

SPR

SOCIAL POLICY RESEARCH ASSOCIATES

STATE OF OHIO One-Stop Profile

December 1996

Based on a Site Visit Conducted During August, 1996

STATE OF OHIO

One-Stop Profile

CONTENTS

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	6
DESIGN OF THE STATE ONE-STOP INITIATIVE.....	7
Evolution and General Description of the Design	7
Relevance of the State Design to the Four Federal Goals	11
Universal Access	11
Customer Choice	12
Integrated Services	12
Performance-Driven/Outcome-Based	13
Communication and Coordination	17
FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES.....	18
IMPLEMENTATION OF STATE SUPPORT MECHANISMS.....	20
Capacity Building and Technical Assistance	20
Improvements in Labor Market Information and Related Technology-Based Products	22
Management Information Systems	24
Marketing	25
IMPLEMENTATION PROGRESS.....	26
ASSESSMENTS AND LESSONS LEARNED.....	27

STATE OF OHIO

One-Stop Profile

DESCRIPTION OF THE STATE CONTEXT

Earlier in this decade, Ohio began to build the basic policy framework from which its One-Stop system would be launched. In 1991, the governor appointed a Human Resources Advisory Council to review the status and assess the proliferation of workforce development programs. The Advisory Council's report, *Windows of Opportunity*, concluded that one billion dollars was being allocated to 15 different state agencies responsible for the 51 different direct employment and skills development programs, with only limited cross-program coordination. The governor then charged the Human Resources Advisory Council with developing a comprehensive "agency coordination" plan. The Council's blueprint for interagency coordination was laid out in its subsequent report called *Jobs: Ohio's Future*.

In 1993, the governor formed the Governor's Human Resources Investment Council (GHRIC), whose overriding agenda has been the "effective provision and coordination of economic development, education and human resource investment services, maximizing funds and avoiding unnecessary duplication of effort." While *Jobs: Ohio's Future* continues to be the guiding plan for overall consolidation of workforce development services, another report—*For the Common Good*—emphasizes the importance of strengthening the linkages between workforce development programs and education and training programs targeted to at-risk youth and welfare-dependent adults, using interagency "linkage teams."

Together, these planning documents provide a basic blueprint for preparing Ohio's workforce for the twenty-first century. The statewide workforce goals expressed in these documents include the following:

- to make Ohio businesses more competitive in the global marketplace;
- to ensure that all Ohioans achieve the skills and abilities needed to succeed in a high performance workplace; and
- to help all citizens to become self-sufficient.

The long-term goal of Ohio's One-Stop initiative is to develop an integrated service delivery system that provides access to multiple core employment and training

services utilizing a systems approach that embraces multiple models for one-stop service delivery including co-location and no-wrong-door models based on local needs and local design. Partners in local One-Stop systems will use electronic linkages to share information across programs. From whatever point they enter the system, customers should encounter a single or universal registration process, staff that have been cross-trained, and access to self-service tools.

However, rather than attempting to transform its diverse local service delivery systems immediately according to a single consolidated “One-Stop” model, Ohio is encouraging each local area to decide how to build on existing programs and partnerships and what organizational configurations will work best for them, given the mix of programs and services already in place. Because state policymakers recognize the importance of variations in local labor market conditions and other local features, they emphasize that One-Stop delivery systems will also vary from locality to locality. State respondents believe that local One-Stop employment and training delivery systems must be “locally driven” to be effective. To ensure that local systems are responsive to local citizenry as well as to the state’s workforce development goals, the state has determined that One-Stop systems must be designed and developed via a state/local partnership in which all partners have “joint commitment, responsibility and liability.”

Several factors are influencing how the One-Stop system in Ohio is taking shape: (1) the diversity of the state’s economy; (2) a tradition of local autonomy in the delivery of training, employment, and human services; and (3) the state’s emphasis on developing networked One-Stop *systems*, rather than integrated career *centers*. Each of these factors is briefly described below.

- *The diversity of the state’s economy.* Ohio is a large state that encompasses striking economic contrasts. On the one hand, the state has several large relatively prosperous metropolitan centers that have emerged from the recession of the late 1980’s and early 1990’s with low unemployment rates. On the other hand, the state also contains sparsely populated areas with high unemployment rates where recovery from severe economic dislocations has not taken place. For example, large urban areas such as Cleveland, Cincinnati, and Columbus contrast sharply with rural southeastern Ohio, where the economy is still devastated by the decline of the coal mining industry. As a result of these dramatic differences in regional economies, the workforce development challenges faced by different regions are very different.

- *A tradition of local autonomy.* Due to the state’s economic, social, and cultural diversity, state leadership believes that it is critical for local stakeholders to decide how the training, employment, and human services delivery system will be developed and implemented, within broad parameters developed by the state. Furthermore, Ohio currently has 30 SDAs, 76 local offices of OBES, 88 counties, and other locally configured employment and training delivery systems. Rather than imposing a standardized One-Stop framework on top of these diverse institutions, the state calls for the creation of local governing bodies that have the authority to shape the local one-stop system to meet local needs. While this may result in a slower decision-making process, it nevertheless guarantees that all will have a voice in the design of the local system.
- *The use of a “system” approach.* As indicated earlier, Ohio is allowing local areas to develop their own system boundaries and then to determine what will constitute the One-Stop service delivery “system” within those boundaries. The state requires each local system to provide at least one One-Stop center where core One-Stop services will be available. The local system may also include independent service sites for all participating partners.

ORGANIZATION AND GOVERNANCE OF THE STATE ONE-STOP INITIATIVE

State-Level Organization and Governance

Policy Oversight and Governance. The state supports One-Stop system development throughout Ohio by developing the guidelines that influence local One-Stop system development, making decisions about the allocation of One-Stop Implementation Grant funds to local areas, and monitoring and supporting local progress in system implementation. The state is also responsible for certifying local One-Stop systems.

Several different entities are involved in implementing and overseeing Ohio’s One-Stop approach at the state level, including (1) the Governor’s Human Resources Investment Council (GHRIC), (2) the One-Stop Standing Committee of the GHRIC, (3) Statewide Interagency Work Teams and (4) a One-Stop Project Management Team

within the Ohio Bureau of Employment Services.¹ These entities and their roles are described below.

The major policy body for state workforce development programs and issues is the Governor's Human Resources Investment Council (GHRIC), which was formed in 1993 in response to the Job Training Reform Amendments of 1992. Its thirty-one members include representatives from business, labor, education, and community leadership. As described previously, the Council is responsible for overseeing the delivery of cost-effective services in the areas of economic development, education, and human investment services with particular attention to promoting coordination and avoiding unnecessary duplication of effort across multiple programs and funding streams.

