

Workforce System Development Committee

Meeting Notice

May 3, 2006

10:00 a.m. - 12:00 p.m.

**Radisson-Pewaukee Hotel
N 14 W24140 Tower Place
Pewaukee, WI
(262) 506-6300**

AGENDA:

1. Approval of the Minutes of February 17, 2006: For Action (Attachment)
2. Disband *Ad Hoc* Committee: For Action
3. Metric/Dashboard Measures (Attachment)
4. Draft Preliminary Recommendations on Action Steps: For Action (Attachment)

Refreshments will be available prior to the meeting.

For further information, contact Committee staff: Linda Williamson, telephone (608) 261-6394, E-mail: linda.williamson@dwd.state.wi.us

If you have other special needs such as assistance to access materials in an alternate format including large print, or you need an interpreter, please contact Gloria Kirchoff: gloria.kirchoff@dwd.state.wi.us, or call her at (608) 267-2191.

AGENDA ITEM # 1
DRAFT - Pending Approval
COUNCIL ON WORKFORCE INVESTMENT

Workforce System Development Committee
February 17, 2006

MEETING MINUTES

Members Present: Business Co-Chair; Christopher A. Ruud, Executive VP, Ruud Lighting, Racine; Public Co-Chair Tina Koehn, Vice President of Administration, UMOS, Menomonee Falls; Fredi-Ellen Bove for the Secretary, Wisconsin Department of Health and Family Services; Thomas L. Burse, President, Buveck Consultants/Construction Managers, Milwaukee; Jessica Clark for the Secretary of the Department of Corrections; Bill Clingan, for the Secretary, Department of Workforce Development; Donald L. Rouse, retired VP Corporate Operations, Kohl's Department Stores, Hartland; Georgann Stinson, Vice President, General Converters and Assemblers, Racine; State Representative Josh Zepnick.

Committee Staff Present: Linda Williamson, Pamela O'Brien.

Others Present: Mark Kessenich and Gerard Randall, Milwaukee PIC; Sheryl Billups, Connie Colussy, Dianne Reynolds, DWS-DWD; Francisco Sanchez and Teresa Barch, WOW WDB; Gary Meyer, Job Service, Oshkosh; Jennifer Riggenschach, UWM.

Mr. Ruud called the meeting to order at 10:00 a.m.

Agenda Item #1 Minutes:

Ms. Stinson, seconded by Ms. Bove, moved to approve the minutes of December 9, 2005. The motion passed unanimously.

Agenda Item #3 Recommendations on Priority Action # 1:

Mr. Ruud provided the background for the two-page draft recommendations. He and Ms. Koehn developed the recommendations based on materials previously reviewed, most notably, the November 1994 Legislative Audit Bureau report on *An Evaluation of Employment and Job Training Programs*. Mr. Ruud summarized that report and then discussed the justifications behind each recommendation. He suggested that staff pursue the possibility of using WIA state-wide funds to pay for partner agencies to join the job centers as part of recommendation #3. Mr. Clingan stated that workforce partners would undoubtedly embrace these recommendations conceptually and provided kudos to the Co-Chairs. He expressed a concern about the "Vision" because he would not want to see this visionary piece bog down the implementation of the recommendations. There was further discussion about "under one governing organizational umbrella and one funding structure" and also about the possibility of phasing in these recommendations. It was agreed that in the CWI transmittal letter to the Governor, it should acknowledge that there may be phase-in steps to implement these recommendations. Mr. Clingan stated that if this is accepted by the Governor, the CWI could also request a response or timeline as to how this would be phased in. Mr. Ruud wants that type of accountability which was discussed further related to timelines and an action plan.

Mr. Rouse moved, seconded by Representative Zepnick, to approve the two-page Action Item #1 as is, for presentation to the Executive Committee and then action at the CWI meeting of March 16, 2006. Upon the CWI's approval, we would expect to have a reply from the Governor's office on the acceptance of the recommendations along with an implementation plan. The motion passed unanimously.

