Employment assistance made up the bulk of services provided to new Iowans. NIC staff helped participants search for job leads on the computer, referred job seekers to specific employers, prepared resumes, and checked over job applications to ensure they were completed fully and correctly, among other employment-related services. Interpretation and translation services were also commonly provided by NIC staff. The NIC coordinator in Council Bluffs also ran a basic computer class. NIC participants in Des Moines and Mount Pleasant were regularly referred to ESL classes at the local community college, churches and other local organizations. All sites also offered onsite computers with Rosetta Stone, a language learning software, for NIC participants' self-directed use. In addition, local NICs commonly hosted other classes and workshops on a range of topics, including financial literacy and basic computer skills.

Referrals to other organizations and programs were also common. Tapping into their network of community partners and resources, NIC staff referred participants to community service providers (for assistance with food, child care, shelter, clothing, health care, tax preparation, etc.), educational and training programs, and legal and immigration assistance.

*Community Services*

NICs attempted to increase awareness of diversity issues and immigration in the community at large. To this end, NICs conducted diversity trainings at community organizations and businesses, hosted networking events, and conducted outreach in the community to ensure people were aware of their services. Des Moines and Council Bluffs brought together community service providers for networking and information-sharing events.

### *Employer Services*

NICs served as a resource to area employers and businesses. In addition to connecting employers with job seekers, NICs offered translation and interpretation services and educated employers on a range of immigration and diversity issues. This happened in a variety of contexts, including NIC-sponsored workshops, job fairs, one-on-one consultations, and onsite visits to workplaces and businesses.

### **Sustainability:**

The NICs were operated by Iowa Workforce Development with several additional non-demonstration-funded sites supported by the state. NIC administrators encouraged the state to sustain their financial support for New Iowan services. In addition, the state-level program administrator encouraged local communities to contribute resources towards local NICs as well as the formation of public-private partnerships to support programming.

**APPENDIX B**

**Type and Number of Services Received by New Americans Centers  
Participants, Employers, and the Community**

**Table B.1**  
**Services Provided to Participants by New Americans Centers, by Site<sup>1</sup>**

	Arkansas					Iowa				
	Arkansas Total	Little Rock	Malvern	Rogers	Russellville	Iowa Total	Council Bluffs	Des Moines	Marshalltown	Mount Pleasant
<b>Indirect Participant Services</b>										
Supportive Services Referral	6,273	312	125	1,698	4,138	1,022	338	193	48	443
Interpretation/Translation Referral	30	30	0	0	0	212	189	4	2	17
Employment Services Referral	4,338	52	47	2,277	1,962	1,581	909	516	17	139
Referral to Civics Education Classes	2,974	222	0	1,283	1,469	123	50	16	0	57
Referral to ESL/Language Classes	7,214	131	1,746	1,848	3,489	967	733	151	3	80
Referral to Other Classes	8,740	375	1,746	3,028	3,591	811	454	244	19	94
Legal Issues Referral	5,654	223	0	618	4,813	331	125	67	12	127
Immigration Counseling and Referral Services	7,115	446	1,746	222	4,701	537	184	63	26	264
Tax/SSN Referral	2,723	223	18	145	2,337	236	144	47	15	30
Financial Referral	1,972	143	0	25	1,804	43	23	16	0	4
Referral for Computer Access	738	73	0	665	0	122	102	17	2	1
Referral for General Information	772	0	0	772	0	558	241	23	16	278
Other Referral	366	5	0	361	0	265	212	14	4	35
<b>Total Units of Indirect Participant Services</b>	<b>48,909</b>	<b>2,235</b>	<b>5,428</b>	<b>12,942</b>	<b>28,304</b>	<b>6,808</b>	<b>3,704</b>	<b>1,371</b>	<b>164</b>	<b>1,569</b>
<b>Direct Participant Services</b>										
Supportive Services Assistance	31	22	9	0	0	34	0	11	1	22
Interpretation/Translation	10,411	153	152	4,740	5,366	4,541	3,253	801	187	300
Employment Services	27	25	0	0	2	5,179	2,700	1,968	330	181
Civics Education Classes	100	38	0	0	62	465	205	248	0	12
ESL/Language Classes	58	0	56	0	2	2261	1146	934	15	166
Other Classes	21	0	5	0	16	233	164	23	40	6
Legal Issues Assistance	0	0	0	0	0	33	0	31	2	0
Immigration Services	0	0	0	0	0	108	5	26	0	77
Tax/SSN Assistance	0	0	0	0	0	19	12	2	0	5
Financial Assistance	0	0	0	0	0	2	0	0	2	0
Computer Access	967	0	0	930	37	3,449	3,182	59	96	112
General Information	0	0	0	0	0	4,052	2,379	892	131	650
Other	22	12	0	0	10	2,361	1,012	701	257	391
<b>Total Units of Direct Participant Services</b>	<b>11,637</b>	<b>250</b>	<b>222</b>	<b>5,670</b>	<b>5,495</b>	<b>22,737</b>	<b>14,058</b>	<b>5,696</b>	<b>1,061</b>	<b>1,922</b>
<b>Total Units of Participant Services</b>	<b>60,546</b>	<b>2,485</b>	<b>5,650</b>	<b>18,612</b>	<b>33,799</b>	<b>29,545</b>	<b>17,762</b>	<b>7,067</b>	<b>1,225</b>	<b>3,491</b>

Source: New Americans Centers Annual Services and Referrals Provided Report

<sup>1</sup>Based on data reported quarterly to DOL/ETA by NAC demonstration projects. In Arkansas, all sites reported data through the second quarter of 2008. Data was reported in Little Rock beginning in the fourth quarter of 2006, in Malvern from the first quarter of 2006, in Rogers from the third quarter in 2006, and in Russellville from the first quarter of 2006. In Iowa, Des Moines, Council Bluffs, and Mount Pleasant reported data beginning in the second quarter of 2006 through the second quarter of 2008. Marshalltown reported data in the fourth quarter of 2006, then again from the fourth quarter of 2007 through the second quarter of 2008. Data does not represent all participants served and may not be based on unique individuals. See Appendix C, Study Limitations for further discussion.

**Table B.2**  
**Services Provided to Employers by New Americans Centers, by Site<sup>1</sup>**

	Arkansas					Iowa				
	Arkansas Total	Little Rock	Malvern	Rogers	Russellville	Iowa Total	Council Bluffs	Des Moines	Marshalltown	Mount Pleasant
<b><u>Indirect Employer Services</u></b>										
Referral for Assistance with Staffing Needs	157	0	0	105	52	81	64	3	3	11
Referral to ESL/Language Classes	146	89	0	57	0	3	3	0	0	0
Referral to Cultural Competency Training	1	0	0	1	0	18	13	1	1	3
Referral for Special Targeted Training	7	0	0	7	0	9	5	2	0	2
Other Referrals	217	35	0	182	0	148	1	7	1	139
<b>Total Units of Indirect Employer Services</b>	<b>528</b>	<b>124</b>	<b>0</b>	<b>352</b>	<b>52</b>	<b>259</b>	<b>86</b>	<b>13</b>	<b>5</b>	<b>155</b>
<b><u>Direct Employer Services</u></b>										
Assistance with Staffing Needs	1	0	0	0	1	160	95	32	7	26
ESL/Language Classes	7	7	0	0	0	9	0	0	9	0
Cultural Competency Training	0	0	0	0	0	13	9	1	0	3
Special Targeted Training	0	0	0	0	0	27	11	14	0	2
Other Direct Assistance	31	30	0	0	1	777	42	178	26	531
<b>Total Units of Direct Employer Services</b>	<b>39</b>	<b>37</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>986</b>	<b>157</b>	<b>225</b>	<b>42</b>	<b>562</b>
<b>Total Units of Employer Services</b>	<b>567</b>	<b>161</b>	<b>0</b>	<b>352</b>	<b>54</b>	<b>1,245</b>	<b>243</b>	<b>238</b>	<b>47</b>	<b>717</b>

Source: New Americans Centers Annual Services and Referrals Provided Report

<sup>1</sup>Based on data reported quarterly to DOL/ETA by NAC demonstration projects. In Arkansas, all sites reported data through the second quarter of 2008. Data was reported in Little Rock beginning in the fourth quarter of 2006, in Malvern from the first quarter of 2006, in Rogers from the third quarter in 2006, and in Russellville from the first quarter of 2006. In Iowa, Des Moines, Council Bluffs, and Mount Pleasant reported data beginning in the second quarter of 2006 through the second quarter of 2008. Marshalltown reported data in the fourth quarter of 2006, then again from the fourth quarter of 2007 through the second quarter of 2008. Data does not represent all participants served and may not be based on unique individuals. See Appendix C, Study Limitations for further discussion.

**Table B.3**  
**Services Provided to the Community by New Americans Centers, by Site<sup>1</sup>**

	Arkansas					Iowa				
	Arkansas Total	Little Rock	Malvern	Rogers	Russellville	Iowa Total	Council Bluffs	Des Moines	Marshalltown	Mount Pleasant
<b><u>Indirect Community Services</u></b>										
Referral to Cultural Competency Training	133	0	0	133	0	6	6	0	0	0
Referral for Special Targeted Training	0	0	0	0	0	22	21	1	0	0
Other Referrals	2,690	0	0	605	2,085	1,041	61	55	13	912
<b>Total Units of Indirect Community Services</b>	<b>2,823</b>	<b>0</b>	<b>0</b>	<b>738</b>	<b>2,085</b>	<b>1,069</b>	<b>88</b>	<b>56</b>	<b>13</b>	<b>912</b>
<b><u>Direct Community Services</u></b>										
Cultural Competency Training	0	0	0	0	0	19	12	2	4	1
Special Targeted Training	0	0	0	0	0	63	13	42	4	4
Other Direct Assistance	1	0	0	0	1	2,236	55	362	70	1,749
<b>Total Units of Direct Community Services</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2,318</b>	<b>80</b>	<b>406</b>	<b>78</b>	<b>1,754</b>
<b>Total Units of Community Services</b>	<b>2,824</b>	<b>0</b>	<b>0</b>	<b>738</b>	<b>2,086</b>	<b>3,387</b>	<b>168</b>	<b>462</b>	<b>91</b>	<b>2,666</b>

Source: New Americans Centers Annual Services and Referrals Provided Report

<sup>1</sup>Based on data reported quarterly to DOL/ETA by NAC demonstration projects. In Arkansas, all sites reported data through the second quarter of 2008. Data was reported in Little Rock beginning in the fourth quarter of 2006, in Malvern from the first quarter of 2006, in Rogers from the third quarter in 2006, and in Russellville from the first quarter of 2006. In Iowa, Des Moines, Council Bluffs, and Mount Pleasant reported data beginning in the second quarter of 2006 through the second quarter of 2008. Marshalltown reported data in the fourth quarter of 2006, then again from the fourth quarter of 2007 through the second quarter of 2008. Data does not represent all participants served and may not be based on unique individuals. See Appendix C, Study Limitations for further discussion.