The One-Stop Standing Committee of the GHRIC was established as one of four GHRIC standing committees in order to deal with specific One-Stop development issues and to provide the advocacy needed to move this important program forward. The creation of this oversight body as an arm of the GHRIC has enabled the Committee to overcome many obstacles and barriers to the implementation of a One-Stop system because of the key positions that the GHRIC members hold in the overall employment and training arena. The One-Stop Standing Committee takes the lead in encouraging state agencies to develop coordination agreements to further One-Stop implementation, reviews the work of the Statewide Interagency Work Teams (described below), and is responsible for making recommendations to the GHRIC about the certification of local One-Stop systems.

A state-level One-Stop Workgroup monitors and supports the implementation and ongoing operation of One-Stop systems in Ohio. Each of the state agencies and departments involved in One-Stop system development is represented on the Ohio One-Stop Workgroup. The Workgroup plays a direct, "hands-on" role in the day-to-day planning and development of the One-Stop system. It has direct responsibility for One-Stop development and implementation and reports to the GHRIC One-Stop Standing Committee. Statewide Interagency Work Teams led by members of the Statewide One-

¹A Statewide One-Stop Workgroup was a precursor to the GHRIC One-Stop Committee and no longer exists. It was the original state level planning body and included representation from the same partner and stakeholder groups as are now represented on the GHRIC One-Stop Committee.

Stop Workgroup have the responsibility for dealing with specific policy and implementation issues that are statewide in nature.

As the lead state agency involved in the One-Stop initiative and the grant recipient of the DOL One-Stop Implementation Grant, the Ohio Bureau of Employment Services (OBES) houses a One-Stop Project Management Team that oversees the DOL grant and provides technical assistance and consultation to local sites, including assistance related to team-building and local governance. The One-Stop Team Manager is responsible to the GHRIC One-Stop Committee and serves at the pleasure of the Governor, but reports to the OBES Administrator, since OBES is the lead state agency in Ohio's One-Stop effort.

State Agency Partners. At the local level, the state has established a hierarchical classification of One-Stop partners, consisting of (1) mandated partners, (2) optional or desirable partners, and (3) encouraged partners. The mandated One-Stop partners in each local area include the agencies responsible for JTPA, ES, Veterans Employment Services, UI and Title V of the Older Americans Act. The state agencies associated with the mandated local partners include the following.

- *The Ohio Bureau of Employment Services (OBES)* is the agency responsible for the Job Training Partnership Act programs, Employment Service programs, Veterans' Employment Services, and Unemployment Insurance. As the lead agency of the state One-Stop initiative, OBES co-chairs the Statewide GHRIC One-Stop Committee.
- *The Ohio Department of Aging* is the state agency that oversees local "aging" networks that receive funds to provide Senior Community Service Employment Programs to seniors under Title V of the Older Americans Act.

The second tier of potential One-Stop partners are defined as "optional or desirable" partners. The state has defined the agencies responsible for the following programs as optional or desirable partners in each local area: (1) welfare reform and welfare-to-work programs, (2) vocational education, (3) adult basic education and literacy programs, and (4) two-year colleges (vocational technical schools and community colleges). Local areas interested in One-Stop certification must involve partners responsible for three of the four optional program areas. State agencies responsible for "additional mandatory" programs include the following.

- *The Ohio Department of Human Services* oversees the Job Opportunities and Basic Skills (JOBS) Program and other welfare-to-work programs administered in Ohio by county welfare agencies.
- *The Vocational and Career Education Division of the Ohio Department of Education* oversees secondary and adult vocational education programs available to adults in Ohio through public school systems. In addition, a total of 35 Vocational Education Full Service centers offer workforce training, employee testing and assessment, technical skills training, customized training, and job placement services to unemployed and under-employed adults.
- *The Adult Basic and Literacy Education Programs Division of the Ohio Department of Education* oversees adult basic and literacy education programs in Ohio. A statewide network of school districts, institutions, and community agencies provides direct services to learners. The state recently established a statewide literacy resource center at Kent State University that provides information and assistance to employers and service providers.
- *The Ohio Board of Regents* oversees the operation of public two-year colleges. Two-year colleges in Ohio include both vocational technical institutions and community colleges.

The third tier of potential One-Stop partners are defined as “encouraged partners.” Partners encouraged at the local level include the agencies responsible for (1) vocational rehabilitation, (2) school-to-work transition programs, (3) the Ohio Industrial Training Program—a state-funded program that awards grants to private employers to upgrade the skills of their current workers, and (4) other community programs that provide support services, such as day care, transportation, and housing assistance to disadvantaged residents. State agencies responsible for these programs include the following.

- *The Ohio Rehabilitation Services Commission* administers vocational rehabilitation services targeted to individuals with substantial physical or mental disabilities. Services include evaluation and employability planning, counseling and guidance, and occupational and financial assistance.
- *Ohio’s School-to-Work transition project*, is a multi-agency collaborative effort led by the Lieutenant Governor’s Office, oriented to improve the alignment between school and work. The School-to-Work team is comprised of state legislators, employers, organized labor, the Department of Education, the Department of Human Services, the Ohio Bureau of Employment Services, and other stakeholders. At the time of the site visit, 11 pilot projects were operating in the state to test

different service models. The School-to-Work team is represented on the GHRIC One-Stop Standing Committee. Its presence ensures that School-to-Work planning will be aligned with One-Stop system development.

- *The Ohio Department of Development* administers the Ohio Industrial Training Program. This state-funded program supports training for incumbent workers. One part of the program places economically disadvantaged individuals in employment supported by job- and classroom-based occupational training.

State Framework for Local Governance

It is the state's goal to integrate and incorporate as many employment and training programs into local One-Stop systems as possible, while still providing some flexibility at the local level. Local areas are given substantial discretion in designing entities to govern their One-Stop systems. The state requires that whatever governing body is designated, it include all key stakeholders in the local One-Stop system, including mandatory, optional, and encouraged partners. The local governance structure for One-Stop systems must have participation from employer and job-seeker customers, business, organized labor, and local elected officials. Localities must also demonstrate a strong linkage with the local Job Service Employer Committee (JSEC) and between the JSEC and the Private Industry Council, to ensure that local employers will be strongly connected to the new employment and training system.

