

SPR

SOCIAL POLICY RESEARCH ASSOCIATES

**STATE OF MINNESOTA
One-Stop Profile**

November 1996

Based on a Site Visit Conducted During September 1996

STATE OF MINNESOTA

One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT	1
ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE.....	3
State-Level Organization and Governance	3
State Framework for Local Governance	5
COMMUNICATION AND COORDINATION.....	7
FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES.....	8
DESIGN OF THE STATE ONE-STOP INITIATIVE.....	10
Evolution and General Description of the State One-Stop Design	10
Relevance of the State Design to the Four Federal Goals	15
IMPLEMENTATION OF STATE SUPPORT MECHANISMS	18
Capacity Building and Technical Assistance.....	18
Labor Market Information and Related Information Technology Improvements	19
Management Information Systems (MIS)	21
Marketing.....	22
IMPLEMENTATION PROGRESS.....	24
INFLUENCES ON STATE DESIGN.....	25
ASSESSMENT AND LESSONS LEARNED	25

STATE OF MINNESOTA

One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

The state of Minnesota has a comprehensive strategy for One-Stop development designed both to improve service to employers and job seekers and to consolidate the delivery of workforce development services through co-location of relevant agencies. This strategy has developed out of a long history of program and agency consolidation. The administrator of the state's One-Stop implementation grant, the Minnesota Department of Economic Security (MDES), was created in 1977 as a result of the merging of the Department of Employment Services, Vocational Rehabilitation, the Governor's Manpower office, and the Economic Opportunity Office.¹ In 1985, State Services for the Blind was added.

Beginning in 1986, MDES began to encourage physical co-location of Job Service and Reemployment Insurance² (JS/UI) Offices with other local providers of county, state, and federally administered workforce development programs. Thus, even prior to One-Stop Implementation, of the fifty JS/UI offices in the state, twenty were co-located with the Division of Rehabilitation Services (DRS), sixteen with JTPA service delivery areas, and seven with both DRS and State Services for the Blind. Twenty-three JS/UI offices also were contracted by JTPA service delivery areas to deliver all or part of their Dislocated Worker programs. As a result of this decade-long move toward co-location and inter-agency cooperation, many local Workforce Centers are well positioned to begin further integration of services to customers.

The state has enthusiastically embraced the concept of integrated service delivery for workforce development programs. In the introduction to its One-Stop proposal, MDES described Minnesota's proposed One-Stop approach as an opportunity to reform a workforce system based on "crisis intervention" and mired in a "complex, rigid, and

¹ The Department was called the Department of Jobs and Training from 1985-1994. Its current name, Minnesota Department of Economic Security (MDES) is used throughout this document, regardless of the time period.

² Unemployment Insurance has been called Reemployment Insurance in Minnesota since 1994. We use the more familiar "UI" designation throughout this profile.

incomprehensible mass of programs, laws, rules, regulations, and eligibility requirements that is riddled with duplications, gaps, and inefficiencies.” Minnesota’s One-Stop vision is to provide a skilled workforce through an “accessible, integrated employment and training system” by undertaking the following:

- emphasizing quality outcomes and satisfaction of both job-seekers and employer customers;
- providing tools for customers to make informed career, training, and hiring choices through assessment and LMI;
- supporting customer service through the establishment of an information system that promotes sharing of information and maximization of resources;
- replicating and expanding on already-existing innovations for comprehensive and high-quality training services;
- including all Minnesotans in the effort to enhance the state’s position in the “global marketplace.”

The state’s One-Stop vision is based on a consistent focus on customer needs, a recognition that employers are key customers, a goal of greater co-location and systems integration, and a strong emphasis on “getting the One-Stop message out” to both internal and external audiences. State respondents say they hope to defuse many of the potential “turf” issues associated with One-Stop implementation by focusing on what will work best for customers of the workforce development system.

The major thrust of the Minnesota One-Stop initiative is to encourage all of the various programs administered by MDES at the state level to co-locate and eventually integrate their operations at about 50 One-Stop centers—called Workforce Centers—throughout the state. Although a gradual roll-out of One-Stop centers was proposed in the Implementation Grant application, a more ambitious schedule has evolved since the grant became effective in July of 1995. Because state officials were pleased with the implementation of the initial One-Stops, a decision was made to speed up the implementation schedule. By the end of the first grant year, a total of 8 full-service Workforce Centers had been opened. It is expected that 42 centers (about 80% of the planned state total) will be operational by the end of the second grant year.

There are several contextual variables that have influenced One-Stop planning, design, and implementation in Minnesota. These include (1) recent low unemployment rates; (2) a history of promoting co-location of federal, state, and local workforce

services even before the One-Stop initiative; and (3) a clear view of the appropriate balance between state guidance and local discretion; and (4) strong support and involvement from top workforce development agency administrators.

- *Unemployment rates are currently low throughout the state.* Current unemployment rates in the state are about 3.2%, and have been around 3% for more than a year, compared to rates of 5-6% in the 1980s. As a result of tight labor markets, employers are having difficulty finding new workers. Thus, employers are considered a very important customer of the workforce development system.
- *Prior to the federal One-Stop initiative, Minnesota had begun to promote the co-location of its state Job Service/Reemployment Insurance offices with other providers of federal, state, and local workforce services.* The One-Stop initiative dovetailed nicely with this prior trend and extended its focus from the consolidation of physical facilities to the integration of services as a response to reduced overall budgets.
- *The Minnesota One-Stop initiative is based on a guiding principle of “state guidance and local implementation.”* Although the appropriate boundaries of state guidance and the limits of local discretion are still under discussion, the state’s philosophy of offering guidance to local areas by setting minimum criteria for certification of local One-Stop centers has been influential. According to this philosophy, local areas should be free to develop their own One-Stop systems in response to local needs, within the broad parameters established by the state.
- *Top state workforce development administrators have been very active in promoting the One-Stop vision both to internal governmental audiences and to the general public.* In 1996 MDES Commissioners made a high-visibility tour of the state to promote One-Stop centers. At local sites, these state officials met with local One-Stop partners, elected officials, and members of the public to address local questions and concerns about the state’s plans. The involvement by top-level officials has increased the visibility of the One-Stop initiative throughout the state and has been influential in encouraging local actors to assign high priority to the initiative.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

In Minnesota, the One-Stop initiative is viewed as the unifying theme or central core of all state planning, administration, and oversight of public workforce development services. One-Stop policy development and oversight at the state level is provided by the state’s Human Resource Investment Council (HRIC) which is called

the Governor's Workforce Development Council. The Governor's Council, established in 1995 to replace the Governor's Job Training Council, is composed of 32 members, at least half of whom are nominated by local area representatives. State representatives include the Commissioners of the Minnesota Department of Economic Security (MDES), the Minnesota Department of Children, Families, and Learning (CFL), the Minnesota Department of Human Services (MDHS), and the Minnesota Department of Trade and Economic Development (MDTED), and the Chancellor of the Higher Education Board. Additional members represent the business community, labor organizations, and individual educational institutions.