**Table B.4**  
**Demographic Characteristics of Arkansas NAC Participants, by Site**

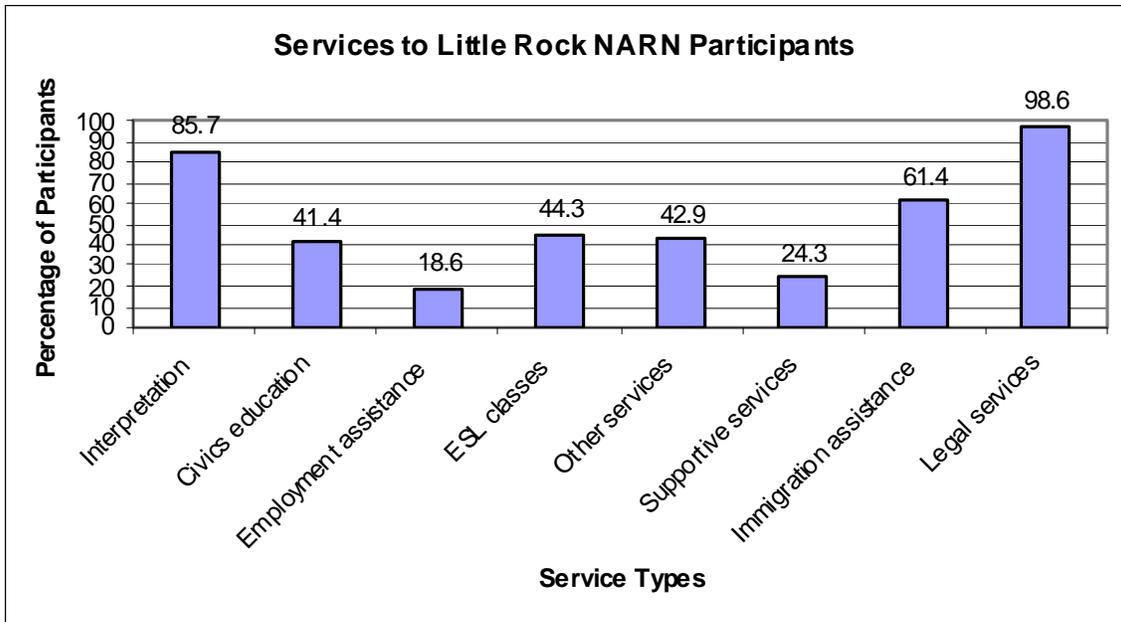
	All Sites	Little Rock	Malvern	Rogers	Russellville
<b>Gender</b>					
Male	69.0 %	65.7 %	78.6 %	77.4 %	58.9 %
Female	29.5 %	34.3 %	10.7 %	22.6 %	39.3 %
missing	1.5 %	0.0 %	10.7 %	0.0 %	1.9 %
<b>Race and Ethnicity</b>					
Hispanic	96.7 %	100.0 %	100.0 %	96.8 %	93.5 %
White (Not of Hispanic Origin)	0.3 %	0.0 %	0.0 %	0.8 %	0.0 %
Black (Not of Hispanic Origin)	0.0 %	0.0 %	0.0 %	0.0 %	0.0 %
Asian or Pacific Islander	2.1 %	0.0 %	0.0 %	1.6 %	4.7 %
Native American or Alaskan Native	0.0 %	0.0 %	0.0 %	0.0 %	0.0 %
Multiracial	0.3 %	0.0 %	0.0 %	0.8 %	0.0 %
missing	0.6 %	0.0 %	0.0 %	0.0 %	1.9 %
<b>Age Group<sup>1</sup></b>					
14 - 18	4.6 %	4.3 %	3.6 %	0.0 %	10.3 %
19 - 24	18.5 %	30.0 %	46.4 %	4.8 %	19.6 %
25 - 35	31.9 %	40.0 %	21.4 %	21.8 %	41.1 %
36 - 45	22.5 %	20.0 %	10.7 %	33.9 %	14.0 %
46 - 54	11.6 %	0.0 %	7.1 %	25.0 %	4.7 %
55 and Over	6.4 %	1.4 %	3.6 %	13.7 %	1.9 %
missing	4.0 %	2.9 %	7.1 %	0.8 %	7.5 %
<b>Country of Origin</b>					
USA	0.9 %	0.0 %	0.0 %	1.6 %	0.9 %
Mexico	59.0 %	71.4 %	60.7 %	52.4 %	57.9 %
El Salvador	21.9 %	7.1 %	7.1 %	35.5 %	19.6 %
Guatemala	4.9 %	8.6 %	0.0 %	3.2 %	5.6 %
Other	7.9 %	12.9 %	0.0 %	9.1 %	11.2 %
missing	5.5 %	0.0 %	32.1 %	3.2 %	4.7 %
<b>Primary Language</b>					
English	0.9 %	0.0 %	0.0 %	0.8 %	1.9 %
Spanish	96.1 %	100.0 %	96.4 %	97.6 %	91.6 %
other	2.1 %	0.0 %	0.0 %	1.6 %	4.7 %
missing	0.9 %	0.0 %	3.6 %	0.0 %	1.9 %
<b>English proficiency</b>					
fluent	5.2 %	7.1 %	3.6 %	0.8 %	9.4 %
limited	61.7 %	85.7 %	42.9 %	79.8 %	29.9 %
none	23.7 %	7.1 %	53.6 %	19.4 %	31.8 %
don't know	9.1 %	0.0 %	0.0 %	0.0 %	28.0 %
missing	0.3 %	0.0 %	0.0 %	0.0 %	0.9 %
<b>Education level</b>					
HS diploma/GED	15.2 %	12.9 %	39.3 %	7.3 %	19.6 %
BA/BS	1.8 %	0.0 %	0.0 %	0.8 %	4.7 %
advanced degree	0.6 %	1.4 %	0.0 %	0.0 %	0.9 %
none of the above <sup>2</sup>	57.1 %	75.7 %	53.6 %	75.8 %	24.3 %
don't know	23.7 %	10.0 %	0.0 %	14.5 %	49.5 %
missing	1.5 %	0.0 %	0.0 %	1.6 %	0.9 %
<b>Employment status</b>					
employed	53.5 %	65.7 %	89.3 %	30.7 %	62.6 %
not employed	35.6 %	25.7 %	0.0 %	63.7 %	18.7 %
don't know	5.2 %	7.1 %	0.0 %	0.0 %	11.2 %
missing	5.8 %	1.4 %	10.7 %	5.7 %	7.5 %
<b>Number of Observations</b>					
	329	70	28	55	107

Source: Service tracking data collected by NARN staff

<sup>1</sup> Totals do not sum to 100 percent, as two participants younger than 14 are not reported (0.61 percent of the total sample).

<sup>2</sup> Responses categorized as "none of the above" likely reflect low levels of educational attainment (i.e., less than a high school diploma or GED).

**Figure B.1**



**Figure B.2**

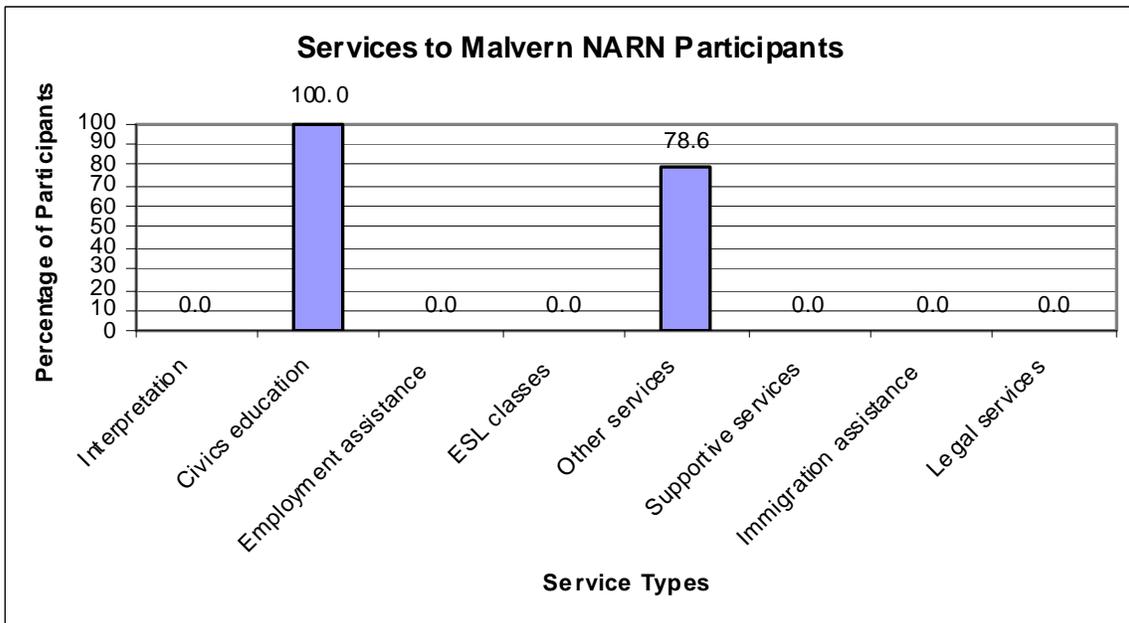


Figure B.3

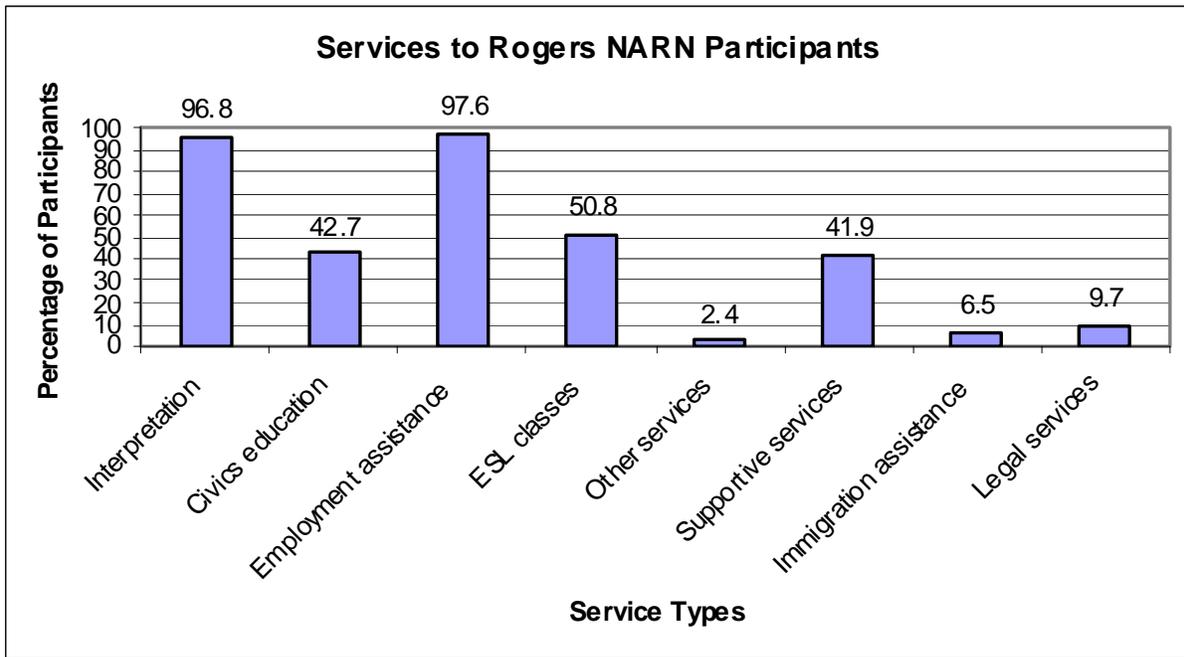
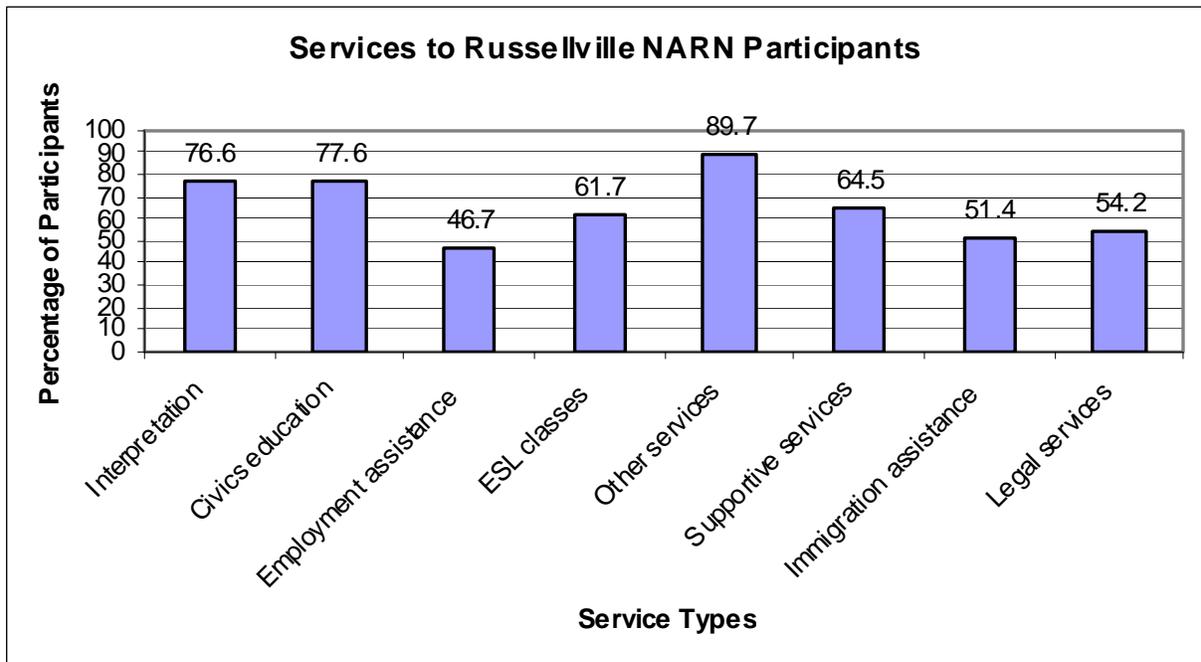