Representative Zepnick suggested that members of the Executive Committee and this Committee meet with the Governor to discuss the next steps. Mr. Ruud stated that he wants to proceed in the same manner for the rest of the priority action steps, requested staff to forward those again to Committee members, and asked members to volunteer to draft recommendations for discussion at future Committee meetings. It was agreed that the same process would be used: Committee members would frame the recommendations, staff would draft the document and make certain it reflects the Committee's desires, then DWD Division Administrator Mr. Clingan would review it, and any further revisions would be handled through the CWI Liaison before public circulation in the meeting packet.

Agenda Item # 4 Program Funding:

Ms. Billups presented the employment and training program funding charts. Mr. Ruud thanked her for the excellent information, and noted Ms. Bove's involvement of providing further guidance to staff. There was discussion about the charts and member's stressed how vital this information was to sort out the funding streams for infrastructure participation. They discussed the various ways of defining "alignment," committing resources, and how the job center support level matches proportionately to the program's funding level. Ms. Bove reviewed the purpose of this exercise: to understand more clearly the infrastructure funding, and understand more clearly the multiplicity of programs and program operations.

It was agreed by consensus that

- **The funding level summary chart be included as a support document for Action Item # 1 as part of the report to the Executive Committee and CWI;**
- **An additional column that would identify the allowability within the current federal or state program restrictions;**
- **There needs to be a definition on "infrastructure" that staff will develop which can also be used as part of recommendations for some of the action steps.**
- **This discussion will be used to frame a recommendation around action step #5.**

Mr. Rouse presented WOW's partner job center cost allocation chart that illustrated what partners contribute to the infrastructure.

The Committee recessed in order for the *Ad Hoc* Committee to convene (due to a lack of a quorum at their scheduled 9:00 a.m. meeting). Ms. Koehn chaired the meeting and entertained a proposed amendment to the recommendations by Representative Zepnick on the leadership compositions: **"DWD convenes a Milwaukee leadership team that includes representatives from the Mayor's Office, the Private Industry Council of Milwaukee County, Milwaukee Area Technical College, a representative from the Milwaukee 7 group and someone from the business community/private sector appointed by the Mayor."** Mr. Clingan moved, seconded by Mr. Rouse, to accept the recommendations of the *Ad Hoc* Committee as amended. The motion unanimously passed.

Agenda Item # 2 *Ad Hoc* Committee

The full Committee resumed and discussed the *Ad Hoc* Committee's report. There was discussion about DWD's role, and the need for accountability. The charge of the Committee was discussed based on a question from Mr. Randall as well as concerns about duplication. The Chair wanted to have it acknowledged that the newly created oversight groups would not be a duplication of existing efforts but would transcend to the larger goals and vision for Milwaukee and the region.

Mr. Ruud proposed to eliminate # 4 from the action item # 1 and have it be a stand alone item back to the CWI Committee. Ms. Koehn moved, seconded by Mr. Rouse, to delete recommendation # 4 from the previous Committee's action. The motion unanimously passed.

Ms. Koehn moved, seconded by Mr. Clingan, that the Committee approve the *Ad Hoc* Report and Recommendations as adopted by the *Ad Hoc* Committee.

Agenda Item # 5 Follow-up Workforce System Partnerships:

Ms. Colussy underscored issues that were already discussed by the Committee: Barriers to partnering at the job center level, WIA performance standards that do not address the full level of activities that are being provided in the infrastructure; and, WDAs operate under conditions that have responsibility without authority.

Agenda Item # 6 Program Metrics/Dashboard:

This item was tabled for the March Committee meeting with a status report on the benchmarking regional metrics initiative and embellishment of the draft chart on the differences as well as accountability.

There was discussion about how to handle the *Ad Hoc* Committee report and UWM report for a press release and press conference. It was agreed that the press release would be drafted for the CWI Executive Committee meeting and that the CWI will hold a press conference in Milwaukee on March 16, 2006.