The Governor's Council is responsible for (1) coordinating the development, implementation, and evaluation of the state's education and employment transition services, including youth services; (2) making recommendations for establishing an integrated system for education, service-learning, and work skills development; (3) advising the Governor on JTPA, Carl Perkins Vocational Education, National and Community Services, Adult Education, Wagner-Peyser, JOBS, Food Stamp Employment and Training (FSET), Welfare-to-Work, School-to-Work, and other federal and state programs related to workforce development; and (4) establishing performance standards.

To coordinate and administer development of the One-Stop system—called the “Workforce Center System”—a Workforce Center Systems office was created within the Department of Economic Security in 1995. This office is responsible for administering the federal One-Stop grant, overseeing the development and expansion of One-Stop centers throughout the state, and coordinating the activities of a Workforce Center “Issues Team,” which serves as a vehicle for identifying and resolving issues related to One-Stop implementation. Although the Department of Economic Security (MDES) takes the lead in the development of the Workforce Center System, other state agencies are partnering in this endeavor. These agencies include the Department of Human Services and the Department of Children, Families, and Learning.

Services to welfare recipients have always been an important consideration in planning the state's One-Stop system. Historically, DES has been a major service provider in the delivery of employment-related services to AFDC and state general assistance recipients through contracts with MDHS. MDES has been designated as the agency responsible for designing, evaluating, and monitoring the STRIDE program (Minnesota's statewide JOBS program for AFDC recipients) and has participated in the

Minnesota Work Readiness program, which is targeted to able-bodied males on general assistance. MDES is also designated as the “employment arm” of the state’s welfare reform pilot project called MNJOBS, which provides transitional services to welfare recipients who begin working. However, it is not yet clear whether this relationship will be continued under welfare reform. MDHS, which has the lead role in welfare reform, retains the right to designate the agency responsible for providing welfare transition services.

Local One-Stop centers are also important partners within the state’s vision for school-to-work services, although the collaboration between local One-Stop centers and local school-to-work delivery systems is “presumed,” not mandated. A “School-to-Work Transition Council” has been established at the Governor’s cabinet level to promote interagency coordination on school-to-work issues. The “Youth Development Committee” of the Council is jointly staffed by DES and CFL employees. As key partners in the school-to-work arena, six MDES regional labor market analysts (described further in the section on LMI below) give technical assistance to school-to-work partners by providing them with accurate and useful labor market information that they can use in internal planning efforts and provide to students.

State Framework for Local Governance

At the sub-state level, the 17 existing JTPA service delivery areas have been redesignated as “Workforce Service Areas” (WSAs). In each area, local elected officials are required to appoint a local “Workforce Council” that expands the membership of the existing Private Industry Council. Workforce Councils are the “first level of governance” of the local One-Stop systems and share with the local elected officials the responsibility for making local service delivery decisions to assure customer satisfaction. All Workforce Councils must be comprised of at least 51% private-sector representatives nominated by local business organizations such as the chambers of commerce, but their size and subcommittee structure may be determined at the local level.

Workforce Councils have four major roles:

- to designate administrative entities, grant recipients, and program operators for local Workforce Center services;³
- to plan for collaboration among local partners in on-site review and oversight of program performance;
- to identify local service priorities and target populations for supplemental programming;
- to assure non-duplication of services.

Thus, under the new system, the service provider function is becoming distinct from the function of overseeing and administering workforce development program funding. Although they are not prohibited from directly operating programs (11 of the 17 local Councils also provide direct services), in general, Workforce Councils are expected to provide the “vision” for local workforce development efforts, rather than day-to-day management of service delivery. The local Workforce Council and elected officials are responsible for developing a two-year plan specifying the grant recipient, administrative entity, and program operator(s) for Workforce Centers. In addition, each center, with input from local elected officials, is responsible for developing a plan for integration of services within the certification parameters specified by the state. Under the state’s One-Stop planning and certification guidelines, these “local integration plans,” which are to be developed jointly by local Job Service, JTPA, Rehabilitation Services, and State Services for the Blind staff, must be approved first by local Workforce Councils and then by MDES. Local integration plans identify the services provided to employers and job seekers, and whether these services are “universal” (open to a universal population), or “eligibility-based” (available based on categorical funding sources).⁴

In every service area, Job Service is automatically responsible for job development, job listings, and job matching for all One-Stop partner programs. How other job seeking services are provided is determined at the local level, and in accordance with local conditions. The degree to which some specialized job

³However, to protect state employees from competition or privatization, the state mandates that the state Job Service will continue to administer Wagner-Peyser, UI, and Veterans’ Employment and Training programs.

⁴ Terminology describing these services was changed in 1996 from “core” to “universal” services, and from “restricted” to “eligibility-based.”

development functions are made available (including services available on a fee-for-service basis) can also be determined at the local level.

The Minnesota Workforce Center System has prepared a template for non-financial agreements to guide local partnership formation and specify the mutual responsibilities of local One-Stop partners within each workforce service area. For each local area, a “service delivery agreement” must be signed by the Workforce Council chair, local elected official(s), Job Service manager, and JTPA SDA director and approved by the MDES Commissioner. The service delivery agreement requires that “information on and initial access to” the following programs be provided at all proposed One-Stop Centers:

- Employment Service (Wagner-Peyser)
- Reemployment Insurance (UI)
- Veterans’ Employment Services
- JTPA Title II
- Dislocated Worker Services
- Title V Older Worker Services
- STRIDE program for AFDC recipients (JOBS)
- Food Stamp Employment and Training Services
- Work Readiness Services for General Assistance Recipients
- Vocational Rehabilitation Services
- State Services for the Blind.