Figure B.4



**Table B.5**  
**Demographic Characteristics of Iowa NAC Participants, by Site**

	<b>All Sites</b>	<b>Council Bluffs</b>	<b>Des Moines</b>	<b>Marshall-town<sup>1</sup></b>	<b>Mount Pleasant</b>
<b>Gender</b>					
Male	57.8%	57.9%	57.3%	67.4%	55.4%
Female	42.1%	42.0%	42.7%	32.6%	44.6%
missing	0.1%	0.1%	0.0%	0.0%	0.0%
<b>Race and Ethnicity</b>					
Hispanic	76.3%	87.1%	62.1%	68.6%	86.9%
White (Not of Hispanic Origin)	10.8%	8.1%	15.3%	14.0%	4.7%
Black (Not of Hispanic Origin)	6.3%	1.4%	14.0%	3.5%	0.0%
Asian or Pacific Islander	2.7%	1.1%	3.1%	3.5%	7.0%
Native American or Alaskan Native	0.6%	0.1%	0.3%	8.1%	0.0%
Multiracial	0.6%	0.1%	1.2%	1.2%	0.0%
missing	2.7%	2.0%	4.1%	1.2%	1.4%
<b>Age</b>					
14 - 18	1.5%	2.0%	0.7%	1.2%	1.9%
19 - 24	13.4%	14.6%	11.6%	16.3%	14.1%
25 - 35	33.6%	35.8%	28.0%	32.6%	44.1%
36 - 45	28.4%	27.4%	31.4%	27.9%	22.5%
46 - 54	15.0%	13.8%	17.8%	11.6%	11.7%
55 and Over	8.1%	6.4%	10.4%	10.5%	5.6%
<b>Education</b>					
Less than high school	70.6%	76.7%	58.0%	57.0%	95.3%
High school	22.9%	20.2%	30.7%	34.9%	2.3%
Certificate/associates degree	3.0%	1.8%	5.0%	3.5%	0.9%
College degree or higher	3.5%	1.4%	6.3%	4.7%	1.4%
	100.0%				
<b>Currently in School</b>					
Yes	2.6%	1.6%	3.8%	7.0%	0.0%
No	97.4%	98.4%	96.2%	93.0%	100.0%
Number of Observations	1,718	738	681	86	213

*Source*: Analysis of IWORKS data from April 1, 2007 through March 31, 2008 by the Urban Institute.

<sup>1</sup>Marshalltown did not begin offering services until the fourth quarter of 2007.

## **APPENDIX C**

### **Demographic and Service Receipt Data for New Americans Centers Participants**

Several data sources were used to describe NAC participants and the services they received. Both Arkansas and Iowa NACs reported participant demographics and services to participants, employers, and the community in the Annual Services and Referrals Provided (ASRP) Report. For greater detail and accuracy, additional data sources were added from each site to supplement the information from the ASRP report. In Arkansas, this additional information came from tracking the services received by individual participants over the course of several months. In Iowa, data on individual participants were collected from the statewide data management system, IWORKS, to examine services received by individuals over the course of a year. This appendix describes these data sources in detail and the issues that arise within each.

### **Annual Services and Referrals Provided Report**

The primary source of data on the types of services participants received at the NACs was drawn from a reporting system developed specifically for this demonstration project. The ASRP report is an Excel spreadsheet developed by McNeil Technologies, the demonstration's technical assistance contractor, based on Iowa's original data reporting system. It was revised to identify and define common data elements based on input from NARN and NIC program staff, Arkansas and Iowa project managers, McNeil Technologies, and ETA. The reporting system was refined throughout the first year of the demonstration. Because NAC staff had different perceptions on how to use the reporting system, staff in Arkansas and Iowa reported they were able to use the spreadsheet to accurately record information starting in the first quarter of 2007 (January–March). This matter is explained further below.

Using the ASRP report, local NAC staff documented basic demographic information as well as information on services provided to participants, employers, and the community quarterly. Participant data included basic demographics: gender, ethnicity/race, and age. Service categories were divided into three categories: participant services, employer services, and community services. Within each category, services were broken into several subcategories, including immigration assistance, legal assistance, child care, banking, basic needs, employment search, translation, targeted training, staffing needs, and cultural awareness and diversity training. These subcategories were more narrowly divided into specific types of services. For example, “legal services” included legal assistance access, human/civil rights issues, taxes/ITIN, and Social Security issues. Each service category was further defined as a direct service (i.e., service provided directly by NAC staff to an individual, employer, or the community) or an indirect (counseling/referral) service. There was no direct correlation between the demographic data and the participant service data reported in any given quarter. For example, an individual who visited the NAC to receive assistance finding a job may not have been captured in the demographic data for that particular quarter because he or she had already registered with the NAC for services in a prior quarter. However, the individual's referral to a local employer or ESL classes would have been recorded in the service data.

In Arkansas, staff from each local NARN site entered their own data into a site-specific spreadsheet, which was then rolled up into the statewide ASRP report each quarter. Demographic information was compiled from registration forms completed by NARN participants when they sought out services for the first time. Local staff developed their own

systems for daily and/or monthly recordkeeping, with most relying on hand tallies for reporting.<sup>42</sup>

In Iowa, staff initially used a Lotus Notes spreadsheet to track service receipt and participant demographics. From June through December 2006, NIC staff relied on hand tallies to generate aggregate data entered into the NAC reporting system. As of December 2006, NIC staff began entering all their participant data directly into the state's IWORKS data management system. Each quarter, regional supervisors generated reports from IWORKS and then entered counts generated from these reports onto the NAC spreadsheet to meet quarterly reporting requirements. Given problems associated with the development and use of IWORKS, NIC staff continued to use their own recordkeeping systems to cross-check the IWORKS reports. As in Arkansas, many staff kept hand tallies rather than relying on data from the IWORKS system.<sup>43</sup>

Another limitation is that the ASRP report was not used to accurately count individuals served through the NACs. In both states, individuals who received services but did not complete a registration may not have been included in the participant count. For example, if an individual received translation assistance at a school fair, his or her demographic data would not have been included (but he or she would have been included in the count of services provided). If the person came into the office and registered for assistance and then had documents translated, he or she would have been counted in the demographic data. Before 2007, individuals in Iowa seeking assistance through the NICs were counted once a month, for a maximum of three times a quarter, regardless of the number of times they received services. As of the first quarter in 2007, however, NICs began reporting demographic information for new participants only. In Arkansas, how participants were counted ranged greatly. Two NARN locations recorded participant data the first time an individual sought out services; their demographic data were based on an unduplicated participant count and represented unique individuals. Demographic data as recorded in the other two sites did not represent unique individuals. In one location, demographic data were reported each time an individual received services. The other site counted participants each time they came in for services, but no more than once a month or 12 times each year.

There were also inconsistencies in the data reported for participants, employers, and community services. Based on discussions with staff and review of the quarterly reports, participant services were undercounted in some locations. While staff in Iowa, for the most part, counted a service each time it was provided to an individual, the story was more complicated in Arkansas. Staff in two locations recorded services each time they were provided to an individual. In the other two NARN locations, however, multiple deliveries of the same service for a single individual were counted as a single service. Rather than reporting the total number of times a specific service was provided, they tallied the number of people who received a specific service. For example, if a person came to the NARN seeking notary assistance three times over the course of one month,

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<sup>42</sup> In Little Rock, for example, staff used a Word document to track services provided that was then tallied by hand and entered into the NAC reporting system. In Russellville, although staff entered information into an Access database developed specifically for this project, they relied on hand counts to develop a monthly tally of services provided. Similarly, staff in Rogers entered information into an Access database but kept a weekly tally of services provided from which they compiled monthly and quarterly service counts.

<sup>43</sup> Staff in Des Moines and Council Bluffs sites kept a log of services provided, and staff in Mount Pleasant used a client services history record form from which they generated a service count.

it would have been recorded as one instance of notary services. In addition, staff in Arkansas varied in how they recorded participation in the civics classes, which were made up of two sessions. In some locations, attendance at both sessions counted as participation at two sessions, and in others it was counted as one.

### **Arkansas Service Tracking Data**

For a more detailed examination of program participant characteristics and to counter some of the data issues described above for the ASRP report, each NAC in Arkansas undertook additional service data collection. Staff at the Urban Institute developed a paper form for this data collection that could be used to track the demographic characteristics and services received by each NARN participant. After being trained on the use of the service tracking forms by Urban Institute staff, NARN staff began data collection in late April 2008 and continued through the end of June 2008, for a data collection period of about nine weeks. During this period, Urban Institute staff were in regular contact with NARN staff to answer any questions that arose. However, Urban Institute staff were unable to personally observe and monitor how data were recorded. At the end of the service tracking period, all forms were collected from each site and entered into an Excel spreadsheet by Urban Institute staff for analysis. The validity and reliability of the data provided by NARN could not be verified or fully determined by the Urban Institute.

NARN staff were instructed to maintain records on each participant that came to the NARN for services during the data collection period by keeping one form per participant and noting the date and services provided to participants each time they were served. The system of connecting services to participants provided a more standardized recording system to reduce variation among the NARN sites, and the service categories on this form were designed to be similar to those of the ASRP report. They represented the major categories of services provided by the NARN sites, but the categories were not as detailed as the ASRP report in that they aggregated specific services into service types (e.g., assistance with clothing and food needs were both recorded as a “basic needs service” instead of separately) and did not require staff to distinguish between direct and indirect services. The demographic characteristics, in contrast, were more detailed than in the ASRP report and required additional information such as educational attainment and country of origin.

However, the additional service data collection should be interpreted in conjunction with other data sources, as it cannot be representative of all NARN participants. Owing to the limited window of data collection, the information gained from the service tracking data cannot be extended to the experiences of all participants throughout the course of the demonstration grant. Although most participant characteristics are likely very similar, NARN staff remarked that several sites had lower demands for their services by the end of the demonstration grant and may have therefore been providing fewer services during this period than earlier in the grant.

The number of services and contacts an average participant received could have also been undercounted if the relatively short period of data collection did not capture all of a participant’s interactions with the NARN. For example, if a new participant went to a NARN in May 2008 and returned for a second time in August 2008, the service tracking data would have only

counted that participant's first visit and the services he or she received at that time. Participants that received intensive services from the NARN earlier in the demonstration grant but did not return during the period of data collection were also not part of the information collected; thus, different patterns of service receipt may not have been captured in the service tracking data.

The relatively short period of data collection also influenced the number of participants for whom information was collected, making comparisons difficult. With information on fewer than 100 participants in each NARN site, it is impossible to determine whether any variation in service receipt can be attributed to known characteristics (such as site, education level, or gender) instead of unobserved characteristics. Missing data also contribute to the difficulty of comparison; while some data collection items had low rates of non-response, including race/ethnicity, primary language spoken, and English proficiency, others have high rates of nonresponse. In one site, over one in ten participants' information was missing an individual's gender and almost one in three did not have an individual's country of origin recorded. More than 5 percent of participants in at least one site were also missing information for age or employment status. While the information available is used to note several differences in service receipt by participant characteristics, conclusions cannot be drawn as to the cause of these differences.

