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**Governor's  
Workforce  
Development  
Council**



**REPORT TO THE  
MINNESOTA  
STATE LEGISLATURE**

**FINDINGS AND RECOMMENDATIONS ON**

**MINNESOTA'S  
WORKFORCE SERVICE AREAS**

**FEBRUARY 2004**

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## **EXECUTIVE SUMMARY**

### **MINNESOTA WORKFORCE SERVICE AREA (WSA) STUDY**

The 2003 Minnesota State Legislature requested the Governor's Workforce Development Council (GWDC), in consultation with representatives of Local Workforce Councils (LWCs) and Local Elected Officials (LEOs), to:

...study the current configuration of workforce services areas in Minnesota and whether the efficiency or quality of service delivery could be improved by changing the boundaries of the workforce service areas or reducing the number of areas. As part of this study, the council shall develop recommendations for clarifying the governance role of the local workforce councils and strategies for improving the ability of the local workforce councils and local elected officials to oversee and manage an integrated service delivery system at the community level.<sup>1</sup>

The GWDC asked the Creating System Excellence (CSE) Committee to complete this study and report back to the GWDC with a report for consideration. To complete this study, the committee was expanded to include additional GWDC members, LWC Chairs, LEOs, Department of Employment and Economic Development (DEED) leadership, and WorkForce Center staff.

#### **Study Design and Analysis**

The committee separated its discussions on clarifying the governance role of the LWCs and analyzing the WSA boundaries in order to accomplish both tasks within the limited timeframe. Therefore, the analysis section of the report includes two sub-sections: Governance Role of the LWCs and WSA Configuration. To clarify the LWCs' governance role, the committee reviewed federal and state legislation regarding LWC roles; analyzed current relationships among workforce development partners; defined three broad roles LWCs should play; gathered information from LEOs to determine what other topics LWCs could pursue; and, surveyed LWC chairs and staff on what they are doing to enhance LWCs' ability to play these roles. To analyze the WSA boundaries, the committee reviewed the current WSA structure and laws on changing that structure and developed an analytical framework for continued analysis of WSA boundaries.

During committee deliberations, the following key issues emerged:

**LWC Governance Role:** Defining roles for governing the WorkForce Center System, and building relationships among workforce development partners to enhance policymaking.

**WSA Configuration:** Gathering sufficient data to measure levels of efficiency and quality of service delivery, and creating a template for analyzing WSA boundaries.

In addition, the interconnections between clarifying the governance role of the LWCs and analyzing the current WSA boundaries continually emerged, and the "Recommendations" section of this report reflects the convergence of those two issues. As a result of committee discussions, this study focuses heavily on continuing to develop the LWCs as local level policymakers by establishing and maintaining communication among workforce development partners, identifying opportunities for continuous improvement and education, and connecting economic and workforce development at the state and local levels.

## **Overview of the Recommendations**

The recommendations provide guidance to state and local leaders on the following issues:

### **A. Establishing and maintaining relationships and communication**

- Creating stronger connections among economic development, education, and workforce development efforts at the local level;
- Policymaking at the regional level that is not necessarily tied to WSA boundaries;
- Clarifying DEED's role in relation to the WorkForce Center System;
- Strengthening communication between DEED and LWCs;
- Increasing funding flexibility for local level, state partners to meet local priorities;
- Clarifying and enforcing current laws, rules, and practices outlining the role and function of the one-stop operating consortiums;<sup>ii</sup> and,
- Clarifying the relationship between local level, state staff and LWCs.

### **B. Identifying opportunities for continuous improvement and education**

- Assessing the LWCs' ability to play their three roles - regional, WorkForce Center System, and WIA Title I planning and policymaking - effectively over time;
- Ensuring LWC composition meets the needs of the community;
- Defining the role of the Minnesota Workforce Council Association and GWDC for providing support to the LWCs, and providing Local Elected Officials and LWCs with a venue to assert their leadership role at the state level;
- Evaluating the WorkForce Center System based on the newly developed mission, vision, and principles of the WorkForce Center System; and,
- Strengthening data collection and data dissemination for the workforce development system.

### **C. Connecting economic and workforce development**

- Developing regional action plans to link economic and workforce development;
- Developing employer services to meet local needs;
- Coordinating metro area program planning and policymaking initiatives for jobseeker and employer customers across WSA boundaries since the entire metro area is a part of one labor market area; and,
- Ensuring WorkForce Center System planning and policymaking occurs at a local level.

### **D. Continuing Analysis of WSA Boundaries**

The CSE Committee did not recommend changing the WSA boundaries at this time because additional analysis and data collection along with the pending reauthorization of the Workforce Investment Act (WIA) may yield more sustainable boundary changes. In addition, any boundary changes should be incorporated into Minnesota's five-year WIA plan, which is due June 2005. The committee developed a framework for continuing to review the WSA boundaries and has agreed to develop specific recommendations by July 2004.

## **Next Steps and Closing Thoughts**

Communication and relationship building proved to be two critical issues facing the workforce development system today. Therefore, the committee spent the majority of its time discussing and making recommendations on those issues. In addition, the committee agreed to continue its work on WSA boundaries based on the framework developed through this study.

## I. INTRODUCTION AND BACKGROUND

### A. Legislative Charge and Study Approach

The 2003 Minnesota State Legislature requested the Governor's Workforce Development Council (GWDC) to complete a study of the Workforce Service Areas (WSAs). This request stems from discussion within the Legislature about the governance authority of the Local Workforce Councils (LWCs), continual decreases in funding for workforce development efforts, an underlying sense by some that Minnesota may have too many WSAs, and political changes in state government, which leave the new Legislature and Governor trying to determine if the current system meets statewide needs. Below is the language written into state legislation regarding the study:

The governor's workforce development council, in consultation with representatives of the local workforce councils and local elected officials, shall study the current configuration of workforce services areas in Minnesota and whether the efficiency or quality of service delivery could be improved by changing the boundaries of the workforce service areas or reducing the number of areas. As part of this study, the council shall develop recommendations for clarifying the governance role of the local workforce councils and strategies for improving the ability of the local workforce councils and local elected officials to oversee and manage an integrated service delivery system at the community level. Before redesignating any workforce service area, the governor must seek the advice of the local elected officials from the affected workforce services areas. The council shall report to the legislative committees with jurisdiction over workforce development by January 15, 2004.<sup>iii</sup>

The GWDC asked the GWDC Creating System Excellence (CSE) Committee to complete this study and asked the committee to report back to the full Council with a report for consideration. It was clear to GWDC leadership that in order for the GWDC's process to be credible and to ensure the consultations required by legislation, the study would need to engage additional stakeholders. Therefore, the CSE Committee was expanded to include additional GWDC members, LWC Chairs and other LWC members, Local Elected Officials, Department of Employment and Economic Development (DEED) leadership, and WorkForce Center staff.

The committee separated its discussions on clarifying the governance role of the LWCs and analyzing the WSA boundaries in order to accomplish both tasks within the limited timeframe. Therefore, the analysis section of this report includes two sub-sections: Governance Role of the LWCs and WSA Configuration. However, during committee discussions the interconnections between the issues continually emerged, and the recommendations section of this report reflects the convergence of the issues. As a result of those discussions, this document focuses heavily on continuing to develop the LWCs as local level policymakers by establishing and maintaining communication among economic/workforce development partners, identifying opportunities for continuous improvement and education, and connecting economic and workforce development at the local and state levels.

## **B. Data Sources and Customer Voices**

In addition to committee discussions, the committee gathered the following information in order to make informed recommendations. All surveys are included in Appendix A.

- Program reports and other administrative data from DEED and WorkForce Center System staff.
- Labor market information and census data from DEED Research Office.
- Electronic survey of 15 other states conducted by the GWDC Staff on WSA boundaries.
- Mail-in survey conducted by the GWDC Staff of all County Commissioners in Minnesota asking if they are involved in economic and workforce development efforts.
- Electronic / mail-in survey conducted by GWDC Staff of all County Commissioners who responded they are somewhat to very involved in economic and workforce development efforts through the first survey of County Commissioners. This survey focused on the role of the LWCs and WSA boundaries.
- Electronic / mail-in survey conducted by GWDC Staff of City Council Members and Mayors from Duluth, Minneapolis, Moorhead, Rochester, Saint Cloud, and Saint Paul on the role of the LWCs and WSA boundaries.
- Phone survey conducted by GWDC Staff of the 16 LWC Chairs on LWC roles and WSA boundaries.

## **C. Past and Present Initiatives Affecting this Study**

As with any report, multiple initiatives have occurred in the past or are occurring during the development of the report. Identified below are a few of the regional initiatives, WorkForce Center System projects and deliberations, and program level discussions that help to frame the context for the CSE Committee discussions and also help to shape the environment in which this study's recommendations will be implemented.

### 1. Regional Initiatives

With numerous regional initiatives occurring across the state, the initial outcomes of those projects and how they bring the economic and workforce development partners together at the regional level helped to provide a context in which the committee completed its work. In addition, past projects also help to frame the current environment. Below are brief descriptions of initiatives that provide important context for discussions on LWC governance and WSA boundaries:

#### *Blandin Regional Economic Development Group (aka The RED Group)*

Last spring, the Blandin and McKnight Foundations brought together 40 individuals from DEED, Minnesota State Colleges and Universities (MnSCU), Minnesota Chamber of Commerce, Center for Rural Policy and Development, six Minnesota Initiative Funds, venture capital firms, and many others to discuss future economic development efforts by the Foundations and others. The group agreed to explore the state of economic development in rural Minnesota by using the six Initiative Fund Regions. The Initiative Funds and their regional partners identified snapshots of current regional economic development challenges and opportunities. In addition, Minnesota Technology, Inc. conducted an analysis of statewide industry trends. When the snapshots were submitted to the larger group, the snapshots emphasized job creation and the importance of creating individual, business, community, and regional wealth. Based on these snapshots, the Initiative Funds and their regional partners were



asked to submit a proposal to the larger group on a strategy that would build on regional efforts already in place, gain strength from the alignment of this partnership, and be a wise investment for the Foundations. Some examples of these strategies include: West Central Initiative's focus on the health care industry; Southwest Minnesota's focus on expanding and diversifying the renewable energy industry cluster; and, Northland's focus on technology centers. Appendix G1 includes a map of the current Minnesota Initiative Fund regions.

#### *Twin Cities: Itasca Project*

The McKnight Foundation launched the Itasca Project, and three actors are driving the effort to date: McKinsey and Company, an international management consulting firm; a steering group of six key business leaders; and, a larger committee, including additional business leaders, the Mayors of Minneapolis and Saint Paul, and representatives from McKinsey and Company and the McKnight Foundation. The purpose of this effort is to explore how to enhance the economic competitiveness of the Twin Cities region. The McKnight Foundation launched this effort for the following reasons: economic health and regional quality of life indicators are moving in the wrong direction; past efforts regarding these issues did not follow-up with specific actions; past efforts did not take full advantage of the business community; and, need for a clear vision for what the Twin Cities region could be in the future.

#### *Job Opportunity Building Zones (JOBZ Initiative)*

The goal of the JOBZ Initiative is to, "Stimulate economic development activity in distressed areas of Minnesota by providing local and state tax exemptions."<sup>iv</sup> Greater Minnesota local units of government and partnerships of local government were eligible to apply. Awards were made to ten regions throughout rural Minnesota; the JOBZ designations began in January 2004. Appendix G1 includes a map of the designated zones.

#### *2001 – 2002 Transition Team Report*

The final report from the Transition Team, "*Putting it All Together*," includes multiple recommendations, some of which focus on regional leadership, agency structure, and resources. The Transition Team called for movement beyond artificial political jurisdictions, so workforce and economic development services could be delivered in response to local economic needs, including fostering the development of regional leadership across the state to tie regional priorities into the statewide strategic vision and supporting regional leadership through state leadership. The Transition Team also suggested that defining and monitoring strategic indicators at the local level is the responsibility of regional leadership. Lastly, the Transition Team called for the consolidation of workforce and economic development programs and services into the Department of Trade and Economic Development to create a single agency and to strengthen linkages to workforce development programs remaining in other agencies, including adult basic education, apprenticeship, and customized training.

#### *Regional Scans*

In June 2001, the GWDC awarded two grants for regional scans: one grant was awarded to the Stearns-Benton Employment and Training Council for a regional scan of Stearns and Benton counties; and, one grant was awarded to the Twin Cities Economic Development Group (TCED) to complete a metro area scan. These grants created an opportunity for local stakeholders to test the value of conducting regional scans to describe how regions within Minnesota see their

workforce, economic, and education environments. The GWDC anticipated that a broad range of local stakeholders might come together to define regional boundaries that make sense to them and also to conduct a scan that builds on previous efforts and gathered relevant labor market and "supply side" information in one place. Finally, a key element of the scan was the engagement of local stakeholders in a "regional roundtable" that helped shape, interpret, and use the scan information locally. The original written products can be found on the GWDC website at [http://www.gwdc.org/minutes/2002/reg\\_scan.htm](http://www.gwdc.org/minutes/2002/reg_scan.htm).

## 2. WorkForce Center System Projects and Deliberations

### *"Gang of 24"*

The DEED-initiated "Gang of 24" work intersected with the committee's discussion numerous times due to the connection between the WorkForce Center System and the WSAs.

Commissioner Matt Kramer charged the "Gang of 24" with developing the future mission, vision, and principles of the WorkForce Center System due to emerging funding constraints, new customers, and developing priorities. The revisiting of the WorkForce Center System vision, mission, and principles will help to ensure Minnesota has a viable strategy for a sustainable WorkForce Center System and to continue Minnesota's role as a national leader in workforce development. Connections were made to the "Gang of 24" work and how their efforts would affect this study during CSE Committee discussions around policymaking for the WorkForce Center System, setting priorities, WorkForce Center siting, and customer service.

### *System Performance Measures*

Because the Legislature charged the GWDC with analyzing the current WSA boundaries, the committee had multiple discussions on how to measure if the current WSA structure best meets Minnesota's needs. The committee requested staff to gather information on how well the WorkForce Centers are meeting customers' needs, cycle times for serving customers, and return on investment for the WorkForce Center System. These requests are dependent on current initiatives underway at DEED. The DEED Office of Policy, Planning, and Measures focuses on the development of System Outcome Measures to produce integrated results for measuring the WorkForce Center System's performance. Many of the measures will be developed in early 2004.

### *Development of Minnesota's One-Stop Operating System*

Questions also emerged around how to collect data to ensure the most accurate results for measuring the workforce development system. Currently, Minnesota uses a variety of databases to collect program information, and those databases are not fully equipped to support emerging System Outcome Measures. The committee recognized the importance of developing a systemic way to collect data.

### *Past GWDC Initiatives*

The GWDC began clarifying WorkForce Center System governance in the *WorkForce Center Strategic Plan*. The GWDC clearly defined a vision for the WorkForce Center System allowing for a balance between state and local control, including the implementation of statewide guidelines, measures, and protocols to ensure consistency in the customer experience and local implementation to ensure the System is responsive to local needs. Short-term recommendations in the *WorkForce Center Strategic Plan* focus on governance, infrastructure / staffing patterns,

and performance measurement of the WorkForce Center System. This report can be viewed on the GWDC website at <http://www.gwdc.org/cred/main.htm>.

### 3. Program Level Discussions

#### *DEED conversations with MWCA*

DEED leadership have had numerous conversations through the latter half of 2003 with local leaders responsible for administering WIA Title I (adult, youth and dislocated worker services) and Chairs of selected Local Workforce Councils. These conversations have helped to support the work of the WSA Study because they have opened communication lines between DEED and local leaders and have begun to strengthen the relationships between DEED and the LWCs.

#### *Dislocated Worker Study*

The 2003 Minnesota State Legislature also asked the GWDC to complete a study on the Dislocated Worker Programs in Minnesota. This legislation reads, "The governors workforce development council, in consultation with representatives of the local workforce councils, certified providers, including independent grantees, and local elected officials, shall develop recommendations for legislative changes that would improve the efficiency of the dislocated worker program." The ad hoc committee completing the study on the Dislocated Worker Program decided not to place a limited definition around the term "efficiency." Therefore, the CSE Committee decided to use the work completed by the Dislocated Worker Program ad hoc committee and did not attempt to create a limited definition for efficiency or effectiveness.

### **D. Other Issues Impacting Committee Discussion**

The following issues came up through the committee's discussion on governance and boundaries and must be considered further. However, because of the scope, these issues could not be fully addressed through this study.

#### 1. Workforce Investment Act (WIA) Reauthorization

With WIA Reauthorization on the horizon, it is difficult to determine if the reauthorized act will better define the role of LWCs, if federal law will restrict current state laws, or if requirements for changing WSA boundaries or analyzing WSA boundaries will change. In addition, WIA Reauthorization may change requirements around LWC composition and Youth Councils.

#### 2. Staffing Local Workforce Councils

Currently, many of the LWCs are staffed by the local partner responsible for delivering WIA Title I (adult, youth and dislocated worker services). As stated in the January 2003 update to the *WorkForce Center Strategic Plan*, these staffing arrangements can drive wedges into WorkForce Center System partnerships because there is the perception that these local staff (who are responsible for only some of the several program areas) have more access to and more influence over the LWCs than other program partners. Ramsey County and Southwest Minnesota have established a separate staffing function for the LWCs, yet many LWCs do not feel they need independent staff. In addition, it is always difficult to find additional administrative funding; however, it is not impossible if LWCs are creative.

### 3. Funding Streams

Current federal and state funding streams allow for limited flexibility at the local level. WIA funds come from multiple federal agencies, including the U.S. Departments of Labor and Education. In addition, other WorkForce Center System funds are allocated through the MN Department of Human Services and multiple state agencies. With each funding stream comes separate requirements, which fuel the silo effect of workforce development services in Minnesota. For more information on funding streams, please see Appendix E1.

### 4. Workforce Investment Act (WIA) 15% Discretionary Funds

In many states, WIA 15 percent discretionary funds can be used to support workforce development services and innovative initiatives at the local level. However, Minnesota does not receive as much WIA funding as other states due to federal funding formulas. Therefore, at least some of the WIA 15 percent funding is used for activities required by the federal government, which reduces the total amount available for supporting local initiatives with this funding.

## II. WORKFORCE SERVICE AREA (WSA) STUDY ANALYSIS

### **A. Governance Role of the Local Workforce Councils (LWCs)**

At the federal, state, and local levels, no single entity is responsible for economic/workforce development. At the federal level, the Departments of Education, Health and Human Services, and Labor all have a vested interest in economic/workforce development. At the state level, the Departments of Education, Employment and Economic Development, Human Services, Labor and Industry, Minnesota State Colleges and Universities (MnSCU), University of Minnesota, and others all work with economic/workforce development in some form or another; and, at the community level, community based organizations, counties, economic developers, educational institutions, training agencies, and WorkForce Centers all have ties to this system. Because economic/workforce development is the responsibility of such a wide array of partners, the roles for each of these partners can be difficult to define.

To clarify the governance role of the LWCs, the committee:

- Reviewed federal and state legislation regarding LWC roles;
- Analyzed current relationships among workforce development partners;
- Defined three broad roles LWCs should play;
- Gathered information from Local Elected Officials to determine what additional topics LWCs could pursue; and,
- Surveyed LWC chairs and staff on what they are doing to enhance their ability to play these roles.

#### 1. Roles of LWCs in Minnesota

The roles of the LWCs, how they should interact with DEED (formerly the Departments of Economic Security and Trade and Economic Development), and what the LWCs have control over has been debated in Minnesota since the inception of WIA in 1998. Even though the 1998 WIA legislation and Minnesota state statute lay out some very specific tasks LWCs should be responsible for, other areas of the federal legislation and state statute are vague. According to the 1998 WIA legislation, LWCs should, “set policy for the portion of the statewide workforce investment system within the local area.” However, this legislation does not detail the types of policymaking decisions for which the LWCs should be responsible.

The GWDC continues to support strong local control over the WorkForce Center System, as outlined in the January 2003 update to the *Minnesota WorkForce Center Strategic Plan*. However, DEED remains responsible for much of the funding flowing to the WorkForce Centers themselves, controls some of the WorkForce Center leases, has staff within the WorkForce Centers, supports statewide infrastructure (e.g., labor market information), etc. In addition, many of the WorkForce Centers also provide services for local county agencies through the Minnesota Family Investment Program or other human service programs. Therefore, even though the LWCs have a strong policy setting role for the WorkForce Center System and are responsible for WorkForce Center System oversight, the authority of the LWCs becomes muddled and the importance of building and sustaining strong communication channels between the LWCs and other agencies becomes increasingly apparent.

In addition, the role of the LWCs also goes beyond the WorkForce Center System to include regional policymaking. Because of the sheer number of workforce development entities at the local level, the LWCs play a key role in creating a cohesive economic/workforce development system. However, the role of the LWCs at the regional level is vague as well. Currently six Minnesota Initiative Fund Regions exist in Greater Minnesota. In addition, Minnesota has 11 economic development regions, 87 counties, MnSCU campuses in 46 communities, 28 Community Action Programs, almost 350 school districts, and many other regional entities. All of these entities play a significant role in economic and workforce development policymaking as well. The ability of the LWCs to establish and maintain relationships with these entities is a key for continuing to develop a coordinated workforce development strategy at the regional level.

With all of these relationships in mind, the committee reviewed federal WIA legislation and Minnesota state statute, and three broad roles emerged for LWCs: regional policymaking, WorkForce Center System policymaking and oversight, and WIA Title I program planning/policymaking and oversight. Below is a brief description of each of these three roles:

#### *Regional Policymaking*

LWCs are responsible for building and maintaining a connection between workforce and economic development efforts within their region, including convening the region's workforce and economic development partners such as community based organizations, county agencies, economic development partners, Job Service Employer Committees, MN Initiative Funds, MnSCU partners, Regional Development Commissions, school districts, University of Minnesota partners, and WorkForce Center System partners in order to set local priorities, coordinate workforce and economic development services and funding for those services, ensure non-duplication of services, and make sure customers' needs are being met.

#### *Workforce Center System Policymaking and Oversight*

LWCs are responsible for convening the region's required one-stop partners to develop WorkForce Center System policy for their area by working with those entities to set priorities for the WorkForce Center System based on the priorities set at the regional level, coordinate funding and services for all required one-stop partners, ensure non-duplication and coordination of services provided by all required one-stop partners, and make certain WorkForce Center System customers' needs are being met within their region.

#### *Program Planning / Policymaking and Oversight*

LWCs are responsible for selecting service providers and the administrator of the local workforce service area plan and overseeing local programs of youth activities and local employment and training activities. In addition, LWCs are responsible for negotiating local performance measures based on the current economic environment, regional priorities, and WorkForce Center System priorities.

These three definitions help to clarify the federal and state legislative language, which can be found at <http://thomas.loc.gov/> and <http://www.leg.state.mn.us/leg/statutes.asp>. In addition, Appendix B2 outlines federal and state legislative language along with other information from past planning documents that help to clarify LWCs' role. In order to enhance the LWCs ability to effectively play these three roles, the committee identified possible ways to increase



communication, strengthen relationships, and clarify other workforce development partners' roles within the "Recommendations" section of this study.

In addition to these three roles, the Local Elected Officials surveyed as a part of this study suggested LWCs could also concentrate on the following topics: sustainable economic development strategies, issues customers with disabilities and older workers face, career exploration and exposure to the private sector for junior high/high school aged students, marketing workforce needs, adequate / suitable / convenient / affordable daycare, and attracting employers.

## 2. LWCs Ability to Play These Roles

The LWCs' current ability to effectively play these three roles emerged through committee discussions and through the phone survey conducted of LWCs Chairs. Some members of the committee questioned whether the LWCs have the capacity to perform all three functions or if it would be best to suggest that LWCs concentrate on playing one or two policymaking functions more heavily. Some LWC Chairs added to this concern by emphasizing that current LWC activities consume their time; LWC members are volunteers; and, further development of LWC roles should occur after the three roles are completed successfully. However, other LWC Chairs stressed the importance of LWC flexibility and their agility to react to emerging issues. Additionally, most LWCs Chairs sitting on the committee suggested that LWCs should be given the challenge for playing all three roles, as outlined by WIA and Minnesota state statute. In addition, LWCs should be able to decide which role(s) they would like to concentrate on and should be supported in their efforts to play these three roles.

Committee members concluded that communication and relationship building among economic development, education, and workforce development partners would greatly strengthen the LWCs ability to play these roles effectively over time, specifically increased communication and strengthened relationships between DEED and the LWCs, between local level DEED staff and the LWCs, among LWCs, between LWCs and one-stop operating consortiums, and between LWCs and the Minnesota Workforce Council Association. Many workforce development partners do not know their exact role, function, and place within the gamut of workforce development partners, whether it is at the regional or WorkForce Center System level. By opening communication channels and building relationships with these partners, LWCs will have more opportunities to succeed in their roles.

With the clarification of LWC roles, comes increased responsibility for many of the LWCs, and their ability to succeed in those roles becomes more important as well. As the committee discussed this increased responsibility, the need for additional support from DEED and the GWDC was identified. Additionally, the committee discussed the need for a way to ensure LWCs are meeting expectations. For example, in other states such as Indiana, LWCs are measured by their success. In addition, the Ramsey County LWC is working on developing a self-evaluation process for reviewing their LWC. A strategy for ensuring expectations are met is included in the "Recommendations" section.

### 3. Supporting Current Work

Many LWCs have undertaken initiatives that will help to support their ability to play their three roles more effectively over time, and other LWCs could learn from their peers' work to enhance their ability to play those roles as well. As examples, the following LWCs have begun regional policymaking:

- Northwest, Southeast, and Stearns-Benton have begun regional strategic planning by using labor market information data, industry clusters, regional scans, and/or outside facilitators to develop their regional priorities;
- The City of Minneapolis, Dakota County, and Central Minnesota bring in outside speakers to their LWC meetings to learn more about topics, including customers' needs and best practices from other LWCs;
- The City of Duluth has LWC members who are responsible for acting as liaisons to other organizations in the community and is developing a forum for hosting quarterly meetings with chairs of other economic/workforce development groups;
- Washington County does outreach to the business community such as speaking at Chamber of Commerce meetings; and,
- Central and Southwest Minnesota LWCs have hosted economic/workforce development regional summits.

Additionally, LWCs are also strengthening their roles as WorkForce Center System policymakers and program planners/policymakers, including:

- Ramsey County is piloting the concept of linking volunteer job coaches with jobseekers in consultation with the Saint Paul Council for Churches, includes all core partners in their annual report, and has LWC members who act as sponsors for each of the WorkForce Center partners;
- Other LWCs, such as Dakota County, are creating service matrices based on services available within their WSA;
- LWCs, such as Stearns-Benton, are meeting with legislators and state decision makers to inform them of WorkForce Center System needs; and,
- LWCs like the City of Duluth and Dakota County have begun to place a stronger emphasis on directly serving business customers.