Local areas may use their Private Industry Council (PIC) as the governance structure for their One-Stop system, but the JTPA administrative role of PICs must be kept separate from their One-Stop policy function. In addition, local areas are required to establish linkages between their local One-Stop system and existing coordination initiatives, including the local School-to-Work initiative, Vocational Education Full Service Programs (described above under state vocational education partners), and Common Good teams.²

Ohio describes the process of developing local One-Stop systems as a process of developing state and local agreements about how services will be provided, how service providers will be selected, how customers will be assisted and how the One-

²Common Good teams were established in 1989 under the auspices of Ohio Department of Education. Originally the focus was on establishing linkages between welfare-to-work and education programs. The local Common Good teams have since evolved to include all the major employment and training partners. There are 35 local teams currently in existence in various parts of the state.

Stop system will be financed. Thus, agreement about the local governance structure is only one step in negotiating a series of agreements about the future of local workforce development services.

DESIGN OF THE STATE ONE-STOP INITIATIVE

Evolution and General Description of the Design

The federally-funded One-Stop initiative builds on and furthers existing state initiatives. By the time Ohio received official DOL designation as a One-Stop implementation state, the state had already begun to develop and implement a strategic plan to promote the consolidation of employment and training services so as to reduce costs and inefficiencies. The initial strategy, developed and implemented by the Ohio Bureau of Employment Services (OBES), called for the creation of Customer Service Centers (CSCs), which would consolidate service delivery for the ES and UI programs using integrated application forms and cross-trained staff. Additional local workforce development programs were also invited to co-locate with ES/UI in CSCs. Though less sweeping in its scope than the One-Stop initiative, the move to create Customer Service Centers was an important precursor of One-Stop in Ohio.

OBES Customer Service Centers remain a “key component” of local One-Stop designs. At the time of the evaluation site visit, seven Customer Service Centers were operational and nine additional Centers were in the process of development or renovation. All local areas are required to involve existing CSCs in local One-Stop system-building efforts. Some CSCs may also be used as test sites to pilot the use of an enhanced Ohio Job Net system to provide automated One-Stop services as part of an integrated statewide system.

Another experience that was influential in building collaborative partnerships among state and local employment and training representatives was the development of Ohio’s plan to implement a Worker Profiling and Reemployment Services (WPRS) system. Ohio’s process for designing this system brought together state and local service providers to discuss how to utilize existing resources to best meet the needs of dislocated workers. As a result of this design process, representatives from the employment, training, and human services sectors experienced the potential for working together without “turf” issues being paramount. The development of the Worker Profiling and Reemployment Services plan used a consensus-based team-building process that combined program design ideas provided by local partners with support provided by state-level systems. The successful experience planning the WPRS

system provided state policy makers with the impetus and the determination to move forward with the group's One-Stop vision. A similar interagency collaborative process was used to develop the state's One-Stop Implementation Grant application to DOL.

Ohio's vision for transforming local workforce development systems includes designing and delivering services that:

- offer customer choice and promote customer satisfaction;
- address the full range of customer needs and goals;
- are viewed by customers as seamless high quality services;
- are delivered using systems that are cost-effective and cost-efficient;
- satisfy the current performance goals and standards for existing programs.

As indicated earlier, Ohio's One-Stop vision is that local systems must be designed to meet the specific needs of customers and harness the specific resources available in each local labor market. A fundamental requirement of the state design is that the mandatory local partners must reach agreement on the local design before seeking One-Stop funding from the state. To guide local partners in the development of their own local agreements, the state has established a set of "certification parameters." The certification parameters described below are used to review the applications from local areas for funding to support the implementation of their One-Stop "systems."

- *Geographic boundaries.* While Ohio expects to eventually have a One-Stop Career Center system in each of its 30 SDAs, it has left the development of the actual One-Stop system boundaries to the localities. Parameters established by the state for grant application include the following: each proposed multi-county system must include at least 200,000 residents, and the counties it comprises must be contiguous; to apply as a single-county system, a county must have 800,000 or more residents. Furthermore, all mandatory partners must agree when SDA lines are to be crossed by One-Stop system boundaries.
- *Local governance structure.* As described in the previous section, local governance structures must include representation from all local program partners. All key players must be in agreement about the local governance structure.
- *Mandatory partners/programs.* As previously described, agencies responsible for all DOL-funded programs are mandatory partners. Local systems must also obtain participation from three out of four

“optional” partners/programs including welfare-to-work, vocational education, adult basic education, and two-year colleges. Participation by agencies responsible for vocational rehabilitation, school-to-work, Ohio Industrial Training Program, and other local programs serving economically disadvantaged residents is encouraged, but not required. Where Customer Service Centers (described above) exist, they must be included as participating partners of the local One-Stop system.

- *Universal access to core services.* All One-Stop systems must provide the following basic core services: (1) customer-oriented information on careers, labor markets, jobs, and the availability of quality education and training programs; (2) testing and assessment; (3) information on the initial eligibility requirements of programs in the community; (4) information on job openings and hiring requirements; and (5) assistance with job search. Ohio’s statewide automated job matching system—Ohio Job Net—must be available to all customers and local system plans must describe how the automated system will be used.
- *Integrated program delivery.* To meet the state’s requirement for integrated services, at least one physical site within each local One-Stop system must qualify as a “One-Stop Center” by

Services throughout local One-Stop systems, but particularly in One-Stop Centers with co-located partners, are to be provided in a seamless manner. Suggested strategies include: (1) integrated intake through the use of a system-wide common intake procedure; (2) the use of staff cross-trained in multiple programs and able to perform broad, rather than narrow, functions; (3) electronically shared information; and (4) integrated job development and job placement services across local partners.

- *Attention to the needs of special populations.* Localities must indicate how each special population will be served. Special populations will include veterans, dislocated workers, economically disadvantaged adults and youth, older workers, individuals with disabilities, and UI recipients. Local plans must also address how the One-Stop system will serve cash assistance recipients, in accordance with the state legislation on welfare reform.
- *Local match requirement.* Localities must commit an in-kind match of 10% of the federal One-Stop Implementation Grant funds received.

The state has also developed a procedure for evaluating whether an individual service site can be designated as a One-Stop “center.” To qualify as a One-Stop center, a local site must provide information on and access to each of the mandatory programs—JTPA, ES, UI, Veterans Employment Services and Senior Community Services Employment Program—plus three of the four optional programs—welfare-to-

work, vocational education, adult basic education, and public two-year colleges. To be designated One-Stop centers, local sites must also offer each of the required core services (described above) to all customers.