Lastly, the service tracking data collection did not entirely eliminate cross-site variation in recording of services, and comparisons should be made with caution. In particular, the dates of service provision for one site were identical for most participants, who also received identical services. The NARN likely served participants on dates other than those recorded on the service tracking forms, and the information from this site may therefore distort the picture of services that were actually received by participants.

### **IWORKS Participant Data**

Iowa's state data management system, IWORKS, provided data for analysis of individual participant receipt of services. Although similar to the data collected within the ASRP report, the data collected in IWORKS are not automatically aggregated but recorded individually. NIC staff report such participant characteristics as age, gender, and race and ethnicity into this computer-based system along with information about the services provided during each visit. Thus, it is possible to connect service receipt to participant characteristics over time.

The services reported in the IWORKS system largely mirrored those reported in the ASRP report. Services were broken down into direct and indirect services and included assistance such as employment-related services, computer access, and child care assistance. However, several service categories appeared in the IWORKS data that were not present in the ASRP report. These services included federal bonding services, public notary services, referrals to other agencies, and "other services not mentioned." These services were grouped as "miscellaneous services" for analysis. An additional service, "joint events," could not be correlated with the services provided in the ASRP report and is reported separately. It could not be determined what type of service is denoted by joint events.

As noted above, the data drawn from IWORKS may not fully represent NIC participants over the course of the demonstration grant. The analyses were based on services provided between April

1, 2007, and March 31, 2008; therefore, the analyses of individual service receipt presented in Chapter IV are limited to participants at the NIC sites during this time period. Participants who first received NIC services before April 1, 2007, and who did not return for services during this period did not contribute to analyses of participant characteristics and service receipt, which may have influenced the types of services and number of services provided that analyses revealed. In addition, NIC staff found that reports generated by the IWORKS system represent inaccurate counts of the participants they served. The system underwent several revisions over the course of the ETA grant, but it isn't possible to assess the degree of accuracy that it was able to achieve.

**APPENDIX D**

**Combinations of Services and Pathways of Service Receipt for New Iowan Centers  
Participants**

The statewide data reporting system, IWORKS, was used to examine the patterns of individual service receipt by participants at the NIC sites. IWORKS data from April 1, 2007, through March 31, 2008, were collected and analyzed for participants at each NIC during this time. While some of these results were presented in Chapter IV, more detailed descriptions of service receipt are below.

*Combinations of services ever received.* Many participants received more than one service between April 1, 2007, and March 31, 2008. Table D.1 exhibits service combinations received by NIC participants. The table displays the percentage of participants receiving each type of service listed in the columns who also received the service in the corresponding row. As noted in Chapter IV, employment services were most often received by NIC participants, with 72 percent ever receiving employment services. Nearly half of those who received employment services also received general information, 40 percent received miscellaneous services, 37 percent received interpretation/translation, and 26 percent received computer access. General information was also received by over half (59 percent) of NIC participants. These participants also commonly received miscellaneous services (33 percent), interpretation/translation (34 percent), and computer access (28 percent). Few participants combined any services with ESL/language classes, other classes, supportive service assistance, and legal issues. Differences by NIC location, gender, and education level are shown in Appendix Tables D.4–D.11.

*Pathways of service receipt.* The types of services provided to NIC participants followed some patterns concerning service combinations and timing of services. Two-thirds of NIC participants received employment services on their first visit to an NIC center between April 1, 2007 and March 31, 2008, and nearly one-quarter of these participants returned for a second visit (Table D.2). In contrast, among participants who did not receive employment services at their first visit, fewer (14 percent) came into the NIC for a second service.

Most NIC participants who had received employment services and made a second visit were provided with employment services again during their second visit (80 percent), as is shown in Table D.2. A sizable share also received general information (48 percent), miscellaneous services (41 percent), interpretation/translation (36 percent), and computer access (25 percent). In contrast, ESL/language classes were the most common service provided to participants during a second visit who had not received employment services at the first visit (36 percent of these participants received ESL/language classes at their second visit). During the second visit, these participants also frequently received miscellaneous services (31 percent), general information (28 percent), interpretation/translation (24 percent), computer access (22 percent), or employment services (21 percent). The remaining types of services were each offered to less than 20 percent of participants at their second visit. This suggests that participants who received employment services at their first visit received a greater mix of services during their second visit than those who did not.

Patterns of service receipt were similar when looking at any visit subsequent to the first visit (Table D.3). One notable difference was for those who did not receive employment services on the first visit. Thirty-seven percent of those who had a subsequent visit received employment services at some point, reflecting the NICs' focus on employment. This suggests that employment services are central to the supports the NICs provide, as many who come to the NIC centers receive employment services at some point, even if they do not seek employment

services at the first or second visit. This is further supported by the high level of receipt of employment services by all participants between April 1, 2007, and March 31, 2008 (over 70 percent). Patterns of service receipt by NIC location, gender and highest education status achieved can be found below in Appendix Tables D.12–D.27.

**Table D.1  
Combinations of Services Ever Received**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	71.8	48.7	40.1	37.2	25.9	6.2	7.4	4.1	3.1	5.9
General Information	48.7	59.0	33.3	33.9	28.1	7.1	8.6	4.2	3.3	8.2
Miscellaneous Services	40.1	33.3	57.2	25.4	19.1	7.5	8.0	4.8	3.9	8.7
Interpretation/Translation	37.2	33.9	25.4	44.8	18.7	5.1	5.5	3.1	2.7	4.8
Computer Access	25.9	28.1	19.1	18.7	30.9	5.5	6.0	2.4	1.6	4.4
ESL/Language Classes	6.2	7.1	7.5	5.1	5.5	13.7	4.0	1.7	1.2	2.8
Other Classes	7.4	8.6	8.0	5.5	6.0	4.0	11.4	2.3	1.6	4.2
Supportive Services Assistance	4.1	4.2	4.8	3.1	2.4	1.7	2.3	6.5	1.5	3.1
Legal Issues Assistance	3.1	3.3	3.9	2.7	1.6	1.2	1.6	1.5	5.2	2.2
Other Services	5.9	8.2	8.7	4.8	4.4	2.8	4.2	3.1	2.2	10.9

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.2  
Pathways of Service Receipt at Second Visit**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	66.6%	33.4%
Second Visit	23.8%	14.1%
Types of Services Received at Second Visit		
Employment Services	80.4%	20.7%
General Information	47.9%	28.1%
Miscellaneous Services <sup>1</sup>	40.6%	31.0%
Interpretation/Translation	35.9%	24.4%
Computer Access	24.9%	21.9%
ESL/Language Classes	4.9%	36.0%
Other Classes	4.9%	8.3%
Supportive Services Assistance	2.4%	6.2%
Legal Issues Assistance	1.2%	3.3%
Immigration Services	0.7%	7.4%
Civics Education Classes	1.0%	12.4%
Joint Events	2.4%	3.3%
Tax/SSN Assistance	1.2%	1.7%
Financial Assistance	0.2%	0.4%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

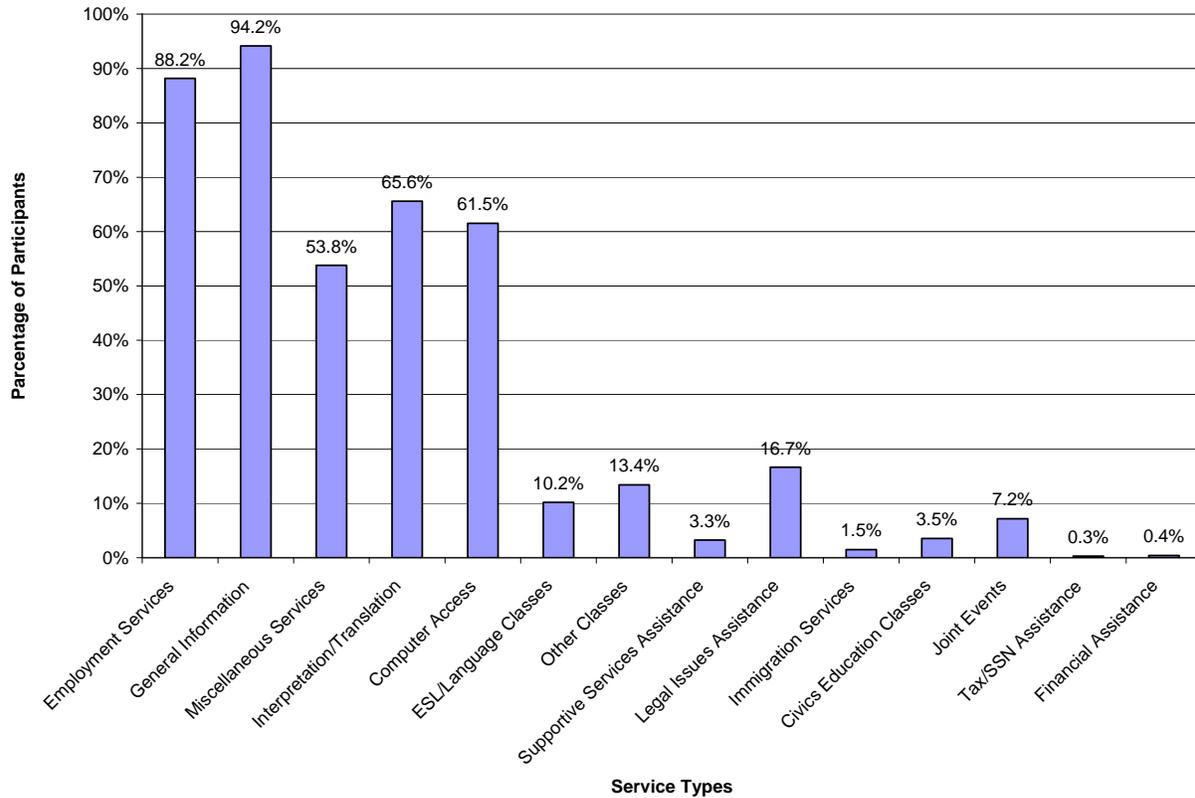
**Table D.3  
Pathways of Service Receipt at Any Visit after First Visit**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	66.6%	33.4%
Any Visit after First Visit	23.8%	14.1%
Types of Services Received at Any Visit after First Visit		
Employment Services	87%	37%
General Information	62%	48%
Miscellaneous Services <sup>1</sup>	56%	51%
Interpretation/Translation	48%	39%
Computer Access	31%	34%
ESL/Language Classes	10%	44%
Other Classes	11%	18%
Supportive Services Assistance	4%	13%
Legal Issues Assistance	5%	10%
Immigration Services	3%	18%
Civics Education Classes	2%	17%
Joint Events	5%	7%
Tax/SSN Assistance	2%	5%
Financial Assistance	1%	2%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