Therefore, many LWCs have already begun playing these three roles and can learn from one another to continuously improve. Appendix A4 includes additional examples of initiatives LWCs are currently undertaking at the regional, WorkForce Center System, and program levels.

## **B. Workforce Service Area (WSA) Configuration**

To continue to develop the most efficient and effective economic/workforce development system in Minnesota and to best meet customers' needs, the system must continuously be reevaluated, including the reassessment of current administrative structures. However, measuring the efficiency and effectiveness of Minnesota's economic/workforce development system is not as easy as developing a simple return on investment formula such as total cost per customer served. As stated earlier in this study, the committee decided not to specifically define what efficiency and effectiveness mean for the workforce development system, but rather, to broaden the discussion to include what promotes an effective and efficient economic/workforce development system. The committee reviewed WSA boundaries by looking at the current WSA structure and laws on changing that structure and by beginning to answer the following questions:

- Are the current WSAs the right size to promote efficiency?
- Would changing WSA boundaries produce cost savings?
- More generally, does the current WSA configuration still make sense for Minnesota's demographics?

### 1. History of the WSA Boundaries

The current WSA boundaries are rooted in over 30 years of workforce development history and date back to the Nixon administration. During the Nixon administration, the federal government brought together programs and services for various population groups to create a comprehensive, coordinated workforce development system in the United States. This initial effort was known as the Comprehensive Employment and Training Act (CETA).

#### *Comprehensive Employment and Training Act (CETA)*

Under CETA the Prime Sponsor, comparable to the current WSAs of today, was responsible to the federal government for delivering CETA Services. Prime Sponsors could be any government entity or a combination of entities with a population of 100,000 or more people; these entities had to apply to become Prime Sponsors. Prime Sponsors included Rural MN CEP, Northeast Minnesota, City of Duluth, Hennepin County, City of Minneapolis, City of Saint Paul, Dakota County, Ramsey County, and a consortium of Anoka, Washington, Carver, and Scott counties, and each area was governed by a Manpower Council. All entities that applied and were eligible became Prime Sponsors.

All of the other regions of Minnesota were a part of the "Balance of State" area and were administered by the state office in Saint Paul. These areas were governed by Regional Manpower Advisory Councils, and these councils governed areas that were similar to the WSAs that currently exist in Minnesota. Also during the days of CETA, the Dislocated Worker Program had its own delivery areas. These areas could not split up Prime Sponsor areas. Based on the current geographical areas, this division included: Northwest/Rural MN CEP, City of Duluth/Northeast, Central MN /Stearns-Benton/Southwest, South Central, Southeast/Winona County, Hennepin/Scott/Carver counties, Anoka/Washington counties, Dakota County, Ramsey County, City of Minneapolis, and City of Saint Paul.

*Job Training Partnership Act (JTPA)*

In 1978, a major shift occurred in workforce development under the new JTPA. The responsibility of the local areas was transferred from the federal government to the state government. Under JTPA each area had to have a population of at least 200,000 based on the latest census data, or they could also apply at the governor's discretion. Also, the areas had to represent contiguous areas of land. This was an attempt by the federal government to decrease the number of local entities. Instead, there was an increase in the number of areas in Minnesota because JTPA allowed for areas to spin off from the original areas, including the "Balance of State" region. All requests were granted, and little consideration was given to system sustainability and what would best meet Minnesota's workforce development needs. Instead, the structure was primarily based on politics and which counties could work together in order to submit an application to be an independent area. The new areas, Service Delivery Areas (SDA), were Northwest, Rural MN CEP, Northeast, Southeast (including Winona County), Southwest, South Central, City of Duluth, Central Minnesota (including Stearns-Benton), City of Minneapolis, City of Saint Paul, Anoka/Dakota/Ramsey/Washington counties, and Hennepin/Scott/Carver counties. Eventually, Anoka, Dakota, Ramsey, and Washington counties all became their own SDAs. Also, Stearns-Benton separated from Central Minnesota, and Winona County split off from Southeast Minnesota.

*Workforce Investment Act (WIA)*

WIA was authorized in 1998 and few changes to administrative areas have occurred since JTPA. Ramsey County and the City of Saint Paul merged after the authorization of WIA because they saw it as being more effective and efficient for customers; however, all of the other geographical areas remained the same. Under WIA, areas could be eligible for automatic designation, temporary or subsequent designation, or through a recommendation from the GWDC. Many of the current WSAs were granted either temporary designation or were designated based on a recommendation to the Governor from the GWDC. Details regarding those designations follow:<sup>v</sup>

- Automatic Designation: Governor must approve any request for designation as a local area - from any unit of local government with a population of 500,000 or more (Ramsey County and Hennepin County, including Minneapolis would currently qualify) and of the area served by a rural concentrated employment program grant recipient if they demonstrated effectiveness under JTPA (Rural MN CEP).
- Temporary and subsequent designation: Governor must approve a request, made no later than the date of submission of the initial State plan, for temporary designation if the area performed successfully under JTPA and has a population of 200,000 or more.
- Designation based on recommendation by the GWDC.

Appendix B1 of this study includes information on which WSAs received automatic designation, temporary or subsequent designation, or were recommended for designation by the GWDC. While designating areas, WIA mandates that Minnesota must consider: geographic areas served by local educational institutions; geographic areas served by post-secondary educational institutions and area vocational education schools; extent to which local areas are consistent with

labor market areas; distance individuals will need to travel to receive services provided in local areas; and, resources of local areas available to effectively administer activities.

## 2. Redesignating Local Areas

According to the U.S. Department of Labor in an email to GWDC staff dated November 26<sup>th</sup>, 2003, “The Governor can redesignate local areas as long as s/he follows the requirements of WIA sec. 116. It must be a public process, and s/he must consult with the state board and local chief elected officials. S/he must take into consideration the factors set forth in sec. 116(a)(1)(B). And s/he is restricted by the continuation rights of local areas that were designated under the automatic or temporary and subsequent designation provisions. Minnesota's State Plan was approved for a period of five years on June 23, 2000. When the Local Workforce Investment Areas' temporary designation status expired, the Governor was required to extend their designation through the life of the 5-year strategic State plan if s/he determined that the local areas had substantially met their local performance measures and sustained the fiscal integrity of their funds.”<sup>vi</sup>

## 3. Analyzing Current WSA Boundaries

As mentioned earlier in this study, current WSA size (geographic and population base), future cost savings, and demographic changes fueled conversations about WSA boundaries, which helped to frame the committee discussion for analyzing WSA boundaries.

### *Current Regional Structures: Too Big or Too Small?*

Regional structures can be too big. As a general rule, areas that reach from Wisconsin to either Dakota encompass multiple labor market areas, require numerous relationships with other units of government (counties, school districts, etc.) and fundamentally demand too much travel time. While such large areas seem to reduce the overall number of individuals required to support the state, the inefficiencies they create – most notably, the sacrifice between work time and “windshield time” – make them fundamentally impractical. Large areas also create the risk that, unless there are only a few WorkForce Centers in the area, supervision may become thin with many staff working with little direct or daily oversight. A final concern about large areas is ensuring adequate representation from all sub-areas.

Regional structures can also be too small. While small local areas benefit from fewer relationships to manage with other units of government, the intensity of these connections, particularly in rural areas, can create a unique risk. In a small rural area, where relationships are arguably closer and more is known about individuals and their lives, it is more likely that service delivery is personalized and then inappropriately compared or informally established as a standard (i.e., “Why can’t I get the same training my brother-in-law got?”). Although relationship management may be more efficient; the availability of information in a smaller environment can be problematic. Another danger of smaller local areas is the small number of participants and the unreliability the small size introduces in performance results. If the performance standard for entered employment is 78 percent, then a local area with only four exiters must successfully place all 100 percent to pass the standard. The failure of one individual could lead to the failure of the entire local area.

A higher number of local areas also increases the central challenge of balancing the needs of the state as a whole with the needs of local areas in the specific. This issue emerges most strongly in two instances. First, the state often negotiates the reallocation of unspent dollars. Second, the tensions among multiple local areas come out with border fights when a specific economic event such as a mass layoff occurs close to the border of multiple areas. These could easily be solved by allowing/encouraging customers to choose service providers and paying the service providers rather than the state “selecting” a specific service provider.

Below are the key indicators the committee identified for determining if a WSA is too small or too big to best meet customer needs and to provide efficient and effective delivery of workforce development services; the following list is not finite and may be expanded in continuing discussions on WSA boundaries:

- *Labor Market Areas:* Labor market areas are based on commuter patterns and sometimes reach across state lines, in cases such as Duluth-Superior and Fargo-Moorhead. A map of Minnesota’s labor market areas is included in Appendix C1. Labor market areas show where people are coming from and going to work and can help provide guidance for economic and workforce developers. Currently, some of the WSA boundaries line-up with labor market regions while others do not. If a WSA is a part of a larger labor market area it may be an indication that the WSA is too small because either the majority of the workers leave the current WSA for work or the majority of the workforce comes from another WSA to supply labor. In the same way, labor market areas may be an indication that the WSA is too big. For example, if a WSA cuts across multiple labor markets or tries to pull together too many disparate labor markets, then the boundaries for workforce development activities seem random. Appendix C2 highlights current WSAs that are a part of a larger laborshed to indicate the WSA may be too small. Appendix C2 also highlights WSAs that pull together a relatively high number of labor markets or divide multiple labor markets and may be too big.
- *Customer Base:* The number of firms, number of jobs, population, industry clusters, number of WIA program participants served, and commuting patterns help to create the customer base for the WSA. The Job Training Partnership Act required that a single unit of local government have a population of 200,000 or more for automatic designation, and the Workforce Investment Act (WIA) requires a single unit of local government have a population of 500,000 or more. These numbers were originally established to keep WSAs from being too small and to maximize the efficient use of federal funds. With the current WSA boundaries, there is only one WSA in Minnesota that meets the automatic designation policy for population: Ramsey County. Also, under the current WIA requirements and Minnesota law, the Governor of Minnesota must temporarily designate any local area with a population of 200,000 or more that was a service delivery area under the Job Training Partnership Act (assuming all performance standards and fiscal requirements are met). Customer base information is included in Appendix D3 and highlights WSAs with populations less than 200,000, a relatively low number of firms, jobs, and program participants served. In addition, Appendix D also includes industry clusters by WSA and maps of current manufacturing clusters in Minnesota, industry clusters by county in the metro area, and commuting patterns.



- *Administration and Funding:* A LWC must have enough funding in order to make a meaningful impact on the community it serves. During the final stages of rule making under the 1995 WIA initiative, it was suggested by the federal government that any WSA calculated to receive less than \$100,000 of Adult WIA dollars for a program year by formula should have their funds redistributed to the other WSAs to provide services. With WIA reauthorization, it has also been suggested that any area receiving less than \$150,000 of Youth program dollars should have their funds withheld and redistributed. Even though these suggestions did not become law, the federal government has made it clear that a LWC should have enough federal funds in order to make a meaningful impact and maintain a WSA that is cost effective to administer. In Appendix E2, WSAs receiving less than \$100,000 of Adult WIA dollars, less than \$150,000 Youth program dollars, and WSAs with a relatively low amount of dislocated worker, Title III (Job Service and Veterans Program), Title IV (Rehabilitation Services and State Services for the Blind), and Unemployment Insurance funding have been highlighted in order to indicate the WSA may be too small.

LWCs can also seek additional/non-traditional funding or obtain local resources; however, this requires administrative capacity and the ability to meet reporting requirements. As federal and state funds become less and less prevalent, the ability for LWCs to seek these funds and attract new partners who bring funding to the table becomes more and more important. If a WSA does not seek additional/non-traditional funding or attract additional partners, then the WSA may not have the administrative capacity to do so and may not be effectively meeting the needs of its customers. Appendix E2 also indicates WSAs with a relatively low number of “magnet effect” dollars<sup>vii</sup> in comparison to the other WSAs and the percent administrative funds used for administration.

- *Service Delivery:* As public funding for workforce development programs continues to dwindle, questions regarding the sustainability of the WorkForce Center System arise. Currently, the Department of Employment and Economic Development and local partners are reviewing how to consolidate the WorkForce Centers to best meet state and local needs. Since each WSA must have a WorkForce Center according to WIA, each WSA with one WorkForce Center has been highlighted in Appendix F2 because it may be an indication that the WSA is too small.

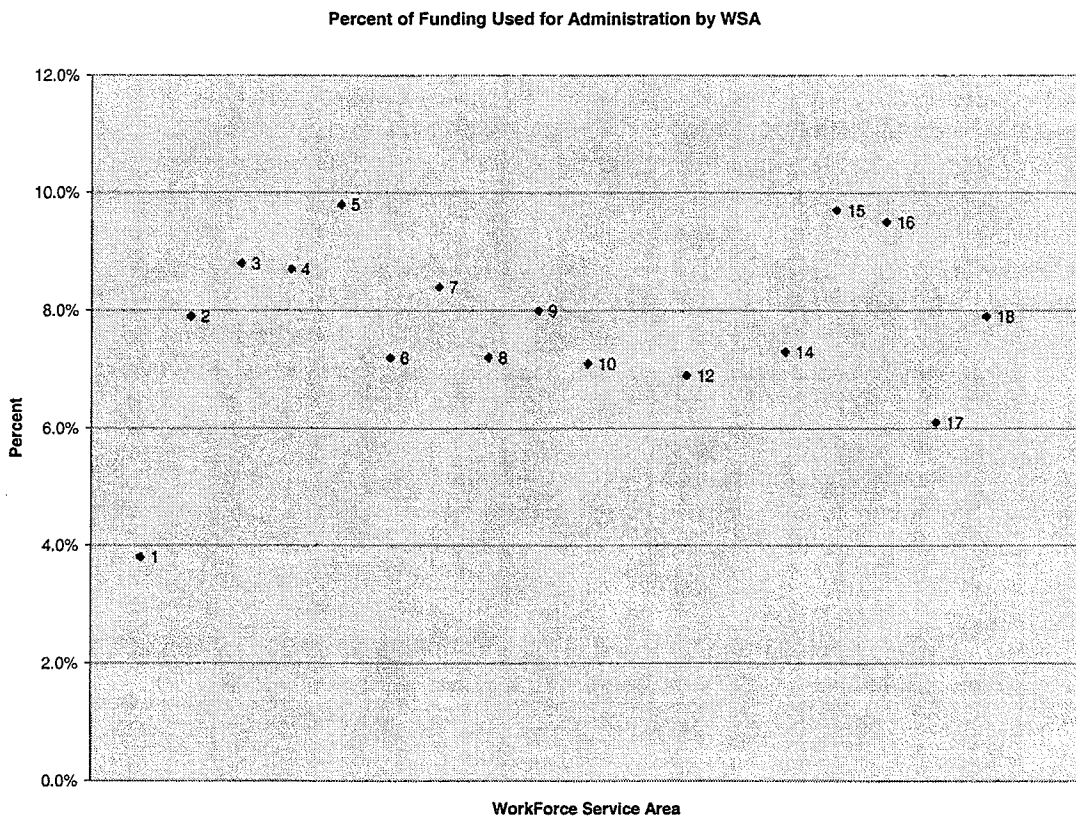
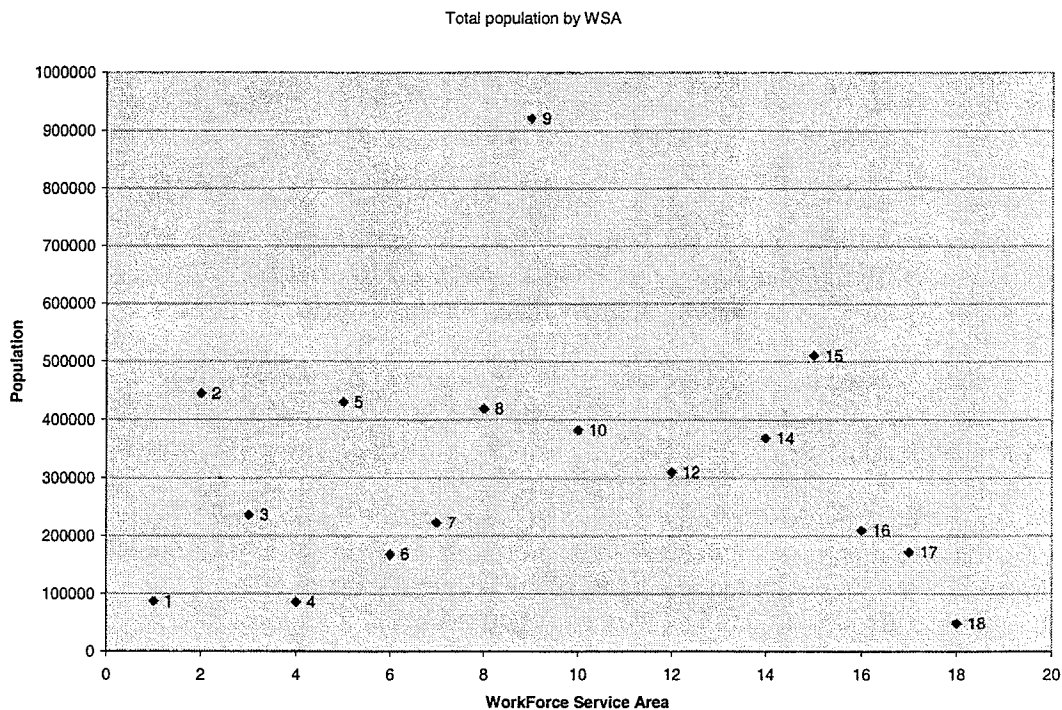
In addition, the strength of the service delivery system can be evaluated in part by reviewing distances individuals need to travel to receive services, current program performance data, customer satisfaction ratings, cycle time for moving customers through the system, success rate of people finding employment, job vacancy rates, length of time jobs are vacant, and wage indicators. Much of this data can be found in Appendix F2, which highlights outlying WSAs; however, cycle time and success rate are not currently available. In addition, charts on the distance between WorkForce Centers are included in Appendix F2.

Another key to efficient and effective service delivery is meeting and continuously improving on performance measures and standards for service delivery. In order to adequately measure continuous improvement using performance standards, a WSA must serve enough customers in order to avoid dramatic variations in results due to only a few

customers. Areas that have a relatively small number of customers in comparison to other WSAs have been highlighted in Appendix D3 as well.

- *WorkForce Center System Synergy:* WorkForce Center System synergy, though important for reviewing the efficiency and effectiveness of the system, cannot be easily quantified. Minnesota does not currently have measures or ways to collect information such as: what interrelationships are occurring among WorkForce Center (WFC) System partners and other entities; how have those interrelationships strengthened the system; what efficiency measure can show the value of partnerships; is there a benefit of having multiple partners work with customers; and, what is the cycle time for moving customers through the system. As the DEED Office of Policy, Planning, and Measures continues their work on common system measures for the WorkForce Center System, some of these questions may be answered. In addition, many of these data elements must be reviewed over extended period of time instead of at one point in time.
- *Regional Relationships/Partnerships:* Relationships and partnerships are key factors for success programmatically and regionally. Access to post-secondary educational institutions, local educational agencies, and intermediate educational agencies is important for customers who need to receive training. If a WSA does not have a MnSCU campus within its boundaries or has a relatively low number of school districts within its boundaries, it may mean that the WSA is too small. Alternately, if a LWC tries to bring together too many different MnSCU campuses or school districts it may be an indicator that the WSA is too big. LWCs must also have strong relationships with counties, economic developers, Minnesota Initiative Funds (MIF), and Regional Development Commissions (RDC). If a WSA is made up of a large number of any of these entities, coordination of workforce development efforts can become nearly impossible for LWCs, and the WSA may be too big. In addition, WSAs that are a part of a larger region (county, economic development region, MIF, or RDC) may be too small. WSAs that may be too small or too large have been highlighted in Appendix G2, and maps of other regional areas have been included in Appendix G1.
- *LWC Membership / Representation / Participation:* A strong LWC begins with active and dedicated members who represent the communities it serves. When a LWC has a difficult time recruiting key business leaders due to travel time or meets only once or twice per year because of travel time, a WSA may be too big geographically. Alternately, a WSA may be too small if the LWC is having a difficult time recruiting key business leaders because the WSA does not have a large enough employer base to draw from. Appendix F2 highlights WSAs that cover a relatively large geographic area, and Appendix D3 highlights WSAs that have a relatively small employer base to indicate that the WSAs may be too large or too small.

Committee members felt the following indicators were most valuable for analyzing WSA size: commuter patterns, current levels of efficiency and quality of service delivery, diversification of industries/industry clusters, overhead cost for running a WSA, and population. The following charts indicate the distribution of population and overhead costs for the WSAs:



*Analysis of Current WSA Structure Based on Size*

- *Metro Area Versus Greater Minnesota:* Most metro WSAs have a large enough customer base to generate enough funds to support the current WSA configuration in the metro area. However, all of these WSAs are a part of a larger labor market area, which includes all of the current metro WSAs, several counties from greater Minnesota, and two counties from Wisconsin. In addition, commuting patterns of area jobseekers and reach of employers tie multiple WSAs' service delivery systems together. Discussion around what constitutes the "metro area" is currently underway in many other venues as well.

Many greater Minnesota WSAs are comprised of multiple labor market areas, cover large geographic areas, and are expected to work with more partners (counties, economic development regions, school districts, etc.) than their metro counterparts, which can enhance as well as complicate regional planning efforts. At the same time, many greater Minnesota WSAs do not have the customer base (200,000 or more) and funding to support separate administrative structures. All WSAs that do not meet the WIA rules for automatic designation were either granted temporary or subsequent designation by the Governor or were recommended for designation by the GWDC. Appendix B1 indicates the WSAs that fall into these categories.

- *Labor Market Areas:* Labor market areas are not limited by state or national borders. Duluth-Superior, Fargo-Moorhead, East Grand Forks-Grand Forks, and metro area-Pierce and St. Croix counties (Wisconsin) are all part of multi-state labor market areas. Additionally, many WSAs either pull together too many disparate labor market areas or are a part of a larger labor market area.
- *Primary Regional Trade Centers:* Minnesota has primary regional trade centers within greater Minnesota, including Duluth, Moorhead, Rochester, and Saint Cloud. These primary regional trade centers face many different issues that other greater Minnesota cities do not face because of their size. However, these cities depend heavily on the area around them to supply the jobseekers for their large employer base, which is evident by reviewing commuter patterns. Therefore, the question remains, should Duluth, Moorhead, Rochester, and Saint Cloud be their own WSAs based on their unique needs or do they depend so heavily on the communities around them that they are inextricably linked to those communities and should be in one region? For a map of the regional trade centers, please see Appendix G1.

*Cost savings if WSA Boundaries Change*

Consulting firms across the country make millions of dollars helping the public sector think about how to become more administratively efficient. Although administrative efficiency is relatively easy to define as effectiveness per unit cost, bringing the concept of efficiency into the public sector introduces all sorts of influences – such whether or not citizens feel that their public services are accessible and responsive to local needs. The current dialogue about the structure of local WSAs in Minnesota shares the same issues balancing administrative efficiency and representational efficiency.

- *Assumptions:* A few key assumptions guide this section of the report. First, although federal Workforce Investment Act (WIA) regulations limit local administrative costs to 10 percent of the total local allocation, it is unlikely that any local area in Minnesota is so well-funded that administrative costs would come in significantly below 10 percent of total funding. Second, while federal rule is fairly prescriptive<sup>viii</sup> in its definition of local administrative costs, operational reality demands certain functions be completed regardless of whether or not sufficient administrative funds exist to pay for them; consequently, some administrative functions may not be performed with the 10 percent funding because of fund limitations.
- *Costs of Local Areas:* The local WSA structure performs primarily administrative, governance, and organizational tasks. Because programmatic activities – such as the number of service delivery locations or staff supported in a local workforce service area – more closely correlate with the size of the customer base and the financial resources available, this analysis of costs excludes these activities.

By definition, local areas must perform certain functions as a local workforce area and pay for these activities from local funds. Some of these are administrative, while others – such as program planning – are programmatic costs. These include:

- Preparing local plans and annual plan updates for WIA Title I-B programs;
- Grants and contract management;
- Maintaining management information systems - including both participant and financial data;
- Supporting the LWC and its committees;
- Negotiating a joint powers agreement;
- Marketing;
- Developing internal operational policies; and,
- Monitoring program operators and contractors.

Clearly, while all local areas must perform these same tasks, not all local areas have the same administrative or programmatic resources available. As a result, unless smaller WSAs operate at significantly higher efficiency, these core costs are more likely to take dollars away from direct customer service in such areas.

Since 10 percent of the total local allocations are allowed for administration, many people believe that no matter how many WSAs Minnesota has, fully 10 percent of the administrative funds will always be used for administrative costs. Therefore, whether Minnesota has eight WSAs or 20 WSAs, Minnesota will use 10 percent of the administrative dollars for program administration. In order for Minnesota to determine how to spend less at the local level on administration, an analysis would have to be done of the service delivery system. For example, because Anoka County only has one layer of administration, they charge for administrative costs once. However, in cases such as Minneapolis, where they vendor out their services, the City's WIA Title I program can charge 10 percent for administration, and the program services vendors can also charge 10 percent for their administration. Therefore, cost savings regarding local administrative costs depends heavily on the type of service delivery structure in the area. Underlying all of this is the question of

what Minnesota deems as most valuable: fewer funds spent on administrative costs or a competitive system where vendors bid to provide services. One may provide more initial costs savings; however, the other may provide more efficient and effective delivery of services at the back end.

Just as a portion of local funds support the local WSA structure, the state must perform certain functions for each and every local WSA – regardless of how many WSAs there are in the state. These activities include:

- Reviewing program plans and annual plan updates for each local area;
- Grants and contract management;
- Monitoring program and system activities;
- Providing technical assistance to local program operators;
- Supporting management information systems and participant data collection;
- Surveying a valid sample of customers on customer satisfaction;
- Producing area-specific program performance results; and,
- Negotiating reallocation of unspent funds across local areas.

If there were fewer WSAs, state administrative costs – borne primarily by the WIA 5 percent administrative set-aside – could diminish accordingly. Since these functions are not performed by direct service staff, it is unlikely that these state resources would directly transfer into increased customer service functions. However, reduced state administrative costs could allow the state set-aside to support additional activities closely tied to improved customer service at the local level.

- *Other Considerations Regarding Cost Savings:* Any effort to realign the local WSA structure must carefully weigh the costs of change with the perceived benefits of change. As the multi-year consolidation of the City of Saint Paul and Ramsey County has demonstrated, reconfiguring local areas can be a time-consuming, highly politicized process. Several years back, the East Metro Consortium provided a more regionalized approach to planning in a four-county area; however, while a single planning area reduced some costs, it increased the costs of coordination and arbitration among the four counties.