Thus, while the state permits substantial flexibility in the development of local One-Stop systems—including variation in the extent of co-location among participating partners—the parameters clearly call for system consolidation to emphasize the delivery of services that encompass a broad range of funding streams and programs and that are viewed as seamless from the customer perspective. The state guidelines for local designs raise issues that are sometimes complex. Here are some examples:

How to achieve a state-wide system given limited resources. Initially, Ohio planned to develop 30 local One-Stop systems (corresponding to the 30 existing JTPA service delivery areas) that would each build on existing JTPA and ES/UI service sites. Partners in each local area would redesign the services offered by existing sites within a local area to achieve customer-driven, user-friendly, seamless service, through a transformation process that emphasizes implementing electronic linkages, cross-training staff, and developing self-service opportunities. However, since DOL One-Stop implementation funding will not be available at the requested level and Ohio's administrative cutbacks have resulted in a reduction in the number of ES/UI offices, Ohio may find it difficult to support enough local sites to achieve a statewide system. Nevertheless, as it moves through the three-year implementation period, the state will work with the localities that go through the competitive bidding process, to determine what configurations might adequately serve local labor markets as well as providing Ohio with maximum geographic coverage.³ In addition, the the GHRIC One-Stop Committee is assessing the potential for seeking alternative funding, possibly from the state, for a fourth year of implementation to ensure that Ohio meets its goal of 30 systems, thus covering the entire state.

How to further the state vision using a variety of local partnership and service delivery configurations. The state has allowed local discretion in the configuration of the local governance structure, the number and types of programs to be integrated, the number and location of service sites within the One-Stop system, the relationships

³ Since 1988, 22 Ohio counties have been without a local office for the delivery of ES and UI services as a result of limited state funds. Because of this, the One-Stop selection process will encourage the geographic expansion of One-Stop systems to include under-served areas.

among different sites, and the selection of the One-Stop operator and fiduciary agent. Given this broad local discretion, Ohio may find it difficult to ensure that local One-Stop systems are furthering a common statewide and federal One-Stop vision. The GHRIC One-Stop Committee, however, continues to address the issues that will ensure that local systems further a common statewide and federal One-Stop vision.

How to achieve active participation by all the desired local partners. It is difficult enough to consolidate policies and procedures among different DOL programs administered by the same state agency. Ohio's vision of integrating services across a broad range of local partners and programs is very ambitious.

How to achieve integrated service delivery across program partners. Ohio has recognized that it will take time to develop and/or expand integrated services. Each of the following subsystems will be phased in as they are completed and ready for implementation:

- *Integrated customer information* will facilitate common registration by providing access to customer information on the participating program databases.
- *Customer record of service* will track an individual's progress across various employment and training programs in relation to his or her employment plan.
- *Training quality information* will provide information on the completion, retention and success rates of students enrolled in various training institutions.
- *Ohio Job Net* will be enhanced to provide a single point of access for labor exchange services.
- *Labor market information* will provide comprehensive information regarding occupational trends and projects.

Relevance of the State Design to the Four Federal Goals

Although the state One-Stop design defers many of the details of One-Stop system design to the localities, state-level respondents say that Ohio has not lost sight of how its design supports the four federal One-Stop goals.

Universal Access

Ohio encourages localities to be creative in designing their systems to provide services relevant to the population they are serving. Through its local One-Stop

systems, Ohio intends to provide universal access to the following core services to all population groups:

- Intake and assessment and testing for programs offered by mandatory partners (e.g., ES, UI, JTPA, Veterans' Employment Services, and Older Worker programs);
- Orientation and information on all employment and training services available within the geographical area including job openings, job referrals, and job search assistance and placement services;
- Quality labor market information, including data on labor market trends, careers, job categories, and skills needed for the local labor market;
- Assistance with initial UI claims.

While One-Stop systems are not required to provide additional services to the general population, Ohio does give extra points in its One-Stop grant application review process to local sites that offer additional core services that include 1) in-depth assessment and counseling, 2) case management, 3) training, and/or 4) skill validation to certify qualifications of job applicants.

Customer Choice

The intent of Ohio's design is to provide customer choice in three major ways: (1) providing the information needed to make informed choices; (2) making it possible to access information at multiple locations within the local One-Stop system; and (3) providing the option of using self-service means of accessing services.

Providing information is seen by Ohio as key to individual self-empowerment. Therefore, much of the systems development during the next three years will focus on developing improved ways to provide user-friendly information. Products in development include a system for gaining easy access to Job Net and the Internet — which is Ohio's skills-based automated job matching system—and integrating Job Net with information on additional employment and training services and partners. In addition, the Ohio Career Information System (OCIS) will provide information on training providers, including information available through the National Center for Education Studies.

Self-service options will include electronic linkages and the use of out-stationed staff and/or cross-trained staff to assist in the self-service process. Multiple self-service stations will be available, including kiosks in libraries and at One-Stop centers.

Interactive voice response is also planned for UI customers. In addition the OCIS will be available as part of the automated LMI system.

Integrated Services

Ohio views integration of services as having the customers' needs as the ultimate focus. The state wants local sites to integrate as many employment and training programs as possible but to include only those optional programs that make sense in the local environment. As defined by the state, the requirement for integration of services is met if at least one physical location in each local system provides customers with information on all participating programs and provides program access through intake, assessment, and preliminary eligibility assessment. The actual direct delivery of services—such as in-depth assessment, testing, counseling, training, job search assistance, etc.—does not need to be provided at the One-Stop site. However, in rating local area applications, the state will give priority to sites that provide maximum direct service delivery at the One-Stop center.

Ohio is in the process of developing tools that localities can use in integrating services. Various integration tools are in different stages of planning and implementation.

- *A model orientation workshop* is being developed as part of Ohio's Worker Profiling and Reemployment Services. This model workshop may also be used to serve a broader One-Stop population.
- *A "rolling common intake" plan* is being developed to facilitate easy access to customer information by the various partner programs. Once in place, each customer will have to provide information only once in order to activate his/her application.
- *A customer "record of service"* will be integrated into a tracking system that will provide information on services provided as well as outcomes achieved. This system will follow the client through his/her various interactions with the employment and training system and will also be used for performance measurement.
- The state also encourages local areas to *cross-train staff to carry out broader cross-program functions* in order to provide seamless services and facilitate the "no wrong door" approach. State efforts to support staff training are described in a later section.

Performance-Driven/Outcome-Based

Final performance guidelines and goals were left purposely vague in Ohio's One-Stop implementation proposal to DOL, with the intent that a performance plan would

be developed in the first year. As part of the performance plan, state One-Stop partners would study the issues and make recommendations to the GHRIC.

Once the state One-Stop implementation grant was received, a statewide Work Team was assigned to deal with the issues of program performance. Concerns included how to develop a performance measurement approach that will build on existing efforts, recognize local design variants, and adequately measure services to all customers of the One-Stop system. It was decided that in order to measure the success of the local One-Stop systems in a fair and equitable manner, interagency monitoring teams would conduct individualized on-site evaluations of the progress of each One-Stop site.