The state also requires that each One-Stop center provide a minimum set of universal services for jobseekers and employers (described below under *Design of the State One-Stop Initiative*). In addition to these required programs and services, MDES recommends that local service delivery agreements include a range of other employment, education, and economic development agencies and programs.

COMMUNICATION AND COORDINATION

Communication and coordination among state and local One-Stop partners takes place through a variety of means including a cabinet level workforce council, an “Issues Team,” the state’s One-Stop office, and quarterly partners meetings. Communication among state agency One-Stop partners occurs at the Governor’s Workforce Council. The hub of state- and local-level communication and coordination

of activities is the Minnesota Workforce Center System Issues Team, which usually meets twice a month. Issues Team meetings typically include the MDES Commissioner and Deputy Commissioner, Assistant Commissioners, the Director and Deputy Director of the Workforce Center System, and a cross-sectional representation of state and local Workforce Center partners. State-level One-Stop system development efforts are further coordinated by the Workforce Center Systems office which employs five full-time staff. Workforce Center staff administer the One-Stop grant and provide the guidance and leadership necessary to coordinate, review and monitor the accelerated implementation of One-Stops statewide.

Because system transformation at the local level is viewed as the first priority of the One-Stop initiative, promoting effective two-way communication between the state and local levels has received a strong emphasis. One objective of these efforts is to communicate effectively the state's One-Stop vision to the local representatives of the partner workforce development programs. The effectiveness of the state's communications efforts has been enhanced by the involvement of top agency officials in informational meetings. For example, to communicate the state's One-Stop vision to local partners, the state sponsors quarterly two-day-long "partners meetings" throughout the state, attended by the MDES Commissioner, Deputy Commissioner, and Workforce Center System Director.

In addition to this regular forum for communication, these Commissioners also conducted a two-month long tour of all planned One-Stop areas in the summer of 1996, during which they made 42 presentations on the planned One-Stop Workforce Centers in 27 communities throughout the state. At each of the stops on the tour, local partners were asked to make presentations which detailed their local visions and progress in developing plans for their One-Stop Workforce Center and to address any obstacles to local area implementation that they had encountered. These meetings provided an opportunity for individuals to share their concerns and to pose questions about local integration. The tour was viewed as a great success in publicizing that Mdse.'s commitment to One-Stops came from the highest leadership levels.

Another objective of the state's One-Stop communication/coordination efforts has been to offer local partners an active consultation role in the development of state policies and procedures. Local representatives have been recruited for participation in the Issues Team subcommittees that developed recommendations for the state's One-Stop certification process. During the first year of One-Stop implementation, these

sub-committees were charged with (1) identifying current issues in their respective One-Stop subject areas; (2) determining which issue were best handled by the state or by local areas; and (3) determining the respective state and local roles in planning and implementation.

Involvement of local partners in One-Stop planning and policy development has also been furthered by the quarterly partners meetings, which include local Job Service managers and SDA Directors. During quarterly partners meetings, attendees hear and comment on reports by members of Issues Team subcommittees on specific aspects of One-Stop implementation. Based on local input from these quarterly meetings, the state has developed a system of “benchmarks” for certifying Workforce Centers. Additional issues on which local partners have provided input during partners meetings include the role of local partners, the content of local integration plans, measurement of customer satisfaction, and the development of unified application procedures.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

Minnesota’s One-Stop Implementation Grant application was approved by the U. S. Department of Labor in February 1995. As one of three “mezzanine” states, its first-year grant became effective July 1, 1995. The state has received a total of \$6.2 million in first and second year grant funds.⁵ Of the total two-year One-Stop implementation grant received to date, \$2.2 million has been allocated to local areas to support implementation efforts and another \$1.1 million has been divided among local areas on a formula basis to support field marketing.⁶ Approximately \$3 million was retained at the state level for these two years.

First-year local integration grants totaling \$1.2 million and second-year grants totaling \$1 million were allocated among 17 Workforce Service Areas on a formula basis, with a base grant of \$20,000. The amounts received by local areas ranged from \$29,000 to \$172,000 during the first year and \$26,000 to \$138,000 in the second year. Local integration grants to Workforce Service Areas have been used to support technology infrastructure and computers, servers, printers, and signage for local

⁵ The first year One-Stop implementation grant was \$2.7 million plus \$1.1 million in LMI funds for a total of \$3.8 million. The second year One-Stop implementation grant was \$2.4 million. No second year LMI award has been made. All figures are rounded.

⁶ \$612,000 and 460,000 for years one and two respectively.

Centers. To accommodate co-location, some local sites also used funds for remodeling, including upgrading physical facilities to meet requirements for access by individuals with disabilities and purchasing compatible phone systems. Other local funds were used to cross-train staff.

In addition to allocating local integration grants to service areas, the state also provided local areas with funds to support One-Stop marketing efforts. Second year marketing grants to the 17 local sites ranged from \$20,000 to \$50,000. Local marketing funds have been used to support 33 part- or full-time marketing positions. “Marketers” have played an active role in arranging for the publication of newsletters and mailings to employers and job seekers as well as in planning local Workforce Center “open houses” and other outreach activities.

Of the \$3 million retained by the state during first and second year One-Stop implementation, \$590,000 covers staff costs associated with the administration of the Workforce Center System. State administrative funds support five full-time staff members charged with implementing the One-Stop system statewide. Of the remaining grant funding retained at the state level, \$459,000 was allocated for statewide marketing efforts, \$1 million for labor market information projects, and \$1 million for related technology improvements. Because the state had originally requested \$10.2 million for the combined first and second year grants (\$4 million more than received), Minnesota respondents indicated that they have had to scale back or eliminate some of the proposed projects. The largest major cutbacks occurred in the form of reduced technology support to Workforce Centers which was cut from \$800,000 during the first year to \$180,000 in the second year.

MDES does not mandate formal cost-sharing agreements across programs at the local level, but all 17 Workforce Service Areas are required to negotiate non-financial agreements. Workforce Service Areas finalized their local planning processes and completed plans for local service integration in July 1995. As of June, 1996, all areas had updated local integration plans and had negotiated (or re-negotiated) non-financial agreements among partner agencies.