Another issue to consider is how consolidation or regionalization would occur. For example, the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA), the Dislocated Worker predecessor to WIA, required an absolute minimum of 200,000 civilian labor force participants in its sub-state areas (SSAs) with no exceptions. While Minnesota used 11 SSAs for EDWAA, the ultimate service delivery structure remained the 17 service delivery areas (SDAs) used concurrently for the Job Training Partnership Act. The state distributed dollars to the 11 SSAs – some of whom then turned around and split the resources among the SDAs within their boundaries. This process simplified EDWAA oversight and coordination for the state by transferring some of the financial and programmatic negotiations among SDAs to inside SSA boundaries. If such a model were to be implemented, state administrative costs would diminish, yet the local costs could increase with the larger need for coordination.



- *Closing Thoughts on Cost Savings:* The existing structure of WSAs in Minnesota creates potentially inefficient operational costs for both the state agency and the local areas. While the easiest way to reduce these costs would be to reduce the number of WSAs and the number of areas that vendor out services, existing models indicate that workforce regions can be too big for efficient operations just as they can also be too small and certain service delivery mechanisms may be preferred over others in order to increase competition among service providers and best deliver services to customers. The final key concern is that the long-term benefits of change must outweigh the costs.

*Other Considerations Regarding WSA Boundary Changes*

- One of the questions that emerged through committee discussion was how to measure a change in the quality of service delivery or increased efficiency if WSA boundaries changed. Because workforce development success depends on multiple fluctuating factors, data such as program performance has to be evaluated in the context of the current economic environment of the WSA and a simple experiment cannot be done using a controlled environment. In addition, goals for the workforce development system have not been clearly defined. When determining if WSA boundaries should be changed, this creates a tension between accessibility of services and administrative efficiency when analyzing the data and weighting the key indicators.
- One of the challenges of the workforce development system is maintaining a high level of business involvement with the system and encouraging business leaders to take on leadership roles. The LWCs are continuing to build strong business led boards, and the Job Service Employer Committees also engage business leaders. If the number of WSAs decreases in Minnesota, the number of business leaders actively engaged in the economic/workforce development system through the LWCs will decrease as well.
- Regional leadership and partnerships among WSAs is currently occurring across the state. For example, the Southwest Minnesota and Central Minnesota LWCs have worked together to host regional economic and workforce development summits for the past two years.



### III. RECOMMENDATIONS

Following are actions recommended to be taken within the next twelve months to strengthen Minnesota's workforce development system.

#### A. Establishing and maintaining relationships and communication

1. **LWCs should help to create stronger connections between economic development, education, and workforce development efforts at the local level.** Education is a key for a successful economic/workforce development system as education provides the foundation and skills people need in order to be successful in the working world, and a skilled workforce provides Minnesota with the economic development edge it needs to attract businesses. Youth Councils, which are currently mandatory under WIA, could be a venue for coordinating economic development, education, and workforce development. However, with WIA reauthorization, Youth Councils may no longer be mandatory. Additionally, Youth Councils typically work with youth between the ages of 14-21 only. Because other people, besides those between the ages of 14-21, seek educational advancement, the Youth Councils cannot be the only link at the local level between economic development, education, and workforce development. LWCs should have a strategy for building and sustaining these partnerships at the local level.
  
2. **LWCs should work together on regional policymaking initiatives that are not necessarily tied to WSA boundaries.** Minnesota's boundaries are fluid within the state, across state lines, and across country lines, and regional policymaking should not be hampered by WSA boundaries. Emerging issues should drive relationship building among LWCs and LWCs' combined efforts to develop regional policies for their local areas. Some questions LWCs could ask to determine if they should jointly work on regional policy initiatives with other LWCs include the following:
  - Labor market areas and commuter patterns: Where are people going for work?
  - Industry clusters and location of businesses: Where are businesses located relative to one another? What are the dominant clusters? What businesses are more mobile? Less mobile?
  - Other indicators of regional identification, including federal statistical areas, communication and trade outlets (television, radio, and print), and relationships leading to shared infrastructure: Who else thinks regionally? How do they define the region?

For example, LWCs overseeing WSAs 9, 10, 12, 14, 15, 16 and Chisago, Isanti, Sherburne, and Wright counties (WSA 5), and possibly a few other counties may find it useful to work together on regional policymaking initiatives for the metro area. In addition, regions and regional planning do not have to be confined to state boundaries. In labor markets such as Duluth-Northeast Minnesota and Southeast Minnesota-Winona, regional policymaking could be done jointly with LWCs from neighboring states in order to best meet regional needs.

3. **DEED's role in relation to the WorkForce Center System should be clarified through written agreements with the Local Elected Officials and LWCs.** The Workforce Investment Act (WIA) of 1998 gives the primary policymaking role for the WorkForce Center System to the Local Elected Officials and LWCs within their local areas. However, the Governor has responsibility for the programs delivered through the WorkForce Centers. In addition, there is a need for statewide consistency for infrastructure such as a statewide data collection system, customer satisfaction surveys, and system measures. The written agreement between these entities should be developed through a joint process, including DEED, Local Elected Officials, and LWCs. This agreement should go beyond existing memoranda to better define the roles and responsibilities of DEED and the LWCs regarding the WorkForce Center System.
4. **Communication between DEED and LWCs must be strengthened through the development of a communications protocol for WorkForce Center System decision making.** With the change in agency leadership, new efforts have opened communication lines among entities. However, communication between these entities cannot depend on changes within state agency administrative leadership. In order to help prevent the erosion of the work that has begun, DEED and LWCs should develop and conform to a communications protocol for WorkForce Center System decision making, including joint decision making processes for major changes within the WorkForce Center System such as closing and siting WorkForce Centers, developing statewide goals, and using WIA discretionary funds or incentive grants. In addition, DEED should create a venue where LWC leaders can voice their regional economic/workforce development priorities, so DEED can incorporate those priorities into statewide economic/workforce development policymaking and funding decisions.
5. **DEED should allow for more funding flexibility for local level, state staff to meet the local priorities identified by the LWCs through their regional planning efforts and encourage local, state staff to use this funding to meet regional priorities.** Even though there are statewide requirements around funding, the laws also leave some room for local flexibility. Local level, state staff should use this flexibility to meet the local needs identified by the LWCs, such as a specific need in the health care industry, education, or trades.
6. **DEED and the LWCs should clarify and enforce current laws, rules, and practices that outline the role and function of the one-stop-operating consortiums (OSOCs).** OSOCs must include the following partners: adult, dislocated worker, and youth activities under WIA; employment services; adult education under WIA, post-secondary vocational education under Perkins; Vocational Rehabilitation under WIA; Welfare to Work; Title V of Older Americans Act; Trade Adjustment Assistance; NAFTA-TAA; Veterans Employment and Training Programs; Community Services Block Grant; HUD-Administered Employment and Training Programs; and, Unemployment Insurance. Additionally, LWCs have the ability to add partners to the OSOCs. Many of the partners on OSOCs are state staff assigned to local communities while other partners work for local organizations. Strong OSOCs help to ensure a more efficient and effective WorkForce Center System and allow LWCs to focus more on policymaking for the

WorkForce Center System. OSOCs should focus on command and control of the WorkForce Center System within their area, provide reports to the LWCs, follow the policies set by and guidance from the LWCs, and implement statewide shared infrastructure developed by state agency with input from LWCs. In order for the OSOCs to develop a more unified planning process at the local level, DEED should coordinate planning processes at the state level.

7. **DEED and LWCs should work together to clarify the relationship between local level, state staff and LWCs, including the development of set points of interaction between local level, state staff and LWCs.** In order to have an effective workforce development strategy at the local level, all OSOC partners must understand what their relationship with LWCs should entail. In addition, these partners should be involved and engaged in LWC activities. Points of interaction between local level, state staff and LWCs could be on multiple levels such as jointly staffing Local Workforce Council efforts with the WIA Title I partner, providing program information (resources and staffing data) to LWC on a quarterly basis, and being active members in the OSOCs around WorkForce Center services. These points of interaction should be prescribed sufficiently for monitoring and used to hold all parties accountable for their actions.

B. Identifying opportunities for continuous improvement and education

1. **The GWDC should facilitate a process with LWCs and DEED to assess the LWCs' ability to play all three roles - regional, WorkForce Center System, and WIA Title I planning and policymaking - effectively over time.** Individual LWCs should look at how they will react to changes in LWC roles. In addition, LWCs' ability to play these roles and to continuously improve on their efforts should be supported and examined over time. Accountability at both the state and local levels is necessary for further developing the relationship between DEED and the LWCs, and LWCs efforts to play these roles must also be supported.
2. **LWCs and Local Elected Officials should continue to reevaluate LWC composition to ensure the composition continues to meet the needs of the community it serves.** LWC composition should go beyond minimum federal and state requirements by having a membership that drives decision making and represents the community it serves. Additionally, LWCs need to have a balanced composition. LWC membership should include new talent and experienced leaders, and business representation should include both chief executive officers and human resources staff. This balance is needed because chief executive officers oftentimes have a global perspective to provide direction for economic and workforce development efforts, but they may have less time to devote to LWC work. Human resources staff oftentimes provide hands-on knowledge of the workforce development arena and may be more available to be active in LWC initiatives.
3. **DEED, GWDC, Local Elected Officials, and LWCs must work together to define the role of the Minnesota Workforce Council Association (MWCA) and GWDC for providing support to the LWCs and providing Local Elected Officials and LWCs with a venue to assert their leadership role at the state level.** MWCA should be led by Local Elected Officials and LWC Chairs. Currently MWCA is run by the MWCA

Operations Committee, which is made up of WIA Title I staff. LWC staff should have input into decision making, but the Local Elected Officials and LWC Chairs should be responsible for policy setting. The GWDC has done some work around helping to educate LWCs, such as providing technical assistance. However, this has not been done extensively. Therefore, MWCA should define their vision, mission, and goals around supporting the LWCs in order to help the LWCs continuously improve and to ensure the voice of the LWC Chairs is heard at the state level. As the roles are clarified, the following actions should be taken:

- a. Develop orientation materials for new LWC members, such as a presentation outlining LWC roles, how LWCs can work within budget and legislative restraints, and details on system changes. In addition, LWCs should add local information to these materials, so new members receive both statewide and local information. Currently, some LWCs, such as Ramsey County and Southwest Minnesota, have already developed local membership orientation materials. Materials such as these could be used to build a more statewide strategy for educating new LWC members on their role.
  - b. Identify and disseminate Minnesota's LWCs' innovative practices to other LWCs. Each LWC has new and innovative initiatives they are working on, and each LWC has areas in which they would like to improve. For example, the Central Minnesota LWC invites other Minnesota LWCs to share their best practices with the Central Minnesota LWC during some of their council meetings. Sharing such as this needs to be done more broadly. In addition, as best practices are identified, strategies to adopt these new and innovative practices need to be developed as well.
  - c. Provide venues and opportunities to educate LWC members on pertinent issues. As new ideas emerge from other states, LWCs must be aware of cutting edge practices. Also, as federal and state legislative changes take place, LWCs need to be aware of this information as well. In addition, DEED, GWDC and MWCA should also provide more statewide recognition for LWC and WorkForce Center System best practices and develop dissemination and implementation strategies to help LWCs adopt innovative best practices.
4. **DEED and LWCs should work together to further develop a formalized process for evaluating the WorkForce Center System based on the newly developed mission, vision, and principles of the WorkForce Center System.** With the merger of the Department of Economic Security and the Department of Trade and Economic Development, the mission, vision, and principles of the WorkForce Center System needed to be revisited. A group commonly known as the "Gang of 24" is continuing to meet to discuss the vision, mission, and principles and will clarify what will be expected of WorkForce Center System in the future. The GWDC provided a template for a WorkForce Center continuous improvement process in the January 2003 Update to the *WorkForce Center Strategic Plan*, which should be used, and refined if necessary, to meet system needs.



5. **DEED should build on current efforts to strengthen data collection for the workforce development system and should develop a process for disseminating that data to LWCs.** The current data collection systems are not set up to measure the WorkForce Center System let alone the entire workforce development system. Instead, they measure selected programmatic outcomes. The Office of Policy, Planning, and Measures of DEED is currently developing system measures in order to measure the system rather than specific programs. However, some of this information is difficult to collect based on the current data collection systems. In addition, the GWDC was not able to collect information on system synergies, including cycle time for moving customers through the system, success rate of helping people find jobs, and the return on investment of the entire system due to Minnesota's lack of a systemwide data collection and reporting system.

### C. Connecting economic and workforce development

1. **Regional action plans should be developed by local partners, LWCs, and other stakeholders to link economic and workforce development at the state and local levels.** Strong potential exists for coordination of economic and workforce development services with the merger of the Department of Economic Security and the Department of Trade and Economic Development. However, multi-level coordination and collaboration will be necessary for developing these plans, and LWCs can help bring the plans together at the local level. In addition, LWC should be responsible creating a link between economic and workforce development within their WSAs. Action plans should include joint planning and budgeting opportunities that can be implemented with the support of DEED.
2. **One-stop-operating consortiums (OSOCs) should work with local economic development partners and LWCs to develop employer services to meet local needs.** Even though employers are major customers of the WorkForce Center System, most services provided through the WorkForce Center System are jobseeker focused. In order to meet the needs of employer customers, service providers at the local level must collaborate around providing those services. OSOCs should involve businesses in the development of employer services to better understand the needs of their customers. In addition, the OSOCs should approach the delivery of these services in a new way; they should not ask for additional funding. Instead, OSOCs should restructure their current programmatic efforts to serve employers and serve them in a coordinated fashion, such as having a single contact at each WorkForce Center for employers without sacrificing successful outcomes.
3. **Metro area LWCs should begin working together to coordinate program planning and policy making initiatives for jobseeker and employer customers across WSA boundaries.** In the metro area, jobseekers and employers are more likely to use services in multiple WSAs due to the geographic size of the WSAs, commuter patterns, and location of businesses. Even though LWC engagements with county Minnesota Family Investment Act Program or other human service programs should be considered, some coordination can still occur at the local level specifically around employer services. Two examples of collaboration among metro WSAs include the Employer Services

Partnership, which was created to help facilitate coordination of employer services in the metro area, and secondly the AID-MN project, which assisted dislocated workers across the metro area who were laid-off by the airline industry.

4. **Minnesota LWCs should ensure WorkForce Center System planning and policymaking occurs at a local level for employer and jobseeker services.** Some of the WSAs in Minnesota work with multiple labor markets, primary and secondary regional trade centers, a wide variety of industries, and diverse populations. In some cases, local WorkForce Center System planning and policymaking may equate with multiple plans for serving customers within one WSA. However, locally structured services are imperative for meeting customer needs.

D. Continuing Analysis of WSA Boundaries

1. **The CSE Committee does not recommend changing the WSA boundaries at this time because additional analysis and data collection may yield more sustainable boundary changes and any boundary changes should be incorporated into the state's five-year WIA plan, which is due June 2005.** The Committee identified a framework and key indicators that should be used for continuing the analysis of the WSA boundaries. In addition, the Office of Policy, Planning, and Measures at DEED is currently developing and implementing system measures, and the initial results will be available in early 2004. Also, with the pending reauthorization of WIA, federal legislative requirements may change in the near future as well. Instead of immediate boundary changes, other WSA Study recommendations suggest strategies for LWCs and other entities to improve the efficiency and effectiveness of the workforce development system immediately.
2. **The GWDC should lead a process for continuing to review the WSA boundaries, and the process should include Chief Elected Officials, GWDC members, Governor, and LWC Chairs.** All but one WSA met or exceeded their WIA Title I program performance outcomes for PY 2002, and the WSA that did not achieve this will receive technical assistance. However, the concept of programs meeting performance measures does not equate with system sustainability or serving customers and developing a workforce in the best manner possible. In addition, decisions regarding WSA boundaries should not be solely based on program data. A survey sent out to Local Elected Officials asked: Do you believe changing the Workforce Service Area administrative boundaries would affect the delivery of workforce and economic development services in your area? The majority of the Local Elected Officials said they were not sure if boundaries changes would affect the delivery of workforce and economic development services or that boundaries changes would either positively affect or not affect workforce and economic development services in their areas. Continued analysis should be conducted.
  - a. **Chief Elected Officials, GWDC, Governor, and LWC Chairs should rank the key indicators, as identified earlier in the study, based on their importance for sustaining and enhancing Minnesota's workforce development system and add any additional indicators necessary.** With numerous indicators identified for analyzing WSA boundaries, some indicators may be more important

than others. In addition, different perspectives may produce different results regarding what is more important. For example, WSA administration and funding and service delivery indicators may be the most important if Minnesota values administrative efficiency most. If accessibility to services is most important, service delivery and system synergy may rank the highest. Ranking these indicators is also partially dependent on the evolving mission, vision, and principles of the WorkForce Center System and more importantly on how DEED will encourage linkages between workforce and economic development at the state and local levels.

- b. **GWDC should deliver recommendations to the Governor and Local Elected Officials in time for any recommended changes to the WSA structure to be included as a part of the state's five-year WIA plan.** The U.S. Department of Labor suggests that changes made to the WSA structure are restricted by continuation rights of the current areas and should be done in conjunction with the renewal of the state's five-year WIA plan, which was approved for a period of five years on June 23, 2000.

#### IV. NEXT STEPS AND CLOSING THOUGHTS

Based on committee discussions and surveys of key stakeholders, communication and relationship building between workforce development entities proved to be two critical issues facing the workforce development system today. Therefore, the committee spent the majority of its time discussing and making recommendations on those issues. However, with the progression of the study and committee conversations, some entities began moving on the issues discussed during the meetings, which have already begun to lead to changes within the economic/workforce development system. For example, on January 6, 2004, key leaders of the Minnesota Workforce Council Association met to discuss a future workplan for the organization. Local leaders have also commented on increased communication between DEED and the LWCs.

In addition, the GWDC feels strongly that the analytical framework developed through this study and the process begun here can be used to develop specific recommendations regarding the administrative boundaries of the WSAs that will be grounded in factual analysis and enlightened self-interest of the local leaders who are entrusted to lead the workforce development system. The pending reauthorization of the federal Workforce Investment Act and the upcoming opportunity to write a new state-level strategic plan per state and federal statute create valuable opportunities to build consensus among local and regional stakeholders and encourage them to reach agreement that will be more sustainable in the long-run than any imposed solution recommended by the GWDC, the Governor, or other state leadership. At the January 7, 2003 GWDC meeting, the GWDC decided to continue its work on analyzing the WSA boundaries and will develop specific recommendations by July 2004. As the GWDC moves forward, it will continue to include key stakeholders in the analysis of data to promote sustainable results.

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<sup>i</sup> SF 905, Section 38

<sup>ii</sup> OSOCs must include the following partners: adult, dislocated worker, and youth activities under WIA; employment services; adult education under WIA, post-secondary vocational education under Perkins; Vocational Rehabilitation under WIA; Welfare to Work; Title V of Older Americans Act; Trade Adjustment Assistance; NAFTA-TAA; Veterans Employment and Training Programs; Community Services Block Grant; HUD-Administered Employment and Training Programs; and, Unemployment Insurance. Additionally, LWCs have the ability to add partners to the OSOCs.

<sup>iii</sup> SF 905, Section 38

<sup>iv</sup> <http://www.dted.state.mn.us/PDFs/jobz.pdf>

<sup>v</sup> 1998 WIA, Chapter 2, Section 116

<sup>vi</sup> The GWDC received this response from Sandra Jordan from the U.S. Department of Labor.

<sup>vii</sup> "Magnet effect" dollars includes non-core partner funding.

<sup>viii</sup> From the Workforce Investment Act Final Rule, August 11, 2000:

"The enumerated administrative functions ... are the following: accounting and budgeting; financial and cash management; procurement and purchasing; property management; payroll and personnel management; general oversight, audit and coordinating the resolution of findings from audits, reviews, investigations, and incident reports; general legal services; developing and operating systems and procedures, including information systems, required for administrative functions; and oversight and monitoring of administrative functions. Only these enumerated administrative functions are to be charged as administrative costs. The costs of first line supervisors of staff providing direct services to participants are program costs. ...

"Two types of costs that were specifically previously classified as administrative costs, preparing program-level budgets and program plans, and negotiating MOU's and other program-level agreements, are now classified as program costs .... Costs of such activities as information systems development and operation, travel, and continuous improvement are charged to program costs or administration, according to whether the underlying functions which they support are classified as programmatic or administrative."



<b>V. APPENDICES</b> <b>MINNESOTA WORKFORCE SERVICE AREA STUDY</b>
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**APPENDIX A**

**SURVEYS CONDUCTED THROUGHOUT THE STUDY**

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<b>1. Electronic survey of 15 other states:</b> This survey focuses on Workforce Service Area (WSA) boundaries and was conducted by the GWDC Staff to determine if other states have reconfigured their WSAs, what factors are most important for reviewing WSA boundaries, the size of other states' WSAs, and what is most important for promoting an effective workforce development system. Four states responded to this survey.	42 - 44
<b>2. Mail-in survey sent to all County Commissioners in Minnesota:</b> This survey was sent by Ramsey County Commissioner Jan Wiessner to her peers to determine who is involved in economic and workforce development efforts in Minnesota. 165 out of 445 (37%) County Commissioners responded to this letter. Out of the 165 County Commissioners who responded, 33 (20%) indicated they were either not involved or pay attention to but not involved in economic and workforce development efforts, and 132 (80%) County Commissioners indicated they were somewhat to very involved in economic and workforce development efforts.	45
<b>3. Electronic and mail-in survey of Local Elected Officials:</b> All County Commissioners who responded they are somewhat to very involved in economic and workforce development efforts and City Council Members and Mayors from Duluth, Minneapolis, Moorhead, Rochester, Saint Cloud, and Saint Paul received the survey. This survey concentrates on WSA boundaries and Local Workforce Council roles and was conducted by GWDC Staff to provide guidance for developing recommendations. The survey was sent to 215 Local Elected Officials and 73 (34 %) responded.	46 - 53
<b>4. Phone survey of the 16 Local Workforce Council Chairs:</b> GWDC staff attempted to contact each LWC Chair to discuss LWC roles, WSA boundaries, and to determine what initiatives LWCs are currently working on. GWDC staff reached 10 of the 16 LWC Chairs and also discussed the questions with five additional LWC staff at the request of their LWC Chair.	54 - 58
<b>5. Email survey of GWDC Creating System Excellence Committee members:</b> The committee requested that GWDC staff survey them on the indicators that are most important for reviewing WSA boundaries.	59

### Survey of Other States with Survey Results

#### A. General/Background Information

1. Has your state reconfigured WSA boundaries in the past five years?

Yes (skip to question 3)	2	50%
No	2	50%

2. Is your state planning to reconfigure your WSA boundaries within the next two years?

Yes	0	0%
No (Skip to question 4)	1	100%

3. If you answered 'Yes,' to either question 2 or 3, please select the TOP TWO reason(s) from the list below indicating why your state did or will reconfigure your WSA boundaries: (Please select up to TWO).

a. Boundaries do not coincide with other state regions		
b. One or more WSAs were/are too big [too few WSAs]		
c. One or more WSAs were/are too small [too many WSAs]		
d. Inequity of populations or customers served by WSAs		
e. Fewer funds to support WSAs		
d. Other?	2	100%

Other:

We dissolved the balance of state from JTPA

With WIA one area requested to be a separate region

4. What factors did you use to establish your current WSA boundaries? (Please select ALL that apply.)

a. Labor market data	2	50%
b. Job Training Partnership Act areas	4	100%
c. Current [partner] relationships	2	50%
d. State determined economic development boundaries	1	25%
e. Number of businesses	0	
f. Unemployment rate	0	
g. Working age population	0	
h. Political boundaries	1	25%
i. Boundaries dictated by the governor	2	50%
j. Natural resource boundaries, such as watersheds	0	
k. Travel distance for customers or local WIB members	1	25%
l. Commuting patterns	1	25%
m. Industry clusters	0	
n. Other	1	25%

Other:

Community college districts  
Criteria specified by state law

5. Of the factors you selected in question #4, which three ultimately had the most influence in establishing your current WSA boundaries (Please list up to THREE letters)?

B, D, C  
B  
B, I, N  
A, B, O

6. What is the approximate geographic area (in square miles) of your largest WSA?

Approximately 1/6<sup>th</sup> of Louisiana  
25,886.68 miles

7. What is the approximate geographic area (in square miles) of your smallest WSA?

City limits of Shreveport  
897.48 miles

8. What is the approximate total population within your largest WSA?

480,000  
350,000  
4,854,454

9. What is the approximate total population within your smallest WSA?

65,000  
40,000  
148,212

10. On a scale of 1 to 10, how satisfied are you that your WSA boundaries promote efficient and effective local WIB operations? (1 = very dissatisfied, 10 = very satisfied).

5  
7  
8

11. On a scale of 1 to 10, how satisfied are you that your WSA boundaries promote efficient and effective local WIB strategic planning functions? (1 = very dissatisfied, 10 = very satisfied).

5
7
8

12. Is there anything else we should know about your WSAs or the role of your local WIBs that would help us understand your decisions about setting WSA boundaries? Please describe.

Our SDAs becoming our local substate areas was a political decision. It definitely would have been a fight between the locals and the state had serious attempts been made to alter the JTPA map. In Louisiana, the map is basically a central urban substate area surrounded by one or more rural substate areas. If it would have been possible to begin with a blank slate and draw our substate areas, I think our verified labor market areas would have driven our map. Our substate areas have made significant efforts to work together regionally. WIA is a locally driven system, and it has been difficult for customers to understand local policy differences. Whether business or worker, customers tend to be oblivious to political boundaries and think in terms of where their labor force comes from or where they are willing to commute for work, i.e. the labor market areas.



Appendix A2 - Mail-in survey sent to all County Commissioners  
October 15, 2003

390 NORTH ROBERT STREET  
SAINT PAUL, MN 55101

651-205-4728 T ■ 651-296-0994 F  
651-282-5909 TTY ■ WWW.GWDC.ORG

Dear County Commissioner:

During the 2003 legislative session, the state legislature asked the Governor's Workforce Development Council (GWDC) to conduct a study of the Workforce Service Areas in Minnesota. As a member of the GWDC, I am participating in the committee conducting this study, and we would like to receive input on the study from County Commissioners who are involved with workforce and economic development efforts in order to best meet local workforce and economic development needs. Before sending out the survey, the GWDC would like to determine who is involved with workforce and economic development efforts. If you would be willing, please take a couple of minutes to answer the following questions and return the survey in the enclosed envelope by October 27, 2003:

1. How involved are you with workforce and/or economic development efforts in your area?

- ☐ a. Not involved
- ☐ b. Pay attention to, but not involved
- ☐ c. Somewhat involved
- ☐ d. Involved
- ☐ e. Very involved

2. If you answered somewhat involved, involved, or very involved, would you be willing to complete a five minute survey on Workforce Service Area boundaries and governance?