The Program Performance Work Team also undertook to recommend performance measures and methods for use across all local One-Stop systems. The Team identified three important areas that needed attention in the development of a system to measure One-Stop performance:

- *Customer service satisfaction* measures and the development of methodologies to assess customer and service satisfaction;
- *Measures of customer outcomes and performance* and reporting methods to support these measures;
- *Overall assessments of local system operation* to be performed by cross-program monitoring teams, along with assessment tools to be used by assessment teams for use by the teams and a method for collecting and organizing relevant information and providing it to the GHRIC One-Stop Committee.

As a result of its work in these areas, the statewide Program Performance Work Team recommended that the GHRIC One-Stop Committee adopt performance measures for each of the primary customers—employers and job seekers—centered around five goal areas. Exhibit 1 summarizes the recommended measures. The GHRIC approved these recommendations on an interim basis. They will also be reviewed by the legislature to determine whether they provide the information the legislature may wish to compile on the One-Stops.

During the second year of its One-Stop Implementation Grant, Ohio plans to establish the actual performance standards and adjustment processes, if any, and identify the consequences for sub-standard performance. The results of the performance measurement system will be published annually for each local one-stop

system as well as for the state as a whole. The state will award “performance ratings” to each One-Stop system based on its achievements.

[Insert Exhibit 1 here]

Ohio's performance management system is designed to be implemented in two phases, *basic and enhanced*. During the *basic* phase, local sites will use information currently available and continue to meet current reporting and performance requirements. In addition, the state is encouraging local sites to use locally-designed tools—like comment cards, focus groups and telephone surveys—to measure customer satisfaction. A new measure of integration of services called “services received” is also being created. This measure will count individuals who are tracked as moving into another program and who actually receive services from that program.

In preparation for the *enhanced* phase, the state will develop new procedures for tracking individuals and services across different programs through the use of shared, automated case management tools. During the enhanced phase, an integrated individual service plan will become the yardstick by which One-Stop successes will be measured. During this phase, more systematic and in-depth customer satisfaction assessments will be conducted. Assessments of customer satisfaction will be conducted semi-annually for each One-Stop area and performance levels will be indexed against state performance.

Having developed the necessary basic data elements for the recommended measures, the Program Performance Work Team is now working with the information technology division on developing the information systems and data management infrastructure to implement the planned system. In addition to obtaining feedback on possible information system designs from the local One-Stop “lead” staff, the Work Team will also be dealing with such long-range issues as who will collect the data and where it will be stored. Other challenges Ohio faces in regard to performance measurement include: (1) how performance will be measured for the self-service system (e.g., kiosks in libraries and malls); (2) how to resolve potential cross-program conflicts in the definitions of outcome and process measures, both for DOL-funded programs as well as for programs funded by different federal agencies; and (3) how to integrate information that is currently stored using dramatically different information systems maintained by the various education and training agencies participating in the One-Stop system.⁴

⁴ For example, the state Department of Education does not identify customers using social security numbers, and the community college system does not maintain a statewide database.

Program Performance Work Team participants interviewed for this study expressed concern about the lack of consistency between the measures proposed for evaluating the One-Stop system and the measures currently used to assess the different categorical programs. In order to conduct useful evaluations of One-Stop, they said, common definitions and common goals are needed throughout the entire system. Respondents are also concerned that decisions being made at the state and federal levels concerning welfare reform will have an important impact on what it will be important to measure and how the data will be collected. Despite the frustrations of dissimilar reporting measures and changing contexts, however, respondents expressed assurance that the customer satisfaction and other performance measures they have identified provide a solid foundation for measuring One-Stop success at both the local and state levels.

Communication and Coordination

The complexity of achieving the needed communication, collaboration, and cooperation among so many different agencies and counties has proven to be a massive task for Ohio. Information sharing is a key part of the system developed by Ohio to support such a large and complicated undertaking.

Ohio has designed its One-Stop system so that cross-agency communication among state-level partners takes place in the normal course of system planning and implementation efforts. Agency partners communicate through their representatives on the various Work Teams, in their reports and recommendations to the GHRIC One-Stop Committee and in their One-Stop Work Team meetings. In addition, information-sharing agreements have been developed at the state and local level to enable One-Stop partners improve the delivery of services to One-Stop customers. At the state level, the information-sharing agreement includes the major education and training agency partners: the Ohio Bureau of Employment Services and the Departments of Education, Aging, and Development. This agreement will be used as a model for the development of more specific local information-sharing agreements.

The State Project Management Team and Project Manager also play major roles in facilitating communication and coordination among partners at the state level and between the state and the local One-Stops. The Project Management Team ensures that the members of the GHRIC One-Stop Committee and the interagency Work Teams that oversee local One-Stop implementation and performance have sufficient information to perform their oversight functions. The Project Management Team also collects and

disseminates summaries of interagency Work Team meetings, facilitates communication among state and local One-Stop actors and disseminates information about best practices. Local workgroups are required to summarize their activities in a quarterly report to the State One-Stop Project Manager, who disseminates this information to the members of the various local and state workgroups.

The Management Team also develops and disseminates a monthly newsletter—“The One-Stop Link”—which provides information on the status of and new developments in the local One-Stop systems. Summaries of the accomplishments of the One-Stop Work Teams are provided in the newsletter. The state also facilitates periodic “Partners Helping Partners” conferences that promote communication and exchange of best practices among the staff of local One-Stop systems. Through highlighted presentations by state Work Team members, these conferences also promote communication between state and local staff.

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

A number of funding issues are influencing the progress and pace of Ohio’s transition to a statewide One-Stop system. Ohio initially requested just over \$9 million in DOL One-Stop implementation grant funds for each of three years, for a total federal investment of \$26.4 million. These funds, in combination with its own planned investment of \$28 million—largely to develop information systems and renovate existing Customer Service Centers—were expected to enable Ohio to complete its One-Stop system development within the three-year implementation grant period. The original plan called for the establishment of thirty local One-Stop systems, which would have covered the state by generally paralleling the existing SDA configuration. Seven pilot sites were planned for the first year, then eleven or twelve sites were to be established in each of the final two years of the implementation grant.

However, with a first-year DOL grant award of only \$6.7 million and an initial lack of information about the amount of federal funding that would be available for the second and third years of the implementation grant, Ohio was forced to revamp its plan and schedule for the development of local One-Stop systems. Among the changes made were a reduction or delay in some of the planned state and local support mechanisms, a reduction in the planned state project staff from four to three positions, and an uncertainty about how many second and third year sites would be approved for implementation funding.