DESIGN OF THE STATE ONE-STOP INITIATIVE

Evolution and General Description of the State One-Stop Design

The Minnesota state One-Stop initiative is based on the principle that implementation of One-Stop systems must occur at the local level with the state providing clear guidance. The state recognizes that local partners possess unique knowledge about the specific requirements of workforce development in their local areas. Much of the work of the state Workforce Center Systems office can be described as consensus-building among state and local partners.

The state has already come a long way in terms of overcoming barriers to greater coordination among the different agencies responsible for workforce development programs. In December 1993, the state's vision of co-location was first discussed at a state-wide meeting of Job Service managers and JTPA SDA directors. A second meeting, held in early 1994, also included representatives from Vocational Rehabilitation and State Services for the Blind. Respondents indicated that these different groups were initially "very jealous of their turf" and "had negative feelings about each other."

As a result of these meetings, however, participants began to agree that greater integration of services would be an essential feature of system improvements designed to enhance customer satisfaction. Focus groups held at this time with employers and individual customers revealed that both groups were highly critical of the public workforce development system. Employers criticized the existing system, with its multiplicity of job listing services as "wasteful of time and resources." Most employers indicated that it was difficult to get reliable labor market information and that Job Service failed to provide high quality service. Job-seeker respondents indicated that it was necessary to "learn the system" to receive adequate services. Persons with disabilities criticized the system as inconvenient. Because of the clear need to improve customer services and because co-location and consolidation of services were viewed as a necessary response to reduced funding levels, MDES leadership continued with the initiative to promote service co-location and consolidation, despite the fears of program staff and administrators.

In order to address these issues, a number of reforms associated with One-Stop implementation have begun. The state uses a certification process to guide local One-Stop system development efforts. A detailed checklist of "benchmarks" developed as

part of the certification process describes the requirements for local areas in the dimensions of local partnerships, governance, and service designs. MDES's benchmarks include measures of (1) integrated staffing; (2) co-location; (3) customer satisfaction; (4) inclusiveness and efficacy of governance structures; (4) comprehensiveness of services; (5) access; and (6) performance outcomes. These are briefly described below:

- *Integration of staffing* is measured by indicators such as the frequency of joint staff meetings and staff cross-training and the number of staff whose positions are funded from multiple program sources;
- *Co-location* is measured by the diversity of workforce services and related activities at Centers, and the amount of shared common use of resources including equipment and areas of the building, such as reception areas;
- To be certified as One-Stop centers, local sites must measure *customer satisfaction*; the results of any customer satisfaction surveys are reviewed as part of the certification process;
- The appropriateness of *governance structures* are assessed through measures such as the percentage of Center activities which were planned and reviewed by local Councils, and the degree to which the Center and governing bodies involve representatives from a broad spectrum of government entities;
- *Comprehensiveness* is measured by the scope of activities and services; services targeted to special populations must be available either on-site or through contractual agreements and/or non-financial agreements.
- *Access* measures include the percentage of activities or services that can be obtained through a single application or intake document, the percentage of off-site activities and services that are covered by a preliminary eligibility assessment, whether access is provided through toll-free telephone numbers, whether the Center offers extended hours and/or days of service, and whether there are any extension activities offered through arrangements such as mobile units or "out-staffing" at other locations.

In addition to the benchmarks listed above, a variety of core or universal services are mandated in the state's template for local implementation plans. Services offered at sites must be categorized as either "universal" services available to the general population (of either job seekers or employers) or "eligibility-based" services, reserved for individuals that meet the requirements established by categorical programs. In addition to the typology of universal versus eligibility-based services, the state specifies

three types of service standards: 1) “state-standardized” services must meet uniform standards established at the state level; 2) “locally customized” services must be present, but may be customized to meet local needs; and 3) “locally flexible” services may be initiated at local discretion to meet local needs.

Universal Services for Job Seekers. Universal services which are to be made available to all job seekers at Workforce Centers regardless of their eligibility for specific programs include the following:

- *Service Consultation and Eligibility Determination.* Workforce Centers are required to have a staff person who has an understanding of the broad menu of services available. This individual is often responsible for initial screening and referral to appropriate service providers.
- *Resource Center.* Resource Centers must contain information about career areas, the future outlook for employment opportunities in a variety of career categories, and state and national businesses (also see “employer profiles” below). Information is to be provided in a variety of media, including hard copy documents, periodicals, and videos. Resource Centers will also contain most, if not all, of the services described below.
- *Minnesota Career Information System (CIS).* This is a computer based encyclopedia on education and training programs available throughout the nation. It includes information on campus size, admission requirements, financial aid, and demographics. It also contains an interactive “Quest” preference testing module that helps job seekers determine their best occupational path.
- *Labor Market Information.* All Centers are to provide basic data on types of employment by region, as well as wage and labor market trends.
- *Information on Required Knowledge, Skills, and Abilities for Jobs,* based on information provided by employers and on generally accepted skill standards.
- *Information on Education and Training Programs.* Centers are to provide job seekers with information on long- and short-term education and training options, including the locations, methods, schedules, and application procedures and requirements. There should also be information on the quality of education and training providers as measured by completion rates and the wages of graduates.
- *Job Development and Job Listings.* Through outreach and marketing to employers, Centers are expected to encourage the listing of jobs. Job

listings include information on current vacancies, required skills and knowledge, hours, and benefits.

- *Hiring Requirements.* Centers are to provide information on how to gain access to jobs through unions or internal systems listings, such as civil service examinations.
- *Employer Profiles.* Centers are expected to maintain annual reports, reference books, and employer documents and videos to help job seekers determine appropriate employers and prepare for interviews.
- *Job Matching.* This service includes screening and referrals to jobs, and may involve scheduling appointments.
- *Referral Network.* This will involve electronically linked data banks on all services and organizations providing a variety of support services.

Universal Services for Employers. Responding to the demands of employers for access to a larger job applicant pool and to useful and accurate labor market information, MDES requires that One-Stops take steps to establish a set of universal services to be made available to businesses. These include the following:

- *Employer Library and Seminars.* Employer libraries, which are to be maintained by Job Service, are expected to contain information for employers on opportunities and requirements for starting and operating businesses. Seminar topics can include information on ADA, Workers' Compensation, Reemployment Insurance Tax, and other topics of interest to business.
- *Skill-based Job-Seeker Pool.* Job Service and Veterans' Employment Service representatives are expected to maintain easily accessible lists of individuals catalogued by skills. The list can also be used to provide aggregate data for labor market planning on the number of individuals possessing certain skills.
- *ADA Compliance Information.* Various agencies, such as Job Service, Vocational Rehabilitation, State Services for the Blind, and Veterans' Employment Service, are expected to maintain information on the Americans with Disabilities Act (ADA) so that employers can make provisions for compliance. Training for individuals and groups should also be provided.
- *Labor Market Information.* LMI for business planning, including wage and trend details, should be available through MDES regional analysts. Customized LMI analysis should also be available on a fee-for-service basis.
- *Economic Linkages.* Depending on local capabilities, referral to existing resources is to be made available through all core Center

partners. Referrals are to assist employers in continuing or expanding existing businesses or creating new business.