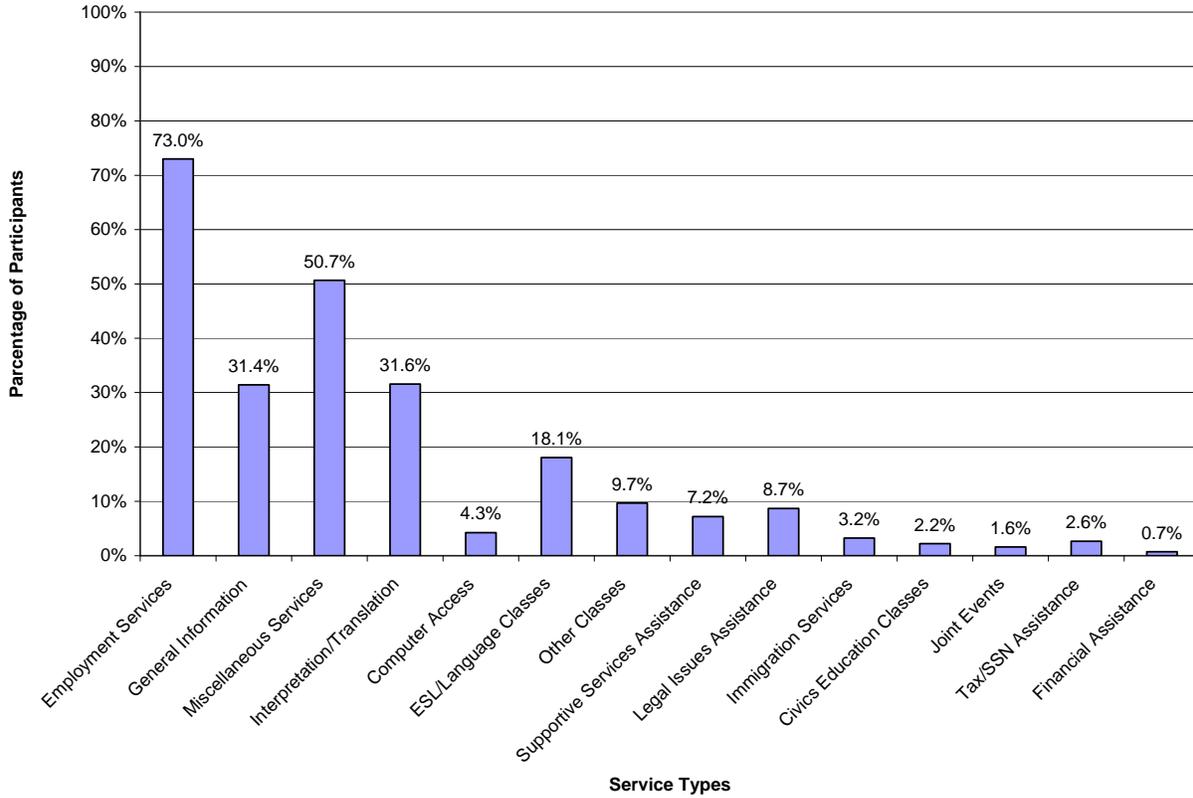
**Figure D.1**  
**Types of Services Ever Received by Council Bluffs NIC Participants,**  
**April 1, 2007–March 31, 2008**



Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

Note: Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

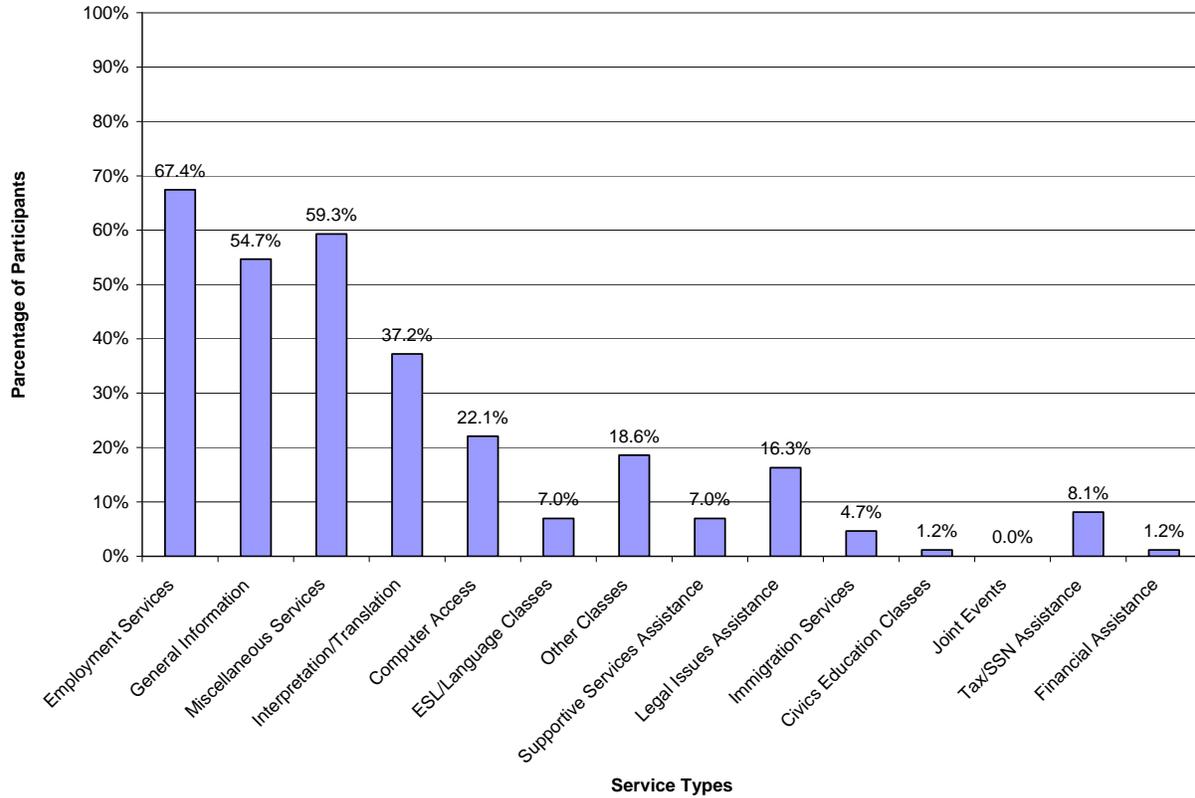
**Figure D.2**  
**Types of Services Ever Received by Des Moines NIC Participants**  
**April 1, 2007–March 31, 2008**



Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

Note: Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

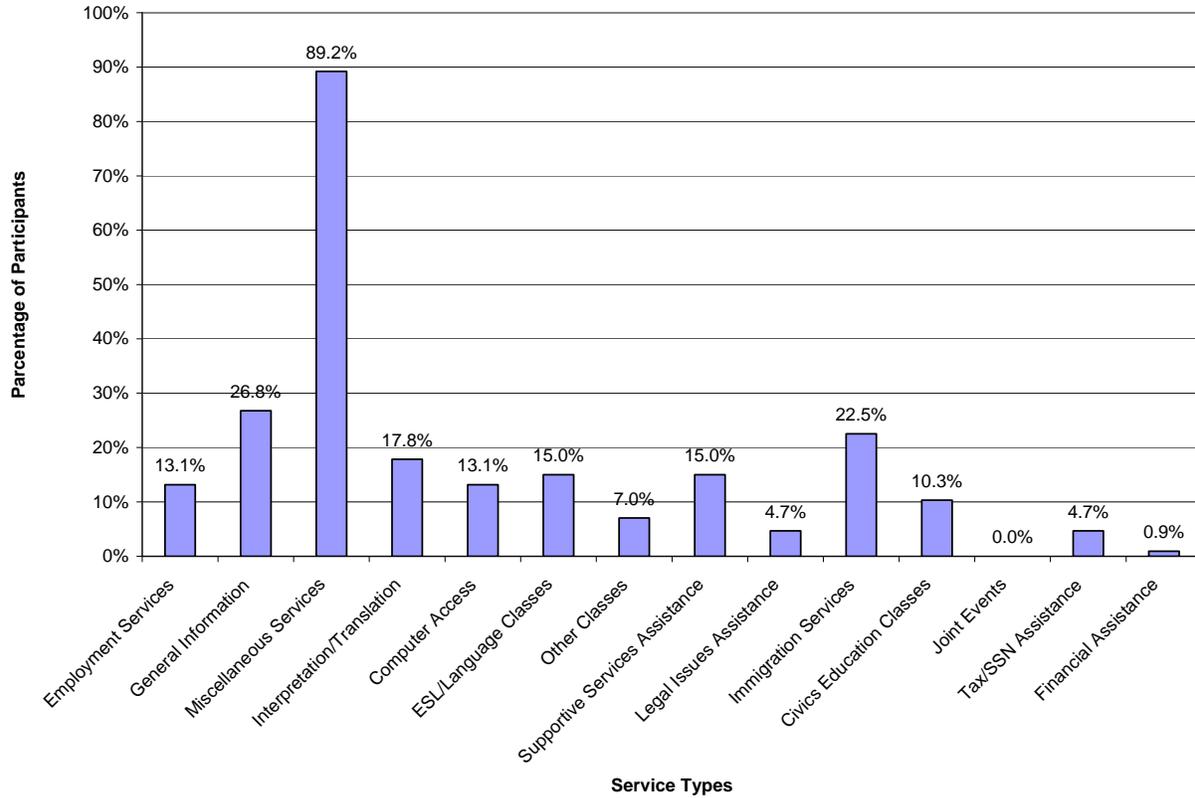
**Figure D.3**  
**Types of Services Ever Received by Marshalltown NIC Participants**  
**April 1, 2007–March 31, 2008**



Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

Note: Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Figure D.4**  
**Types of Services Ever Received by Mount Pleasant NIC Participants**  
**April 1, 2007–March 31, 2008**



Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

Note: Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.4  
Combinations of Services Ever Received: Council Bluffs**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	88.2	85.5	47.7	60.4	53.0	4.1	8.5	2.4	1.4	5.4
General Information	85.5	94.2	51.4	63.3	57.7	7.1	11.8	3.3	1.9	7.7
Miscellaneous Services	47.7	51.4	53.8	33.5	35.9	5.4	10.2	3.1	1.9	7.6
Interpretation/Translation	60.4	63.3	33.5	65.6	39.8	6.0	9.4	1.9	1.6	5.0
Computer Access	53.0	57.7	35.9	39.8	61.5	9.8	11.0	3.1	1.8	6.6
ESL/Language Classes	4.1	7.1	5.4	9.8	9.8	10.2	6.0	1.5	1.1	2.6
Other Classes	8.5	11.8	10.2	11.0	11.0	6.0	13.4	3.1	1.8	6.4
Supportive Services Assistance	2.4	3.3	3.1	3.1	3.1	1.5	3.1	3.3	1.2	3.1
Legal Issues Assistance	1.4	1.9	1.9	1.8	1.8	1.1	1.8	1.2	1.9	1.9
Other Services	5.4	7.7	7.6	6.6	6.6	2.6	6.4	3.1	1.9	7.7

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.5  
Combinations of Services Ever Received: Des Moines**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	73.0	23.4	40.7	23.4	4.0	10.0	7.3	6.0	5.1	6.3
General Information	23.4	31.4	17.3	11.5	2.8	6.6	5.4	4.0	4.3	5.6
Miscellaneous Services	40.7	17.3	50.7	18.9	3.4	9.7	5.6	4.6	4.6	5.1
Interpretation/Translation	23.4	11.5	18.9	31.6	0.4	4.4	2.1	2.1	3.2	3.4
Computer Access	4.0	2.8	3.4	0.4	4.3	1.6	1.0	0.7	0.9	0.7
ESL/Language Classes	10.0	6.6	9.7	4.4	1.6	18.1	2.5	1.8	1.5	2.2
Other Classes	7.3	5.4	5.6	2.1	1.0	2.5	9.7	1.5	1.5	2.1
Supportive Services Assistance	6.0	4.0	4.6	2.1	0.7	1.8	1.5	7.2	1.5	2.1
Legal Issues Assistance	5.1	4.3	4.6	3.2	0.9	1.5	1.5	1.5	7.9	1.9
Other Services	6.3	5.6	5.1	3.4	0.7	2.2	2.1	2.1	1.9	9.4

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.6**  
**Combinations of Services Ever Received: Marshalltown**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	67.4	33.7	41.9	26.7	19.8	3.5	12.8	1.2	2.3	4.7
General Information	33.7	54.7	32.6	16.3	19.8	4.7	16.3	3.5	2.3	11.6
Miscellaneous Services	41.9	32.6	59.3	33.7	16.3	2.3	11.6	3.5	3.5	7.0
Interpretation/Translation	26.7	16.3	33.7	37.2	8.1	2.3	5.8	2.3	3.5	4.7
Computer Access	19.8	19.8	16.3	8.1	22.1	3.5	9.3	0.0	1.2	2.3
ESL/Language Classes	3.5	4.7	2.3	2.3	3.5	7.0	4.7	0.0	0.0	1.2
Other Classes	12.8	16.3	11.6	5.8	9.3	4.7	18.6	0.0	1.2	2.3
Supportive Services Assistance	1.2	3.5	3.5	2.3	0.0	0.0	0.0	7.0	1.2	2.3
Legal Issues Assistance	2.3	2.3	3.5	3.5	1.2	0.0	1.2	1.2	3.5	2.3
Other Services	4.7	11.6	7.0	4.7	2.3	1.2	2.3	2.3	2.3	14.0