Ohio has made it clear that funding reductions have not altered its basic approach to One-Stop planning. The state has maintained its planned allocation level of \$440,000 for each of the seven first-year pilot sites, for a total of \$2.4 million. The revised first-year budget allocates grant funds to the following activities:

- *Local Site Funding.* Seven sites have been funded at an average level of \$440,000 per site for the first year. Implementation grant funds must be used as “seed” money at the local level. Funded activities may include technical assistance and capacity building efforts. Although funding may be carried forward into the second year for one-time purchases, funding for staff cannot be carried forward.
- *Labor Market Information.* Originally, Ohio had planned to spend about \$2 million for upgrading labor market information during the 3-year funding period. Under the revised budget, this was reduced to just under \$400,000 for the first year and approximately \$240,000 for the second year. Second year projects will include developing labor market information that can be accessed via the Internet and supporting the Professional Development Institute, which will teach local One-Stop staff how to use labor market information. Because of the DOL funding reductions, some planned activities will be dropped, delayed, or funded from other resources.
- *Ohio Job Net Equipment for One-Stop Sites.* Approximately \$1.2 million of the DOL grant funds will be used to purchase Job Net workstations, train OBES field staff in the use of Job Net equipment, and develop Job Net kiosks.
- *Other State Systems.* During the first implementation year, planned expenditures for Ohio Job Net imaging systems were shifted to Veterans funds. This included data technician staff, a Network Administrator and the power supply. Some of these activities are expected to be funded from the second year of the Implementation Grant.
- *Integrated Customer Information System.* Using approximately \$800,000 in first year implementation grant funds, Ohio will undertake a major project to develop a “record of service” system. Under this system, three separate management information systems (for UI, JTPA and the Job Net) will be developed on a front-end database system that has software that allows staff to enter, access, and update client data when additional services are provided. Development of this system will reduce duplicate data entry and facilitate information sharing across programs.
- *Other Technology-Based Support.* First year funds totaling approximately \$350,000 will be used for two projects: (1) to fund staff support for the expansion of the state communications network,

including network management functions; and (2) to support measurement, evaluation, and research activities (e.g., the development of methods to measure customer satisfaction).

Implementation grant funding for Ohio's second year totaled \$4.1 million, about half of what was requested. Of that amount, about \$2.68 million was planned to fund seven new local One-Stop systems, to be selected on the basis of competitive proposals. Local sites will also receive some additional funds for information systems equipment and capacity building and technical assistance activities. Ohio will wait until the third-year funding level is announced to decide how many additional sites will be established with DOL grant funds for the third and final year.

To make up for some of the funding shortfalls, Ohio has leveraged supplementary funding from other programs. Some examples of contributions from other funding streams include the following: 1) Job Net workstations for staff were purchased using \$222,000 of Worker Profiling funds; 2) Job Net kiosk purchases were supplemented with current JTPA EDWAA Governor's Reserve funds; 3) \$1.4 million from the ES Automation grant was used for Job Net kiosk equipment; and 4) funding for the Job Net imaging system was supplemented with funds from the Veterans Program. Moreover, the GHRIC One-Stop Standing Committee is considering a range of strategies to secure additional funding to support One-Stop system development, including the pursuit of general revenue funds and the utilization of funds contributed by partner programs. Another strategy being considered is to request that the five major agency partners each contribute one staff person to augment the Project Management team.

IMPLEMENTATION OF STATE SUPPORT MECHANISMS

Capacity Building and Technical Assistance

Developing a viable capacity building mechanism for Ohio's local One-Stop systems is a daunting challenge because of the range and variety of partners participating in the local systems. Another complicating factor is that staff are located in a number of different physical locations that are linked electronically, rather than sharing the same facility. Each of the first seven sites currently in operation have large and growing numbers of agency partners; one system already has more than 60 partners. Developing the capacities for all partners and staff within each participating organization to perform at their optimum level is a task that will span a number of

years. Each year, Ohio plans to focus its state-level capacity building efforts on the localities that receive implementation awards that year.

The Human Resources Work Team assigned to address staff development needs associated with One-Stop implementation initially outlined several overarching capacity-building goals:

- *Staff Utilization.* To develop models for how to deploy existing staff to accomplish the work of the One-Stops;
- *Capacity Building.* To explore existing staff expertise and what new skills staff need to accomplish the new tasks that they will need to do in the One-Stop setting;
- *Resources.* To utilize available capacity-building resources for the first year;
- *Labor Issues.* To determine how staff job descriptions and pay scales should change as One-Stop staff modify their roles and responsibilities.

However, capacity building, as one state respondent expressed it, “is like nailing gelatin to the wall.” The Human Resources Work Team continues to confront a number of issues as it attempts to develop a framework for capacity building for the first year and beyond. As in other areas of One-Stop system development, the challenge for the state is to provide a general approach to capacity building, while at the same time leaving enough flexibility to accommodate variations in local capacity building activities across local sites.

Some first-year capacity building and training activities have been provided to state-level One-Stop entities. For example, members of the GHRIC One-Stop Committee and the cross-program monitoring teams have received training on the requirements of the One-Stop system.

Training for staff in the local sites that received first-year implementation funding has been hampered by a lack of capacity building funds in the first year project budget. Furthermore, after analyzing the training needed to enable One-Stop staff to work effectively as members of inter-agency teams, the State Human Resources Work Team determined that they needed to design a long-term capacity building and technical assistance approach. Thus, during the first year of the implementation grant, staff used already existing training resources to support the first-year pilot sites and focused on developing a long-term training and capacity building approach that can be implemented over an extended period to support the One-Stop operations.

To respond to the immediate needs of the local pilot sites, the Human Resources Work Team undertook to provide orientation and discussion sessions for members of local governance boards. Using the model developed in Barry Johnson's book, *Polarity Management: Identifying and Managing Unsolvable Problems*, the Work Team has attempted to work with governance groups to identify issues, barriers, and concerns at the local level as well as those that concern the relationship between the local and state level (e.g., the roles of each partner, common terms, goals for a transformed employment and training system). The Work Team facilitator indicated that training provided to members of local governing boards has assisted board members in better understanding the One-Stop concept. Training has also enabled local board members to support local agency partners in the development of their own One-Stop designs within the guidelines set by the state. Board members have also been provided with materials developed by the State of Ohio Office of Quality for the purpose of improving group interaction, communication skills, and the ability to work toward a common goal. Training topics have included Problem-Solving, Communications Skills, Reaching Consensus, and Strategic Planning.