- ☐ a. Yes
- ☐ b. No

3. If you answered "Yes" to question 2, how would you like to respond?

- ☐ a. Mail-in survey
- ☐ b. Internet survey

Email address: \_\_\_\_\_

Thank you for taking your time to answer these questions. If you have questions regarding the survey or are interested in obtaining a copy of our study, please contact Koryn Zewers at [Koryn.Zewers@state.mn.us](mailto:Koryn.Zewers@state.mn.us) or at 651-284-3305.

Thank you again,

Jan Parker Wiessner, County Commissioner  
Ramsey County

### Local Elected Official Survey and Results

The following electronic/Mail-in survey was conducted of all County Commissioners who responded they are somewhat to very involved in economic and workforce development efforts and City Council Members and Mayors from Duluth, Minneapolis, Moorhead, Rochester, Saint Cloud, and Saint Paul.

#### A. General/Background Information

1. How are you involved with economic and workforce development? Please check all that apply.<sup>1</sup>

a. Help to attract new businesses to your area	37	51%
b. Connect business(es) with educational institutions (K-12 system, colleges, universities)	13	18%
c. Use WorkForce Center services / business uses WorkForce Center services	16	22%
d. Governor's Workforce Development Council member	3	4%
e. Job Service Employer Committee member	1	1%
f. JOBZ Initiative member	9	12%
g. Local Workforce Council member	13	18%
h. Other	28	38%

#### Comments:

Member joint power board
Try & work with city EDA director in trying to encourage development in procuring new business
County Commissioner (6 responses)
County Commissioner, we donate to many ec funds (1 response)
Private Industry Council
G-HRDC Economic Development
H - Write grants to start new businesses on RL reservation
Commission Chair of Joint Powers Board
Attend meetings; help with long-term goals
Commissioner on Economic Development
Appointing body for workforce council
County Board, member/chair committee that oversees jobs
City Council Representative

2. In what regional area do you work on workforce and economic development efforts? Please check all that apply.<sup>2</sup>

a. Economic development region	25	34%
b. City	23	32%
c. County	61	84%
d. Inter-state regions (e.g. Duluth-Superior, Fargo-Moorhead, etc.)	2	3%
e. JOBZ Initiative region	23	32%

<sup>1</sup> 73 respondents

<sup>2</sup> 73 respondents

Appendix A3 – Electronic and Mail-In Survey of Local Elected Officials

f. McKnight Initiative Fund region	6	8%
g. Multiple counties based on initiative	18	25%
h. Regional development commission area	20	27%
i. Statewide	1	1%
j. Workforce Service Area	17	23%
k. Other	2	3%

Comments:

Indian Reservation  
Member of NE Training committee

3. What determines the partners you work with on workforce and economic development efforts? Please check all that apply.<sup>3</sup>

a. Current administrative structures	39	54%
b. Current relationships	50	69%
c. Grants	35	49%
d. Initiative based	24	33%
e. Other	4	6%

Comments:

Driven by clients  
County economic development authority  
Lincoln County Economic Development Comm  
Sustainable growth factors  
New ideas/positive thinkers/box breakers

**B. Workforce Service Area Boundaries**

4. What should be the basic building block for a workforce or economic development region?<sup>4</sup>

a. Cities	16	22%
b. Counties	44	60%
c. Educational districts (e.g. school districts, post-secondary educational regions, etc.)	7	10%
d. Laborshed regions (i.e. state developed regions based on commuting patterns)	14	19%
e. Metropolitan Statistical Areas (i.e. federal regions based on commuting patterns & population centers)	2	3%
f. Other	10	14%

<sup>3</sup> 72 respondents

<sup>4</sup> 73 respondents

Appendix A3 – Electronic and Mail-In Survey of Local Elected Officials

Other:

It should be by region but they need to be redefined  
Determined by unique market driven characteristic  
Resource availability

5. Should the boundaries of workforce development regions and economic development regions coincide?<sup>5</sup>

a. Yes	45	64%
b. No	25	36%

6. What other factors should be used to establish workforce development regions? Please check all that apply.<sup>6</sup>

a. Access to educational/training institutions	51	70%
b. Commuting patterns	36	49%
c. Current relationships	37	51%
d. Current Workforce Service Area boundaries	30	41%
e. Demographics	39	53%
f. Federal and state funding to provide services	29	40%
g. Industry clusters	18	25%
h. Labor market data	43	59%
i. Natural resource boundaries, such as watersheds	9	12%
j. Number of businesses	18	25%
k. Number of jobseekers	23	32%
l. Political boundaries	12	16%
m. State determined economic development boundaries	7	10%
n. Travel distance for customers or Local Workforce Council members	29	40%
o. Unemployment rate	23	32%
p. Working age population	26	36%
q. Other	7	10%

Other:

Concentrations of poverty, welfare recipients  
Potential pay scale of a new employers  
Distance to economic center  
Quality child-care/quality education  
Need for a community to establish a growth pattern

7. Do you believe changing the Workforce Service Area administrative boundaries would affect the delivery of workforce and economic development services in your area?<sup>7</sup>

a. Positively affect	9	12%
b. Quality of services would not change	7	10%
c. Negatively affect	20	27%

<sup>5</sup> 70 respondents

<sup>6</sup> 73 respondents

<sup>7</sup> 73 respondents



d. Not sure (Skip to question 9)	37	51%
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8. Why do you think changing the administrative boundaries would positively affect/negatively affect/not change service delivery?

I think they are effective as is

It is unclear at this time who "owns" workforce service areas and WorkForce Centers in the view of Minnesota's Governor and state departments. There appears to be a lack of commitment by government to maintaining levels of service in WSA's and WorkForce Centers. There does not appear to be any compelling reason to change the current configuration. While I understand the need to periodically review systems to search for improved methods of customer service, this appears to redirect valuable resources to a study that has little value to job seekers or employers.

If we loose our regional WorkForce Center in Preston MN, it would be negative

Our local WorkForce Center plays a major role in our community economically and educationally and to lose it would be a major blow to any area that is already suffering

The area of the state that we are located in WSA 5. We are more in compatibility with the counties to the East of us than our neighbors to the West.

Workforce Service areas w/good leadership perform well - changing Boundaries just for the sake of change could disrupt well run organizations

Because of geography - Enlarging it would create too much distance to the center

See nothing with present boundaries outside of being too large

Mankato seems to be a center of So Central Minnesota. If the center was moved services would change

Better understanding of need fresh start

What is your reason for changing the current 16 WASSs? National Performance Standards prove MN is doing a great job with current configuration. Current WSAs are based on local decisions and Joint Powers Board Agreement. If the state has a reason to believe we can't do our job or make important decisions they need to come forward and say it.

I believe we have a very good region with similar problems but a very good training center in Virginia, and the surrounding training centers. We need the industry, we have a good infrastructure and good workforce

Local contract is important - each area has its unique needs

I'm not in the day to day operations, but whatever makes the most efficient most streamlined model

Be sure you have a strong administrative component like we have

If area became too large it will be impossible to serve - Our size is exactly right SDA12 - Not sure what is proposed - so don't know impact

Probably not change service delivery

The quality of services is based on the individuals who are directly serving employers and job seekers. As long as every area has strong, qualified, caring employees, the quality of service should not change. There must also be strong leadership throughout the system

Need to maintain focus/resources on unique problems of large central city and current, valuable community/neighborhood partnerships; need also to maintain the value and potential of the existing merged city workforce development/economic development/planning functions all operating in one city department. These are unique and valuable partnerships/relationships that were developed and are maintained by the city, that leverage resources to expand and enhance services and outcomes, that have led to consistent achievement of goals and dedication/addition of resources to supplement

basic federal and state workforce development funds.

Duluth is unlike balance of Arrowhead region. Current arrangement allows local focus w/proven track record of cooperation.

If it gets far removed from the local area, there is usually a negative impact and not necessarily cheaper to administrate – usually will cost more when considering mileage, travel time, etc. and probably moving to a higher cost area

Current configuration does not necessarily make sense to our county, not sure if change would be positive or negative

It would better fit regional demographics with employers, offering small communities the growth needed to provide needed services affordably, softening the urban sprawl that is happening in the metro areas

Internet makes job hunting easier

Travel time

We sit here at the top of the state and tend to get overlooked by many lawmakers because we don't have the number of votes for up here. Many of those that vote on issues that affect us never get up here. Our quality of living goes down every time they vote on something like that.

### C. Governance of Workforce Service Areas

9. Local Workforce Councils are authorized to play three broad roles based on state and federal law, including setting regional workforce development policy, setting WorkForce Center based policy, and selecting service providers of the Adult, Dislocated Worker, and Youth programs in conjunction with the Governor or State Agency Commissioner and Local Elected Officials. Are there additional roles the Local Workforce Councils should play?<sup>8</sup>

a. Yes	18	25%
b. No (Skip to question 11)	53	75%

10. What are those additional roles?

It would be a valuable exercise to empower the local councils to do the roles delineated instead of assuming that WSA boundaries are "the problem"
Specialize in Government Grants
As the economy falters, the real opportunity for sustainable economic development is with value-added industries and entrepreneurs/there is a need to recognize and assist this sector
Handicap & older workers
I believe they could start in the junior and senior high school talking about jobs in the private sector stressing a clean driving record, a smoke and drug free work place and what employers want
I think that council could be effective in developing and marketing workforce needs through development on local or regional basis
Additional roles should be at the discretion of the Local elected Officials who appoint the Local Workforce Council, and may be influenced by the Councils as well as they seek ways in which to positively affect workforce development. Local Workforce Councils and/or their designees should be a primary player in coordinating the response to dislocation events in their areas, as specified in the law, requesting and accepting the assistance of the state, where appropriate. Local Councils may also oversee workforce development activities and programs in their areas to be sure outcomes are being achieved as expected and resources are being targeted as planned. They may also assist

<sup>8</sup> 71 respondents

in forming special initiatives and collaborations in response to local or regional needs that stretch beyond the scope of mandatory WorkForce Center/program activities and funding sources. They assist in forming local partnerships with key stakeholders in workforce development. And, this may just scratch the surface. The main point is that local discretion should be maintained with regard to roles beyond the basic authority noted above.
Keep people employed in whatever vocation they are capable of doing. Find out their skills, etc. which is probably happening now
Help to provide adequate suitable convenient and affordable daycare
More control over where WorkForce Centers are located and staffed
If a community such as ours has an opportunity to bring in jobs, do everything possible to help it go through

11. What could be done at the state level to help Local Elected Officials and Local Workforce Councils govern the Workforce Service Areas? Please select up to **three** choices.<sup>9</sup>

a. Better coordination among state-level boards (GWDC, Job Skills Partnership, Rehab Councils, etc.)	23	32%
b. Clarification of responsibilities for all workforce development partners	26	36%
c. Creation of a process for Local Elected Officials and Local Workforce Councils to influence the use of funding for Workforce Service Areas based on local priorities	43	59%
d. Development of strategies for staffing Local Workforce Councils	5	7%
e. Increased communication between the Department of Employment and Economic Development and Local Workforce Councils	37	51%
f. More funding flexibility for local-level, state partners to meet identified local priorities	47	64%
g. Technical assistance or training for Local Elected Officials or Local Workforce Councils	12	16%
h. Other	1	1%

Comment:

Authorization of Local Elected Officials and Local Workforce Councils to have input and final approval of MOU (including state partner) service plans and budgets. This would address b,c,d,e,f

12. What could be done at the local level to strengthen the Workforce Service Areas? Please select up to **three** choices.<sup>10</sup>

a. Create stronger connections between local businesses and educational institutions	36	49%
b. Develop a regional business plan based on regional priorities	24	33%
c. Designate a specific entity to coordinate the area's economic and workforce development efforts.	17	23%
d. Establish regional priorities by bringing together the area's businesses,	45	62%

<sup>9</sup> 73 respondents

<sup>10</sup> 73 respondents

Appendix A3 – Electronic and Mail-In Survey of Local Elected Officials

economic developers, community based organizations, educational institutions, and labor unions		
e. Form structured relationships between Local Workforce Councils and Job Service Employer Committees	15	21%
f. Increase communication and/or create joint staffing opportunities for local workforce and economic development activities	30	41%
g. Use a continuous improvement model (e.g. Baldrige, CARF, ISO, Six Sigma, etc.)	7	10%
Other	0	0%

Comments:

Our area is already working on d and b
See response to c. 11
No
Note that c,d,f are already in place in this WSA

13. Do you have any additional comments regarding Workforce Service Area boundaries or governance of those areas?

Regionalization can be a positive process if it is done with thought to the client. Some counties need more local assistance. There could be a part-time assistant to help clients with problems or designated trainer. The county gov't could take care of facility. Generally speaking the boundaries in place now are functional except for Winona /Washington/Stearns
Workforce development, economic development, and community development are an integrated effort. It is dynamic and initiatives are developed and leadership defined through relationships at the local level. Local levels could possibly provide some technical assistance to the state on how this works
I cannot speak for other areas, but in WSA 7 things are running very well. Efficiently and effectiveness are at a high level, don't mess it up!
We wholeheartedly support communications between all regions of the State and especially the abating or joining regions
Don't try to run everything from the state level - local leadership is responsive to local needs.
The WIA Act and creation of WIBs is still fairly new. The change from JTPA to WIA, saw a major change in Board structure and membership. New direction takes time. MN is much farther along than most of the nation. Give us the outcomes and we will find the solutions. Changing everything for a few at the state level is not wise or warranted. Creating 6-8 WSAs to coincide w/economic development is not the answer. Economic development does not happen in 6 regions-it is local by county and by city.
Basically doing a decent job
None at present time (2 responses)
Thank you for providing this opportunity to respond
I believe Aitkin County could offer some real opportunity in the Wood Forestry industry. We need some training for our younger people as they leave the area commuting to metro area for employment
Whatever gives you less process and more efficiency. Any system (government) tends to have a lot of process in it. It should be "customer" focused, not system focused

Appendix A3 – Electronic and Mail-In Survey of Local Elected Officials

The metro area has worked together informally for many years. A structure might get in the way of productivity. It is the schools systems who are hard to get committed to assist workforce efforts.
I agreed to do survey, but don't know a lot about Workforce Service Areas
Maintain local control and the ability for local elected officials to decide their areas - do NOT state mandate
It is critical that local discretion be maintained with regard to design of programs, targeting of resources to areas/populations with greatest needs, development and maintenance of partnerships, collaborations, special initiatives, and supplemental sources of funding, etc. It is critical that unique and substantial local strengths and contributions and partnerships be maintained. Decades of local experience and achievement and partnership building must be allowed to continue to support workforce development efforts and the achievement of outcomes. Regarding governance, it would be an improvement if state rapid response activities would be conducted in compliance with all of the requirements of federal and state law – i.e., that rapid response be done in conjunction with local authorities, that it be done to assist local officials in coordinating their response to local layoff events, and that it be done in cooperation with local Workforce Councils.
History of successful performance should be examined.
Our county which has a higher unemployment rate than surrounding counties lost our only Job Service staff person through a recent arbitrary decision by state supervisors. There was NO local input. This decision saved the state no money as far as we can see and reduced access to employment services for local people, particularly those with transportation problems.
The regional system needs to be that, regional. They need flexibility to the individual region not a blanket policy. Local leaders have a real grasp of the area needs and this is not being utilized to its fullest.
Elected officials and businesses need to plan so that low income jobs do not overload welfare system

## **Phone Survey of Local Workforce Council (LWC) Chairs with Survey Results**

### **Governance**

#### ***Questions asked on LWC governance roles***

- Are there additional roles the LWCs should play?
- What could be done systemically in order to help LWCs play these roles?
- What is your LWC currently doing in order to maximize its effectiveness to play these roles?

#### ***General comments on LWC roles***

- The roles look correct;
- The LWCs should ensure the three current roles are done well before taking on new challenges. They have a lot to do already;
- The LWCs should be flexible enough to be able to take on new roles, as appropriate, that would serve to strengthen local workforce development efforts;
- Program administration and WorkForce Center (WFC) daily operations should be left to the one-stop-operating consortiums;
- LWCs should have influence over the siting of WFCs based on local priorities;
- LWCs should have the ability to impact services (e.g. working with WFC partners to jointly serve businesses better) and how funds are used by the one-stop operating consortiums based on local priorities;
- Continue to open lines of communication between the Department of Employment and Economic Development (DEED) and LWCs;
- LWCs should not be asked to think strategically if DEED and other agencies will not support this role; and,
- LWCs should not be asked to become major players in economic development.

#### ***Comments on LWC composition and staffing***

- LWC members must represent the communities they serve (e.g. racially);
- For-profit voice must be the majority/clearest at the table;
- LWC members must represent the real interests of the organizations in which they work. Members cannot be there for personal interests (e.g. looking to start their own business in this field); and,
- Staff can influence what a LWC reviews and how it is presented. However, with funding constraints, it may be impossible to have independent staff for each LWC.

#### ***Ideas for systemic changes at the state level***

- Further develop a formalized evaluation system of the WFCs;
- Clarify roles and better define responsibility and possible areas for coordination for both the state and local levels;
- Require all partners to give a top-line quarterly report to the LWCs that focuses on the big picture such as the trends of the program;
- Involve businesses in the development of business services and approach the delivery of these services in a new way (e.g. do not ask for additional funding)
- Define if LWCs are advisory or policy setting boards;

- (DEED should) support LWCs efforts to become more strategic and assist them in becoming stronger policy and decision makers at the local level;
- Strengthen communication between the LWCs and DEED;
- Develop orientation materials for new members such as a presentation to help orient them on what the roles of the LWCs are, how LWCs can work within budget and legislative restraints, and to provide updates system changes;
- Discuss pertinent issues with LWC members (e.g. legislative update) and provide half-day seminars on topics that have been presented at past national conferences; and,
- Provide more statewide recognition for best practices.

***Ideas for change at the local level***

- LWCs could have a rotating staff function;
- LWC members should be recruited to join LWCs by county commissioners or mayors. It should be sold as people's civic duty to be a part of LWCs in order to meet community needs and improve the livability of the region/city;
- LWCs should share their best practices with one another;
- LWCs should create stronger connections to small and medium sized businesses; and,
- Regional workforce development planning and policymaking could be done metro wide by the metro workforce board for developing employer services, helping to set direction for LWCs through labor force studies (e.g. to address the nursing shortage), and providing consistency across the metro area. The Employer Services Partnership could then be used as the more staff-centric body to help implement employer services.

***Examples LWCs Chairs and Staff provided regarding what they are currently doing to maximize LWC effectiveness (not an exhaustive list of all best practices)***

**LWC Focus, Committee Structure, and LWC Development**

- One committee focuses on the WFCs: Ramsey County
- Ad hoc committees are formed based on projects. Allows for more mobility for the LWC: City of Duluth
- LWC has specific industry focuses based on labor market information: Ramsey County
- LWC focus is shifting more towards business and economic development: Washington County
- LWC has member orientation and exit interviews: Ramsey County
- LWC committee structure is aligned with five key industry sectors: Southeast Minnesota
- LWC surveys LWC members on their satisfaction with the LWC role: Ramsey County, Southwest Minnesota
- LWC has three (3) key committees, which are the Business/Economic Development, Workforce Center Issues, and Planning Committees: Southwest Minnesota
- LWC has an orientation manual that is used for introduction to the LWC: Southwest Minnesota

### LWC Meetings

- LWC brings in outside speakers such as the mayor or future-focused business representatives in order to heighten involvement of LWC members: City of Minneapolis and Dakota County
- LWC provides an executive summary of all materials that members must read before the meeting. Also provides pre-reading in case members desire more information: Ramsey County
- LWC brings in other LWCs to discuss what those LWCs are currently working on: Central Minnesota
- LWC provides mini-training sessions for LWC members to inform members of key issues facing local communities and the LWC: Southwest Minnesota

### Planning and Partnering

- LWC contracted with Northland Community and Technical College to provide the Workforce Council with training and to facilitate strategic planning. The strategic planning will lead to the development new priorities and goals related to workforce development issues within the WSA: Northwest Minnesota.
- LWC has strategic planning retreats with an outside facilitator (John Metcalf): Central Minnesota and Dakota County
- LWC hosted a regional summit to pull workforce and economic development partners together to set plans for the region. LWC has also started three separate working institutes (boundaries are based on economic development regions) to bring multiple players to the table from within the WSA to determine what they can do for their businesses and communities: Central Minnesota
- LWC members are responsible for being liaisons to other organizations in the community: City of Duluth. Staff are responsible for being liaisons to other organizations in the community: Central Minnesota
- Business community provides resources for the LWC to maintain a connection to them: Washington County
- LWC does outreach to businesses such as speaking at Chamber of Commerce meetings: Washington County
- LWC developed a chart for measuring LWC achievement: Ramsey County
- (On the table for discussion) LWC will set up a public speakers bureau, which is LWC members who are willing to educate people in the community on the LWC and WFCs: City of Duluth
- (One the table for discussion) LWC will host a quarterly meeting with the chairs of other relevant workforce and economic development groups such as the Chamber of Commerce and rotary in order to coordinate efforts better: City of Duluth
- LWC worked on a community audit with other workforce and economic development entities, which lays the foundation for their LWC work: Stearns-Benton
- LWC hosts brown bag lunch seminars in which employers are asked what their needs are, and employers are given an overview of WFC services: Dakota County
- LWC educates legislators and state decision makers about the needs of the system: Stearns-Benton
- LWC reviews Workforce Service Area and relationship to the labor shed area and other LWCs and workforce development partners in the labor shed area: Stearns-Benton.



- LWC held second annual Regional Planning Summit in September, 2003. The summit brought together business leaders, economic development leaders, elected officials (federal, state and local), educators, community leaders and other key players: Southwest Minnesota

#### Services

- LWC is piloting the concept of volunteer job coaches this winter to link volunteer job coaches with jobseekers. St. Paul Council for Churches is doing the initial training of volunteers: Ramsey County
- LWC developed a resource matrix of service providers available to provide youth services: Ramsey County
- LWC is interviewing employers to determine what applicants need to have in order to be hired and questioning employers on why they are not hiring more minorities: City of Duluth
- LWC annual report includes all core partners: Ramsey County
- LWC members act as sponsors for each of the WFC programs: Ramsey County
- LWC meets with other community groups, so efforts are not duplicated: Stearns-Benton
- LWC has developed a matrix of business services in the area: Dakota County
- WFC has a business service center, which is a separate space for businesses to access WFC services: Dakota County
- LWC assesses available training to meet skill requirements by sector: Southeast Minnesota
- LWC administers the DOL Incentive Grant to assist disabled individuals with information and assistance related to available resources within the WorkForce Centers as well as within the local communities: Southwest Minnesota

#### **Boundaries**

##### ***Questions asked on Workforce Service Area (WSA) Boundaries***

- Are there additional indicators that should be used to determine if WSA boundaries should be changed?
- What, if any, additional information should we collect regarding any of the key indicators?

##### ***General Comments on WSA Boundaries***

- Urban core populations are very different from other populations;
- The metro area has three regions: core city, first ring suburbs, and second ring suburbs. Rural MN is the 3rd ring. Each region has a distinct population;
- Before boundaries change and areas become bigger, committee should review if staff can effectively serve larger areas;
- Do not evaluate WSAs on the number of WFCs in the area. Some WSAs have fewer WFCs because the LWC opted to have fewer WFCs to provide more efficient delivery of services;
- If LWCs are not able to set policy direction for the local system and DEED does business as it has in the past, then there should be fewer WSAs because LWCs are not being used to their potential and are a waste of business leaders' time.

## Appendix A4 – Phone Survey of the 16 Local Workforce Council Chairs

### ***Key Indicators***

Overall, LWC Chairs generally agreed with the key indicators identified. However, one additional key indicator could be efficiency and cost of individual WSAs.

### ***Ideas on Additional Data to Collect***

- Wage indicators
- Diversification of industries/industry clusters
- Types of businesses being served
- Programs jobseekers are using
- Background information on the people who are using the services
- Commuting patterns
- LWCs that are currently not meeting expectations
- Current levels of efficiency and quality of service delivery
- Overhead cost for running a WSA
- Rural areas versus urban areas
- Urban centers in rural Minnesota
- History of the current workforce development areas

### Survey of Committee Members and Survey Results

What is most important for reviewing if a Workforce Service Area (WSA) is too big or too small? Below are the data elements we have discussed through the committee meetings to date. All data elements will be used in the WSA study in some way or another. Please choose your top 10 data elements and rate them from 1-10 where 10 is the most important.

Total Points	Data Elements
7	a. Background information on people using the services
41	b. Commuting patterns
45	c. Current levels of efficiency and quality of service delivery
16	d. Customer satisfaction ratings
7	e. Cycle time for moving customers through the system
37	f. Diversification of industries/industry clusters
13	g. Estimated population change (2000 to 2020 and 2000 to 2030)
25	h. Estimated population change for people between the ages of 15-64 (2000 to 2030)
15	i. Job vacancy rates
17	j. Laborsheds that cross boundaries
13	k. Magnet dollars (see 2003 MN WorkForce Center Strategic Plan)
14	l. Number of counties to work with
10	m. Number of economic development regions to work with
29	n. Number of firms/businesses
12	o. Number of independent school district offices to work with
22	p. Number of jobs
20	q. Number of laborsheds
	r. Number of McKnight Initiative Fund regions to work with
7	s. Number of MnSCU campuses to work with
	t. Number of WorkForce Centers
45	u. Overhead cost for running a WSA
48	v. Population
18	w. Program participants served
24	x. Success rate of people getting jobs
10	y. Title one funding (Adult, Dislocated Worker, and Youth)
1	z. Title three funding (Job Service and Veterans)
	aa. Title four funding (Rehabilitation Services and State Services for the Blind)
20	bb. Types of businesses being served
28	cc. WSA geographic area in square miles
8	dd. Wage indicators

Other: Integration with other services (welfare, social services, employer services) – 9

Top five most important indicators, as identified by respondents, have been highlighted above.