Mr. Rouse moved, seconded by Ms. Koehn, to adjourn the meeting that was unanimously approved. The meeting adjourned at 12:40 p.m.

AGENDA ITEM # 3

DRAFT - Council on Workforce Investment – Measurement Initiatives

	Benchmarking Regional Metrics Initiative (BRMI)	Workforce System Dashboard Measures (WSDM)
Purpose	<p>To provide a set of broad economic measures for seven Wisconsin regions based on the current CWI GROW grants.</p> <ul style="list-style-type: none"> • Chosen metrics will include those related to industry growth and diversity, education levels, population demographics, quality of life issues. • Metrics are intended to provide benchmarks that can be used to gauge the overall economic health of a region and also to help a region target its resources and energies to address certain challenges and opportunities. 	<p>To provide a high level “dashboard” look at basic workforce system measures.</p> <ul style="list-style-type: none"> • The dashboard will be a limited number of key system measures vs. federally required program specific requirements. • Measures should be included that address desired business needs rather than focusing only on targeted job seeker populations. • This might be a streamlined effort related to the federal “common measures.”
Intended Audience	Regional readers in workforce development, education, economic development, regional planning, local government, business and labor.	Workforce system policy stakeholders and decision makers who are interested in the overall achievements of the “system” as a whole rather than any one individual program.
Example Measures	<ul style="list-style-type: none"> • Industry diversity in the region • % of adults with Bachelors Degree or above • Average wages in the region 	<ul style="list-style-type: none"> • Diversity of businesses served at JCs • Degree/Credential attained in a JC program • Wage at placement of customers at JCs
Lead CWI Committee	Workforce Strategies Committee	Workforce System Development Committee
Lead CWI Staff	Fred Bartol	Pamela O’Brien
Other DWD Lead Staff	Eric Grosso and Jeff Sachse, DWD Office of Economic Advisors	DWD data staff in DWS and DVR
Other Resources	UW Center on Wisconsin Strategy (COWS)	?? - Sally Cutler, North Central Workforce Development Board
Status of Effort	<p>Mid-Feb. - quick CWI review Late Feb/early Mar – public review and comment March 16th – Present progress to full CWI</p>	Preliminary discussion in committee

AGENDA ITEM # 4
Workforce System Development Committee
Draft Preliminary Recommendations to the Governor
for the
Council on Workforce Investment

The following set of recommendations will be presented at the May 3, 2006 Committee meeting for general endorsement. Our immediate focus will be to choose one or two to focus on in the next few months. We will then determine how best to proceed, to possibly include more staff research, convening meetings to hear about current activities, inviting stakeholders to give input on the issues, having guest speakers on the topics, etc. Detailed recommendations will be developed based on this further work and then advanced to the full Council and to the Governor.

Vision

Increase participation in a sustainable, comprehensive, training and employment system with stream-lined administrative roles at the state and local levels and benchmarks for continuous improvement and public transparency.

Draft Preliminary Recommendations

Four major themes that focused the recommendations:

- Develop incentives to fully engage all workforce partners
- Reward Workforce Development Boards (WDBs) for measurable collaboration
- Define "system" as a single unit and begin to put that system in all operational activities
- Establish strategies for private sector participation to increase job placement and retention

Recommendation I.

- a. Redesign the Workforce Development Areas to coincide with the seven regional economic areas. [Attachment A]
- b. Continue to fund state workforce initiatives aligned with the seven regional economic areas (e.g. *Grow* Grants), and require coterminous boundaries, where feasible, for activities of other major state initiatives (e.g. Medicaid Infrastructure Grant).
- c. Require regional planning coterminous with the seven regional economic areas in all state-administered workforce program state and local plans.
- d. Implement the Workforce Investment Act's (WIA) Unified Plan for the next state WIA plan that would include, at a minimum, the four major title programs in WIA, and have the Governor request the Wisconsin Technical College System to participate in this process as a key partner of the Carl D. Perkins Vocational and Applied Technology Education activities. [Attachment B]

Recommendation II.