To identify the additional capacity-building needs of local One-Stop system partners, focus groups comprised of local One-Stop stakeholders convened to discuss what types of training are needed at the local level and to identify potential training vendors. In response to identified problems, members of the State Project Management Team have disseminated information on best practices, provided individualized technical assistance to local areas on a site-by-site basis, and promoted information sharing among peers by sponsoring "Partners Helping Partners" conferences (described above under Communication and Coordination).

In addition, local One-Stop staff have received training and technical assistance from a variety of state entities. Front-line staff have received training to enable them to function as "customer service representatives." Cross-program training has made it possible for partners to provide customers with better information about and referral to their sister partners within their local One-Stop system. Team- and quality-based training, such as Q-Step and Simply Better are also considered important training tools for One-Stop partners at both the state and local levels.

To develop the long-term training plan, the Work Team is in the process of identifying more specifically what training needs to take place, what should be the training responsibilities of the local sites and how training should be delivered (i.e., by

the state, by local vendors or state-supported private vendors). One important source of training and technical assistance that has been identified and is already in operation is a Professional Development Institute that is operated by OBES' Labor Market Information Division. The Institute will train One-Stop staff on how to use labor market information, based on case study examples.

Improvements in Labor Market Information and Related Technology-Based Products

The Labor Market Information Division of the OBES is the principal agency responsible for the production, analysis, and dissemination of labor market information for Ohio. The LMI division is supported by the Occupational Information Coordinating Committee (OICC), comprised of some of the same partners involved in the Ohio One-Stop Workgroup. OICC has been central to the integration of the labor market and career information system and was instrumental in the development in 1987 of an automated labor market information system.

The two major products that support the delivery of automated labor market information to Ohio job seekers and employers are the Ohio Career Information System and the Ohio Labor Market Information (LMI) System. A recently added product is the Economic Development and Employment Planning Information System. Due to high utilization of these products by a range of user groups, OBES and its LMI Division are strongly committed to the continued development of an automated delivery system for labor market information. However, these systems have been operating on aging technology platforms that make it difficult to offer user-friendly access to employer and job seeker customers. System improvements currently underway include the upgrading of these systems to take advantage of new information-sharing and information-management technologies. Planned changes will increase the ability of the automated system to provide a user-friendly interface for direct use by customers as well as support "system-wide integration" by making the automated systems available to staff and customers in a large number of local service sites. However, while Ohio has a strong commitment to upgrading its automated information systems, current fiscal resources limit how quickly it can transition to the new technology environment.

Although Ohio currently lists all its job openings on America's Job Bank, there is still work to be done, LMI leadership indicates, to provide better access for employers interested in posting job openings. Ohio has embarked on a number of substantial enhancements to its present Job Net system to support the implementation of the One-

Stop concept. Projects currently underway have projected completion dates ranging from six months to three years; projects are in varying stages of development, pilot testing, or implementation.

Selected projects funded with the One-Stop Implementation Grant include: (1) the development of improved technology platforms (e.g., local area networks and Internet access) to support the delivery of automated career and labor market information to One-Stop customers via Ohio's Job Net Information System⁵; (2) the development of a "micro-occupational information system" to provide integrated information to employers, individuals, and service providers on current and projected labor market demands and related training resources by occupation; (3) the development of an electronic bulletin board to share state labor market data banks and local community service directories with dial-up users; (4) an analysis of the specific skills demanded and supplied in different labor markets to improve the labor exchange process; and (5) the development of an electronic customer satisfaction survey for Job Net users to support the measurement of system outcomes.

Other planned enhancements to the technology-based products available to One-Stop customers include: (1) the development of an imaging component for storage and management of job seeker work histories, (2) utilizing America's Talent Bank for storage of resumes (which will provide immediate referrals of qualified job candidates by enabling employers and applicants to exchange information directly), and (3) a resume preparation system available at the one-stop site. Additional technology-based products and services planned for One-Stop systems include the use of touch screen kiosks to obtain customer satisfaction information, incorporating self-assessment tools into automated systems, and adding an on-line community services directory. Finally, the Ohio Occupational Information Coordinating Committee will develop two self-help publications designed to provide One-Stop customers with comprehensive labor market information. These products will be disseminated as hard copy and in electronic form on the Job Net.

⁵ Since August 1996, Ohio Job Net has been available on the Internet. All OBES Customer Service Centers and other ES service sites already have the capacity to access the Internet. One of the second-year Implementation Grant projects is to make Internet access available from all Ohio One-Stop Centers.

Management Information Systems

Due to the complexity of integrating information systems, Ohio will provide a statewide system for use at the local level. This strategy will also reduce development costs and will promote statewide consistency of core services and performance measurements. At the same time, it will allow the use of both “off-the-shelf” and locally-developed software.

Ohio has developed a One-Stop information strategy that builds on the current overall information system approach. The state’s newest system, *Ohio Job Net*, will support the critical One-Stop direct service function of job development and job placement. It is also the platform on which a new integrated management information system will be built to support the delivery of integrated One-Stop services. The One-Stop system will use an *integrated customer information* approach to take advantage of the substantial investments already made in automated MIS systems for specific employment and training programs. The One-Stop system building challenge will be to provide One-Stop staff and customers seamless access to the information and functions they need from these existing automated systems.

Information access and sharing among existing systems will be facilitated by the state’s adoption of open system standards for the statewide communications network. These standards require that all new computer systems and upgrades follow the Government Open Systems Interconnection Profile. The barrier of confidentiality in sharing information among service providers has already been eliminated for OBES programs (e.g., ES, UI, JTPA, and Veterans Employment Services). Local confidentiality agreements will be executed among the partners in each local One-Stop, system, permitting staff to access all necessary data from any of the databases and systems maintained by the partner agencies overseen by OBES. Additional agreements will be required in local sites where Human Services Department programs will be included; mechanisms to deal with these issues are currently in the discussion stage at the local and state levels.

Ohio’s overall information system plan for One-Stops, which covers the delivery of automated information services to One-Stop customers as well as the management of information for administrative purposes, consists of three major components:

- *Ohio Job Net*. As described previously, this improved state-of-the art labor exchange system will be expanded to provide direct self-service access to all One-Stop individual and employer customers. In addition,

it will be used by all One-Stop staff to support the integrated system-wide delivery of job referral and job placement services.

- *Integrated Customer Information.* Program integration and performance measurement will be supported by providing seamless access to and tracking of customer information currently found in three existing information systems: Ohio Job Net, the JTPA system, and the UI Benefits system. Integration will also be supported by an automated referral system linking Ohio Job Net and JTPA and featuring an “expert front-end” that simplifies the use of the UI system for initial claims taking by cross-trained staff from other programs.
- *Labor Market Information.* Ohio’s existing automated LMI system will be enhanced and access expanded for both staff and customer use.

