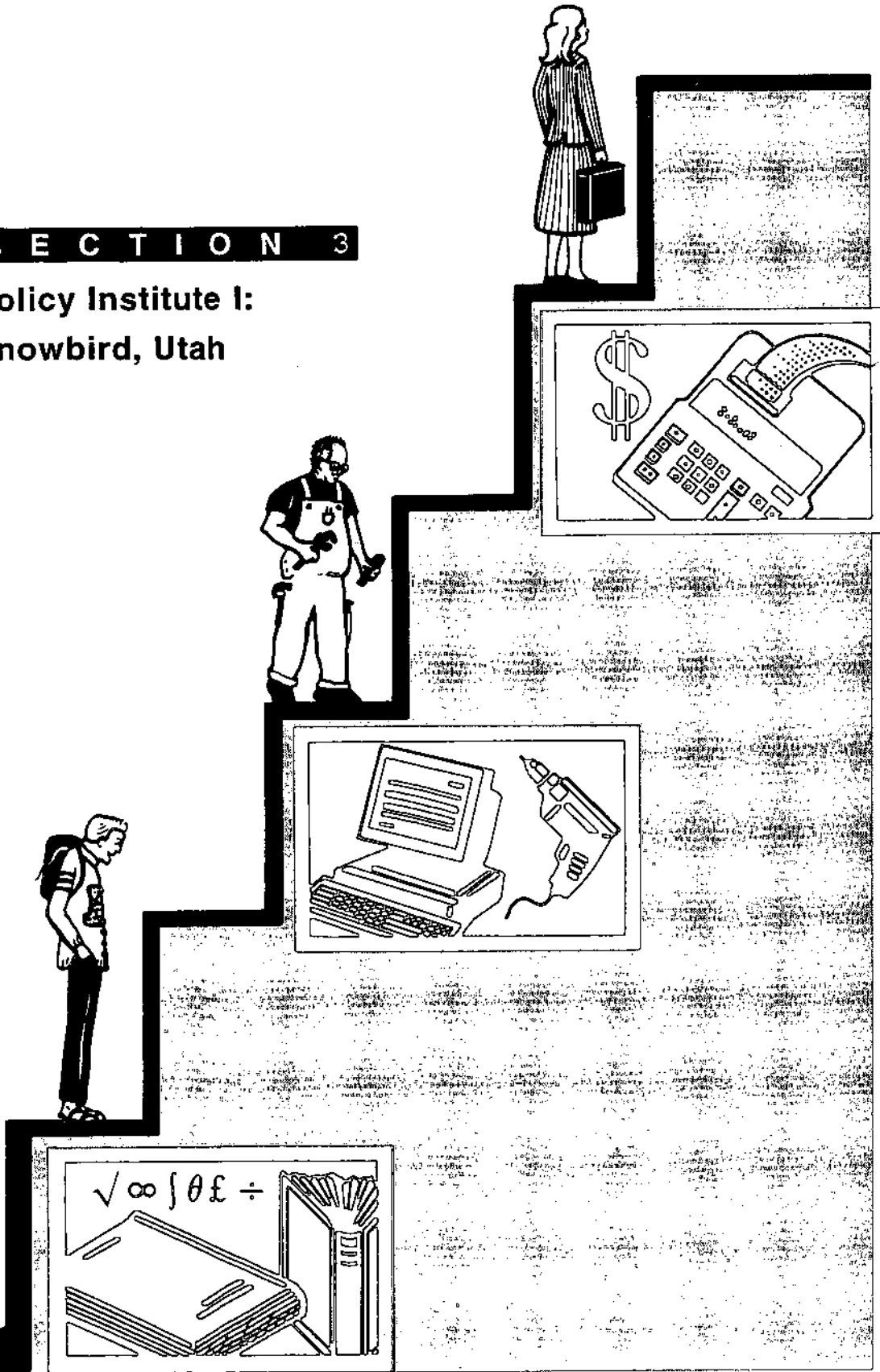


# Investing In People

## SECTION 3

### Policy Institute I: Snowbird, Utah



## Agenda

### Investing in People: Workforce Policy Institute I

sponsored by  
National Conference of State Legislatures (NCSL)  
and  
Jobs for the Future (JFF)