- *Employer Tax and Registration Services.* After the implementation of the planned “Uniform Business Identifier,” new businesses will be able to register at One-Stops using a single code recognized by 10 different state agencies.
- *Information and Referral for Customized Training and Employer Subsidies.* Although the services will be based on eligibility, all employers should have access to information on CJT and a review of available programs and service providers.
- *Other Core services* include job development, access to the state-wide job bank, Internet-accessible job listings, resume-matching through Minnesota SkillsNet, Employee profiling and assessment, and hiring advice and information on ADA, EEO, workers compensation, and UI.

Eligibility-Based Services for Job Seekers. Special services must also be available for persons eligible for categorical programs including Rehabilitation Services, State Services for the Blind, JTPA programs, and Older Worker Programs. These “eligibility-based” services for individuals include in-depth testing and assessment, personal profiling for labor marketing “viability,” income support (including UI, extended benefits, TAA), training in career decision-making skills, career counseling, case management, training assistance, classroom training, supportive services, training in job search skills, providing monthly payments on earned income credit, and follow-up services.

Eligibility- or Fee-Based Services for Employers. Special services to employers include an account representative service, which assigns an individual representative to a company to provide ongoing services and fulfill unique employer preferences; employer-requested testing to identify preferred job candidates; the provision of business planning data and customized LMI analysis; rapid response for planned large-scale layoffs; customized job training; current workforce skills assessment; and employer subsidies for hiring and/or training of employees.

The state does not mandate detailed criteria for One-Stop physical facilities. However, certification requires that all service providers be co-located and ideally occupy contiguous spaces. The floor plan should be functionally designed to encourage opportunities for team-building and partnering. Local partners are responsible for determining the suitability of One-Stop center facilities; but if needed, the state will assist them in this process. Local partners are expected first to examine the potential of

existing facilities and to make a determination if all of the partners specified in local plans can be accommodated. If this is the case, partners are asked to design a floor plan that includes common reception areas suitable for the operation of an integrated Workforce Center. When existing space does not allow for co-location of programs, local areas have the option to seek new sites in the community that will accommodate space and layout needs. State respondents are comfortable with the fact that the actual configuration of Centers will vary from place to place, and that much will depend on the past collaboration among partners.

State respondents realize that time is needed in the transition process. They allow Centers to start advertising themselves as “Workforce Centers” if, in the words of a major player in the state’s One-Stop initiative, they are “seeing the light at the end of the tunnel” in regards to meeting One-Stop criteria. At the same time, the state is cautious in this respect — a Center that is not well developed and uses the name “Workforce Center” could damage the image of the new system. According to one Workforce Center staff, “Workforce Centers are something new. . . .When our customers enter a Workforce Center, they should find something different and better, not just the same old stuff with a new coat of paint.”

Relevance of the State Design to the Four Federal Goals

The goal of the Minnesota One-Stop initiative is to transform a workforce services system characterized by fragmentation and duplication to one which offers comprehensive, integrated, and individualized services. All customers will be able to choose from a menu of high quality information sources and services. Ideally, these changes will enable the public workforce development system to become the “service provider of choice” for all Minnesotans. Customers are expected to experience the same comfortable and friendly environment that they would find in a library.

Universal Access

The state of Minnesota has made a commitment to provide all populations with an “array of job seeking and employment development assistance.” To this end, an “elements matrix” has been designed that details the universal services that must be provided at local Workforce Centers. The state also strongly advocates that local partners extend Center access, when appropriate, through (1) mobile outreach to rural communities and (2) extended evening and weekend hours of operation to accommodate employed individuals who may wish to explore further career options.

Universal services for job seekers are designed to fulfill many of the potential needs of these customers. Customers are to be offered information on national, state, and regional labor markets and employment trends; employers; job listings; the knowledge, skills, and abilities required for specific jobs and careers; and the availability and quality of local education and training programs. This information is to be made available in a variety of media, including printed materials, videos, and computer databases and software. The state also has a strong commitment to enabling persons with disabilities to access all center services, and compliance with all aspects of the Americans with Disabilities Act is another state priority. To further this commitment, the state intends to make services and information available in a variety of formats, so that non-English speakers as well as those with visual or hearing impairments can also benefit.

Another system goal related to customer choice is that all residents should have access to the services of a Workforce Center regardless of where they live. In metropolitan areas, in which a number of centers are established, customers are encouraged to use whatever facility they feel is best suited to their individual needs. As communications among Centers becomes more developed, customers will be able to initiate services at one site and receive ongoing services at another. The state also emphasizes mobile outreach for residents of rural communities that lack easy access to a Workforce Center. The Workforce Center system in Minnesota also allows all residents to access automated One-Stop information services through bulletin board and Internet systems from their homes as well as from public institutions such as libraries.

There is also a commitment to providing universal access to employers. In addition to universal services open to all job seekers, the state requires local centers to offer all employers a menu of core services. These include access to materials on starting and operating businesses; information and seminars on dealing with government regulations; labor market information for business planning purposes; and access information on customized job training; access to lists of job seekers by skills categories, the state-wide job bank, Internet job listings, and electronic resume matching.

Customer Choice

Minnesota furthers the goal of customer choice by providing job seekers and employers with accurate and detailed information on the array of service options available to them. By doing so, it is expected that customers will be able to make

informed choices on the agencies or training institutions that will best serve their needs. If customers are not satisfied with their original choice of training provider, they should be able to change programs or service providers. By moving toward a system of local governance that separates the provision of services from oversight and administration, the ability of local Workforce Councils to act as “honest brokers” of information promoting customer choice among providers is expected to be enhanced.