During the first year of the One-Stop Implementation Grant, electronic linkages among partner agencies were not yet in place. Although OBES offices could share information over the Ohio Job net system, other partners in local One-Stop systems could not yet exchange information.

Marketing

The Marketing Communications Work Team was charged with the task of exploring such issues as defining the state’s role in providing marketing assistance to local One-Stop systems and determining what marketing efforts should be undertaken at the state level. The Marketing Work Team defined its role as providing unifying marketing themes and marketing resources for the local systems to use. In keeping with this role, the Work Team has developed a state One-Stop logo and a brochure. The state logo is used on the Job Net kiosks, along with a local logo where one has been developed.

The Work Team plans to provide the local One-Stops with tools to develop their own marketing strategies and to work with the local marketing workgroups when they request assistance. Under consideration is the development of an informational video that could be modified and used at the local level as well. A state-wide issue is the question of how much to market the One-Stop systems to employers before the One-Stop systems are fully formed. Another factor affecting One-Stop marketing strategy with respect to employer customers is the generally low unemployment rate, which makes it difficult for the One-Stop system to meet employer demands for qualified job applicants.

An analysis of the current One-Stop context has led to preliminary state marketing decisions to stress general One-Stop services rather than specific programs, and to provide information on the transition to the new One-Stop system and its positive impact on improving customer access to services. To support local marketing efforts, the Marketing Work Team has developed some general themes which it suggests should be incorporated in local market efforts directed to customers and service providers. In addition it has developed a list of suggested activities to be executed at the state and local level in the areas of public relations and advertising.

IMPLEMENTATION PROGRESS

Ohio's initial three-year implementation plan included several key initiatives: it anticipated the establishment of 30 One-Stops, roughly one within each of the 30 SDAs. However, since DOL funding was less than anticipated, Ohio revised its implementation plan. Seven sites received implementation funding the first year, to be used as pilot sites to test various innovations. Seven additional sites are scheduled to receive implementation funding the second year. The number of additional sites to receive implementation grant support during the third year will depend upon the level of DOL funding received. As a part of its "systems" planning, however, OBES will continue with its development of Customer Service Centers which integrate ES and UI services and expand partner co-location and service integration. The existence of 19 Customer Service Centers in a number of locations throughout the state reduces the pressure on the state to move more quickly in One-Stop system development than it feels comfortable in doing.

Labor market information and management information systems enhancements, some of which require testing and implementation over a longer period of time, have been spread out over the three-year period. The Job Net information system development, which includes design work and programming, is scheduled for completion by the end of 1997. Providing wider access to Job Net and training staff from multiple agencies to use the Job Net system will, of course, extend into the third year, since some of the One-Stops sites will not be established until then. Other system development efforts, such as the resume preparation system, are scheduled to be completed during the first year.

ASSESSMENTS AND LESSONS LEARNED

Several key themes have so far influenced the shape of Ohio's One-Stop efforts. First, Ohio is developing a *system* of electronically-linked service sites that build on existing resources, rather than implementing new stand-alone One-Stop career centers. The economic and cultural diversity of the state, reduced funding at the state and DOL level, and the need to cover all areas in the state with adequate employment, training, and human service-based systems has influenced Ohio to develop strategies that link existing service components into an integrated One-Stop system that will enable Ohio's workforce and businesses to remain competitive in the global marketplace.

Second, Ohio's "non-cookie cutter" approach has given the local systems great latitude in shaping their service delivery options to serve local needs. The decision-making and governance process by which the system is being designed is also uniquely Ohio's. Work Teams at the state level and their counterparts at the local level are composed of mandated and encouraged agency partners as well as business, labor, and other community stakeholders. The Work Teams' preliminary research, guiding principles, and recommended courses of action are reviewed and approved by the respective governing entities at the local and state level. While this method has reduced "turfism" and prevented control of the One-Stop system by any single agency at the state or local level, the resulting decision-making process can sometimes be lengthy, resulting in valuable time lost. Moreover, while it is important that key agency and department representatives at high levels are involved in the process, some have complained that they and their key staff members are spending inordinate amounts of time on One-Stop issues, when they should be devoting more time to their primary duties.

Ohio's history of agency and stakeholder collaboration at the local level, however, has helped local partners move to a collaborative approach that involves a wide range of employment, training, and human service partners. The range of education and training agencies involved in key planning committees and groups such as Common Good Teams, Vocational Education Full Service Centers, and the School-to-Work initiative ensure wide-spread agency participation in the One-Stop planning process. Ohio, however, as is the case with many other states, will need to find a way to integrate more fully those agencies responsible for welfare-to-work and school-to-work initiatives. These agencies have historically been separate from the employment and training delivery system but are essential partners in developing community

strategies to ensure that individuals receive the supports they need to move into the labor market.

Finally, the issue of inadequate funding will continue to influence the pace of Ohio's transition to the One-Stop system. While Ohio has attempted to be creative in its use of DOL funding streams, it is also considering other methods to get the job done. Admitting that Ohio may need a fourth implementation year to achieve statewide implementation of the One-Stop system may ultimately be preferable to rushing to achieve nominal statewide implementation without adequately preparing the infrastructure and support systems needed to support local One-Stop operations.

Exhibit 1
Recommended One-Stop Performance Measures for
Job Seekers and Employers

Goal Areas	Employer Measures	Job Seeker Measures
Customer Satisfaction	<ul style="list-style-type: none"> • Five dimensions of service: awareness, convenience, service features, quality, and respect 	<ul style="list-style-type: none"> • Five dimensions of service: awareness, convenience, service features, quality, and respect
Outcomes	<ul style="list-style-type: none"> • Number of job orders filled compared to job orders listed 	<ul style="list-style-type: none"> • Employment 13 weeks after program and employment and wages/earnings and benefits 1 year after program
Tracked Information	<ul style="list-style-type: none"> • Diversity of jobs listed and job applicants • Of all new hires, percent listed/filled by One-Stop (market share) • Diversity of size of employers using system • Number of employers using system as a percent of market (by industry/region) 	<ul style="list-style-type: none"> • Service equity: economic status, educational status, age, race, gender • Number of customers as a percentage of the population (market share)
Value Added	<ul style="list-style-type: none"> • Number of customers that achieved one or more skill enhancements (the enhancement should provide skills or credentials needed to achieve long-term employment) 	
Cost-Benefit	<ul style="list-style-type: none"> • Decrease in UI Tax Rate (tracked information) 	<ul style="list-style-type: none"> • Return on investment: total costs invested compared to the return on investment in terms of reductions in welfare benefits, time on welfare, UI payments, time on UI, and increases in earnings and tax revenues