## APPENDIX B

### WORKFORCE SERVICE AREA DESIGNATIONS AND LOCAL WORKFORCE COUNCIL RESPONSIBILITIES

	<b>Page(s)</b>
<b>1. Workforce Service Area designations:</b> When Minnesota submitted its WIA five-year plan in April of 2000 to the federal government, the plan indicated Workforce Service Area designations, including automatic, governor's discretion, and temporary. In 2000, Rural MN CEP was the only WSA automatically eligible for designation. Since then, Ramsey County's population rose above the population threshold for automatic designation and is currently eligible for that status.	62
<b>2. Local Workforce Council responsibilities:</b> As a part of the committee's review of the governance role of the Local Workforce Councils, the GWDC Staff put together a document that incorporates federal and state legislative language and Minnesota-specific planning documents to better clarify the governance role of the Local Workforce Councils.	63 - 68

**Workforce Service Area Designations**

Minnesota Unified Plan, April 2000

Page II - 73

<b>Name</b>	<b>Type of Designation</b>
Northwest Minnesota	Governor's discretion
Rural Minnesota CEP	Automatic (CEP)
Northeast Minnesota	Temporary
City of Duluth	Governor's discretion
Central Minnesota	Temporary
Southwest Minnesota	Governor's discretion
South Central Minnesota	Temporary
Southeast Minnesota	Temporary
Hennepin / Scott / Carver Counties	Temporary
City of Minneapolis	Temporary
Ramsey County / City of Saint Paul	Governor's discretion
Anoka County	Temporary
Dakota County	Temporary
Washington County	Governor's discretion
Stearns / Benton Counties	Governor's discretion
Winona County	Governor's discretion

Additional information on the 2000 Minnesota Unified Plan can be found at:

<http://www.mnworkforcecenter.org/wia/unified/unifiedtoc.htm>.

## Overview of Local Workforce Council Responsibilities

In order to clarify the governance role of the Local Workforce Councils, the CSE Committee reviewed the current expectations of the Local Workforce Councils. The following tables provide a list of the expectations of Local Workforce Councils in Minnesota. This list includes information from planning documents from the development of the WorkForce Center System in Minnesota, current system planning documents, and current laws. The list of expectations for Local Workforce Councils is categorized in the following format:

1. Provide general governance/oversight
  - a. Basic Local Workforce Council operations
  - b. Regional development
  - c. Workforce Service Area service delivery
2. Plan
  - a. Regional development
  - b. Workforce Service Area service delivery
3. Partner/foster partnerships
  - a. Regional development
  - b. Workforce Service Area service delivery
4. Monitor outcomes/performance
  - a. Regional development
  - b. Workforce Service Area service delivery
5. Distribute information
  - a. Regional development

**Terms/Glossary for the Following Tables:** CEO – Chief Elected Official; LEO – Local Elected Official; LWC – Local Workforce Council; WIA – Workforce Investment Act; WFC – WorkForce Center; WSA – Workforce Service Area

**Highlighted Areas:** Federal and state laws

**Based on laws, plans, recommendations, etc., Local Workforce Councils are expected to:**

**Provide General Governance/Oversight:**

**a) Basic LWC Operations**

- (With CEO) establish and appoint a youth council (please see the 1998 WIA for additional youth council requirements).<sup>11</sup>
- May employ staff.<sup>12</sup>
- May solicit and accept grants and donations from sources other than Federal funds made available under this Act.<sup>13</sup>
- Develop a budget for the purpose of carrying out the duties of the LWC (subject to the approval of the CEO).<sup>14</sup>
- (With CEO and Commissioner) nominate individuals to the Governor to consider for membership on the Governor's Workforce Development Council.<sup>15</sup>
- (LWC Chairs and LEOs) review LWC composition and LWC staffing arrangements to ensure LWC members represent the community that the LWC serves and the staffing arrangement promotes system integration.<sup>16</sup>
- Consult the Job Service Representative and the Job Training Partnership Program Representative on all workforce development issues and these representatives shall have equal access to the LWC and have the authority to bring agenda items to the LWC.<sup>17</sup> **No longer relevant.**

**b) Regional development**

- Set policy for the portion of the statewide workforce investment system within the local area.<sup>18</sup>
- (Based on prior agreement with CEO and Commissioner) select the recipients for local grants and an administrator of the local workforce service area plan.<sup>19</sup>
- (With CEOs) govern one-stop service areas in an equal partnership. The LWC is the first of three levels of governance within the Minnesota structure.<sup>20</sup>
- Ensure that the labor market area data is valid for fund allocation purposes.<sup>21</sup>

<sup>11</sup> WIA, Chapter 2, Section 117

<sup>12</sup> WIA, Chapter 2, Section 117

<sup>13</sup> WIA, Chapter 2, Section 117

<sup>14</sup> WIA, Chapter 2, Section 117

<sup>15</sup> State Statute 268.666

<sup>16</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 29

<sup>17</sup> One-Stop Grant, page III.C.14 and Appendix L, page 3 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas.

<sup>18</sup> WIA, Chapter 2, Section 117

<sup>19</sup> State Statute 268.666

<sup>20</sup> One-Stop Grant, page III.C.13 (Governance) and Appendix L, page 2 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

<sup>21</sup> One-Stop Grant, page. V.C.a (Method of Local Allocation Section)



**Provide General Governance/Oversight (continued):**

**c) WSA service delivery**

- (With LEOs and Commissioner) provide policy guidance for, and exercise oversight with respect to, activities conducted by WFCs.<sup>22</sup>
- Oversee local programs of youth activities, local employment and training activities, and the one-stop delivery system in the local area.<sup>23</sup>
- (Based on prior agreement with CEO and Commissioner) ensure non-duplication of services and a unified delivery within their workforce service area.<sup>24</sup>
- (With CEO) develop and enter into a memorandum of understanding with one-stop partners.<sup>25</sup>
- (With CEOs) select, designate, and certify one-stop operators.<sup>26</sup>
- (With LEOs) may provide for service directly or contracting or teaming (additional statutory limitations apply).<sup>27</sup>
- Identify eligible providers of youth activities by awarding grants or contracts on a competitive basis based on the recommendations of the youth council.<sup>28</sup>
- Identify eligible providers of intensive services if one-stop operator does not provide them.<sup>29</sup>
- May provide core or intensive services or be designated/certified as the one-stop operator (with the agreement of CEO and Governor).<sup>30</sup>
- Identify eligible training providers of training services.<sup>31</sup>
- Have a substantial decision making authority over the physical siting and operations of WFCs.<sup>32</sup>
- Determine the most effective designation of administrative entities, grant recipients and program operators for the WFC.<sup>33</sup>
- Make decisions about how best to spend funding within broad guidelines established by state and federal agencies (with LEOs and Commissioner ?).<sup>34</sup>
- Make strategic decisions about the design and delivery of services.<sup>35</sup>
- (LWC Chairs) act as the sole local signators for sponsoring new affiliate sites.<sup>36</sup>

<sup>22</sup> State Statute 268.666

<sup>23</sup> WIA, Chapter 2, Section 117

<sup>24</sup> State Statute 268.666

<sup>25</sup> WIA, Chapter 3, Section 121

<sup>26</sup> WIA, Chapter 2, Section 117; WIA, Chapter 3, Section 121

<sup>27</sup> One-Stop Grant, pages III.A.4. thru III.A.15.

<sup>28</sup> WIA, Chapter 2, Section 117

<sup>29</sup> WIA, Chapter 2, Section 117

<sup>30</sup> WIA, Chapter 2, Section 117

<sup>31</sup> WIA, Chapter 2, Section 117

<sup>32</sup> Minnesota WorkForce Center Strategic Plan, page 21

<sup>33</sup> MN WFC System Local Workforce Council policy

<sup>34</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 10

<sup>35</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 2

<sup>36</sup> <http://mnwfc.org/wfc/affiliate-st-assurances.htm>

**Plan:**

a) Regional development

- (Based on prior agreement with CEO and Commissioner) determine procedures for the development of the local workforce service area plan.<sup>37</sup>
- (With CEO) develop and submit a comprehensive 5-year local plan to the Governor that is consistent with the State plan.<sup>38</sup>
- (In concert with other local and regional stakeholders) conduct regional scans to identify their own local industry priorities and then strategically direct training dollars in their area.<sup>39</sup>
- (On a regional level, private-sector chairs of the LWC, LEO representatives and community leaders will) strategize, evaluate and recommend coordinated and effective joint plans for their region.<sup>40</sup>
- Set regional goals and standards as coordinated with state and local goals and standards, and participate in the development and usage of labor market information.<sup>41</sup>

a) WSA service delivery

- (Based on prior agreement with CEO and Commissioner) plan for local collaborative activities including the transition of public assistance recipients to employment in the public or private sector.<sup>42</sup>
- (Based on prior agreement with CEO and Commissioner) select local priorities for service and target populations.<sup>43</sup>
- Have access to reviewing and commenting on joint plans.<sup>44</sup>
- Ensure training is available in their areas that the labor market demands.<sup>45</sup>

<sup>37</sup> State Statute 268.666

<sup>38</sup> WIA, Chapter 2, Section 117

<sup>39</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 33

<sup>40</sup> One-stop Grant page II.B.5. (Goal 5 stating "Include all Minnesotans as full participants in the economic fabric to enhance the state's position in the global market")

<sup>41</sup> One-Stop Grant, Appendix L, pages 3&4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas.

<sup>42</sup> State Statute 268.666

<sup>43</sup> State Statute 268.666

<sup>44</sup> One-stop Grant page II.B.5. (Goal 5 stating "Include all Minnesotans as full participants in the economic fabric to enhance the state's position in the global market")

<sup>45</sup> One-Stop Grant page III.B.3. (Quality of Education and Training Services Section)

**Partner/Foster Partnerships:**

a) Regional development

- Coordinate workforce investment activities authorized under this subtitle and carried out in the local area with economic development strategies and develop other employer linkages with such activities.<sup>46</sup>
- (All community assets) work together on local and regional efforts that address the links between government, business and community-based organizations.<sup>47</sup>
- Coordinate employer services, strategic planning, economic development, outreach, public relations, and labor market research within the region.<sup>48</sup>

b) WSA service delivery

- Promote the participation of private sector employers in the statewide workforce investment system and ensure the effective provision, through the system, of connecting, brokering, and coaching activities, through intermediaries such as the one-stop operator in the local area or through other organizations, to assist such employers in meeting hiring needs.<sup>49</sup>
- (Chairs of LWCs should) work with state and local partners to designate a person who works at the WFC who is responsible for coordinating system issues and ensuring system issues are addressed either by the One-Stop Operating Consortium or the LWC.<sup>50</sup>
- Settle disputes between Job Service and Job Training Partnership staff when necessary.<sup>51</sup>
- Increase integration based on current conditions and maintain local flexibility based on those services and service operators that are the responsibility of the LWC and LEOs.<sup>52</sup>

<sup>46</sup> WIA, Chapter 2, Section 117

<sup>47</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 20

<sup>48</sup> One-Stop Grant, Appendix L, pages 3&4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas.

<sup>49</sup> WIA, Chapter 2, Section 117

<sup>50</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 28

<sup>51</sup> One-Stop Grant, page III.C.15 and Appendix L, page 2 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas.

<sup>52</sup> One-Stop Grant, page IV.A.2.

**Monitor Outcomes/Performance:**

- a) Regional development
  - (Assist Governor to) develop a statewide employment statistics system.<sup>53</sup>
- b) WSA service delivery
  - (With LEOs and Governor) negotiate and reach agreement on local performance measures.<sup>54</sup>
  - (Based on prior agreement with CEO and Commissioner) provide on-site reviews and oversight of program performance.<sup>55</sup>
  - Review WFCs based on the newly expanded credentialing process for WFCs.<sup>56</sup>
  - Measure post-secondary schools' performance in offering training targeted to the needs of the labor market area.<sup>57</sup>
  - Develop specific outcome areas focused on employer customers.<sup>58</sup>
  - Plan strategically for customer satisfaction<sup>59</sup> and make decisions to assure customer satisfaction.<sup>60</sup>
  - Make sure training institutions are designing training that will match the needs of the labor market area.<sup>61</sup>

**Distribute Information:**

- a) Regional development
  - Act as an "honest broker" by distributing objective performance data on training institutions. Training institutions that are meeting the needs of the local labor market.<sup>62</sup>
  - Provide useful and timely labor market information to the WFC and training institutions.<sup>63</sup>

<sup>53</sup> WIA, Chapter 2, Section 117

<sup>54</sup> WIA, Chapter 2, Section 117

<sup>55</sup> State Statute 268.666

<sup>56</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 31

<sup>57</sup> One-Stop Grant, Appendix L, page 4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

<sup>58</sup> January 2003, Minnesota WorkForce Center Strategic Plan, page 30

<sup>59</sup> One-Stop Grant page II.B.3C. (Goal 1 which states: Emphasize quality outcomes and customer satisfaction from jobseekers and employers).

<sup>60</sup> One-Stop Grant, page III.C.13 (Governance) and Appendix L, page 2 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

<sup>61</sup> One-Stop Grant, Appendix L, page 4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

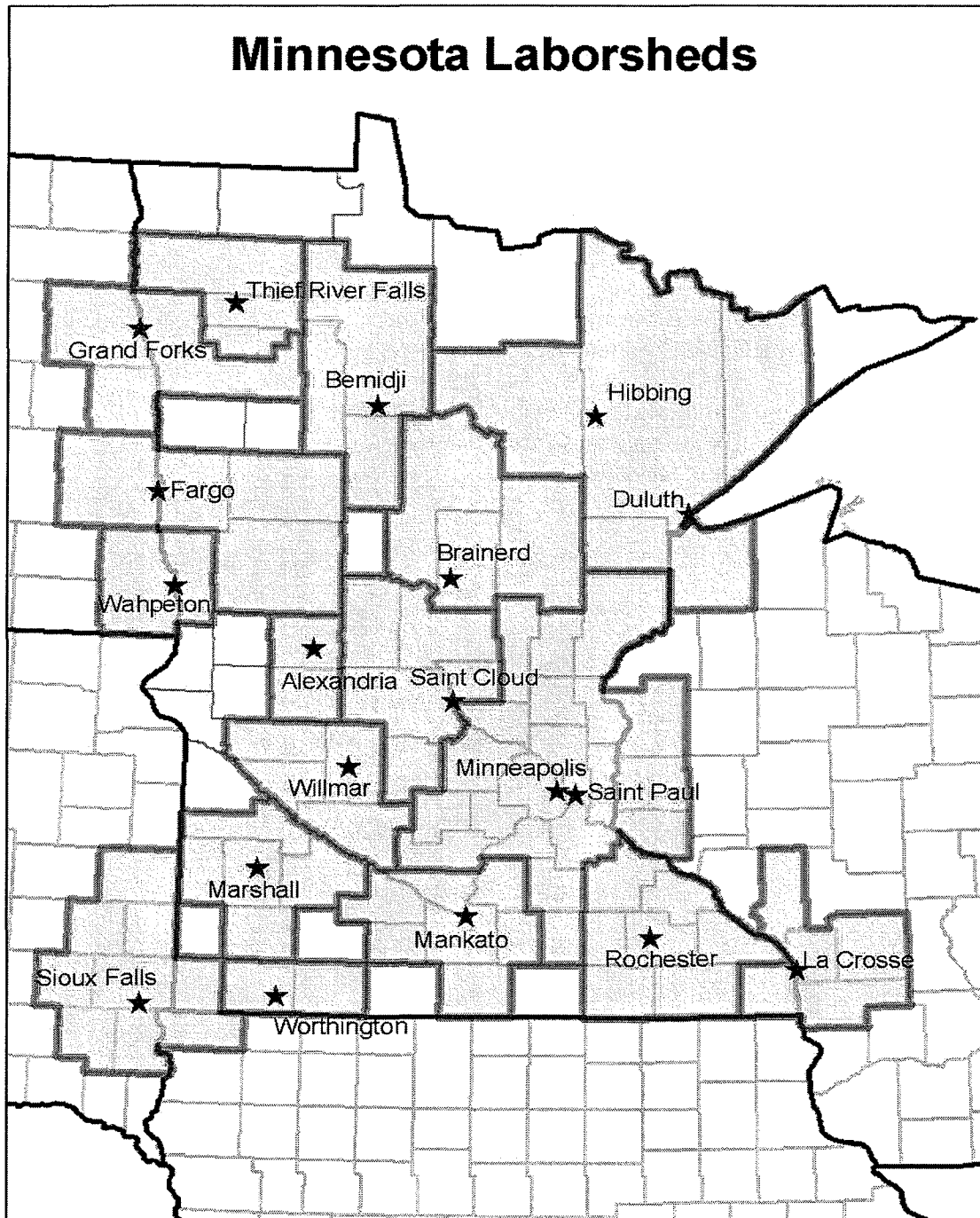
<sup>62</sup> One-Stop Grant, Appendix L, page 4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

<sup>63</sup> One-Stop Grant, Appendix L, page 4 titled One-Stop Career Center Non-Financial Agreement for Service Delivery Areas

## APPENDIX C

### LABOR MARKET AREA MAP AND INFORMATION

	<b>Page(s)</b>
<b>1. Minnesota laborsheds map:</b> According to the Workforce Investment Act, labor market areas should be one of the driving forces for establishing WSA boundaries. The attached map is from the June 2003 issue of the <i>Minnesota Employment Review</i> published by the Department of Employment and Economic Development.	70
<b>2. Labor market area information:</b> The following table highlights areas that are a part of a larger laborshed and those areas that must work with a higher than average number of laborsheds.	71



**Labor Market Area Information**

Workforce Service Area	# of laborsheds to work with	Laborsheds in relation to other WSAs
1 (Northwest)	2	1 within WSA boundaries; 1 bi-state
2 (Rural MN CEP)	6	2 within WSA boundaries; 2 bi-state; 1 with WSAs 5 and 17; 1 with WSA 3
3 (Northeast)	2	1 bi-state with WSA 4; 1 with WSA 2
4 (City of Duluth)	1	a part of a larger bi-state laborshed with WSA 3
5 (Central)	3	1 with WSA 6; 1 with WSA 2 and 17; 1 with a part of a larger bi-state laborshed with metro WSAs, 7, 8
6 (Southwest)	4	2 within WSA boundaries; 1 bi-state; 1 with WSA 5
7 (South Central)	2	1 within WSA boundaries; 1 with a part of a larger bi-state laborshed with metro WSAs, 5, 8
8 (Southeast)	3	1 with WSA 18; 1 bi-state; 1 with a part of a larger bi-state laborshed with metro WSAs, 5, 7
9 (Hennepin/Scott/Carver)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
10 (City of Minneapolis)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
12 (Anoka County)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
14 (Dakota County)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
15 (Ramsey County)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
16 (Washington County)	1	a part of a larger bi-state laborshed with metro WSAs, 5, 7, 8
17 (Stearns-Benton)	1	a part of a larger laborshed with WSAs 5 and 2
18 (Winona County)	1	a part of a larger laborshed with WSA 8
Comparative information used for each data set		
Average	2	N/A
Other factors and description of highlighted area	WSAs that must work with a higher than average number of laborsheds	WSAs that are completely within a larger laborshed



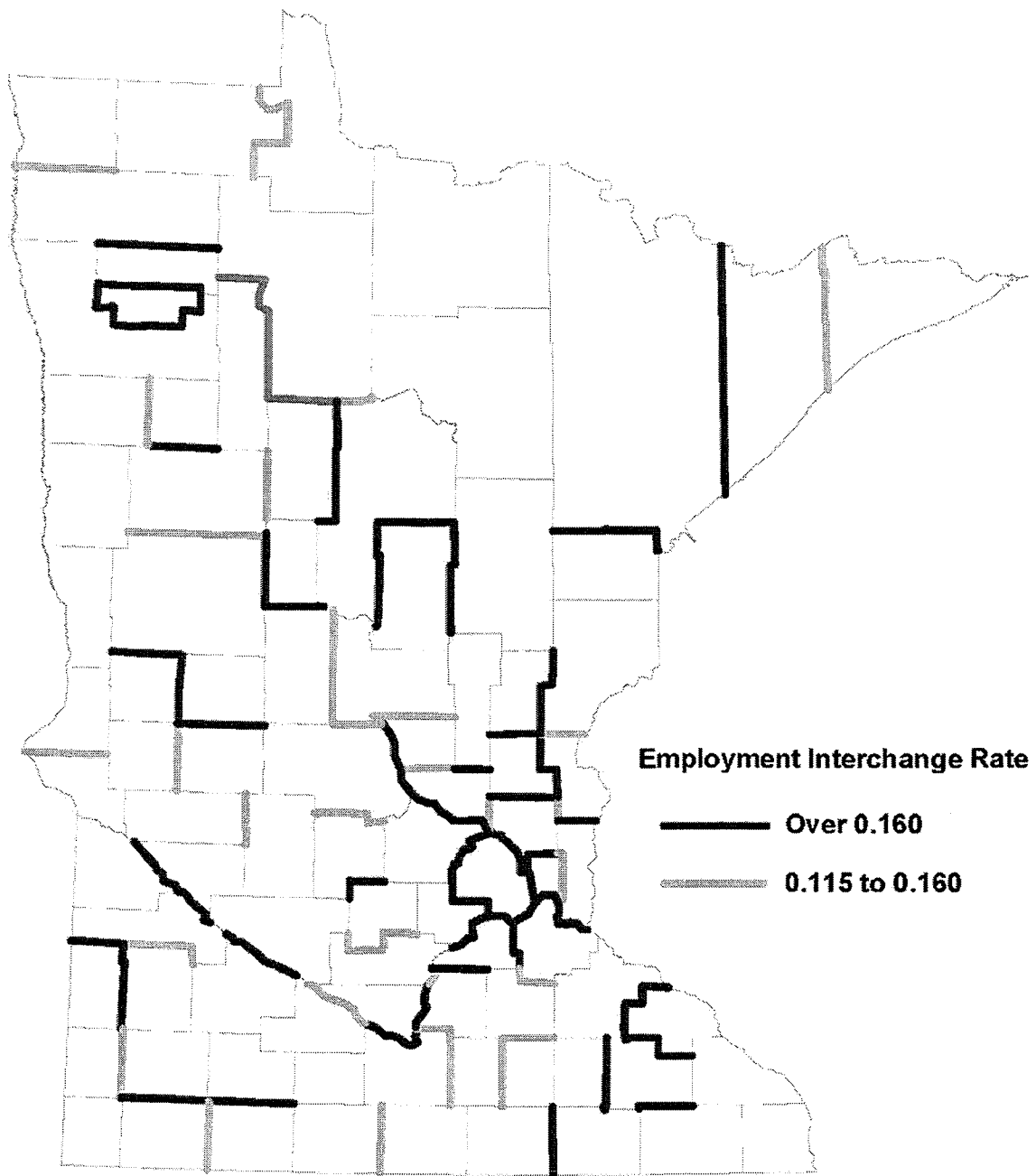


## APPENDIX D

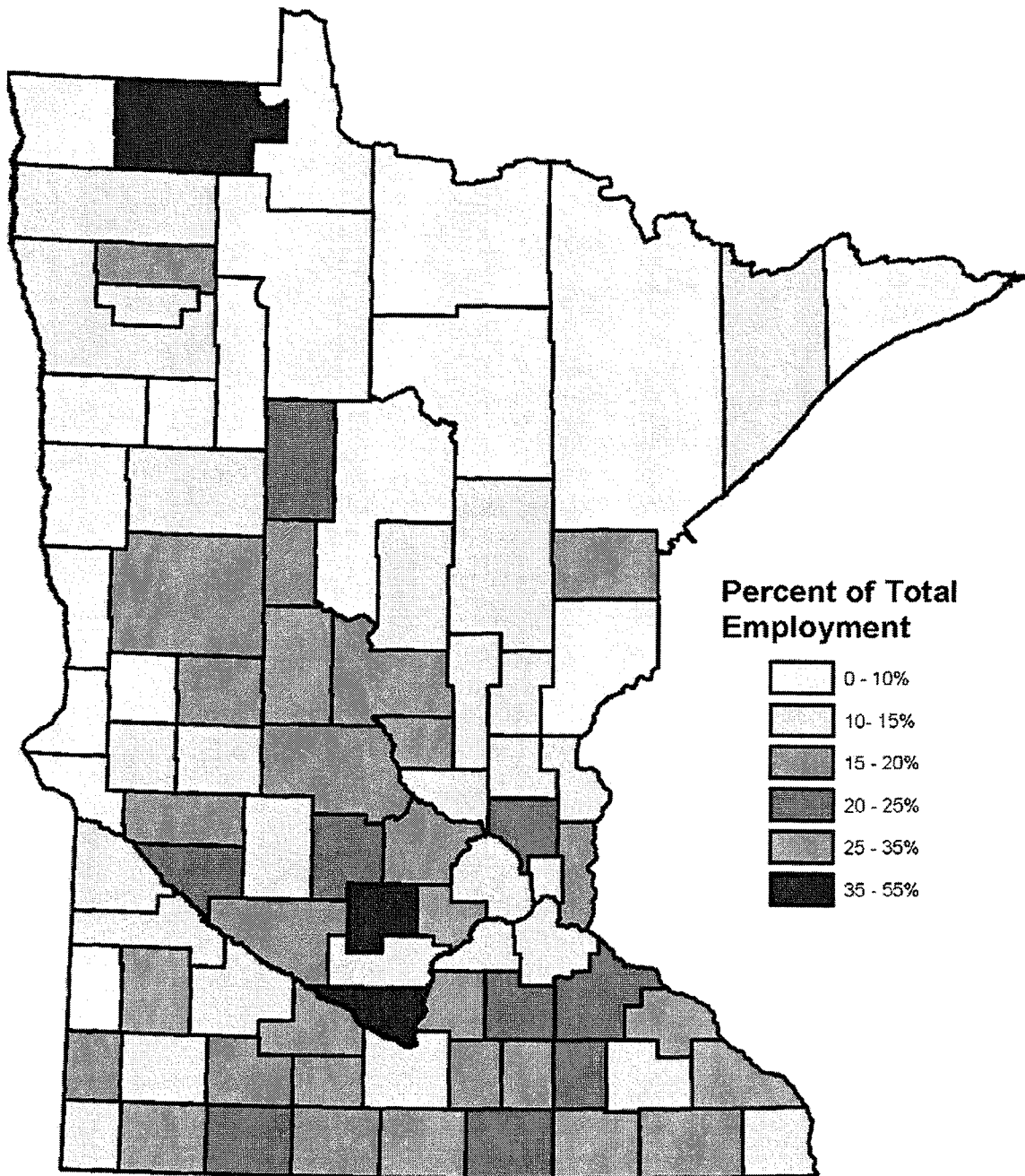
### CUSTOMER BASE MAPS AND DATA

	<b>Page(s)</b>
<b>1. Customer base maps</b>	<b>74 - 76</b>
➤ Commuting patterns	74
➤ Manufacturing industry clusters in Minnesota	75
➤ Metro area industry clusters by county	76
 <b>2. Industry clusters by Workforce Service Area</b>	 <b>77 - 78</b>
 <b>3. Customer base data</b>	 <b>79 - 81</b>
➤ 2002 populations, including total, working age, low income, youth, and older populations, and estimated percent population changes over the next 15 to 25 years. 2002 population information was calculated by the Department of Employment and Economic Development (DEED) Research Office. All estimated percent population changes were calculated using the following website: <a href="http://www.lmic.state.mn.us/php/DemProjection/prj.html">http://www.lmic.state.mn.us/php/DemProjection/prj.html</a> .	79
➤ 2002 labor force statistics and number of jobs and firms, which were calculated by the DEED Research Office.	80
➤ Program participants served (PY 2002 / FY2003), including adult, dislocated worker, youth, rehabilitation services, Minnesota Family Investment Program (MFIP), and Food Stamp Employment and Training (FSET) programs. Accurate information regarding the number of people served by the Wagner-Peyser partner was not available since many of their customers do not register for services. This information was gathered through program representatives from the Department of Employment and Economic Development.	81