Integrated Services

Minnesota’s vision of workforce development involves co-locating and integrating all of the six required DOL One-Stop programs and providing access to as wide a range of other workforce and support services as possible at its Workforce Centers. Additional programs that must be accessible through the Minnesota Workforce Centers include JOBS, Food Stamp Employment and Training, Vocational Rehabilitation, the state’s Work Readiness program targeted to general assistance recipients, and State Services for the Blind. In addition to mandating these programs, the state encourages local centers through its One-Stop benchmarking and certification procedure, to develop broad partnerships with other employment-, education-, and economic development-related agencies and programs.

Through integration, is expected that (1) wasteful duplication will be eliminated; (2) partners within the system will be able to concentrate on those aspects of workforce development they do best; and (3) continuing gaps in employment and training services will be identified. To ensure the highest degree of coordination and integration of service delivery, the state has mandated that each Center have in place a process to promote integration of the following activities across partner programs and agencies: common intake, eligibility determination, UI profiling and reemployment services, assessment, case management, and job development and placement.

As mentioned earlier, MDES is now undergoing an aggressive campaign to co-locate all of the services over which it has fiscal and administrative control. As of March, 1996, MDES held leases at 117 separate locations, and although a high percentage of Job Service offices are already co-located, there still remain a number of single service “stand-alone” offices. The state has announced that it will no longer pay the leases of these offices when their current leases expire. In addition to providing better service to customers, Minnesota’s approach is expected to lead to savings in both facility costs and center management costs.

Performance-Driven/Outcome Based

The state has identified seven core areas in which One-Stop outcomes are to be measured: customer satisfaction, services to employers and job seekers, universality, choice, labor market services, integration, and financial accountability. Customer satisfaction surveys are expected to be conducted at all Centers during their first-year of operation to establish baseline data by which improvement in this area can be measured. Centers must show continuous progress in offering access to electronic services and must document their ability to offer customers the widest possible range of choice of services and service providers.

State respondents identified the weakest link in performance assessment as the limited ability of the state and local areas to collect and analyze performance data. To address this issue, a Data Unification Management Program was proposed in April, 1996. The purpose of this program is to determine what data are mandated for collection across all of the federal- and state-funded programs. In addition, the program would identify what data are “unnecessary” from the perspective of assessing One-Stop performance and request waivers to eliminate the unnecessary data to reduce the overall data collection burden. It was still unclear at the time of the evaluation visit, however, whether funding would be available for this project.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

In its efforts to transform itself into a “total quality” organization, MDES has placed an emphasis on staff development. While not specific to One-Stop implementation at the outset, these capacity building efforts have been focused on supporting organizational change designed to improve the quality of customer services. Over time, the One-Stop vision has become the embodiment of the systems change that the state is trying to support through capacity-building efforts at the state and local levels.

In January 1993, a survey of JS/UI staff was undertaken in an effort to determine the training and staff development needs of personnel at the state and local levels. All managers, supervisors, and “lead workers,” and 25% of all other staff in the division were included in this survey. Staff indicated in this survey that there was a need for more program-based training and that training should be regular and on-going and should consider the long-term needs of employees for developing and diversifying their work. In response to a related concern for promoting positive organizational change

through training, a labor-management team was established in October 1993 to assist the department in establishing an effective training model.

As a result of these activities, the director of Training and Learning Resources at MDES began an “integrated needs assessment” of all partners in the One-Stop initiative. Training and technical assistance for JTPA SDA staff, which had begun in the Fall of 1994, was expanded to include staff from Job Service and other partner staff such as State Services for the Blind and the Division of Rehabilitation Service. Two “tracks” for on-going training were designed, one for line employees and another for supervisors and directors.

Current ongoing staff training efforts administered by MDES focus on *technology* and *integrated service delivery*. Specific areas of training include (1) training in the new desktop computer technologies which are becoming available at all Centers; and (2) training on the key functions and responsibilities of “service consultants,” who serve as the first point of contact at Workforce Centers. MDES, through its St. Paul Training Center, also offers a regular schedule of classes for front-line staff including

- *computer classes* on topics such as basic PC and Windows functions, word processing, and intranet and Internet technology;
- *employee development classes* on such topics as employee career development, working with the media, “dealing with difficult people,” communications, sexual harassment, new employee orientations, customer service, making effective presentations, customer office ergonomics, and an overview of ADA regulations which focuses on awareness of disabilities.

Specialized training programs and courses for targeted groups and specialized programs are also offered.

In 1995, MDES (through its Office of Quality Resources) also joined forces with the state JTPA Association⁷ to launch a “Workforce Excellence Initiative” funded in large part by a grant from the McKnight foundation. The objectives of this initiative include (1) *combining resources* in Workforce Centers and creating a “model partnership” among federal, state, local, and private organizations; (2) *promoting customer satisfaction and continuous improvement* based on TQM criteria; (3)

⁷ The JTPA association was formed for two primary reasons: (1) to provide capacity building and technical assistance and (2) to organize JTPA directors into a more cohesive group.

providing training and technical assistance to all partners involved in Workforce centers; and (4) *introducing "best practices"* through replication of products and resources developed throughout the country. Some of the products under development include an automated self-assessment instrument, a "Workforce Excellence Guide," and Workforce Excellence training. Workforce Excellence training will be offered to groups of approximately 100 people at a time in a "train the champion" model. It is expected that about 80% of the individuals participating in training will be from Workforce Centers and 20% from MDES headquarters offices. After a pilot product has been field tested, training will be available throughout the state from March to September, 1997.

Labor Market Information and Related Information Technology Improvements

Four LMI priority areas have been identified: (1) regional labor market analysis; (2) electronic data provision; (3) the development of new information including consumer reports; and (4) improved local content and delivery of existing LMI.

To improve regional LMI services, MDES created six new regional LMI analyst positions. Regional analysts are teamed in pairs to serve Workforce Centers in the North, South, and the Twin Cities metropolitan region. Regional labor market specialists have four major responsibilities:

- determining local information needs which will allow Centers to better serve job seekers and employers. This includes working with Centers to gauge local information needs and working with local staff to ensure that Resource Rooms are well stocked with materials;
- organizing and developing new labor market data;
- interpreting trends in the job market and providing this information through both regular and special reports;
- speaking to Workforce Center staff and business, education, and community groups about the state's LMI system and providing them with up-to-date assessments of labor market conditions.