June 12 - 16, 1993  
Snowbird Resort, Utah

*(Primary funding for the Institute is provided by the DeWitt Wallace-Reader's Digest Fund  
and supplementary funding is provided by the Aspen Institute)*

#### Saturday, June 12

9:30 am - 12 noon <i>Staff Suite</i>	NCSL and JFF Staff Meeting
12 noon - 1:00 pm <i>Keyhole Restaurant</i>	Staff and Faculty Lunch
1:00 pm - 3:00 pm <i>Staff Suite</i>	NCSL and JFF Staff Meeting Cont.
4:00 pm - 6:00 pm <i>Cliff Lodge Lobby</i>	Conference Registration
5:30 pm - 6:00 pm <i>Superior A</i>	Staff, Faculty, Team Chairs and Coordinators Meeting <i>NCSL and JFF staff will provide an overview of the Institute and introduce the four faculty members.</i>
6:00 pm - 7:00 pm <i>Conference Center Terrace</i>	Opening Reception <i>Welcoming Remarks by Dan Pilcher and Hilary Pevington</i>
7:00 pm - 9:00 pm <i>Conference Center Terrace</i>	BBQ Dinner
8:00 pm - 11:00 pm <i>Room 217</i>	Connecticut Team Meeting
9:00 pm - 10:00 pm <i>Staff Suite</i>	Staff and Faculty Meeting

**Sunday, June 13**

8:00 am - 9:00 am  
*Superior A*

**Staff, Faculty, Team Chairs and Coordinators Meeting**  
*NCSL and JFF staff will preview the day's activities.*

9:00 am - 10:15  
*Ballroom 1*

**Breakfast Plenary**

**Introduction of T. Meriwether Jones, Director**  
**State Policy Program**  
**and Julie Marx, Program Associate**  
**Rural Economic Policy Program**  
**The Aspen Institute**

**Workforce Development and Human**  
**Investment Challenges Facing States**

*This session will address emerging workforce development issues from a national perspective as a means for teams to identify concepts and ideas that will affect their work plans.*

Speaker: Hilary Pennington, President  
JFF

10:30 am - 12:15 pm  
*Ballroom 1*

**Group Session: The Strategic Planning Process: Creating the Ballro**  
**Vision for an Improved Learning System**  
*To help teams refine goals and develop strategies to reach those goals, this session will provide the strategic planning framework to craft a vision for a workforce development system of the future, including values, outcomes, and strategies.*

Speaker: Barbara Dyer  
Center for Reinventing Government  
National Academy of Public Administrators

12:30 pm - 3:15 pm

**Lunch and Team Work Sessions**  
*Teams will become acquainted, establish ground rules, create a work plan for the team's efforts during the Institute, and engage in team-building exercises.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

12:30 pm  
*Little Pine*

**Lunch for Faculty and Staff**

3:15 pm - 4:00 pm

**Break**

Sunday, June 13 (cont.)

4:00 pm - 6:00 pm

**Team Work Sessions**

*Teams will continue their work from the prior session.*

CT Team - Room 217

WV Team - Room 302

IA Team - Room 317

WA Team - Room 402

KY Team - Room 417

6:00 pm - 6:30 pm

**Break**

6:30 pm - 9:00 pm

*Golden Cliff*

**Dinner**

*Teams will dine together. After dinner, NCSL/JFF staff will lead teams in a team-building exercise based on group decision-making in a hypothetical survival situation.*

9:00 pm - 10:00 pm

*Staff Suite*

**Staff and Faculty Meeting**

Monday, June 14

7:00 am - 8:15 am

**Breakfast**

Ballroom 1

*Teams will be paired together in preparation for their morning concurrent sessions*

Team pairs: CT  
IA & WV  
KY & WA

8:30 am - 10:00

**CONCURRENT SESSIONS**

*Wasatch A*

**Competitive Work Organizations**

*Many experts argue that a highly skilled, educated workforce will not be effectively used until American firms reorganize themselves into "high performance work organizations" that promote learning by owners, managers, and workers. This session will explore how public policy can encourage such learning systems for business, thus creating the "demand" for skilled, educated workers.*

Speaker: Brian Bosworth,  
Regional Technology Strategies

Team: Connecticut

Monday, June 14 (cont.)