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.7**  
**Combinations of Services Ever Received: Mount Pleasant**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	13.2	8.0	10.8	5.2	4.7	2.4	1.4	5.2	2.8	7.0
General Information	8.0	26.8	22.1	11.3	9.9	9.9	4.7	8.5	5.6	16.4
Miscellaneous Services	10.8	22.1	89.2	15.0	12.2	9.9	6.6	12.2	8.9	24.9
Interpretation/Translation	5.2	11.3	15.0	17.8	8.0	5.2	3.3	11.3	4.2	8.5
Computer Access	4.7	9.9	12.2	8.0	13.2	4.2	3.3	6.6	3.3	9.4
ESL/Language Classes	2.4	9.9	9.9	5.2	4.2	15.0	1.4	2.8	1.4	6.1
Other Classes	1.4	4.7	6.6	3.3	3.3	1.4	7.0	2.8	1.4	4.2
Supportive Services Assistance	5.2	8.5	12.2	11.3	6.6	2.8	2.8	15.0	2.4	7.0
Legal Issues Assistance	2.8	5.6	8.9	4.2	3.3	1.4	1.4	2.4	8.9	4.2
Other Services	7.0	16.4	24.9	8.5	9.4	6.1	4.2	7.0	4.2	25.8

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.8**

**Combinations of Services Ever Received: Male**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	74.6	49.8	40.6	39.9	25.8	5.4	6.6	3.7	2.9	5.5
General Information	49.8	58.7	32.4	34.0	27.5	6.2	7.4	3.0	2.6	7.3
Miscellaneous Services	40.6	32.4	56.9	26.3	17.8	5.9	6.9	3.9	3.1	8.0
Interpretation/Translation	39.9	34.0	26.3	47.0	18.0	5.0	4.7	2.4	2.5	3.7
Computer Access	25.8	27.5	17.8	18.0	29.7	4.2	4.3	1.7	1.2	3.3
ESL/Language Classes	5.4	6.2	5.9	5.0	4.2	10.5	3.5	1.2	1.2	2.4
Other Classes	6.6	7.4	6.9	4.7	4.3	3.5	10.1	1.9	1.2	3.8
Supportive Services Assistance	3.7	3.0	3.9	2.4	1.7	1.2	1.9	5.0	1.0	2.2
Legal Issues Assistance	2.9	2.6	3.1	2.5	1.2	1.2	1.2	1.0	4.3	1.7
Other Services	5.5	7.3	8.0	3.7	3.3	2.4	3.8	2.2	1.7	9.9

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.9**  
**Combinations of Services Ever Received: Female**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	68.0	47.1	39.2	33.4	26.0	7.2	8.4	4.7	3.3	6.4
General Information	47.1	59.3	34.4	33.7	28.9	8.3	10.2	5.8	4.3	9.3
Miscellaneous Services	39.2	34.4	57.6	24.2	20.7	9.7	9.4	6.1	5.0	9.7
Interpretation/Translation	33.4	33.7	24.2	41.6	19.5	5.1	6.5	4.1	2.9	6.1
Computer Access	26.0	28.9	20.7	19.5	32.3	7.3	8.2	3.5	2.1	5.8
ESL/Language Classes	7.2	8.3	9.7	5.1	7.3	18.2	4.6	2.4	1.2	3.3
Other Classes	8.4	10.2	9.4	6.5	8.2	4.6	13.1	2.8	2.1	4.6
Supportive Services Assistance	4.7	5.8	6.1	4.1	3.5	2.4	2.8	8.4	2.1	4.4
Legal Issues Assistance	3.3	4.3	5.0	2.9	2.1	1.2	2.1	2.1	6.5	2.9
Other Services	6.4	9.3	9.7	6.1	5.8	3.3	4.6	4.4	2.9	12.3

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.10**  
**Combinations of Services Ever Received: Less Than a High School Degree**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	67.9	48.6	37.7	44.4	26.3	6.5	5.7	3.0	2.1	5.2
General Information	48.6	59.4	32.8	41.5	29.2	8.2	7.8	3.6	2.6	8.2
Miscellaneous Services	37.7	32.8	58.9	29.8	19.0	8.5	7.2	4.7	3.6	9.3
Interpretation/Translation	44.4	41.5	29.8	54.1	22.9	6.2	6.1	4.0	2.6	5.4
Computer Access	26.3	29.2	19.0	22.9	31.9	6.5	5.9	2.1	1.3	4.6
ESL/Language Classes	6.5	8.2	8.5	6.2	6.5	15.1	4.2	1.8	1.2	3.4
Other Classes	5.7	7.8	7.2	6.1	5.9	4.2	10.4	1.7	1.2	4.0
Supportive Services Assistance	3.0	3.6	4.7	4.0	2.1	1.8	1.7	5.9	1.2	3.0
Legal Issues Assistance	2.1	2.6	3.6	2.6	1.3	1.2	1.2	1.2	4.4	2.2
Other Services	5.2	8.2	9.3	5.4	4.6	3.4	4.0	3.0	2.2	11.4

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.11**  
**Combinations of Services Ever Received: At Least a High School Degree**

	<b>Employment Services</b>	<b>General Information</b>	<b>Miscellaneous Services<sup>1</sup></b>	<b>Interpretation/ Translation</b>	<b>Computer Access</b>	<b>ESL/ Language Classes</b>	<b>Other Classes</b>	<b>Supportive Services Assistance</b>	<b>Legal Issues Assistance</b>	<b>Other Services<sup>2</sup></b>
Employment Services	81.4	48.7	45.7	20.0	25.0	5.4	11.5	6.9	5.5	7.7
General Information	48.7	57.8	34.5	15.8	25.5	4.4	10.7	5.5	5.0	8.1
Miscellaneous Services	45.7	34.5	53.3	15.1	19.4	5.2	9.9	5.2	4.6	7.3
Interpretation/Translation	20.0	15.8	15.1	22.4	8.5	2.4	4.2	1.2	2.8	3.2
Computer Access	25.0	25.5	19.4	8.5	28.3	3.2	6.3	3.2	2.2	4.0
ESL/Language Classes	5.4	4.4	5.2	2.4	3.2	10.5	3.4	1.4	1.4	1.4
Other Classes	11.5	10.7	9.9	4.2	6.3	3.4	13.9	3.6	2.6	4.6
Supportive Services Assistance	6.9	5.5	5.2	1.2	3.2	1.4	3.6	7.9	2.2	3.6
Legal Issues Assistance	5.5	5.0	4.6	2.8	2.2	1.4	2.6	2.2	7.3	2.2
Other Services	7.7	8.1	7.3	3.2	4.0	1.4	4.6	3.6	2.2	9.9

Source: Urban Institute analysis of IWORKS data from April 1, 2007 through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

2. Other services include immigration services, civics education classes, joint events, tax/SSN assistance, and financial assistance.