Establish measurable goals with an annual accountability system to:

- a. Reward the WDB's measurable efforts to incrementally increase the number of workforce partners co-location and/or have access to their services (physical presence as requested or required) within a two hour/24 hour response window. (For example, if a customer cannot be helped during the same visit, the 24 hour response should be the partner(s) serving them directly rather than the customer having to return to the Job Center/site again) Use WIA discretionary funds to support additional infrastructure growth.
- b. Reward WDBs' regional activities and collaborative efforts including, but not limited to, joint program planning, equitable cost sharing of infrastructure and mutual services, coordination of training and strategic planning on integration of needed infrastructure changes.

Recommendation III.

Define the workforce infrastructure "system" as a single unit and begin to put that system in all operational activities beginning with a seamless, single, front-end for all customers.

As one outcome: a flow chart of the current process for customers as to the steps they have to go through for all 17 partner programs (per job center, if different in each), and a vision and timetable for minimizing the customer hoops. The goal is to have a consistent application for services with a simple process to follow for job seekers and employers. Each Job Center and access to service point must act as a single unit of co-mingled program services that would result in, for example, one customer application regardless of the program(s) funding the service(s).

Recommendation IV.

Improve the participation of private sector employers for training, job placement and retention by:

- a. Eliminating or reducing the liabilities employers face for an employee hire through the Job Centers.

- b. Providing incentives to employers engaged with on-site training and hiring of Job Center job seekers via multiple strategies, including, but not limited to:
 - b. 1. Creating employer financial incentives to provide job seekers with on-site training for job readiness and "employability" skills prior to an employee hire.
 - b. 2. Requesting a waiver from the Department of Labor to eliminate the 50% employer contribution for WIA on-the-job training and customized training.

- c. Enhancing Job Center placement efforts by increasing a collaborative role with employment agencies, and contracting with staffing agencies that have the pulse of the regional economy and employers.

The additional recommendations below are administrative and information-sharing for purposes of addressing issues identified during the drafting process by the Committee:

Recommendation V.

- a. Enforce the WIA requirement that WDBs must have completed Memoranda of Understanding (MOU) of all 17 required partner programs that includes the defined outcome of genuine coordination of program and service delivery elements (e.g. clear referral mechanisms among programs for job seekers and employers). Establish benchmarks for continuous improvement of the MOUs for all 17 required partner programs. [This will be included in the score card accountability system.*]
- b. The Department of Workforce Development (DWD) provide a summary report on the completion of, and quality for service delivery analyses (e.g. WIA Business Plans), in advance of the September 22, 2006 Workforce System Development Committee meeting.
- c. DWD, as the administering entity of 10 of the 17 WIA required partner programs, initiate state memoranda of understanding among its 10 programs that would serve as a model to expand these collaboration agreements with additional administering agencies of other workforce programs.

Recommendation VI.

DWD to provide a comparison, in advance of the Workforce System Development Committee's meeting of September 22, 2006, on the existing and planned comprehensive and access point of service Job Centers relative to the (a) criteria for job center service standards, (b) certification of comprehensive job centers with the list of co-located partners in each, and elements of the WDAs business services from the WIA Title I WDB local plans.

Process

The standing committees of the Council on Workforce Investment (CWI) developed objectives and strategies in 2005 based on their mission statement, Governor Jim Doyle's Executive Order and the WIA mandated responsibilities of the State Board. The CWI's Workforce System Development Committee [Attachment C] formulated action steps related to their strategies and then drafted a paper with recommendations to implement the first priority action step. The first set of recommendations were adopted by the CWI at the March 16, 2006 meeting and forwarded to the Governor. Following that same process, the Committee respectfully requests action on these recommendations related to other action steps:

Workforce System Development Committee recommendations → Discussion at the Executive Committee → Action at the June 16, 2006 CWI meeting → Forward to Governor Jim Doyle and discussed at the State Interagency Team → Response from the Governor to the Co-Chairs of the CWI and Committee.