8:30 am - 10:00

*Magpie*

**CONCURRENT SESSIONS (continued)**

**Workforce Training**

*Most people now recognize that existing state workforce training and employment systems are a confusing jumble of federal and state programs. This session will explore how some states have sought to integrate and coordinate workforce development systems and the critical principles that undergird such efforts.*

Speaker: Marlene Seltzer,  
Seltzer Associates, Inc.

Teams: Washington & Kentucky

*Wasatch B*

**Education Reform/School-to-Work Transition**

*A decade of state education reform has produced mixed results. Meanwhile state interest in school-to-work transition systems has risen sharply in the last two years and is now under study by the Clinton Administration. This session will highlight the most important education reforms that contribute to significant improvements in workforce development. It will also explore the emerging issue of school-to-work transition, also known as youth apprenticeship.*

Speaker: Gloria Frazier,  
WEB Associates

Teams: Iowa and West Virginia

10:15 am - 12 noon

**Team Work Sessions**

*Teams will work through content learned in the session and explore implications for their plans.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

12:30 pm - 1:45 pm  
*Ballroom I*

**Lunch**

*Teams will be paired together in preparation for their afternoon concurrent sessions.*

Team pairs: IA & WA  
CT & WV  
KY

**Monday, June 14 (cont.)**

2:00 pm - 3:30 pm

**CONCURRENT SESSIONS**

*Wasatch A*

**Competitive Work Organizations**  
*(see description above)*

Speaker: Brian Bosworth,  
Regional Technology Strategies  
Teams: Iowa and Washington

*Magnie*

**Workforce Training**  
*(see description above)*

Speaker: Marlene Seltzer,  
Seltzer Associates, Inc.  
Teams: Connecticut and West Virginia

*Wasatch B*

**Education Reform/School-to-Work Transition**  
*(see description above)*

Speaker: Gloria Frazier,  
WEB Associates  
Team: Kentucky

3:45 pm - 5:15 pm

**Team Work Sessions**  
*Teams will work through content learned in the session and explore implications for their plans.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

5:15 pm - 6:30

**Break**

6:30 pm - ?

**Dinner**  
*Teams will meet for a 6:30 pm departure from the hotel to individual restaurants in Salt Lake City.*

**Tuesday, June 15**

7:30 am - 8:00 am  
*Staff Suite*

**Staff and Faculty Meeting**

8:00 am - 9:00 am  
*Ballroom 1*

**Breakfast**

*Teams will be paired together in preparation for their morning concurrent sessions.*

Team pairs: WV & KY  
IA  
CT & WA

9:15 am - 10:45 am

**CONCURRENT SESSIONS**

*Wasatch A*

**Competitive Work Organizations**  
*(see description above)*

Speaker: Brian Bosworth,  
Regional Technology Strategies  
Teams: West Virginia & Kentucky

*Magpie*

**Workforce Training**  
*(see description above)*

Speaker: Marlene Seltzer,  
Seltzer Associates, Inc.  
Team: Iowa

*Wasatch B*

**Education Reform/School-to-Work Transition**  
*(see description above)*

Speaker: Gloria Frazier,  
WEB Associates  
Teams: Connecticut and Washington

11:00 am - 12:30 pm

**Team Work Sessions**

*Teams will begin developing project work plans to guide their efforts when they return to their individual states.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

12:45 pm - 2:00 pm  
*Conference Center  
Terrace*

**Lunch**

*Participants will dine with people from other states who have similar roles and responsibilities.*

2:00 pm - 3:30 pm

**Break**

Tuesday, June 15 (cont.)

3:30 pm - 5:00 pm

**Functional Breakouts**  
Legislators (L) - Magpie  
Legislative Staff (LS) - Room 302  
Local Government (LG) - Room 317  
Business (B) - 402  
Labor (LB) - 417  
Education (ED) - Wasatch A  
Executive Agency (EA) - Wasatch B

5:15 pm - 6:15 pm  
*Golden Cliff*

**Plenary Dinner**

6:30 pm - 10:00 pm

**Team Work Sessions**  
*Teams will continue work on their project work plans.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