**Table D.12  
Pathways of Service Receipt: Council Bluffs**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	84.6%	15.4%
Second Visit	22.6%	8.9%
Types of Services Received at Second Visit		
Employment Services	88.0%	24.2%
General Information	90.4%	40.9%
Miscellaneous Services <sup>1</sup>	43.7%	25.8%
Interpretation/Translation	59.9%	24.2%
Computer Access	53.9%	68.2%
ESL/Language Classes	5.4%	62.1%
Other Classes	7.2%	16.7%
Supportive Services Assistance	1.2%	4.5%
Legal Issues Assistance	0.6%	0.0%
Immigration Services	0.6%	1.5%
Civics Education Classes	1.2%	10.6%
Joint Events	5.4%	12.1%
Tax/SSN Assistance	0.0%	1.5%
Financial Assistance	0.0%	1.5%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.13  
Pathways of Service Receipt: Council Bluffs**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	84.6%	15.4%
Any Visit after First Visit	22.6%	8.9%
Types of Services Received at Any Visit after First Visit		
Employment Services	90.4%	40.9%
General Information	94.6%	60.6%
Miscellaneous Services <sup>1</sup>	49.7%	40.9%
Interpretation/Translation	70.7%	42.4%
Computer Access	62.3%	84.8%
ESL/Language Classes	7.2%	65.2%
Other Classes	10.2%	28.8%
Supportive Services Assistance	2.4%	13.6%
Legal Issues Assistance	1.8%	7.6%
Immigration Services	1.8%	10.6%
Civics Education Classes	3.6%	16.7%
Joint Events	9.6%	24.2%
Tax/SSN Assistance	0.0%	3.0%
Financial Assistance	0.6%	3.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.14  
Pathways of Service Receipt: Des Moines**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	66.4%	33.6%
Second Visit	32.0%	14.5%
Types of Services Received at Second Visit		
Employment Services	75.7%	27.3%
General Information	16.1%	17.2%
Miscellaneous Services <sup>1</sup>	38.5%	31.3%
Interpretation/Translation	18.8%	30.3%
Computer Access	2.8%	1.0%
ESL/Language Classes	5.0%	32.3%
Other Classes	2.3%	5.1%
Supportive Services Assistance	3.2%	4.0%
Legal Issues Assistance	1.4%	6.1%
Immigration Services	0.9%	1.0%
Civics Education Classes	0.9%	9.1%
Joint Events	0.5%	0.0%
Tax/SSN Assistance	1.8%	0.0%
Financial Assistance	0.5%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.15  
Pathways of Service Receipt: Des Moines**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	66.4%	33.6%
Any Visit after First Visit	32.0%	14.5%
Types of Services Received at Any Visit after First Visit		
Employment Services	84.9%	45.5%
General Information	38.1%	32.3%
Miscellaneous Services <sup>1</sup>	59.6%	46.5%
Interpretation/Translation	31.2%	37.4%
Computer Access	5.0%	4.0%
ESL/Language Classes	12.8%	39.4%
Other Classes	10.1%	13.1%
Supportive Services Assistance	4.6%	8.1%
Legal Issues Assistance	6.4%	11.1%
Immigration Services	2.8%	3.0%
Civics Education Classes	1.4%	10.1%
Joint Events	2.8%	1.0%
Tax/SSN Assistance	3.7%	2.0%
Financial Assistance	1.8%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.16  
Pathways of Service Receipt: Marshalltown**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	59.3%	40.7%
Second Visit	19.8%	18.6%
Types of Services Received at Second Visit		
Employment Services	88.2%	31.3%
General Information	35.3%	37.5%
Miscellaneous Services <sup>1</sup>	35.3%	31.3%
Interpretation/Translation	29.4%	37.5%
Computer Access	29.4%	18.8%
ESL/Language Classes	0.0%	25.0%
Other Classes	17.6%	6.3%
Supportive Services Assistance	0.0%	6.3%
Legal Issues Assistance	0.0%	0.0%
Immigration Services	0.0%	0.0%
Civics Education Classes	0.0%	0.0%
Joint Events	0.0%	0.0%
Tax/SSN Assistance	0.0%	6.3%
Financial Assistance	0.0%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.17  
Pathways of Service Receipt: Marshalltown**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	59.3%	40.7%
Any Visit after First Visit	19.8%	18.6%
Types of Services Received at Any Visit after First Visit		
Employment Services	94.1%	43.8%
General Information	47.1%	50.0%
Miscellaneous Services <sup>1</sup>	64.7%	50.0%
Interpretation/Translation	35.3%	43.8%
Computer Access	47.1%	31.3%
ESL/Language Classes	0.0%	25.0%
Other Classes	17.6%	12.5%
Supportive Services Assistance	0.0%	6.3%
Legal Issues Assistance	5.9%	0.0%
Immigration Services	0.0%	6.3%
Civics Education Classes	0.0%	0.0%
Joint Events	0.0%	0.0%
Tax/SSN Assistance	0.0%	6.3%
Financial Assistance	0.0%	6.3%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.18  
Pathways of Service Receipt: Mount Pleasant**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	8.0%	92.0%
Second Visit	3.3%	28.6%
Types of Services Received at Second Visit		
Employment Services	28.6%	3.3%
General Information	57.1%	29.5%
Miscellaneous Services <sup>1</sup>	42.9%	36.1%
Interpretation/Translation	14.3%	11.5%
Computer Access	14.3%	6.6%
ESL/Language Classes	0.0%	16.4%
Other Classes	0.0%	4.9%
Supportive Services Assistance	14.3%	11.5%
Legal Issues Assistance	14.3%	3.3%
Immigration Services	0.0%	26.2%
Civics Education Classes	0.0%	23.0%
Joint Events	0.0%	0.0%
Tax/SSN Assistance	14.3%	3.3%
Financial Assistance	0.0%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.19  
Pathways of Service Receipt: Mount Pleasant**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	8.0%	92.0%
Any Visit after First Visit	3.3%	28.6%
Types of Services Received at Any Visit after First Visit		
Employment Services	57.1%	18.0%
General Information	85.7%	60.7%
Miscellaneous Services <sup>1</sup>	71.4%	70.5%
Interpretation/Translation	42.9%	36.1%
Computer Access	57.1%	29.5%
ESL/Language Classes	28.6%	32.8%
Other Classes	28.6%	14.8%
Supportive Services Assistance	42.9%	23.0%
Legal Issues Assistance	42.9%	13.1%
Immigration Services	28.6%	54.1%
Civics Education Classes	0.0%	31.1%
Joint Events	0.0%	0.0%
Tax/SSN Assistance	14.3%	13.1%
Financial Assistance	0.0%	3.3%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.20**  
**Pathways of Service Receipt: Male**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	69.4%	30.6%
Second Visit	24.5%	12.0%
Types of Services Received at Second Visit		
Employment Services	84.4%	26.9%
General Information	48.6%	28.6%
Miscellaneous Services <sup>1</sup>	38.3%	36.1%
Interpretation/Translation	37.4%	27.7%
Computer Access	23.9%	21.0%
ESL/Language Classes	3.7%	29.4%
Other Classes	3.3%	10.1%
Supportive Services Assistance	2.5%	5.9%
Legal Issues Assistance	0.4%	3.4%
Immigration Services	0.0%	8.4%
Civics Education Classes	0.8%	11.8%
Joint Events	2.1%	5.9%
Tax/SSN Assistance	0.4%	1.7%
Financial Assistance	0.0%	0.8%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.21  
Pathways of Service Receipt: Male**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	69.4%	30.6%
Any Visit after First Visit	24.5%	12.0%
Types of Services Received at Any Visit after First Visit		
Employment Services	89.7%	43.7%
General Information	64.6%	49.6%
Miscellaneous Services <sup>1</sup>	54.3%	52.1%
Interpretation/Translation	50.6%	42.9%
Computer Access	29.6%	32.8%
ESL/Language Classes	9.5%	36.1%
Other Classes	8.6%	16.0%
Supportive Services Assistance	3.3%	11.8%
Legal Issues Assistance	4.1%	10.9%
Immigration Services	2.1%	18.5%
Civics Education Classes	1.6%	16.0%
Joint Events	4.1%	9.2%
Tax/SSN Assistance	2.1%	5.0%
Financial Assistance	0.8%	2.5%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.22  
Pathways of Service Receipt: Female**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	62.7%	37.3%
Second Visit	22.8%	17.0%
Types of Services Received at Second Visit		
Employment Services	75.2%	14.6%
General Information	46.7%	27.6%
Miscellaneous Services <sup>1</sup>	43.6%	26.0%
Interpretation/Translation	33.3%	21.1%
Computer Access	26.1%	22.8%
ESL/Language Classes	6.7%	42.3%
Other Classes	6.7%	6.5%
Supportive Services Assistance	2.4%	6.5%
Legal Issues Assistance	2.4%	3.3%
Immigration Services	1.8%	6.5%
Civics Education Classes	1.2%	13.0%
Joint Events	2.4%	0.8%
Tax/SSN Assistance	2.4%	1.6%
Financial Assistance	0.6%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.23  
Pathways of Service Receipt: Female**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	62.7%	37.3%
Any Visit after First Visit	22.8%	17.0%
Types of Services Received at Any Visit after First Visit		
Employment Services	83.6%	30.9%
General Information	58.8%	47.2%
Miscellaneous Services <sup>1</sup>	58.2%	50.4%
Interpretation/Translation	43.0%	35.0%
Computer Access	32.7%	35.8%
ESL/Language Classes	11.5%	51.2%
Other Classes	13.3%	19.5%
Supportive Services Assistance	5.5%	14.6%
Legal Issues Assistance	6.7%	8.9%
Immigration Services	3.6%	17.9%
Civics Education Classes	2.4%	17.1%
Joint Events	6.7%	4.9%
Tax/SSN Assistance	2.4%	5.7%
Financial Assistance	1.8%	1.6%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.24  
Pathways of Service Receipt: Less than a High School Degree**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	62.4%	37.6%
Second Visit	21.1%	15.7%
Types of Services Received at Second Visit		
Employment Services	79.7%	18.8%
General Information	52.7%	25.1%
Miscellaneous Services <sup>1</sup>	40.2%	31.9%
Interpretation/Translation	48.0%	26.7%
Computer Access	27.0%	22.5%
ESL/Language Classes	7.4%	36.6%
Other Classes	3.9%	8.4%
Supportive Services Assistance	2.7%	6.8%
Legal Issues Assistance	0.4%	2.6%
Immigration Services	0.4%	8.9%
Civics Education Classes	1.6%	14.7%
Joint Events	2.3%	4.2%
Tax/SSN Assistance	0.8%	2.1%
Financial Assistance	0.0%	0.5%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.25  
Pathways of Service Receipt: Less than a High School Degree**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	62.4%	37.6%
Any Visit after First Visit	21.1%	15.7%
Types of Services Received at Any Visit after First Visit		
Employment Services	85.9%	34.6%
General Information	66.8%	47.1%
Miscellaneous Services <sup>1</sup>	54.7%	53.9%
Interpretation/Translation	60.9%	43.5%
Computer Access	34.4%	36.1%
ESL/Language Classes	13.7%	46.6%
Other Classes	9.0%	16.8%
Supportive Services Assistance	4.3%	14.1%
Legal Issues Assistance	3.9%	9.9%
Immigration Services	2.7%	20.9%
Civics Education Classes	2.7%	19.4%
Joint Events	5.1%	7.9%
Tax/SSN Assistance	2.0%	5.8%
Financial Assistance	0.4%	1.6%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.26**  
**Pathways of Service Receipt: At Least a High School Degree**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	76.6%	23.4%
Second Visit	30.3%	10.1%
Types of Services Received at Second Visit		
Employment Services	81.7%	27.5%
General Information	39.9%	39.2%
Miscellaneous Services <sup>1</sup>	41.2%	27.5%
Interpretation/Translation	15.7%	15.7%
Computer Access	21.6%	19.6%
ESL/Language Classes	0.7%	33.3%
Other Classes	6.5%	7.8%
Supportive Services Assistance	2.0%	3.9%
Legal Issues Assistance	2.6%	5.9%
Immigration Services	1.3%	2.0%
Civics Education Classes	0.0%	3.9%
Joint Events	2.6%	0.0%
Tax/SSN Assistance	2.0%	0.0%
Financial Assistance	0.7%	0.0%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned.” Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**Table D.27**  
**Pathways of Service Receipt: At Least a High School Degree**

	Type of Service Received during First Visit between April 1, 2007, and March 31, 2008	
	Employment Services	No Employment Services
First Visit	76.6%	23.4%
Any Visit after First Visit	30.3%	10.1%
Types of Services Received at Any Visit after First Visit		
Employment Services	88.9%	47.1%
General Information	54.9%	52.9%
Miscellaneous Services <sup>1</sup>	58.2%	41.2%
Interpretation/Translation	25.5%	21.6%
Computer Access	25.5%	27.5%
ESL/Language Classes	4.6%	33.3%
Other Classes	13.7%	21.6%
Supportive Services Assistance	3.9%	9.8%
Legal Issues Assistance	7.2%	9.8%
Immigration Services	2.6%	7.8%
Civics Education Classes	1.3%	5.9%
Joint Events	5.9%	3.9%
Tax/SSN Assistance	2.6%	3.9%
Financial Assistance	2.6%	3.9%

Source: Urban Institute analysis of IWORKS data from April 1, 2007, through March 31, 2008.

1. Miscellaneous Services include the following services as described in IWORKS: federal bonding, public notary services, referrals to other agencies, and “other services not mentioned. Most miscellaneous services were “other services not mentioned.” Based on conversations with Iowa staff, some services falling into this category may have been misclassified by the sites.

**APPENDIX E**

**New Iowan Centers Participant Employment and Earnings Regression Coefficients**

**Table E.1**  
**Estimated Relationships between NIC Service Receipt and NIC Participants' Employment, by Site, Full Set of Coefficients**

	All Sites	Council Bluffs	Des Moines	Marshall-town <sup>1</sup>	Mount Pleasant
<b>Period<sup>2</sup></b> (omitted: one year before receipt)					
Two years before receipt	-0.035*** [0.008]	-0.022** [0.011]	-0.051*** [0.013]	-0.070** [0.035]	0.024 [0.043]
Quarter of receipt	0.101*** [0.012]	0.110*** [0.016]	0.096*** [0.018]	0.064 [0.059]	0.104* [0.056]
One year after receipt <sup>3</sup>	0.075*** [0.013]	0.081*** [0.018]	0.077*** [0.020]	0.028 [0.054]	0.033 [0.050]
<b>Unemployment Rate</b>	-0.054*** [0.007]	-0.020** [0.008]	-0.085*** [0.011]	-0.111*** [0.040]	-0.099*** [0.027]
<b>Site Location</b> (omitted: Council Bluffs)					
Des Moines	0.270*** [0.019]				
Mount Pleasant	0.230*** [0.048]				
Marshalltown	0.199*** [0.038]				
<b>Participant Characteristics</b>					
<i>Male</i>	-0.001 [0.017]	-0.031 [0.025]	0.028 [0.026]	0.073 [0.079]	0.023 [0.095]
<i>Age</i> (omitted: 25 to 54)					
24 and younger	-0.045** [0.022]	-0.016 [0.030]	-0.109*** [0.037]	0.085 [0.089]	0.004 [0.181]
55 and older	-0.013 [0.031]	-0.001 [0.054]	-0.026 [0.041]	0.000 [0.138]	-0.050 [0.156]
<i>Race and Ethnicity</i> (omitted: white non-Hispanic)					
Hispanic	0.051* [0.026]	0.018 [0.047]	0.049 [0.036]	0.116 [0.099]	0.019 [0.090]
Black	-0.053 [0.039]	-0.082 [0.086]	-0.072 [0.046]	0.256 [0.247]	0.000 [0.000]
Other	0.513*** [0.016]	0.683*** [0.015]	0.404*** [0.018]	0.512*** [0.055]	0.435*** [0.081]
<i>Educational Attainment</i> (omitted: no high school)					
High school degree or more	0.013 [0.020]	0.040 [0.032]	-0.008 [0.027]	0.026 [0.089]	-0.098 [0.105]
<i>Currently in school</i>	0.021 [0.048]	-0.011 [0.102]	0.070 [0.058]	-0.031 [0.139]	0.000 [0.000]
<b>Constant</b>	0.466*** [0.040]	0.354*** [0.059]	0.880*** [0.059]	0.775*** [0.212]	0.919*** [0.131]
<b>Number of observations</b>	16,624	8,190	7,156	771	507
<b>Number of participants</b>	1,435	703	614	75	43

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007, and March 31, 2008.