## County Borders with High Commuter Interchange



## Manufacturing Share of Employment Annual 2002



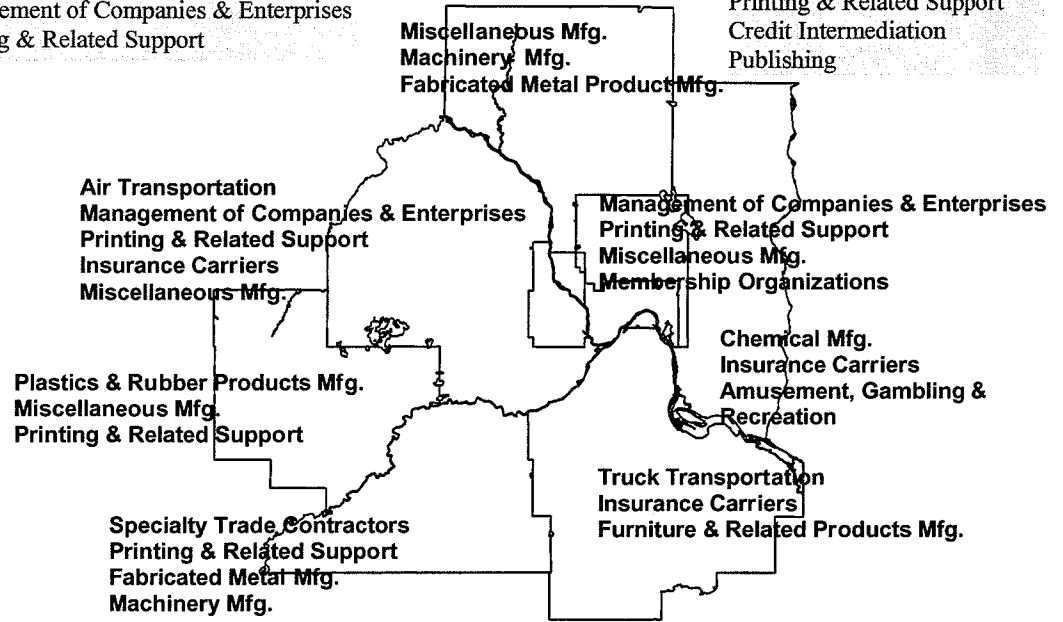
## Distinguishing industry concentrations by county

### Minneapolis:

Financial Investment & Related Activities  
Management of Companies & Enterprises  
Printing & Related Support

### Saint Paul:

State government  
Printing & Related Support  
Credit Intermediation  
Publishing



Source: DEED, Covered Employment and Wage Statistics (CEW) 2002

Appendix D2 – Industry Clusters by Workforce Service Area

Distinguishing Industries: Industry Clusters with Above Average Concentration			
WSA	Industry Name	AvgEmp	Location Quotient (x times greater than the average concentration)
WSA1	Transportation Equipment Manufacturing	3,444	6.96
WSA1	Food Manufacturing	855	3.25
WSA1	Gasoline Stations	680	3.19
WSA1	Nursing and Residential Care Facilities	1,860	2.97
WSA2	Wood Product Manufacturing	2,060	4.79
WSA2	Educational Services	5,171	4.08
WSA2	Gasoline Stations	3,432	3.71
WSA2	Nursing and Residential Care Facilities	8,432	3.07
WSA2	Heavy and Civil Engineering Construction	2,135	3.05
WSA3	Paper Manufacturing	2,901	15.80
WSA3	Wood Product Manufacturing	1,413	6.44
WSA3	Gasoline Stations	1,908	3.77
WSA3	Nonmetallic Mineral Product Mfg	671	3.30
WSA3	Utilities	783	2.77
WSA4	Utilities	797	4.09
WSA4	Hospitals	4,883	3.14
WSA4	Nursing and Residential Care Facilities	3,131	2.67
WSA4	Ambulatory Health Care Services	3,684	2.64
WSA4	Insurance Carriers & Related Activities	1,418	2.37
WSA5	Furniture and Related Product Mfg	1,998	4.02
WSA5	Utilities	1,881	3.94
WSA5	Fabricated Metal Product Manufacturing	4,209	3.46
WSA5	Gasoline Stations	2,981	3.36
WSA5	Food Manufacturing	4,338	3.27
WSA6	Food Manufacturing	6,193	13.02
WSA6	Gasoline Stations	1,665	4.24
WSA6	Machinery Manufacturing	2,197	3.66
WSA6	Nursing and Residential Care Facilities	3,989	3.30
WSA6	Merchant Wholesalers, Nondurable Goods	2,513	2.96
WSA7	Printing and Related Support Activities	4,227	6.50
WSA7	Electrical Equipment and Appliances	1,840	6.10
WSA7	Food Manufacturing	5,489	6.04
WSA7	Nursing and Residential Care Facilities	4,948	2.45
WSA8	Leather and Allied Product Manufacturing	1,319	23.73
WSA8	Food Manufacturing	9,790	5.15
WSA8	Computer and Electronic Product Mfg	8,052	3.99

Appendix D2 – Industry Clusters by Workforce Service Area

WSA8	Nonmetallic Mineral Product Mfg	2,332	3.01
WSA8	Furniture and Related Product Mfg	2,117	2.83
WSA9	Management of Companies and Enterprises	21,764	2.52
WSA9	Miscellaneous Manufacturing	8,104	2.43
WSA9	Printing and Related Support Activities	8,274	2.27
WSA9	Machinery Manufacturing	13,396	2.06
WSA9	Electronic Markets and Agents/Brokers	6,520	1.89
WSA10	Financial Investment & Related Activity	12,664	3.96
WSA10	Performing Arts and Spectator Sports	2,969	3.02
WSA10	Management of Companies and Enterprises	12,729	2.75
WSA10	Utilities	3,460	2.41
WSA10	ISPs, Search Portals, & Data Processing	3,229	2.32
WSA12	Fabricated Metal Product Manufacturing	7,644	7.29
WSA12	Computer and Electronic Product Mfg	5,191	4.59
WSA12	Machinery Manufacturing	2,455	2.54
WSA12	Specialty Trade Contractors	6,911	2.22
WSA14	Beverage & Tobacco Product Manufacturing	1,466	5.39
WSA14	Repair and Maintenance	2,658	2.54
WSA14	Truck Transportation	3,338	2.18
WSA14	Insurance Carriers & Related Activities	5,665	1.95
WSA15	Management of Companies and Enterprises	17,761	4.66
WSA15	Printing and Related Support Activities	5,798	3.79
WSA15	ISPs, Search Portals, & Data Processing	3,148	2.22
WSA15	Social Assistance	7,913	1.78
WSA16	Chemical Manufacturing	1,672	3.95
WSA16	Insurance Carriers & Related Activities	3,137	2.45
WSA16	Amusement, Gambling & Recreation Ind	1,998	2.37
WSA16	Building Material & Garden Supply Stores	1,363	2.36
WSA16	Machinery Manufacturing	1,229	2.03
WSA17	Nonstore Retailers	1,588	6.81
WSA17	Nonmetallic Mineral Product Mfg	1,379	4.21
WSA17	Food Manufacturing	2,538	2.52
WSA17	Building Material & Garden Supply Stores	1,303	2.11
WSA17	Fabricated Metal Product Manufacturing	1,798	1.95
WSA18	Building Material & Garden Supply Stores	1,287	10.52
WSA18	Computer and Electronic Product Mfg	1,501	3.63
WSA18	Chemical Manufacturing	650	3.44
WSA18	Educational Services	950	2.78
WSA18	Food Manufacturing	589	2.67

Workforce Service Area	Total population	Working age population (ages 16-64)	Low income population (ages 18-64)	Youth population (ages 14-21)	Older population (ages 65 and over)	Estimated % population change (2000 - 2020)	Estimated % population change (2000-2030)	Estimated % population change for people between the ages of 15-64 (2000-2030)
1 (Northwest)	87454	54260	4240	9980	14890	1.60	3.30	-5.90
2 (Rural MN CEP)	445075	280010	26584	53420	73640	21.60	31.40	19.00
3 (Northeast)	236343	153050	12056	26420	39730	10.70	15.10	2.00
4 (City of Duluth)	86044	57010	8601	10290	13640	6.00	8.60	-3.00
5 (Central)	430521	281150	12930	50300	49240	34.50	47.80	37.30
6 (Southwest)	168908	101780	7731	18370	32690	0.50	2.10	-7.50
7 (South Central)	223296	145600	11097	28620	33350	7.20	9.70	-0.30
8 (Southeast)	419297	270540	14467	47440	57970	18.60	26.80	16.20
9 (Hennepin/Scott/Carver)	921777	625940	19579	90190	92290	19.60	26.20	15.40
10 (City of Minneapolis)	382700	258510	38237	36430	41250	9.50	11.30	N/A
12 (Anoka County)	309790	211000	6978	33950	23280	27.10	34.50	23.60
14 (Dakota County)	368972	249520	7077	39200	27910	32.20	40.80	30.20
15 (Ramsey County)	510568	336830	28217	55530	60100	8.70	10.90	1.60
16 (Washington County)	210270	142340	2957	22540	16540	46.50	65.20	52.60
17 (Stearns-Benton)	172183	116630	8756	23900	18840	22.90	32.80	24.00
18 (Winona County)	49362	33850	3873	7450	6430	9.10	12.30	4.80
Comparative information used for each data set								
Median	N/A	182025	9926.5	31285	33020	N/A	N/A	N/A
Other factors and description of highlighted areas	Populations under 200,000	Lower than median working age population	Lower than median population for low income	Lower than median youth population	Lower than median older worker population	Percent population change will not yield a total population of 200,000 by 2020	Percent population change will not yield a total population of 200,000 by 2030	Declining working age population between 2000 - 2030

## Appendix D3 – Customer Base Data

Workforce Service Area	# of people who are in the labor force	# of people who are employed	# of people who are unemployed	Percent unemployment	# jobs per WSA / number of people in the labor force	# of jobs	# of firms
1 (Northwest)	48661	45729	2932	6.0	74.10%	36057	2701
2 (Rural MN CEP)	234881	223086	11795	5.0	72.32%	169868	13605
3 (Northeast)	122675	115639	7035	5.7	65.43%	80266	6312
4 (City of Duluth)	47056	45073	1983	4.2	124.32%	58502	2964
5 (Central)	223266	210802	12464	5.6	66.84%	149234	11312
6 (Southwest)	89562	86152	3410	3.8	79.40%	71108	5650
7 (South Central)	130982	125641	5341	4.1	78.93%	103383	6649
8 (Southeast)	242599	232585	10014	4.1	83.32%	202129	10919
9 (Hennepin/Scott/Carver)	582587	559819	22768	3.9	103.71%	604197	33101
10 (City of Minneapolis)	220055	209169	10885	4.9	134.45%	295859	12690
12 (Anoka County)	189128	180891	8238	4.4	57.43%	108619	7120
14 (Dakota County)	228549	220107	8442	3.7	69.88%	159703	9409
15 (Ramsey County)	298989	286445	12544	4.2	109.72%	328043	14671
16 (Washington County)	122733	118326	4407	3.6	56.10%	68848	4976
17 (Stearns-Benton)	106720	101929	4791	4.5	84.91%	90614	4860
18 (Winona County)	29617	28535	1082	3.7	81.67%	24188	1242
Comparative information used for each data set							
Median	160055	153266	7636.5		79.16%	106001	6884.5
Average				4.5			
Other factors and description of highlighted areas	Lower than median # of people in the labor force			Above average unemployment rates	Not within +/- 10 percent of the median	Lower than median number of jobs	Lower than median number of firms



Workforce Service Area	Program participants served - Adult	Program participants served - DWP All	Program participants served - Youth	Program participants served - Rehabilitation Services*	Program participants served - State Services for the Blind***	Program participants served – MFIP**	Program participants served – FSET**	Total program participants served
1 (Northwest)	123	242	304	538	0	2040	245	3492
2 (Rural MN CEP)	568	1253	900	2212	629	6453	2066	14081
3 (Northeast)	482	1897	670	499	144	4088	720	8500
4 (City of Duluth)	98	177	243	1318	385	960	223	3404
5 (Central)	240	1338	479	1778	119	2577	952	7483
6 (Southwest)	105	386	218	639	21	1519	480	3368
7 (South Central)	81	1189	90	1048	259	2057	665	5389
8 (Southeast)	85	2461	229	1726	319	4973	704	10497
9 (Hennepin/Scott/Carver)	307	6438	214	2978.5	286	16335	4302	30860.5
10 (City of Minneapolis)	444	1378	890	2978.5	0	0	0	5690.5
12 (Anoka County)	23	856	68	1301	82	3592	506	6428
14 (Dakota County)	99	785	137	1989	35	2410	316	5771
15 (Ramsey County)	257	1423	343	3210	0****	9571	797	15601
16 (Washington County)	13	533	45	836	24	1370	133	2954
17 (Stearns-Benton)	140	584	53	1309	362	1678	410	4536
18 (Winona County)	45	176	59	413	0	428	106	1227
Comparative information used for each data set								
Median	114	1022.5	223.5	1313.5	100.5	2233.5	493	5730.75
Other factors and description of highlighted areas	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served	Lower than median # of program participants served

\* Program participants served by Rehabilitation Services in WSAs 9 and 10 were evenly divided between the two areas. Rehabilitation Services customers were assigned to the respective WSA based on county of residence. Exception: WSAs 3 and 4 were broken down by zip code.

\*\* Includes program participants served though the WorkForce Center System as well as through other providers within the WSA not necessarily in a WorkForce Center.

\*\*\* Program participants served are assigned by county. Counts include program participants of the Senior Services and Workforce Development Units.

\*\*\*\* No program participants are noted for Ramsey County because they are served through the 2200 University Avenue main office site.

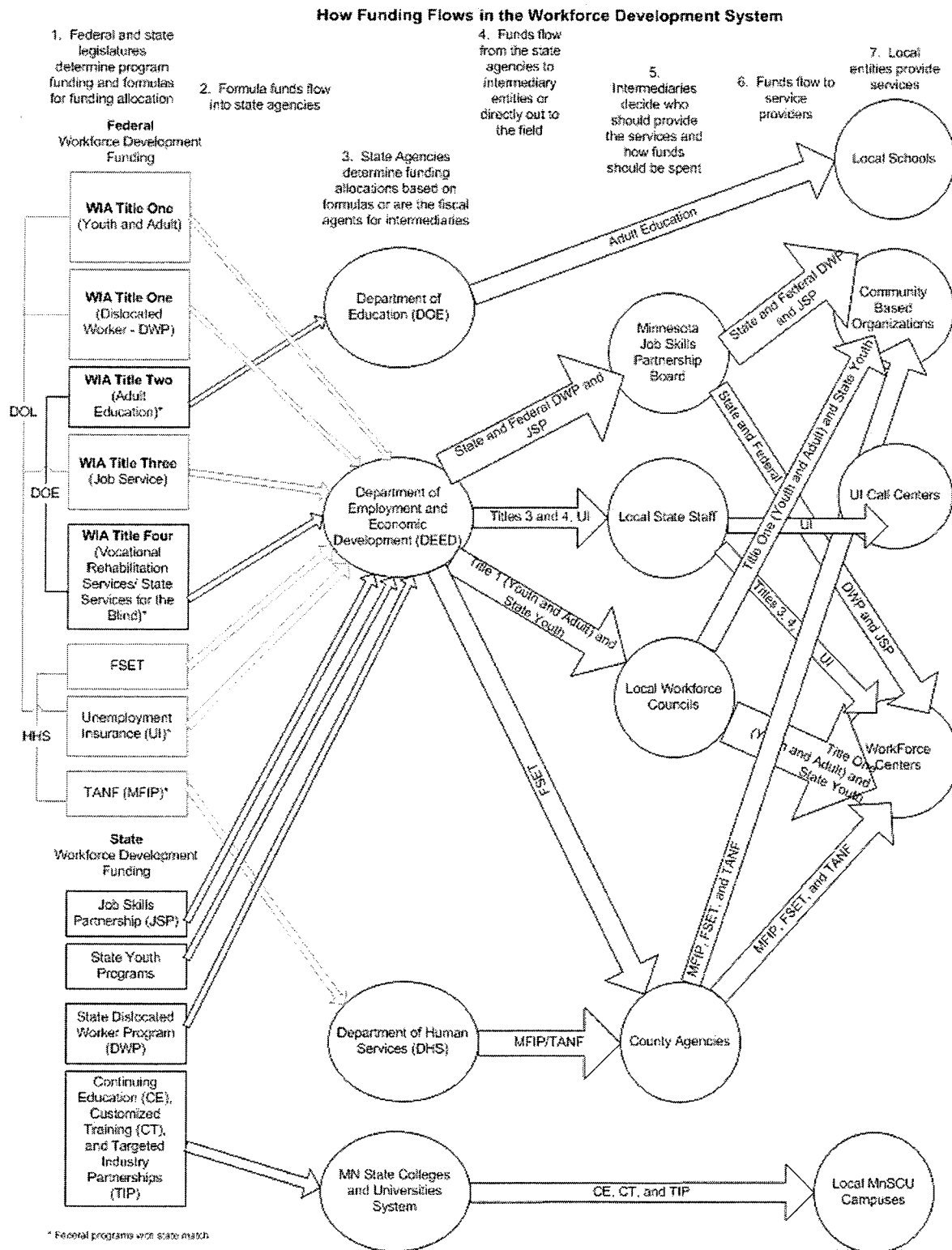


## APPENDIX E

### WORKFORCE SERVICE AREA (WSA) ADMINISTRATION AND FUNDING INFORMATION

	<b>Page(s)</b>
<b>1. Diagram on funding streams for the workforce development system:</b>	84
Funding for workforce development activities comes from a variety of sources at the federal, state, and local levels. The following diagram depicts the complexity of the workforce development system funding structure.	
<b>2. Funding data for PY 2003/FY 2004 (unless otherwise noted):</b> The attached funding data is provided at the WSA level and includes funds within and outside of the WorkForce Centers.	85 - 87
➤ WIA Title I: Youth, Adult, and federal Dislocated Worker Program funding allocations.	85
➤ WIA Title III: Wagner Peyser and Veterans Services funding allocations.	85
➤ WIA Title IV: PY 2002 (October 1, 2002 to September 30, 2003) funding expenditures for Rehabilitation Services, including client services and funding allocations for State Services for the Blind.	85
➤ Unemployment Insurance allocations.	85
➤ 2003 calendar year Food Stamp Employment and Training program (FSET) and Minnesota Family Investment Program (MFIP) allocations.	86
➤ Other funding, including special grants, contracts, or awards.	86
➤ "Magnet Dollars," which is non-WIA funding.	86
➤ PY 2002 expenditures, funds used for administration, and percent of total funds used for administration for the WIA Adult, Dislocated Worker, and Youth and state Dislocated Worker programs.	87

# Appendix E1 – Diagram on Funding Streams for the Workforce Development System



Workforce Service Area	Wagner-Peyser**	Unemployment Insurance*	Veterans Services*	Rehabilitation Services	State Services for the Blind	WIA - Adult	WIA - Youth	WIA - Dislocated Worker	Total WIA Funding
1 (Northwest)	\$267,479	\$0	\$71,300	\$840,432	\$0	\$400,229	\$426,842	\$170,646	\$2,176,928
2 (Rural MN CEP)	\$957,264	\$474,145	\$285,200	\$3,573,394	\$851,835	\$1,702,398	\$1,835,612	\$663,732	\$10,343,580
3 (Northeast)	\$400,000	\$5,704	\$178,250	\$1,436,575	\$300,520	\$848,304	\$889,553	\$321,461	\$4,380,367
4 (City of Duluth)	\$388,109	\$295,895	\$106,950	\$1,756,152	\$472,076	\$213,010	\$226,177	\$122,174	\$3,580,543
5 (Central)	\$411,798	\$441,347	\$213,900	\$2,621,675	\$365,908	\$844,266	\$893,892	\$626,173	\$6,418,959
6 (Southwest)	\$259,438	\$12,121	\$71,300	\$1,091,854	\$126,411	\$255,109	\$267,909	\$266,774	\$2,350,916
7 (South Central)	\$369,000	\$0	\$142,600	\$1,912,178	\$554,476	\$184,101	\$186,577	\$325,507	\$3,674,439
8 (Southeast)	\$664,812	\$0	\$178,250	\$2,532,703	\$645,414	\$396,157	\$424,177	\$531,908	\$5,373,421
9 (Hennepin/Scott/Carver)	\$1,310,000	\$41,354	\$249,550	\$3,911,685	\$366,895	\$256,761	\$269,813	\$1,144,798	\$7,550,856
10 (City of Minneapolis)	\$696,000	\$1,231,351	\$285,200	\$4,356,620	\$0	\$857,284	\$892,675	\$584,841	\$8,903,971
12 (Anoka County)	\$538,620	\$56,327	\$142,600	\$1,661,984	\$239,651	\$154,244	\$165,939	\$349,842	\$3,309,207
14 (Dakota County)	\$843,000	\$23,529	\$213,900	\$2,489,765	\$137,895	\$134,703	\$142,484	\$336,946	\$4,322,222
15 (Ramsey County)	\$1,103,519	\$570,400	\$285,200	\$4,440,830	\$0	\$681,272	\$727,650	\$563,537	\$8,372,408
16 (Washington County)	\$97,184	\$8,556	\$0	\$1,061,566	\$89,696	\$61,137	\$60,695	\$176,778	\$1,555,612
17 (Stearns-Benton)	\$825,242	\$34,224	\$142,600	\$2,145,667	\$590,361	\$160,781	\$174,545	\$277,919	\$4,351,339
18 (Winona County)	\$144,000	\$356,500	\$71,300	\$686,759	\$0	\$30,389	\$30,844	\$64,257	\$1,384,049
Comparative information used for each data set									
Median	\$475,209	\$37,789	\$160,425	\$2,028,923	\$270,086	\$255,935	\$268,861	\$331,227	\$4,336,781
Other factors and description of highlighted area	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than \$100,000 threshold	Lower than \$150,000 threshold	Lower than median amount of funding	Lower than median amount of funding

\* Funding allocations were determined based on the average cost of position. WSAs 2, 4, 5, 10, 15, and 18 include Unemployment Insurance allocations to serve customers in more than one WSA.

\*\* Some Wagner Peyser allocations are shared among multiple WorkForce Centers in more than one WSA.

## Appendix E2 – Funding Data by Workforce Service Area

Workforce Service Area	State - Dislocated Worker	Youth Council	Incentive Grants	MN Youth Program	SCSEP (Older Worker)	MFIP*	FSET**	Other***	Magnet resources	Total of WIA and magnet resources available	% magnet vs. % total
1 (Northwest)	\$235,775	\$0	\$0	\$0	\$0	\$908,060	\$4,600	\$75,735	\$1,224,170	\$3,401,098	35.99%
2 (Rural MN CEP)	\$1,371,985	\$0	\$0	\$0	\$166,954	\$3,849,780	\$0	\$2,589,810	\$7,978,529	\$18,322,109	43.55%
3 (Northeast)	\$664,390	\$0	\$0	\$235,248	\$158,497	\$1,800,295	\$179,743	\$4,356,722	\$7,394,895	\$11,775,262	62.80%
4 (City of Duluth)	\$252,441	\$0	\$0	\$102,269	\$347,477	\$1,661,160	\$96,169	\$888,165	\$3,347,681	\$6,928,224	48.32%
5 (Central)	\$1,121,307	\$0	\$0	\$332,943	\$0	\$1,213,464	\$60,510	\$272,829	\$3,001,053	\$9,420,012	31.86%
6 (Southwest)	\$538,831	\$5,769	\$0	\$154,043	\$0	\$1,237,044	\$101,638	\$3,138,324	\$5,175,649	\$7,526,565	68.77%
7 (South Central)	\$449,739	\$0	\$0	\$191,974	\$425,285	\$471,110	\$135,526	\$534,574	\$2,208,208	\$5,882,647	37.54%
8 (Southeast)	\$1,299,384	\$0	\$0	\$314,426	\$69,719	\$1,577,735	\$61,002	\$0	\$3,322,266	\$8,695,687	38.21%
9 (Hennepin/Scott/Carver)	\$1,581,720	\$0	\$0	\$464,730	\$132,466	\$11,829,514	\$463,151	\$0	\$14,471,581	\$22,022,437	65.71%
10 (City of Minneapolis)	\$808,051	\$0	\$0	\$397,603	\$160,353	\$0	\$0	\$0	\$1,366,007	\$10,269,978	13.30%
12 (Anoka County)	\$723,133	\$0	\$12,352	\$207,530	\$146,409	\$2,540,000	\$0	\$2,000,745	\$5,630,169	\$8,939,376	62.98%
14 (Dakota County)	\$465,545	\$0	\$0	\$212,302	\$139,438	\$1,220,925	\$47,761	\$0	\$2,085,971	\$6,408,193	32.55%
15 (Ramsey County)	\$778,615	\$0	\$0	\$441,408	\$0	\$1,220,925	\$246,826	\$2,000,000	\$4,687,774	\$13,060,182	35.89%
16 (Washington County)	\$365,342	\$0	\$0	\$105,199	\$62,747	\$884,600	\$59,101	\$0	\$1,476,989	\$3,032,601	48.70%
17 (Stearns-Benton)	\$497,680	\$0	\$0	\$154,858	\$0	\$961,141	\$39,643	\$1,436,883	\$3,090,205	\$7,441,544	41.53%
18 (Winona County)	\$88,782	\$0	\$0	\$41,263	\$0	\$0	\$27,875	\$0	\$157,920	\$1,541,969	10.24%
Comparative information used for each data set											
Median	\$601,611	\$0	\$0	\$199,752	\$101,093	\$1,220,925	\$59,806	\$403,702	\$3,206,236	\$8,111,126	39.87%
Other factors and description of highlighted area	Lower than median amount of funding			Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median amount of funding	Lower than median percent

\* MFIP allocations were given in 18 or 12 month increments due to changes in the program funding allocations.