10:00 pm - 10:30 pm  
*Staff Suite*

**Staff and Faculty Meeting**

Wednesday, June 16

7:30 am - 8:30 am  
*Ballroom 1*

**Breakfast**  
*State teams will dine together*

8:45 am - 11:00 am

**Resource Consultations/Team Work Sessions**  
*Teams will have their last chance to meet with faculty individually and to finalize their project work plans.*

CT Team - Room 217  
WV Team - Room 302  
IA Team - Room 317  
WA Team - Room 402  
KY Team - Room 417

11:00 am - 11:30 am

**Hotel Check-Out**

11:30 am - 1:00 pm  
*Ballroom 1*

**Plenary Lunch**  
*Closing remarks will be made and teams will give final reports.*

1:00 pm - 2:00 pm  
*Cantina at the  
Keyhole Restaurant*

**Staff and Faculty Meeting**



**FACULTY NOTES: BARBARA DYER**  
Strategic Planning for Change

## THE FLUID ECONOMY, 2010

It is 2010 and our economy is thriving. New businesses are forming rapidly, far in excess of business closings. Businesses adapt to meet market demands. Their workers are fluid, in a state of perpetual motion. and yet, this has only increased these businesses reliability. People demand, and get, good products and services. In fact, our state's businesses are recognized across the globe for quality. Most of our businesses compete ion world markets, with much of their revenue coming from overseas customers.

The ratio of non-workers to workers is slightly greater than it was at the end of the 20th Century, but *official* unemployment is lower; people who want to work always find it. Workers are as fluid as businesses. People move in and out of the labor market voluntarily to fulfill various ambitions -- raise a family, develop new skills, devote more time to civic life. And those working spend fewer hours on the job than they did in the 1990's. Public policies promote balance between work and other parts of life. People accomplish more in less time than they could before, and they want more time for family and civic life. Our public policies reinforce this kind of movement. We think of ourselves as the most economically productive and family friendly state in the nation.

Current and future workers have an unbridled enthusiasm for learning. at the same time, our learning system meets our needs. After many aborted attempts to fix the education and training systems of the 20th century, we started over. Beginning in 1995, we constructed a new learning network that promotes continuous development from early childhood through old-age. Here's how it works:

Fundamental skills are developed and honed in our family learning networks. Children begin at age three in early childhood fundamentals, such as socialization. Children work in clusters but progress at their own pace, along a learning continuum. Supported by mentors, parents, various specialized instructors, and computerized learning programs, children gain the skills they need to succeed. These include reading and reasoning, writing and critical thinking, fractels, mathematics, chaos and scientific theory, teamwork, classics, diverse cultures, civic life, health promotion, and language. Students must have mastered Chinese, Spanish, and one other elective language in order to receive their "certificates of mastery in fundamentals."

Students vary in their pace for achievement. On average, they complete the early childhood program in three years and achieve their "certificates of mastery" in eleven. We do not, however, focus on their pace. Rather, we pay attention to achievement, for we are convinced that with the right mentoring, every student can succeed.

Family learning networks do not resemble the old school systems of the last century (except that some are located in refurbished school buildings). The networks are defined by linkages between students, parents, and knowledge purveyors, not by school buildings and school boards. Community learning boards ensure that students achieve mastery and the boards are accountable to the public and the state for results.

Specialized occupational skills are acquired in the workplace. All workers participate in training. No matter what job he or she performs, a worker participates in an average of 20 days of training each year. The workplace is an institution of continuous learning and high productivity; firms view training as an investment in productivity. Many provide their own training, supplemented by private and non-profit vendors who prosper in the vibrant market for training. Entrepreneurs are creating wide ranging programs for a highly sophisticated clientele of workers and firms.

Workers not only receive training. They also frequently teach, offering seminars or lecturing at the family learning networks or at other firms.

Institutes of High-Order Mastery are our 21st Century version of colleges and universities. Some choose to go directly to an Institute of High-Order Mastery after acquiring their "certificates of mastery in fundamentals." Others work first, then take time off to attend. Many alternate their time -- i.e., two years in the workplace, one at the Institute. Anyone who has mastered fundamentals may attend an institute. Institute programs are rich and varied, offering many opportunities for life-long learning.

Several factors propelled our transformation. Slow economic growth, a long-standing, statewide recession, and increasing demands for public services in the 1990's sent leaders scrambling to create something better. Meanwhile people were becoming impatient and had lost confidence in government.