Background and Discussion

As part of the research and fact-finding phase, the CWI's Committee on Workforce System Development garnered input from state agency representatives, policy makers at the local level and service delivery staff from across the state; surveyed the 11 WDB Executive Directors, private-sector Chairs and the Chief Local Elected Officials; conducted a Job Center Roundtable Listening session with workforce program partners on "how to design a successful, flexible and efficient system from a blank sheet of paper," and; held meetings at five Job Centers across the state.

After two years of collecting data and input, the Workforce System Development Committee identified six priority action steps based on a strategic plan provided to Governor Jim Doyle in the 2005 *CWI Annual Report*. Since then, the CWI forwarded to the Governor four recommendations developed by the Committee around the following vision: "Combine all of the Workforce Investment Act required partner agencies under one governing organizational umbrella and one funding structure, with the intent to create a common direction and improved system efficiencies all the way through to the regional and local level."

Recommendations in this report are consistent with that earlier vision, and augment in further detail the necessity for a coordinated system that ensures the efficacy of each program individually as well as collaboratively within the Job Center infrastructure in order to appropriately serve employers and job seekers. While DWD has taken some steps within a few programs among the ten WIA required partner programs they administer, the advances are slow and relatively miniscule. Additionally, there is a void regarding accountability systems. As reinforced by the CWI's adoption of the earlier recommendations, "historically, there have been band-aid solutions that have not resulted in systemic improvements, hence, the need for radical shifts in state structure and operations of these programs." In summary, the Committee's recommendations may seem aggressive to some, but their implementation is vital to revive and sustain a dynamic, accountable, comprehensive training and employment placement delivery system.

The Committee's **action steps** that the recommendations intend to address are:

- Establish ways to ensure funds directed toward a sustainable One-Stop infrastructure are consistently accountable to the State, including WDB annual metrics reports and identification of continuous improvement steps with benchmarks for success.
- Make recommendations on the redesign of the workforce system, including connecting workforce development areas to regional economic areas.
- Make recommendations on Job Center standards that are measurable for the delivery of services with annual accountability back to the State.

- Develop recommendations on enforcing WDBs completion of all WIA Memorandum of Understanding elements that establishes coordination, referral, and infrastructure funding for all required one-stop partners (with fund allocation contingent on meeting requirements).

*The Committee is working in conjunction with the other standing committee, the Workforce Strategies Committee, to design recommendations on the last action step: Develop a “monthly operations report” or “dashboard” or “balanced scorecard” that can be used to monitor leading indicators and operating metrics, which generate required results, and also to be published.