\*\* FSET allocations indicate the maximum allowable amount available for the WSA. Use of this funding is based on client flow.

\*\*\* "Other" funding may include expenditures where appropriate. For example, other funding such as McKnight, NAFTA, TAA, Welfare-to-Work, and WOTC are based on expenditures rather than allocations.

Workforce Service Area	PY 02 total expenditures (WIA Adult, WIA Youth, and WIA and State Dislocated Worker Programs)	PY 02 funds used for administration (WIA Adult, WIA Youth, and WIA and State Dislocated Worker Programs)	Percent of funds (WIA Adult, WIA Youth, and WIA and State Dislocated Worker) used for administration PY 02
1 (Northwest)	\$ 1,553,855.83	\$58,403	3.8%
2 (Rural MN CEP)	\$ 6,734,864.02	\$529,891	7.9%
3 (Northeast)	\$ 3,435,619.27	\$302,297	8.8%
4 (City of Duluth)	\$ 887,546.00	\$77,012	8.7%
5 (Central)	\$ 3,668,409.95	\$360,077	9.8%
6 (Southwest)	\$ 1,593,227.00	\$114,364	7.2%
7 (South Central)	\$ 1,713,990.33	\$144,253	8.4%
8 (Southeast)	\$ 3,271,486.00	\$236,328	7.2%
9 (Hennepin/Scott/Carver)	\$ 4,152,715.00	\$331,102	8.0%
10 (City of Minneapolis)	\$ 4,108,293.00	\$291,828	7.1%
12 (Anoka County)	\$ 1,760,667.86	\$121,433	6.9%
14 (Dakota County)	\$ 1,576,631.00	\$115,599	7.3%
15 (Ramsey County)	\$ 3,407,860.00	\$330,849	9.7%
16 (Washington County)	\$ 824,065.00	\$78,480	9.5%
17 (Stearns-Benton)	\$ 1,180,963.00	\$72,606	6.1%
18 (Winona County)	\$ 313,688.00	\$24,807	7.9%
Comparative information used for each data set			
Median	N/A	\$132,843	7.9%
Other factors and description of highlighted area		Higher than median amount of funding used	Higher than median percentage





## APPENDIX F

### SERVICE DELIVERY MAPS AND DATA

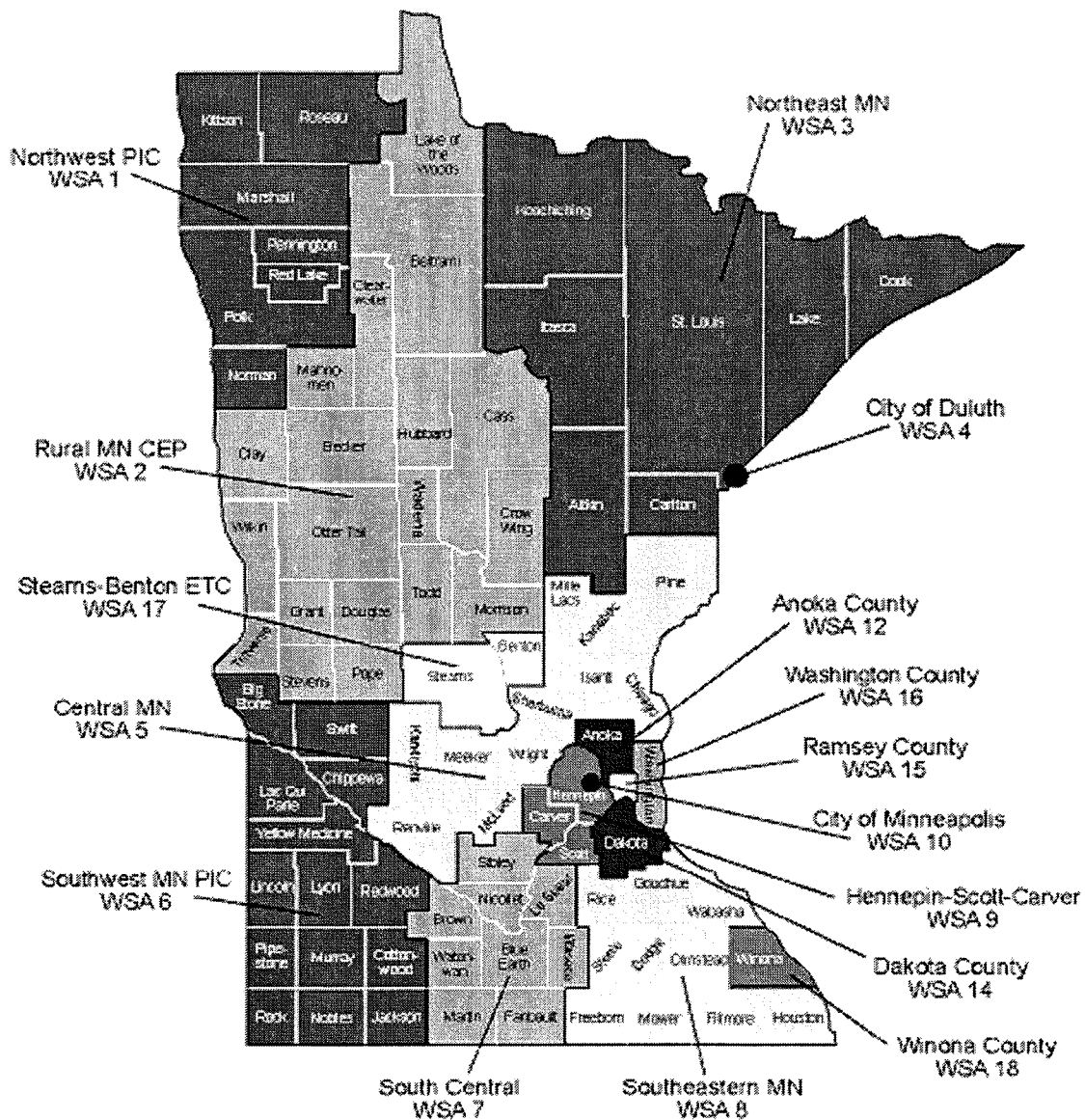
	<b>Page(s)</b>
<b>1. Service delivery maps</b>	<b>90 - 91</b>
➤ Workforce Service Area map	90
➤ WorkForce Center System map	91
 <b>2. Service delivery data by Workforce Service Area</b>	 <b>92 - 100</b>
➤ Customer satisfaction ratings for October 2002 to September 2003. These ratings along with additional information on customer satisfaction can be found at <a href="http://www.mnwfc.org/customersurvey/jobseekerMain.htm">http://www.mnwfc.org/customersurvey/jobseekerMain.htm</a> .	92
➤ PY 2001 program performance measures, including entered employment rates for the Workforce Investment Act (WIA) Adult, Dislocated Worker, and Older Youth programs. These measures along with additional program performance measures can be found at <a href="http://www.mnwfc.org/wia/2002annualreport.pdf">http://www.mnwfc.org/wia/2002annualreport.pdf</a> . Finalized performance measures for PY 2002 will be available February 2004.	92 - 93
➤ Size of Workforce Service Areas in square miles	92
➤ Mileage between WorkForce Centers	94 - 99
➤ Wage indicators, which were derived from the DEED, Wage Distribution Statistics at <a href="http://www.mnwfc.org/lmi/es/">www.mnwfc.org/lmi/es/</a> .	92, 100

## WIA Title I-B Workforce Service Areas

Programs conducted under WIA Title I-B provide services to youth, adults and dislocated workers who need assistance to fully participate in the labor force.

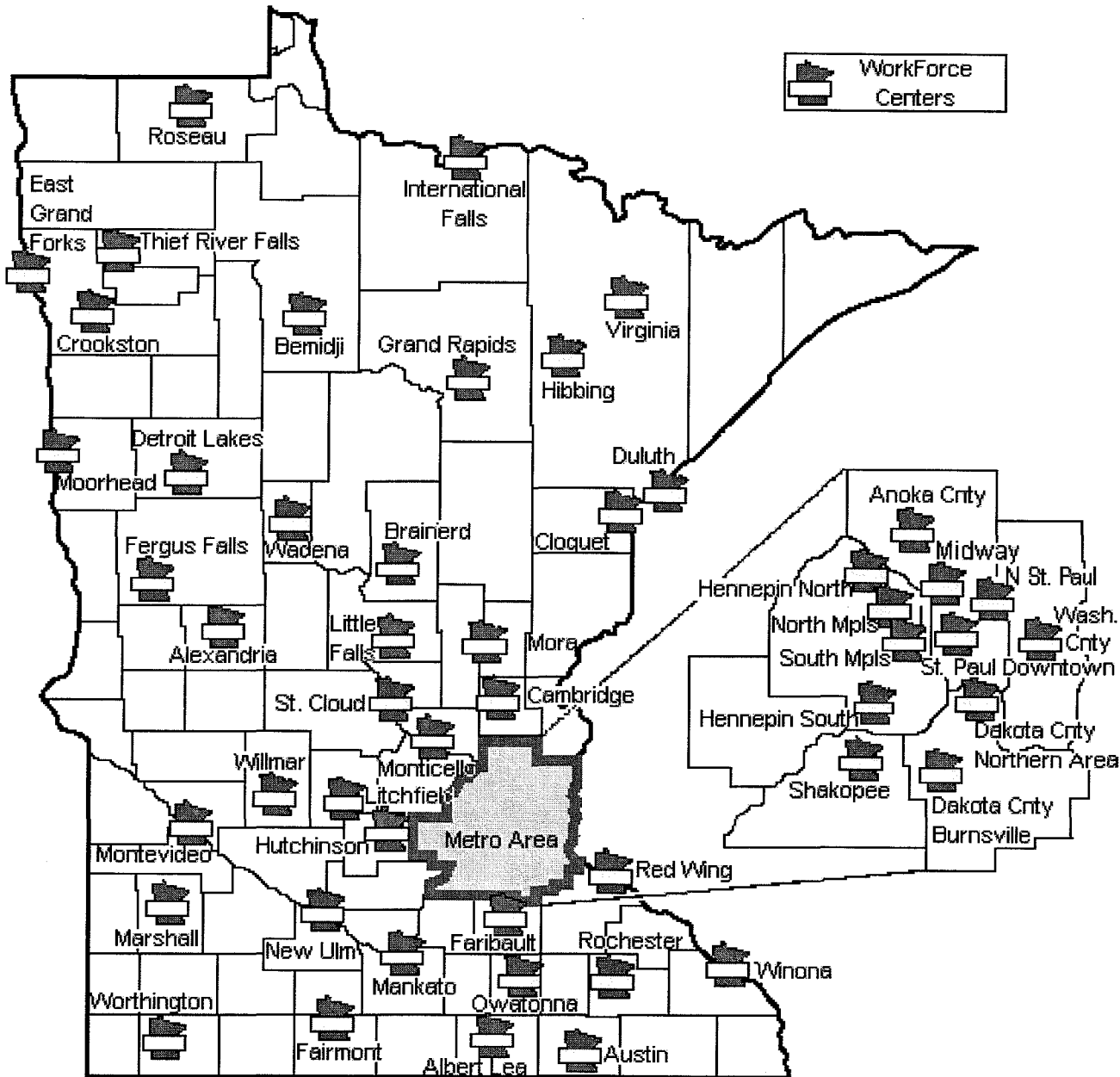
For youth, programs provide year-round employment and training. The programs increase youth long-term employability by enhancing educational, occupational, and citizenship skills. Youth programs are designed to encourage high school completion, reduce welfare dependency and assist in making successful transitions from school to work, apprenticeships, the military or post-secondary training.

For adults and dislocated workers, the programs provide job training and other services resulting in increased employment and earnings. Among the services provided to adults and dislocated workers are: classroom training, on-the-job training, vocational and personal counseling, labor market information dissemination, and assessment.



MN Department of Employment and Economic Development, 390 No. Robert St., Rm 125, St. Paul, MN 55101

## WorkForce Center System Map



## Appendix F2 – Service Delivery Data by Workforce Service Area

Workforce Service Area	Geographic area in square miles	# of WorkForce Centers	Jobseeker customer satisfaction rating	Percent of workers earning \$10+ per hour	Actual entered employment rate - adults	Negotiated entered employment rate - adults	Difference between actual and negotiated entered employment rates - adult
1 (Northwest)	8,529	4	72.8	61	68.8	75	-6.2
2 (Rural MN CEP)	22,345	8	76.2	57	79.6	75	4.6
3 (Northeast)	19,510	5	75.1	61	71.6	75	-3.4
4 (City of Duluth)	76	1	76.1	62	66.7	75	-8.3
5 (Central)	7,708	6	70.3	65	63.5	75	-11.5
6 (Southwest)	9,328	3	74.3	57	75	75	0
7 (South Central)	5,249	3	72	61	84	75	9
8 (Southeast)	6,236	6	69.8	70	61.9	75	-13.1
9 (Hennepin/Scott/Carver)	1,292	3	66.7	77	72.2	75	-2.8
10 (City of Minneapolis)	58	2	72.5	82	83.3	75	8.3
12 (Anoka County)	446	1	73.6	76	80	75	5
14 (Dakota County)	586	2	71.9	77	61.8	75	-13.2
15 (Ramsey County)	170	3	68	78	65.5	75	-9.5
16 (Washington County)	423	1	71	70	87.5	75	12.5
17 (Stearns-Benton)	1,803	1	71.7	67	77.8	75	2.8
18 (Winona County)	641	1	71.5	61	50	75	-25
Comparative information used for each data set							
Average	5,275	N/A	71.8	67.6	71.8	N/A	N/A
Other factors and description of highlighted areas	Higher than average # of square miles	WSAs with only 1 WFC	Lower than average customer satisfaction rating	Lower than average percent of workers earning +\$10	Lower than average entered employment rate		Actual rate lower than negotiated rate

Workforce Service Area	Entered employment rate - federal DWP	Negotiated entered employment rate - federal DWP	Difference between actual and negotiated entered employment rates - federal DWP	Entered employment rate - older youth	Negotiated entered employment rate - older youth	Difference between actual and negotiated entered employment rates - older youth
1 (Northwest)	72.3	82	-9.7	100	62	38
2 (Rural MN CEP)	85.7	82	3.7	66	62	4
3 (Northeast)	84	82	2	77.8	59	18.8
4 (City of Duluth)	77.1	82	-4.9	60	57	3
5 (Central)	86.4	82	4.4	80	62	18
6 (Southwest)	80.3	82	-1.7	50	54	-4
7 (South Central)	87	82	5	87.5	59	28.5
8 (Southeast)	84.3	82	2.3	100	62	38
9 (Hennepin/Scott/Carver)	82.2	82	0.2	94.1	60	34.1
10 (City of Minneapolis)	72.8	82	-9.2	77.4	55	22.4
12 (Anoka County)	82.8	82	0.8	100	61	39
14 (Dakota County)	82.8	82	0.8	50	62	-12
15 (Ramsey County)	81.3	82	-0.7	100	62	38
16 (Washington County)	84	82	2	100	60	40
17 (Stearns-Benton)	90.5	82	8.5	75	62	13
18 (Winona County)	69.2	82	-12.8	50	60	-10
Comparative information used for each data set						
Average	81.4	N/A	N/A	79.2	N/A	N/A
Other factors and description of highlighted areas	Below average entered employment rate		Actual rate lower than negotiated rate	Below average entered employment rate		Actual rate lower than negotiated rate

## Appendix F2 – Service Delivery Data by Workforce Service Area

Greater Minnesota Mileage Chart										
	Albert Lea	Alexandria	Austin	Bemidji	Brainerd	Cambridge	Cloquet	Crookston	Detroit Lakes	Duluth
Albert Lea	0	251	22	347	225	152	233	398	323	253
Alexandria	251	0	253	137	86	216	196	177	79	216
Austin	22	253	0	350	288	155	233	400	325	252
Bemidji	347	137	350	0	99	219	151	95	92	151
Brainerd	225	86	228	99	0	97	98	182	92	116
Cambridge	152	216	155	219	97	0	100	286	183	110
Cloquet	233	196	233	151	98	100	0	235	193	20
Crookston	398	177	400	95	182	286	235	0	92	235
Detroit Lakes	323	79	325	92	92	183	193	92	0	196
Duluth	253	216	252	151	116	110	20	235	196	0
E. Grand Forks	411	190	414	111	217	300	261	24	134	269
Fairmont	55	186	76	313	256	197	277	358	289	296
Faribault	50	203	49	301	179	109	184	351	298	203
Fergus Falls	272	48	274	138	94	160	241	119	46	260
Grand Rapids	273	168	276	71	82	147	70	156	154	81
Hibbing	301	199	304	105	116	171	69	189	187	76
Hutchinson	141	114	144	233	114	126	205	282	209	224
International Falls	386	245	390	111	208	256	158	197	205	163
Litchfield	160	93	162	202	108	125	205	263	178	224
Little Falls	193	55	196	130	30	78	135	192	101	154
Mankato	56	168	74	322	200	139	219	337	297	238
Marshall	177	120	196	262	190	213	292	270	196	312
Montevideo	215	80	234	231	159	197	276	229	155	295
Monticello	135	142	138	216	94	57	165	266	237	185
Moorhead	329	104	332	137	137	218	233	70	45	240
Mora	180	118	182	174	74	23	78	288	170	95
New Ulm	100	140	114	268	158	152	231	317	236	251
Owatonna	34	218	34	316	194	124	199	365	291	221
Red Wing	105	217	95	310	188	102	182	387	285	201
Rochester	67	244	47	339	217	129	209	387	314	289
Roseau	474	254	476	140	248	337	279	113	159	287
St. Cloud	162	67	165	164	65	49	130	239	165	146
Thief River Falls	409	174	412	90	187	272	238	44	95	245
Virginia	238	202	240	132	143	102	60	222	178	66
Wadena	257	46	259	88	47	135	143	129	45	163
Willmar	186	68	188	195	120	151	230	235	168	250
Winona	113	279	91	371	249	164	239	420	347	259
Worthington	117	199	136	326	254	268	335	367	258	355

Greater Minnesota Mileage Chart										
	East Grand Forks	Fairmont	Faribault	Fergus Falls	Grand Rapids	Hibbing	Hutchinson	International Falls	Litchfield	Little Falls
Albert Lea	411	55	50	272	273	301	141	386	160	193
Alexandria	190	186	203	48	168	199	114	245	93	55
Austin	414	76	49	274	276	304	144	390	162	196
Bemidji	111	313	301	138	71	105	233	111	202	130
Brainerd	217	256	179	94	82	116	114	208	108	30
Cambridge	300	197	109	160	147	171	126	256	125	78
Cloquet	261	277	184	241	70	69	205	158	205	135
Crookston	24	358	351	119	156	189	282	197	263	192
Detroit Lakes	134	289	298	46	154	187	209	205	178	101
Duluth	269	296	203	260	81	76	224	163	224	154
E. Grand Forks	0	369	364	141	182	215	295	223	276	228
Fairmont	369	0	94	230	302	343	91	429	109	221
Faribault	364	94	0	225	232	255	94	340	113	147
Fergus Falls	141	230	225	0	199	232	158	249	124	104
Grand Rapids	182	302	232	199	0	33	196	120	190	106
Hibbing	215	343	255	232	33	0	227	104	221	145
Hutchinson	295	91	94	158	196	227	0	361	21	82
International Falls	223	429	340	249	120	104	361	0	311	231
Litchfield	276	109	113	124	190	221	21	311	0	76
Little Falls	228	221	147	104	106	145	82	231	76	0
Mankato	351	51	43	246	248	290	67	375	86	167
Marshall	284	121	151	145	271	363	102	371	97	158
Montevideo	243	137	165	107	240	271	69	340	66	127
Monticello	280	162	88	186	164	195	53	321	51	62
Moorhead	88	288	283	56	197	210	215	248	197	145
Mora	302	222	133	289	111	124	155	234	154	77
New Ulm	330	47	70	192	261	302	43	387	65	126
Owatonna	378	90	16	240	242	270	109	355	128	162
Red Wing	401	155	52	234	244	253	115	338	127	151
Rochester	401	119	56	263	272	280	142	365	154	186
Roseau	122	432	427	202	201	234	359	127	341	259
St. Cloud	253	191	116	114	144	178	50	289	40	34

## Appendix F2 – Service Delivery Data by Workforce Service Area

Greater Minnesota Mileage Chart										
	East Grand Forks	Fairmont	Faribault	Fergus Falls	Grand Rapids	Hibbing	Hutchinson	International Falls	Litchfield	Little Falls
Thief River Falls	52	367	363	141	159	192	295	186	276	194
Virginia	246	288	192	179	61	27	211	97	209	113
Wadena	173	222	202	54	129	160	143	395	113	55
Willmar	248	131	139	108	201	232	48	301	27	88
Winona	433	154	100	296	302	310	177	395	189	217
Worthington	374	60	139	207	385	397	152	434	161	221

Greater Minnesota Mileage Chart										
	Mankato	Marshall	Montevideo	Monticello	Moorhead	Mora	New Ulm	Owatonna	Red Wing	Rochester
Albert Lea	56	177	215	135	329	180	100	34	105	67
Alexandria	168	120	80	142	104	118	140	218	217	244
Austin	74	196	234	138	332	182	144	34	95	47
Bemidji	322	262	231	216	137	174	268	316	310	339
Brainerd	200	190	159	94	137	74	158	194	188	217
Cambridge	139	213	197	57	218	23	152	124	102	129
Cloquet	219	292	276	165	233	78	231	199	182	209
Crookston	337	270	229	266	70	288	317	365	387	387
Detroit Lakes	297	196	155	237	45	170	236	291	285	314
Duluth	238	312	295	185	240	95	251	221	201	289
E. Grand Forks	351	284	243	280	88	302	330	378	401	401
Fairmont	51	121	137	162	288	222	47	90	155	119
Faribault	43	151	165	88	283	133	70	16	52	56
Fergus Falls	246	145	107	186	56	289	192	240	234	263
Grand Rapids	248	271	240	164	197	111	261	242	244	272
Hibbing	290	363	271	195	210	124	302	270	253	280
Hutchinson	67	102	69	53	215	155	43	109	115	142
International Falls	375	371	340	321	248	234	387	355	338	365
Litchfield	86	97	66	51	197	154	65	128	127	154
Little Falls	167	158	127	62	145	77	126	162	151	186
Mankato	0	110	122	109	288	178	28	40	98	82
Marshall	110	0	38	145	203	242	77	150	203	191
Montevideo	122	38	0	114	161	226	101	180	186	213



Greater Minnesota Mileage Chart										
	Mankato	Marshall	Montevideo	Monticello	Moorhead	Mora	New Ulm	Owatonna	Red Wing	Rochester
Monticello	109	145	114	0	198	78	121	104	96	125
Moorhead	288	203	161	198	0	347	243	298	292	321
Mora	178	242	226	78	347	0	180	148	131	156
New Ulm	28	77	101	121	243	180	0	70	314	110
Owatonna	40	150	180	104	298	148	70	0	73	40
Red Wing	98	203	186	96	292	131	314	73	0	52
Rochester	82	191	213	125	321	156	110	40	52	0
Roseau	414	347	305	389	202	323	394	442	463	465
St. Cloud	117	132	96	28	171	51	95	131	125	154
Thief River Falls	349	282	241	324	114	259	330	378	398	400
Virginia	223	297	281	170	220	83	240	207	183	216
Wadena	232	171	140	126	90	121	177	225	219	248
Willmar	113	71	38	77	158	179	85	154	154	180
Winona	124	232	248	158	354	190	150	85	64	42
Worthington	96	62	102	247	302	292	92	147	217	177

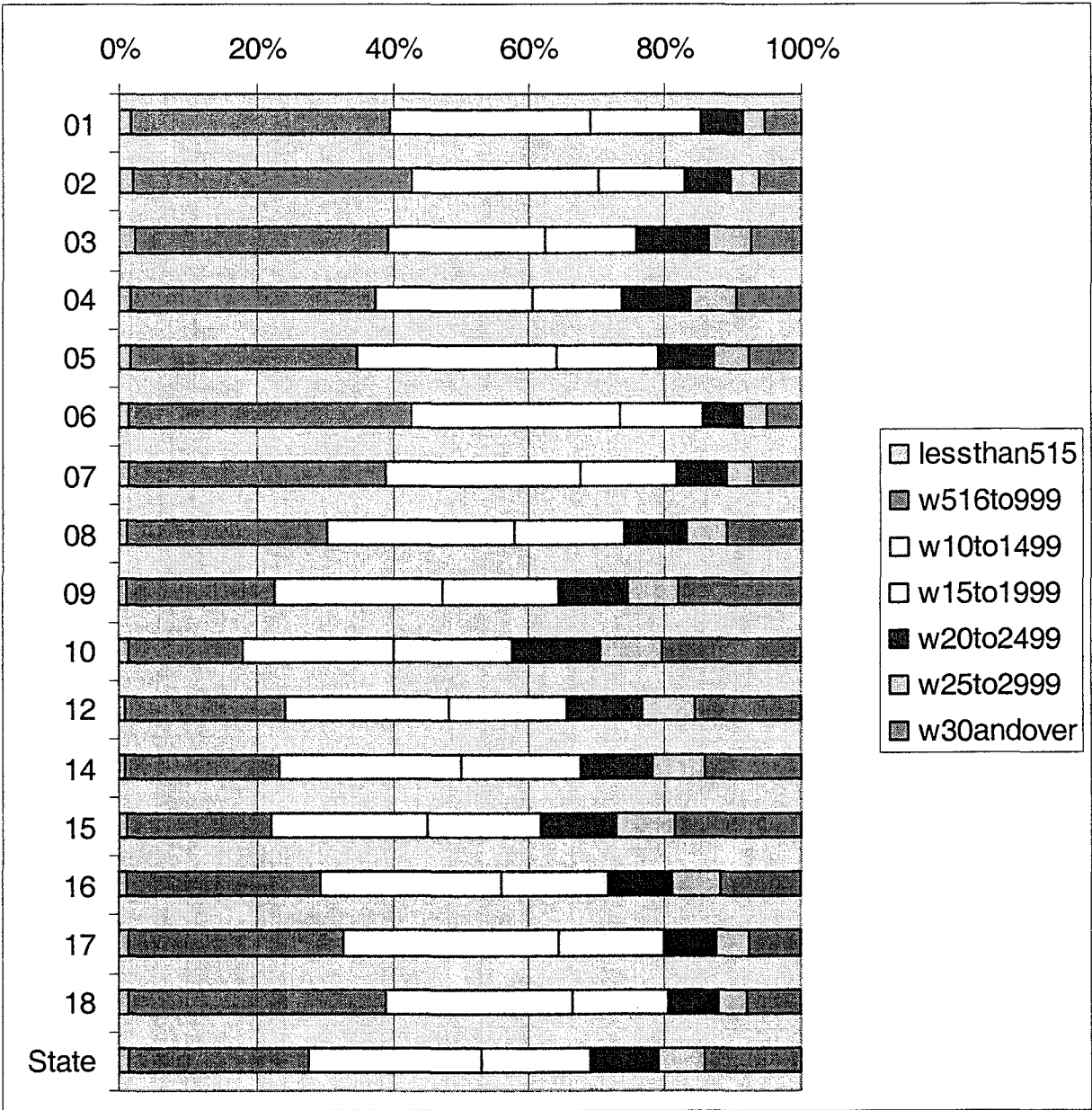
Greater Minnesota Mileage Chart								
	Roseau	St. Cloud	Thief River Falls	Virginia	Wadena	Willmar	Winona	Worthington
Albert Lea	474	162	409	238	257	186	113	117
Alexandria	254	67	174	202	46	68	279	199
Austin	476	165	412	240	259	188	91	136
Bemidji	140	164	90	132	88	195	371	326
Brainerd	248	65	187	143	47	120	249	254
Cambridge	337	49	272	102	135	151	164	268
Cloquet	279	130	238	60	143	230	239	335
Crookston	113	239	44	222	129	235	420	367
Detroit Lakes	159	165	95	178	45	168	347	258
Duluth	287	146	245	66	163	250	259	355
E. Grand Forks	122	253	52	246	173	248	433	374
Fairmont	432	191	367	288	222	131	154	60
Faribault	427	116	363	192	202	139	100	139