Regional LMI analysts are playing important capacity-building and information-dissemination roles. They have developed a standardized collection of 100 LMI publications and have helped to inventory and stock resource rooms in centers that have already achieved One-Stop certification as well as those that are working toward certification. Regional analysts have also provided training in the use of career and occupational information software that has been installed on Resource Room

computers. In addition, analysts have conducted a number of LMI training sessions and helped host a “LMI User’s Conference” intended to acquaint One-Stop staff with available LMI. This conference was well-received by local staff.

When the state received fewer One-Stop funds than expected, a number of the planned LMI projects were cut back or postponed until other funding sources could be identified. Lack of available funds resulted in the discontinuation of several planned LMI projects, such as an analysis of current jobs in demand and the development of local skills inventories for use by employers. Several other projects, including OLMID database expansion and the development of consumer reports, were scaled back.

Despite concerns about funding for LMI, the following projects were completed with a combination of One-Stop and other funding streams:

- The first “Higher Education Consumer Report” has been published and distributed.
- The OLMID database now supports an Occupational Information System which is available at One-Stop Centers. Regional analysts are available to train local staff in its use.
- An improved “Minnesota Salary Survey” has been released and a benefits survey is in progress.
- Employment projections were released on a schedule synchronized with national projections. In previous years, there had been lags of one year or more. Employment projections data are currently published and are available through several electronic occupational information systems.
- An Internet web site is currently operational for support of One-Stop Centers and is heavily used. A regional “LMI homepage” has also been developed and will be available in the near future.
- New publications are available including state and regional employment projections, an LMI products and services catalogue, and regional newsletters.
- A “Human Resources Information System,” modeled after the North Carolina systems, is currently under development and is expected to be operational in all One-Stop Centers by early 1977.
- LMI for business planning is also available through the new MDES regional analysts. The information available includes wage, employment trends, available job applicant characteristics, and local demographics. Customized LMI analysis is also available on a fee-for-service basis.

- Monthly and quarterly LMI publications were expanded to include more regional analysis. These have begun to be published “on-line.”

Management Information Systems (MIS)

Minnesota is part of GEORGE, a multi-state consortium working to develop software to support integrated intake and the delivery of post-intake services in a One-Stop environment. This integrated information system would allow One-Stop “case managers” to schedule client services, take case notes, develop customer work plans, and plan transition services. This project was undertaken to unify the multiplicity of data collection, reporting, and administrative tracking activities currently required to meet federal and state reporting requirements for multiple categorical funding streams, and to prepare for a more simplified set of program requirements at some point in the future. An integrated management information system is expected to allow a number of agency users in a center to function as a team. The system would allow centers to track outcomes for individuals receiving services from multiple agencies. It would also permit case managers to schedule customers for services provided by a variety of service providers and share relevant case notes with case managers in other systems.

State respondents described the current information requirements placed on One-Stop systems as unrelated to the ultimate program goals. As expressed by one state respondent, “the current systems. . . are directed toward program administration purposes, they’re not designed for workforce development.” State respondents also expressed the opinion that the current lack of consensus about measuring the outcomes for One-Stops makes it difficult for states to design their information systems, since they are struggling to “anticipate what [federal] outcome standards might be.”

State MIS staff are also critical of the slow national pace in moving away from the present fragmented information and reporting systems for workforce development services. State respondents stated that some of the difficulties in designing and implementing more unified information systems have their roots in the history of “fractured” administration at the state and national levels. Some respondents believed that a stronger direct federal role in the development of integrated client-level information and case management systems might be preferable to the current consortium approach that encourages groups of states to work together on these issues.

Although the idea of developing a standardized uniform reporting format has some appeal, MDES respondents indicated that they have already made a large investment in their current data processing systems and hope to build on existing

information systems by “tying them together, and putting a unified face on them.” They are somewhat optimistic about being able to link the various MDES-related information systems but view the development of common intake with other agencies, such as MDHS, as a greater challenge. The amount of data required for JTPA program administration, although fairly substantial, is much less than that required for MDHS income maintenance programs, which currently require completion of a 30-page application.

Marketing

State staff distinguish between “internal” and “external” marketing. Internal marketing is seen as closely linked to the issues described above under communication and coordination. One of the major goals of internal marketing is convincing local partners that One-Stop centers can benefit both customers and individual partner programs. In marketing One-Stops to internal customers, the state describes the cost savings that can be achieved by sharing the costs of shared facilities and equipment. They also indicate that the money saved as a result of reducing duplication of services and equipment can be used to save jobs and ultimately provide more services to customers.

External marketing is seen as the responsibility of all One-Stop partners. It is expected that all employees be prepared to talk about the benefits of the new system to both employers and job seekers. However, state and local staff realize that the general public is only gradually becoming aware of the improvements brought about by One-Stop and related systemic reforms. In order to make the One-Stop system changes more visible, MDES created a marketing staff position for the Workforce Center System in mid-1996. In addition, thirty-three staff in local offices have been assigned to marketing activities, with a minimum of one “marketer” per Workforce Service Area.

At both state and local levels, marketers have targeted employers as the primary One-Stop customers to whom outreach needs to be conducted. A variety of business forums, such as chambers of commerce, will be used to promote the new One-Stop services available to businesses. One of the major selling points to employers is that the new workforce system will save employers’ time in recruiting, because *all* of the job-seeker populations will be available in one pool, in contrast to the previous system, in which various programs tried to place their “own” participants.

Two other activities have also resulted in increasing public awareness of the state's One-Stop initiative. In February 1996, MDES, in collaboration with a Twin Cities public television station, sponsored a two-hour prime-time "on-the-air job fair," hosted by two popular metropolitan area news reporters. The job fair elicited more than 280 new job postings from businesses and resulted in the referral of 516 job seekers. As a result of favorable responses by employers, job seekers, and the media, ongoing "On-Air Job Fairs" have been scheduled on a commercial television station. Another commercial television station in the metropolitan area has also begun to regularly air "video résumés," in which job seekers briefly describe their skills and experiences.

Other marketing efforts include the preparation of guidelines for the use of the Minnesota Workforce Center System logo by local Centers certified as One-Stops, the establishment of a monthly MDES publication called "Connecting," and the development of a template for an eight page newsletter, "Connection," which can be used by Workforce Service Areas to provide information about Workforce Centers to the general public. The state plans to continue to assist local marketing efforts by providing local marketing staff with desktop publishing software for use in generating newsletters. In addition, a series of "employer conferences" which would introduce the Workforce Center System to employers is also under discussion.