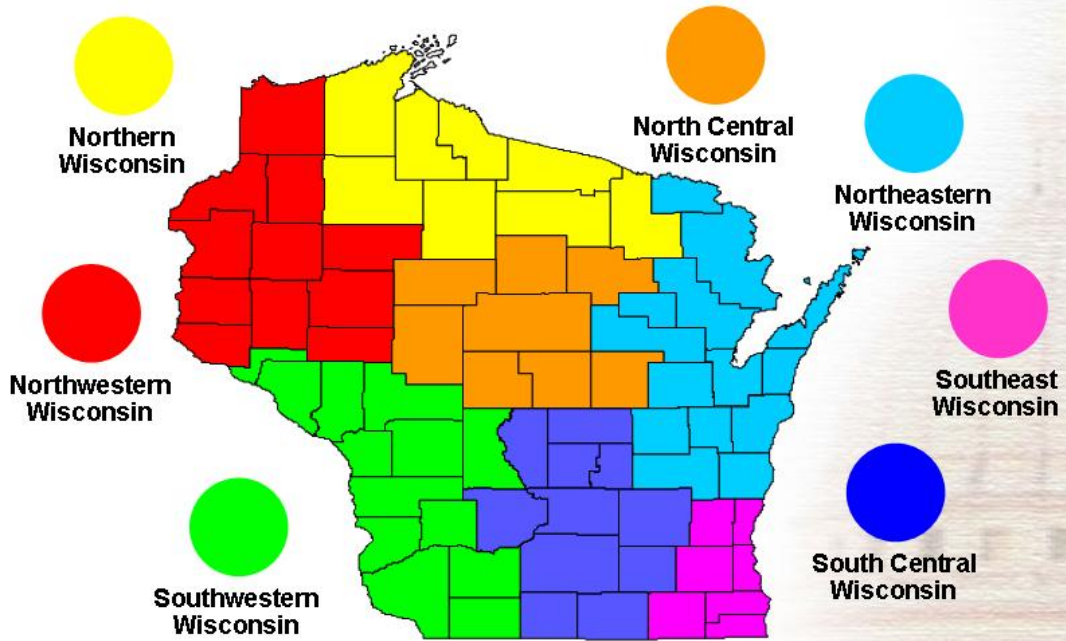
The recommendations above address the issues that were identified as core impediments in the current system:

- Workforce Development Area boundaries are no longer functional to advance the State's economic development initiatives, and other program boundaries are artificial.
- Program funds come from various sources with a multiplicity of administering entities that compound overhead costs, inevitably create duplicity of services, and diminishes authority and accountability.
- Current operations, for the most part, function based on each silo program's funding parameters that have resulted in a maze of pieces and hoops for customers.
- Service delivery is being driven by each program's allowable activities rather than defined and/or prioritized by the needs of the job seekers and employers.
- The state agencies write individual plans for each federally funded program with minimal cross-program efforts and overarching strategic planning. Interagency dialogue exists but there is not a focal point of authority that would ensure common visions, on-going joint strategic planning and implementation, mutual accomplishments and measures of success/failure.
- WDB staff and service delivery staff are experiencing shrinking administrative and service dollars, increasing case loads, and performing a myriad of tasks creating diffused expertise.
- Job Center staff and employers have identified the lack of job readiness skills as the greatest challenge for successful job placement and retention.

On behalf of the CWI, the Workforce System Development Committee conducted a variety of activities to garner input on these specific issue areas as noted above, and in addition, including:

- Presentations and discussions with DWD labor market analyst on regional strategies
- Presentations on WDBs' services to businesses and staff credentialing efforts
- Reviewed:
 - WIA Title I WDB local plan part 1 summaries
 - Grow Wisconsin* economic development initiatives
 - CWI-funded *Grow Wisconsin* grants
 - Baldrige Express Grants on continuous improvement efforts
 - Department of Commerce regional areas
 - Wisconsin's *WIA State Plan 2005-2007*
 - Local and state WIA performance information
 - Department of Labor state waiver approvals
 - History of Wisconsin's Job Center standards and workforce development area changes

Attachment A
Map of the Seven Regional Areas



04/20/2006

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Attachment B WIA State Unified Plan

WIA Title Programs

- WIA activities for Adults, Youth & Dislocated Workers (WIA Title IB)
- Adult Education and Family Literacy (WIA Title II)
- Wagner-Peyser/Job Service - Labor Exchange such as Job Net (WIA Title III)
- Vocational Rehabilitation (WIA Title IV)

WIA Title V--General Provisions Sec C. 501. State Unified Plan

(a) Definition of Appropriate Secretary.--In this section, the term "appropriate Secretary" means the head of the Federal agency who exercises administrative authority over an activity or program described in subsection (b).

(b) State Unified Plan.--

(1) In general.--A State may develop and submit to the appropriate Secretaries a State unified plan for 2 or more of the activities or programs set forth in paragraph (2), except that the State may include in the plan the activities described in paragraph (2)(A) only with the prior approval of the legislature of the State. The State unified plan shall cover one or more of the activities set forth in subparagraphs (A) through (D) of paragraph (2) and may cover one or more of the activities set forth in subparagraphs (E) through (O) of paragraph (2).