Appendix F2 – Service Delivery Data by Workforce Service Area

Greater Minnesota Mileage Chart								
	Roseau	St. Cloud	Thief River Falls	Virginia	Wadena	Willmar	Winona	Worthington
Fergus Falls	202	114	141	179	54	108	296	207
Grand Rapids	201	144	159	61	129	201	302	385
Hibbing	234	178	192	27	160	232	310	397
Hutchinson	359	50	295	211	143	48	177	152
International Falls	127	289	186	97	395	301	395	434
Litchfield	341	40	276	209	113	27	189	161
Little Falls	259	34	194	113	55	88	217	221
Mankato	414	117	349	223	232	113	124	96
Marshall	347	132	282	297	171	71	232	62
Montevideo	305	96	241	281	140	38	248	102
Monticello	389	28	324	170	126	77	158	247
Moorhead	202	171	114	220	90	158	354	302
Mora	323	51	259	83	121	179	190	292
New Ulm	394	95	330	240	177	85	150	92
Owatonna	442	131	378	207	225	154	85	147
Red Wing	463	125	398	183	219	154	64	217
Rochester	465	154	400	216	248	180	42	177
Roseau	0	316	65	265	204	311	497	488
St. Cloud	316	0	251	135	99	58	186	191
Thief River Falls	65	251	0	224	139	247	432	344
Virginia	265	135	224	0	129	235	244	347
Wadena	204	99	139	129	0	102	281	235
Willmar	311	58	247	235	102	0	212	134
Winona	497	186	432	244	281	212	0	212
Worthington	488	191	344	347	235	134	212	0

Metro Area Mileage Chart						
	Anoka Co.	Dakota Co. Northern Area	Dakota Co. Western Area	Hennepin Co. North	Hennepin Co. South	Minneapolis North
Anoka Co.	0	22 miles (32)	33.7 miles (46)	12.1 miles (18)	29 miles (40)	12.9 miles (21)
Dakota Co. Northern Area	23.2 miles (32)	0	16.8 miles (23)	28.0 miles (38)	17.2 miles (25)	17.0 miles (27)
Dakota Co. Western Area	33.7 miles (46)	16.9 miles (24)	0	31.1 miles (43)	8.3 miles (14)	20.9 miles (31)
Hennepin Co. North	12.1 miles (18)	27.1 miles (38)	31.1 miles (43)	0	23.6 miles (34)	11.9 miles (18)
Hennepin Co. South	29 miles (40)	18.3 miles (26)	8.3 miles (14)	23.6 miles (34)	0	16.4 miles (26)
Minneapolis North	12.9 miles (21)	17.7 miles (28)	20.9 miles (31)	11.9 miles (18)	16.4 miles (26)	0
Minneapolis South	16.9 miles (25)	19 miles (26)	17 miles (24)	15 miles (23)	12.4 miles (19)	4.4 miles (9)
Ramsey Co.	16.5 miles (23)	12.2 miles (20)	27.2 miles (39)	21.5 miles (31)	26.7 miles (40)	16.5 miles (27)
Saint Paul - Downtown	17.3 miles (25)	4.0 miles (7)	20.1 miles (27)	22.6 miles (33)	18.7 miles (28)	12.2 miles (20)
Saint Paul - Midway	14 miles (19)	10.2 miles (16)	22.1 miles (31)	18.0 miles (26)	17.5 miles (25)	7.0 miles (12)
Scott Co.	40.2 miles (55)	29.2 miles (42)	17.2 miles (29)	27.4 miles (39)	11.7 miles (22)	25.1 miles (37)
Stillwater	25.6 miles (37)	24.6 miles (36)	38 miles (53)	30.8 miles (45)	38.7 miles (55)	28.6 miles (44)
	Minneapolis South	Ramsey County	Saint Paul - Downtown	Saint Paul - Midway	Scott Co.	Stillwater
Anoka Co.	16.9 miles (25)	15.9 miles (23)	17.3 miles (25)	14 miles (19)	40.2 miles (55)	25.6 miles (37)
Dakota Co. Northern Area	17.9 miles (24)	14.5 miles (21)	4.8 miles (10 )	10.9 miles (18)	25.7 miles (35)	23.5 miles (34)
Dakota Co. Western Area	17 miles (24)	27.2 miles (39)	20.1 miles (27)	22.1 miles (31)	17.2 miles (29)	38 miles (53)
Hennepin Co. North	15 miles (23)	21.5 miles (31)	22.6 miles (33)	18.0 miles (26)	27.4 miles (39)	30.8 miles (45)
Hennepin Co. South	12.4 miles (19)	26.7 miles (40)	18.7 miles (28)	17.5 miles (25)	11.7 miles (22)	38.7 miles (55)
Minneapolis North	4.4 miles (9)	16.5 miles (27)	12.2 miles (20)	7.0 miles (12)	25.1 miles (37)	28.6 miles (44)
Minneapolis South	0	16.6 miles (26)	10.6 miles (17)	5.4 miles (9)	23.6 miles (33)	28.8 miles (43)
Ramsey Co.	16.6 miles (26)	0	9.1 miles (15)	12.9 miles (19)	39.2 miles (55)	11.1 miles (19)
Saint Paul - Downtown	10.6 miles (17)	9.1 miles (15)	0	6.3 miles (10)	30.4 miles (43)	20.9 miles (31)
Saint Paul - Midway	5.4 miles (9)	12.9 miles (19)	6.3 miles (10)	0	28.8 miles (40)	25.3 miles (37)
Scott Co.	23.6 miles (33)	39.2 miles (55)	30.4 miles (43)	28.8 miles (40)	0	49.9 miles (71)
Stillwater	28.8 miles (43)	11.1 miles (19)	20.9 miles (31)	25.3 miles (37)	49.9 miles (71)	0
* Numbers in parentheses indicates the number of minutes it takes to travel from location to location based on the information gathered from <a href="http://www.mapsonus.com">http://www.mapsonus.com</a> .						

Wage Distribution by Workforce Service Area

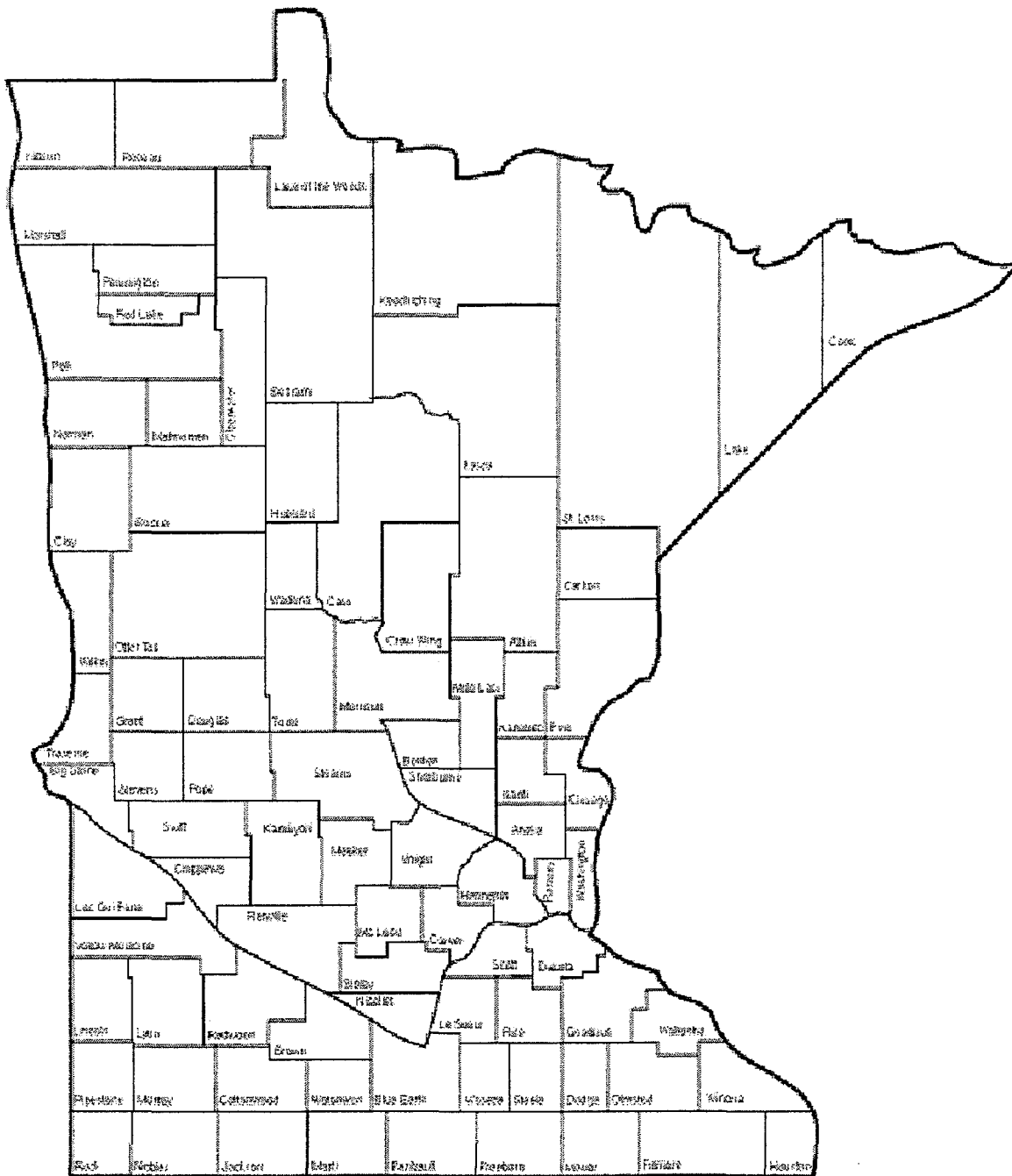


## APPENDIX G

### REGIONAL RELATIONSHIPS / PARTNERSHIPS MAPS AND INFORMATION

	<b>Page(s)</b>
<b>1. Maps:</b> The following maps indicate other economic and workforce development administrative areas and Minnesota's regional trade centers. Local Workforce Councils are expected to work with regional economic and workforce development entities around regional policymaking initiatives.	102 - 107
➤ Counties	102
➤ Economic Development Regions	103
➤ Job Opportunity Building Zones	104
➤ Minnesota Initiative Fund Regions	105
➤ Minnesota State Colleges and Universities Campuses	106
➤ Regional trade centers, which is Figure 3-2 in the Statewide Transportation Plan. The Statewide Transportation Plan can be found at: <a href="http://www.oim.dot.state.mn.us/PDPA/Plan.html">http://www.oim.dot.state.mn.us/PDPA/Plan.html</a> .	107
<b>2. Relationships / partnerships information:</b> The following tables indicate the number of regional economic and workforce development entities Local Workforce Councils are expected to develop relationships with and partner with and if the Workforce Service Areas are a part of a larger administrative region.	108 - 109

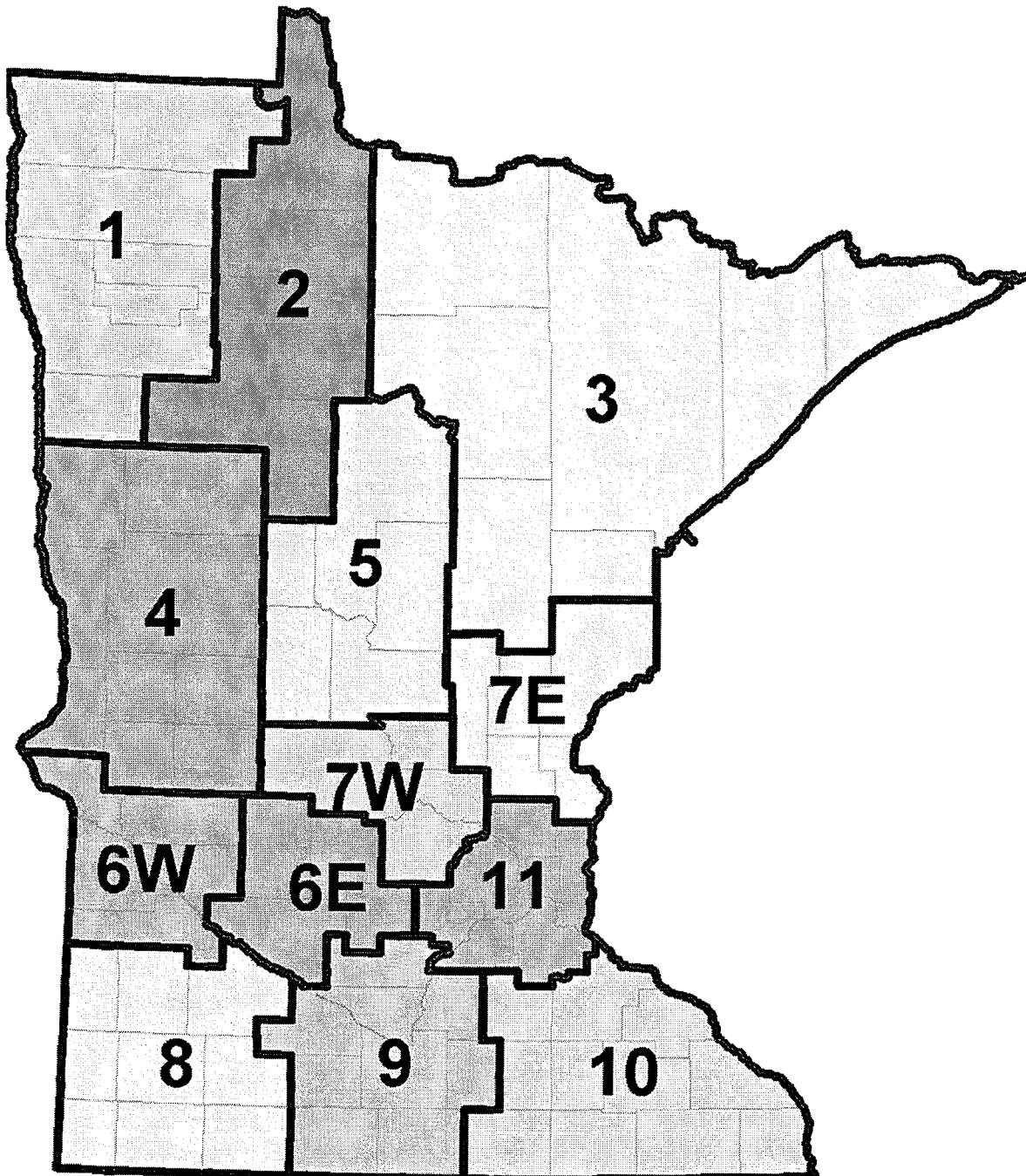
## County Map



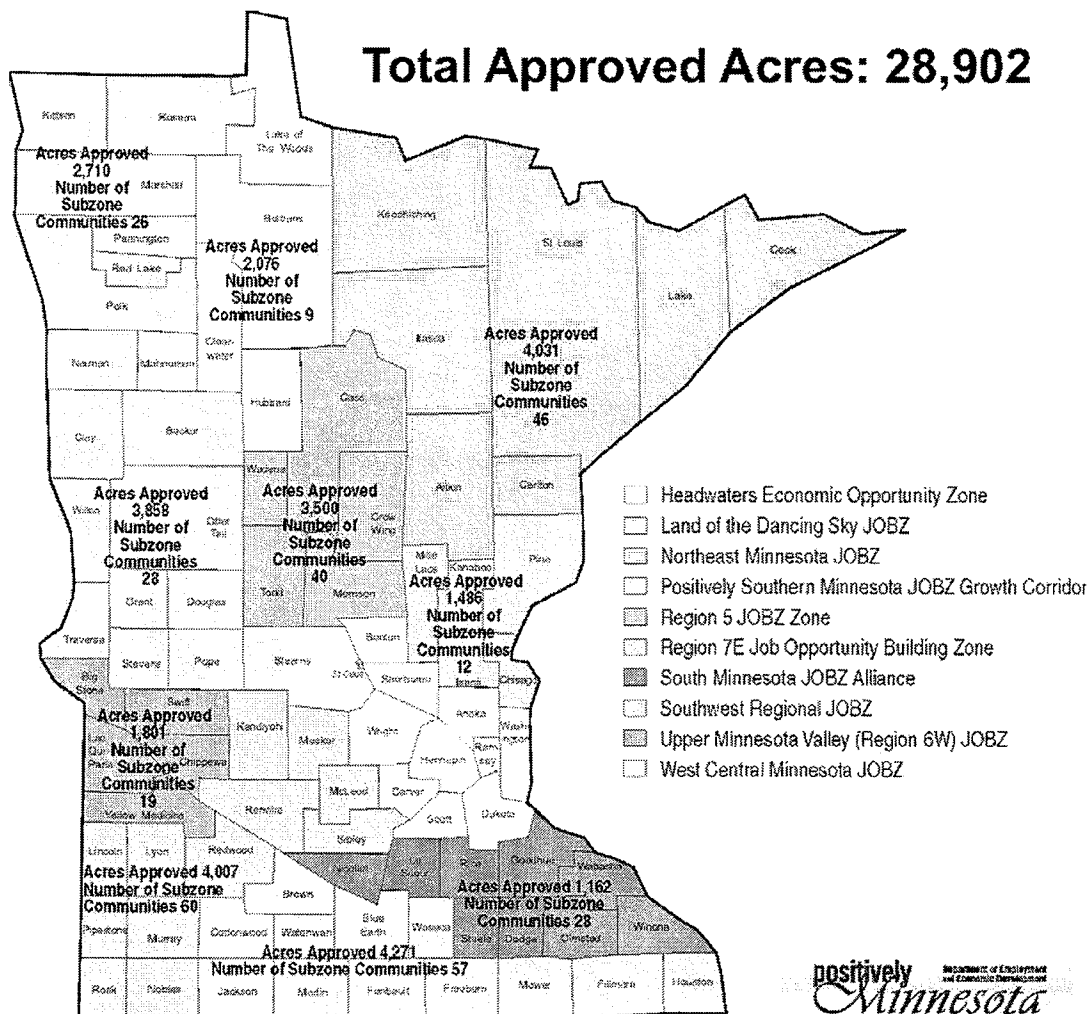
Map was taken from the following website:

[http://www.mncounties.org/About%20Counties%20&%20AMC/about\\_counties.htm](http://www.mncounties.org/About%20Counties%20&%20AMC/about_counties.htm)

## Economic Development Regions



# Approved Minnesota JOBZones



Map was taken from the following website: <http://www.dted.state.mn.us/jobz-f.asp>.

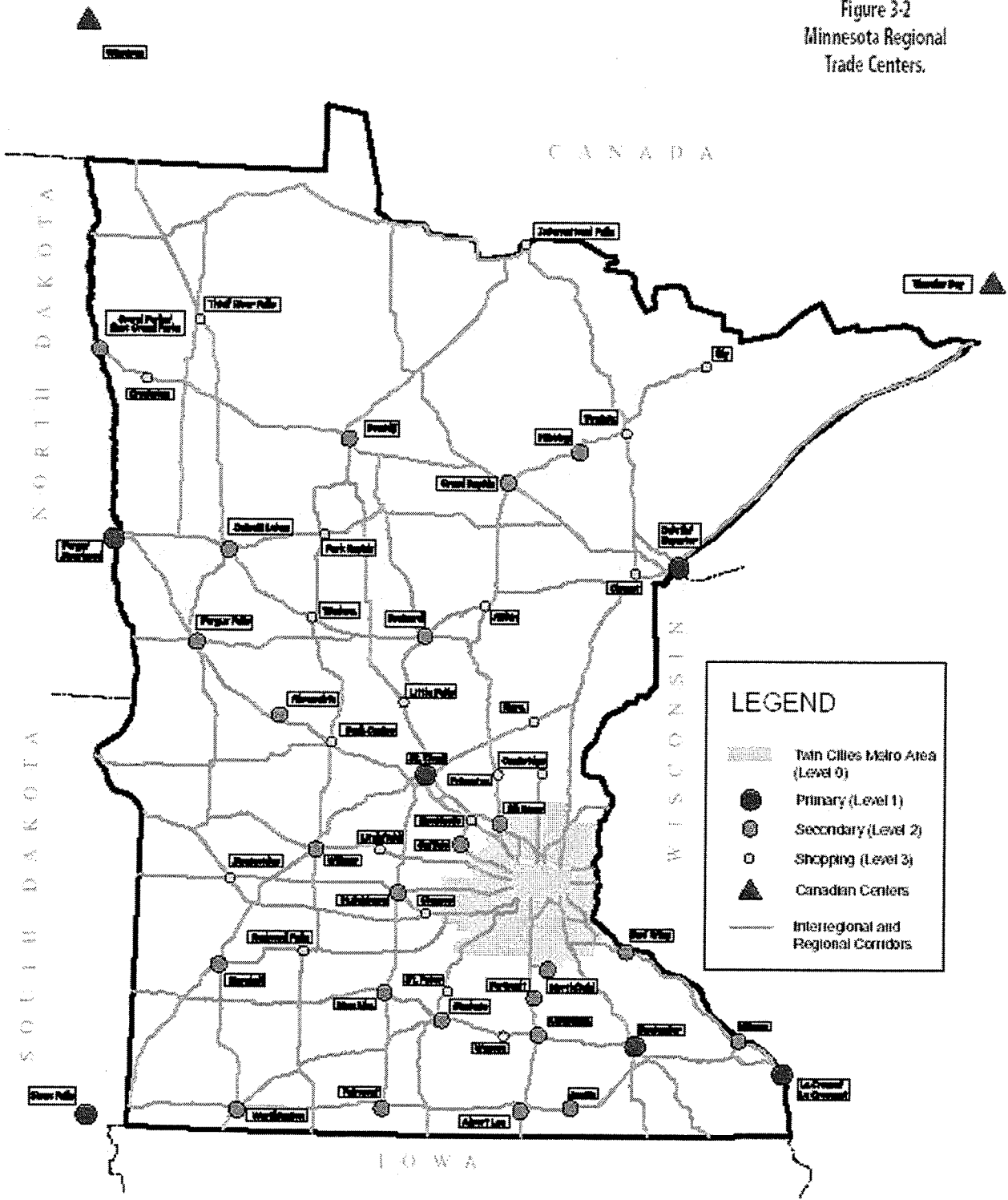


## Minnesota Initiative Fund Regions





Figure 3-2  
Minnesota Regional  
Trade Centers.



## Appendix G2–Relationships / Partnership Information

Workforce Service Area	# of ISD offices per area	# of counties	# of MnSCU campuses	# of economic development regions per WSA	Economic development regions WSAs share
1 (Northwest)	27	7	2	1	0
2 (Rural MN CEP)	68	19	9	3	0
3 (Northeast)	31	7	7	1	a part of a larger region with WSA 4
4 (City of Duluth)	1	1	1	1	a part of a larger region with WSA 3
5 (Central)	41	11	3	3	a part of a larger region with WSA 17
6 (Southwest)	44	14	6	2	0
7 (South Central)	28	9	2	1	0
8 (Southeast)	40	10	5	1	a part of a larger region with WSA 18
9 (Hennepin/Scott/Carver)	23	3	4	1	a part of a larger metro region
10 (City of Minneapolis)	1	1	2	1	a part of a larger metro region
12 (Anoka County)	6	1	2	1	a part of a larger metro region
14 (Dakota County)	9	1	2	1	a part of a larger metro region
15 (Ramsey County)	5	1	3	1	a part of a larger metro region
16 (Washington County)	4	1	1	1	a part of a larger metro region
17 (Stearns-Benton)	12	2	2	1	a part of a larger region with WSA 5
18 (Winona County)	3	1	2	1	a part of a larger region with WSA 8
Comparative information used for each data set					
Median	18	3	2	1	N/A
Other factors and description of highlighted areas	Higher than median # of ISDs	Higher than median # of Counties	Higher than median # of MnSCU campuses	Higher than median # of economic development regions	A part of a larger economic development region

## Appendix G2–Relationships / Partnership Information

Workforce Service Area	# of MN Initiative Fund (MIF) regions per WSA	Initiative Fund regions WSAs share
1 (Northwest)	1	a part of a larger region with WSA 2
2 (Rural MN CEP)	3	1 with WSA 1; 1 with WSAs 5, 17
3 (Northeast)	1	a part of a larger region with WSA 4
4 (City of Duluth)	1	a part of a larger region with WSA 3
5 (Central)	2	1 with WSA 6; 1 with WSA 2 and 17
6 (Southwest)	1	a part of a larger region with WSA 5
7 (South Central)	1	a part of a larger region with WSA 8, 18
8 (Southeast)	1	a part of a larger region with WSA 7, 18
9 (Hennepin/Scott/Carver)	1	a part of a larger metro region
10 (City of Minneapolis)	1	a part of a larger metro region
12 (Anoka County)	1	a part of a larger metro region
14 (Dakota County)	1	a part of a larger metro region
15 (Ramsey County)	1	a part of a larger metro region
16 (Washington County)	1	a part of a larger metro region
17 (Stearns-Benton)	1	a part of a larger region with WSAs 2, 5
18 (Winona County)	1	a part of a larger region with WSAs 7, 8
Comparative information used for each data set		
Median	1	N/A
Other factors and description of highlighted areas	Higher than median # of MIF regions	A part of a larger MIF region