Notes: The model includes a variable that captures those cases with missing responses for race and gender. \* = p<.1; \*\* = p<.05; \*\*\* = p<.01

<sup>1</sup> Marshalltown did not offer NIC services in the first two quarters of the observation period, so the maximum follow-up for Marshalltown participants is six months.

<sup>2</sup> Two years before receipt includes the fifth through eighth quarter before first observed service receipt; one year before receipt includes the first through fourth quarter before first observed service receipt; one year after receipt includes the first through fourth quarter after first observed service receipt.

<sup>3</sup> The coefficients reported in this row match those reported in figure 5.3 "Difference between pre- and post-receipt employment."

**Table E.2**  
**Estimated Relationships between NIC Service Receipt and NIC Participants' Earnings, by Site,**  
**Full Set of Coefficients**

	All Sites	Council Bluffs	Des Moines	Marshalltown <sup>1</sup>	Mount Pleasant
<b>Period<sup>2</sup></b> (omitted: one year before receipt)					
Two years before receipt	-85.426* [51.063]	-101.828 [70.428]	-84.076 [78.521]	-155.332 [259.219]	-103.203 [302.004]
Quarter of receipt	-283.062*** [64.281]	-246.862*** [85.103]	-386.176*** [105.693]	-177.800 [321.146]	659.298** [264.308]
One year after receipt <sup>3</sup>	257.016*** [90.944]	279.157** [133.197]	235.247* [133.654]	313.041 [394.076]	586.541 [361.853]
<b>Unemployment Rate</b>	-454.867*** [49.423]	-53.900 [50.221]	-861.700*** [87.586]	-970.582*** [333.008]	-622.633*** [163.555]
<b>Site Location</b> (omitted: Council Bluffs)					
Des Moines	1,119.994*** [138.581]				
Mount Pleasant	1,195.404*** [372.494]				
Marshalltown	911.044*** [285.721]				
<b>Participant Characteristics</b>					
<i>Male</i>	537.886*** [121.212]	159.809 [170.321]	846.849*** [184.060]	1,636.784*** [515.738]	1,658.945** [661.558]
<i>Age</i> (omitted: 25 to 54)					
24 and younger	-665.062*** [132.246]	-454.087** [177.562]	-1,135.815*** [192.742]	317.822 [592.391]	1,069.269 [1,888.886]
55 and older	-389.842* [221.899]	-161.950 [352.210]	-514.642 [315.639]	-706.467 [698.361]	-1,926.348** [799.392]
<i>Race and Ethnicity</i> (omitted: white non-Hispanic)					
Hispanic	450.679** [192.954]	557.812** [257.823]	169.554 [299.312]	1,686.091*** [612.151]	-606.898 [663.705]
Black	-629.970*** [235.860]	-406.022 [495.382]	-1,013.047*** [311.452]	870.519 [1,300.760]	0.000 [0.000]
Other	2,785.959*** [234.912]	4,175.172*** [438.678]	1,568.920*** [275.834]	2,528.668*** [573.338]	3,447.116*** [575.450]
<i>Educational Attainment</i> (omitted: no high school)					
High school degree or more	-123.852 [146.395]	164.725 [224.631]	-238.784 [201.571]	-467.660 [626.781]	-1,441.582* [787.412]
<i>Currently in school</i>	-324.077 [277.979]	-517.814 [420.184]	-112.611 [359.955]	312.154 [1,070.062]	0.000 [0.000]
<b>Constant</b>	2,841.534*** [278.418]	1,207.593*** [328.555]	5,853.557*** [493.246]	4,158.136*** [1,505.842]	4,625.834*** [924.362]
<b>Number of observations</b>	16,624	8,190	7,156	771	507
<b>Number of participants</b>	1,435	703	614	75	43

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007, and March 31, 2008.

Notes: The model includes a variable that captures those cases with missing responses for race and gender. \* = p<.1; \*\* = p<.05; \*\*\* = p<.01

<sup>1</sup>Marshalltown did not offer NIC services in the first two quarters of the observation period, so the maximum follow-up for Marshalltown participants is six months.

<sup>2</sup>Two years before receipt includes the fifth through eighth quarter before first observed service receipt; one year before receipt includes the first through fourth quarter before first observed service receipt; one year after receipt includes the first through fourth quarter after first observed service receipt.

<sup>3</sup>The coefficients reported in this row match those reported in figure 5.3 "Difference between pre- and post-receipt earnings."

**Table E.3**  
**Estimated Relationships between NIC Service Receipt and NIC Participants' Employment, by**  
**Service Receipt and Gender, Full Set of Coefficients**

	All Sites	Ever Received an Employment Service		Gender	
		Yes	No	Male	Female
<b>Period<sup>1</sup></b> (omitted: one year before receipt)					
Two years before receipt	-0.035*** [0.008]	-0.038*** [0.009]	-0.020 [0.020]	-0.038*** [0.010]	-0.029** [0.012]
Quarter of receipt	0.101*** [0.012]	0.106*** [0.013]	0.072*** [0.025]	0.125*** [0.015]	0.067*** [0.017]
One year after receipt <sup>2</sup>	0.075*** [0.013]	0.096*** [0.014]	-0.043 [0.031]	0.069*** [0.017]	0.084*** [0.020]
<b>Unemployment Rate</b>	-0.054*** [0.007]	-0.049*** [0.007]	-0.071*** [0.016]	-0.065*** [0.009]	-0.037*** [0.009]
<b>Site Location</b> (omitted: Council Bluffs)					
Des Moines	0.270*** [0.019]	0.288*** [0.020]	0.053 [0.060]	0.300*** [0.024]	0.229*** [0.030]
Mount Pleasant	0.230*** [0.048]	0.168* [0.099]	0.047 [0.080]	0.241*** [0.064]	0.214*** [0.074]
Marshalltown	0.199*** [0.038]	0.261*** [0.043]	-0.091 [0.087]	0.247*** [0.042]	0.117 [0.074]
<b>Participant Characteristics</b>					
<i>Male</i>	-0.001 [0.017]	-0.009 [0.019]	-0.003 [0.045]		
<i>Age</i> (omitted: 25 to 54)					
24 and younger	-0.045** [0.022]	-0.040* [0.024]	-0.089 [0.060]	-0.051* [0.028]	-0.039 [0.036]
55 and older	-0.013 [0.031]	-0.001 [0.036]	-0.052 [0.071]	-0.015 [0.038]	-0.015 [0.055]
<i>Race and Ethnicity</i> (omitted: white non-Hispanic)					
Hispanic	0.051* [0.026]	0.060* [0.031]	0.041 [0.053]	0.033 [0.035]	0.072* [0.041]
Black	-0.053 [0.039]	-0.045 [0.044]	-0.042 [0.085]	-0.082* [0.047]	-0.012 [0.070]
Other	0.513*** [0.016]	0.532*** [0.017]	0.470*** [0.043]	0.496*** [0.021]	0.542*** [0.024]
<i>Educational Attainment</i> (omitted: no high school)					
High school degree or more	0.013 [0.020]	0.018 [0.022]	-0.040 [0.048]	-0.012 [0.025]	0.047 [0.032]
<i>Currently in school</i>	0.021 [0.048]	0.064 [0.054]	-0.177*** [0.062]	-0.013 [0.074]	0.036 [0.063]
<b>Constant</b>	0.466*** [0.040]	0.421*** [0.045]	0.808*** [0.097]	0.523*** [0.053]	0.390*** [0.058]
<b>Number of observations</b>	16,624	13,868	2,756	9,753	6,871
<b>Number of participants</b>	1,435	1,193	242	844	591

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007, and March 31, 2008.

Notes: The model includes a variable that captures those cases with missing responses for race and gender. \* = p<.1; \*\* = p<.05; \*\*\* = p<.01

<sup>1</sup> Two years before receipt includes the fifth through eighth quarter before first observed service receipt; one year before receipt includes the first through fourth quarter before first observed service receipt; one year after receipt includes the first through fourth quarter after first observed service receipt.

<sup>2</sup> The coefficients reported in this row match those reported in figure 5.4 "Difference between pre- and post-receipt employment."

**Table E.4**  
**Estimated Relationships between NIC Service Receipt and NIC Participants' Earnings, by Service Receipt and Gender, Full Set of Coefficients**

	All Sites	Ever Received an Employment Service		Gender	
		Yes	No	Male	Female
<b>Period<sup>1</sup></b> (omitted: one year before receipt)					
Two years before receipt	-85.426* [51.063]	-60.512 [54.321]	-201.657 [141.743]	-83.045 [73.936]	-93.856 [64.996]
Quarter of receipt	-283.062*** [64.281]	-333.247*** [69.752]	-27.032 [164.740]	-212.963** [91.492]	-375.378*** [85.519]
One year after receipt <sup>2</sup>	257.016*** [90.944]	348.614*** [100.529]	-220.452 [207.231]	326.222** [129.658]	156.081 [120.696]
<b>Unemployment Rate</b>	-454.867*** [49.423]	-439.910*** [55.714]	-534.916*** [103.992]	-694.391*** [75.487]	-116.264** [48.817]
<b>Site Location</b> (omitted: Council Bluffs)					
Des Moines	1,119.994*** [138.581]	1,265.851*** [150.002]	-644.422 [457.846]	1,503.165*** [201.808]	566.581*** [174.399]
Mount Pleasant	1,195.404*** [372.494]	441.808 [755.192]	-505.513 [621.455]	1,611.465*** [495.930]	672.027 [532.010]
Marshalltown	911.044*** [285.721]	1,332.670*** [351.159]	-1,435.922*** [539.141]	1,459.087*** [375.392]	-121.897 [380.400]
<b>Participant Characteristics</b>					
<i>Male</i>	537.886*** [121.212]	458.382*** [128.367]	557.984* [336.527]		
<i>Age</i> (omitted: 25 to 54)					
24 and younger	-665.062*** [132.246]	-610.919*** [136.575]	-1,015.847** [421.296]	-735.748*** [170.367]	-529.406*** [199.272]
55 and older	-389.842* [221.899]	-281.870 [256.170]	-655.098 [507.105]	-700.787** [304.684]	-88.944 [329.179]
<i>Race and Ethnicity</i> (omitted: white non-Hispanic)					
Hispanic	450.679** [192.954]	559.106*** [210.411]	255.548 [469.829]	568.582** [262.002]	166.808 [283.794]
Black	-629.970*** [235.860]	-685.307*** [254.020]	-70.360 [569.831]	-693.473** [299.496]	-568.857 [382.068]
Other	2,785.959*** [234.912]	2,730.132*** [274.581]	3,224.614*** [436.443]	3,128.168*** [335.833]	2,172.490*** [277.196]
<i>Educational Attainment</i> (omitted: no high school)					
High school degree or more	-123.852 [146.395]	-32.231 [157.244]	-802.884** [393.333]	-404.856** [200.404]	232.473 [205.706]
Currently in school	-324.077 [277.979]	-77.715 [312.869]	-1,431.621*** [374.559]	-768.159* [434.572]	-72.404 [347.603]
<b>Constant</b>	2,841.534*** [278.418]	2,540.826*** [301.655]	5,383.170*** [775.351]	4,110.238*** [401.290]	1,941.192*** [357.382]
<b>Number of observations</b>	16624	13868	2756	9753	6871
<b>Number of participants</b>	1435	1193	242	844	591

Source: UI and IWORKS data for NIC participants who received a NIC service between April 1, 2007, and March 31, 2008.

Notes: The model includes a variable that captures those cases with missing responses for race and gender. \* = p < .1; \*\* = p < .05; \*\*\* = p < .01

<sup>1</sup> Two years before receipt includes the fifth through eighth quarter before first observed service receipt; one year before receipt includes the first through fourth quarter before first observed service receipt; one year after receipt includes the first through fourth quarter after first observed service receipt.

<sup>2</sup> The coefficients reported in this row match those reported in figure 5.4 "Difference between pre- and post-receipt earnings."