(2) Activities.--The activities and programs referred to in paragraph (1) are as follows:

(A) Secondary vocational education programs authorized under the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.).

(B) Postsecondary vocational education programs authorized under the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq.).

(C) Activities authorized under title I.

(D) Activities authorized under title II.

(E) Programs authorized under section 6(d) of the Food Stamp Act of 1977 (7 U.S.C. 2015(d)).

(F) Work programs authorized under section 6(o) of the Food Stamp Act of 1977 (7 U.S.C. 2015(o)).

(G) Activities authorized under chapter 2 of title II of the Trade Act of 1974 (19 U.S.C. 2271 et seq.).

(H) Programs authorized under the Wagner-Peyser Act (29 U.S.C. 49 et seq.).

(I) Programs authorized under title I of the Rehabilitation Act of 1973 (29 U.S.C. 720 et seq.), other than section 112 of such Act (29 U.S.C. 732).

(J) Activities authorized under chapter 41 of title 38, United States Code.

(K) Programs authorized under State unemployment compensation laws (in accordance with applicable Federal law).

(L) Programs authorized under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.).

(M) Programs authorized under title V of the Older Americans Act of 1965 (42 U.S.C. 3056 et seq.).

(N) Training activities carried out by the Department of Housing and Urban Development.

(O) Programs authorized under the Community Services Block Grant Act (42 U.S.C. 9901 et seq.).

(c) Requirements.--

(1) In general.--The portion of a State unified plan covering an activity or program described in subsection (b) shall be subject to the requirements, if any, applicable to a plan or application for assistance under the Federal statute authorizing the activity or program.

(2) Additional submission not required.--A State that submits a State unified plan covering an activity or program described in subsection (b) that is approved under subsection (d) shall not be required to submit any other plan or application in order to receive Federal funds to carry out the activity or program.

(3) Coordination.--A State unified plan shall include--

(A) a description of the methods used for joint planning and coordination of the programs and activities included in the unified plan; and

(B) an assurance that the methods included an opportunity for the entities responsible for planning or administering such programs and activities to review and comment on all portions of the unified plan.

(d) Approval by the Appropriate Secretaries.--

(1) Jurisdiction.--The appropriate Secretary shall have the authority to approve the portion of the State unified plan relating to the activity or program over which the appropriate Secretary exercises administrative authority. On the approval of the appropriate Secretary, the portion of the plan relating to the activity or program shall be implemented by the State pursuant to the applicable portion of the State unified plan.

Attachment C
CWI Workforce System Development Committee Members

Members of the Workforce System Development Committee are from the private sector as well as persons from a number of state agencies who are familiar with many of the workforce programs and collaborative efforts:

Christopher Ruud, Private sector business Co-Chair; Ruud Lighting
Tina Koehn, Public sector Co-Chair; United Migrant Opportunity Services
Fred-Ellen Bove, Department of Health and Family Services
Thomas Burse, Buveck Consultants/Construction Managers
Jessica Clark, Department of Corrections
Bill Clingan, Department of Workforce Development
Kathleen Drengler, Greenheck Fan Corporation
Donald Rouse, Kohl's Department Store
John Scocos, Department of Veterans Affairs
Georgann Stinson, General Converters and Assemblers, Inc.
David Vierthaler, Bemis Company, Inc.
Josh Zepnick, Wisconsin Assembly 9th District

Workforce System Development Committee staff:

Pamela O'Brien, Workforce Investment Act Section, Division of Workforce Solutions, Department of Workforce Development
Mary Pasholk, Bureau of Job Service, Division of Workforce Solutions, Department of Workforce Development
Linda Williamson, Employment Connections Section, Division of Workforce Solutions, Department of Workforce Development