The following report excerpted from a St. Paul newspaper illustrates the generally positive reception given to Workforce Centers by the news media:

Minnesota Workforce centers are state-operated offices that serve job-seekers and employers. There is never a fee, and anyone—unemployed or working, teen-ager or retiree—can make use of the services offered. There is one price to pay, however. You'll have to check your previous experiences with government agencies at the door. The new Workforce Centers are really the old unemployment offices. Same staffs, and, in many cases, same locations. But a whole new outlook. . . I have spent my share of time in government-operated jobs offices . . . and this is one of the friendliest places I have ever experienced.

IMPLEMENTATION PROGRESS

Minnesota's initial plan was to create a series of customer-friendly offices through co-location of agencies under MDES. According to Workforce Center System respondents, during the process of applying for a federal One-Stop Implementation Grant, the system's designers realized that in addition to co-location, there were more

far-reaching opportunities for improving service to customers. As a result, designers of the system have shifted the focus of the Minnesota One-Stop initiative from not only improving the efficiency of the system to finding what they describe as “new ways of doing business.”

The state's One-Stop system is currently based on a set of 17 local plans designed to implement the vision contained in the state's One-Stop proposal. Although it was originally envisioned that One-Stops would be implemented throughout the state over a three-year period, the plan has since been revised so that the majority of Workforce Centers will be operational by the end of the second year of implementation. According to the director of the Workforce Center system, “we see no reason to stretch the implementation process out over three years. Our goal is to get it up and operational as fast as possible, to get results, and to ensure continuing funding.”

Not all Centers, however, are achieving the goals articulated by the state as quickly as others. Some Centers were described as “ahead of the vision,” bringing into the mix a wide range of non-Labor partners and overcoming such challenges as creating “real” roles for Rehabilitation Services and State Services for the Blind. Although many local areas have continued to make progress toward One-Stop goals, others were described as being “trapped in a ‘this too will pass’ mentality.”

MDES will certainly face major challenges in increasing the number of One-Stops from 8 to more than 40 by the end of the second implementation year. Local areas are charged with designing their own implementation plans and time schedules, but according to state respondents, not all have expressed the same level of enthusiasm. Resistance to the “new way of doing business” shows up in a variety of forms. For example, some local staff have demanded that they be able to keep private offices, although MDES's policy is to encourage as much accessibility to individual customers as possible, while ensuring that adequate private space is available to those staff who can demonstrate that a majority of her customers need privacy. Another obstacle to smooth implementation is conflict at local levels about regulations and laws concerning what materials and equipment can or cannot be shared. Workforce Center respondents, however, indicate that many of these obstacles to One-Stop implementation turn out to be minor and can be addressed in a way which is acceptable to One-Stop partners.

INFLUENCES ON STATE DESIGN

The Minnesota Workforce center system was envisioned as a state-local partnership that would focus on customers' needs and ensure a balance of state and local influence in decision-making. It was also considered important for unions to be consulted in this process and for them to continue to represent their constituency staff in Workforce Centers.

Prior to the federal initiative, Minnesota had begun the process of promoting co-location of its Job Service/Reemployment Insurance offices with other providers of federal, state, and local workforce services. The federal-level One-Stop design and vision added impetus to this process, particularly as it emphasized integration and co-location of services. Reform was seen as a positive step toward reducing waste and duplication of services. State respondents were enthusiastic about One-Stop, which they described as a "visionary" federal initiative which complements their own concerns with total quality management. As a result, Minnesota has aggressively promoted One-Stops and has involved top MDES officials in an effort to communicate the federal-state One-Stop vision to local partners throughout the state.

ASSESSMENT AND LESSONS LEARNED

Minnesota's Workforce Center System has developed a vision of a customer-oriented workforce system, and has established clear and practical guidelines for helping local areas realize the goal of opening as many One-Stops throughout the state as rapidly as possible. The One-Stop initiative has also strengthened local partnership building and supported previously existing state-wide initiatives that promoted co-location of workforce services and the development of MDES as a "total quality" organization. Efforts to publicize the new system, bolstered by the Commissioners' tour of the state and the hiring of "marketers," have met with initial success. Minnesota has also experimented with several innovative ideas including collaboration with broadcast media for promoting concepts such as On-the-Air Job Fairs and video résumés. All of these factors have prompted the state to push its One-Stop implementation time-table forward.

During the evaluation visit, respondents identified several continuing challenges to One-Stop implementation in Minnesota. The most difficult challenge over the next few years will be to increase the involvement of "non-DOL partners" in the workforce system. A second challenge, at both the state and local levels, will be to overcome still existing tendencies to "think programmatically rather than in terms of service

delivery.” A third obstacle will be to find ways to improve services in the face of decreasing overall funding levels. Perhaps the most important challenge will be to continue the task of consensus building. The process of implementing any large organization change demands an extraordinary commitment of time and effort. “Ideally we would have spent two or three years building consensus, making local partners part of process, getting buy-in before implementing One-Stops throughout the state,” said one key Workforce Center System respondent. “We have, however, committed to making this process as fast as possible. This means that we have to review all quarterly updates, keep on top of facilities problems, ADA conformity, problems arising in issues teams meeting, making sure that we’re up to speed on everybody’s progress. What we want from reluctant participants is at least to have them come to the table.”

During the first year of One-Stop implementation, local areas have been allowed a fair amount of latitude in designing their local systems. During this period of early implementation, the Workforce Center team at the state has facilitated broad-based consultation among key state and local staff. As a result of this experience, the state has made a further commitment to One-Stop centers (e.g., by announcing that it will no longer pay for leases of “stand-alone” service provider sites that offer only limited services after the current leases expire) and, furthermore, has identified “best practices” at some local sites. In the process, the state has also developed a clearer idea of what it thinks One-Stop Centers should look like. In part because of the accelerated roll-out of One-Stops, however, some locals are concerned about an “over-specification” or “cookie cutter” approach by the state. State Workforce Center Systems respondents insist, however, that it is not their intention to “micro-manage” the process of building local partnerships nor to dictate how resources should be shared at the local level. They point to the fact that locals have flexibility in determining the extent to which non-mandated partners are included in the One-Stop design, as well as the extent to which “additional” or non-mandated services are made available.