Commissions and task forces struggled for years with how to improve the existing systems. Finally -- after many painful attempts to link systems and create more collaborative services -- we concluded that the systems were fundamentally flawed. Forcing collaboration between dysfunctional systems would only make matters worse. We realized that we needed something more dynamic, more responsive, more accountable to the people for results than any of our existing system could achieve. With bold state leadership, we began a long-term process of building a new system.

DISCUSSION QUESTIONS:

1. What recent trends or developments in your state lend support to this scenario?
2. What are the new opportunities that this future presents? How could you take advantage of these opportunities?
3. What are the key dangers or problems that this future presents, and what could you do to minimize them?
4. What values are explicit and implicit in this scenario? Are they values you share?
5. What other futures are possible?

## Strategic Planning

### Imagine a Future That Is Unlike The Past

"All of our experience is with the past, but all of our decisions are about the future. Many leaders have assumed that...the future would simply be a bigger and better version of the world with which they are familiar. But in area after area today we are confronted by true uncertainty. Increasing uncertainty requires more systematic efforts to anticipate change and to envision the kind of future that we want to create."

—Robert L. Oben, Institute for Alternative Futures

### Action Planning • Policy Development • Strategic Planning

Whatever one chooses to call the process, it is important and useful to systematically make the effort to anticipate change. School to work transition efforts are all about change. In the end they require us to change how students learn, where they learn, and why they learn. Such levels of change are not without conflict and consequences both anticipated and unanticipated.

### HOW CAN THIS MATERIAL BE USED?

Use this summary of strategic planning to assess where you are in the process and to determine your next steps. Use the conference action planning sessions to clarify in specific and concrete terms the next steps that you can take to build a school to work system in your state.

### OVERVIEW

The steps we discuss here (and these are not the entire process) include:

- Developing a Common Vision
- Understanding the Context / Scanning the Environment
- Assessing Enabling and Inhibiting Forces
- Determining Outcomes
- Building Strategies and Activities
- Gaining Support
- Implementing
- Monitoring and Correcting

## DEVELOPING A COMMON VISION

Why do we need a common vision?

- To clarify hopes and expectations of diverse stake holders and participants;
- To propel people, as individuals and in organizations into the future;
- To build ownership of and a commitment to a better future.

What is vision?

- It is a shared picture of a preferred future.
- It is creating the future by taking action in the present.

Visions are captivating, compelling, clear and identifiable images of something better. Vision language is spirited, heartfelt, and poetic.

The process of reaching a common vision can explore and challenge deeply held beliefs. It can engage many people in shaping their own future. It can inspire creative, "out of the box" thinking. It can mobilize people to act. And it can transcend the present and keep focus on the outcomes you seek.

To build a common vision, consider these questions:

What does success look like? What is different in your future for:

- Students?
- Teachers?
- Employers?
- Parents?
- Post-Secondary Institutions?
- Workplaces?
- The Education System?
- The Economy?
- Government?
- Your Community?

You need to understand the impact on these stake holders and participants if you are to be able to describe, understand, communicate, and replicate your vision.

## UNDERSTANDING THE CONTEXT / SCANNING ENVIRONMENT

To reach your vision it helps to know how to get there from here. And to do that, you need to know where the here is.

Thus, what are the significant trends and factors that influence your students, teachers, employers, your program, its region, the state and nation, etc.

Also, what trends and factors influence the values, knowledge, traditions, cultures, demographics, economic conditions, technology, politics, policy, and work and learning opportunities that affect your program and the system of which it is a part.

Then, who are the stakeholders? What do they gain and lose with your vision? What makes them want to participate? What incentives will be effective? What adverse consequences will they experience?

Finally, as you consider the trends and factors that are part of the context in which you work, stop a moment to ask whether or not the different stakeholders see the trends the way you do. What consequences might the variances have? What significantly different outcomes would your environmental scan show if a few key trends changed course?

## ASSESSING ENABLING AND INHIBITING FORCES

Next step: a systematic analysis of what challenges, or inhibiting forces, and what opportunities, or enabling forces, lie ahead.

What is going well in your school workplaces, and community? Why? And how do you know?

For whom are things going well? What factors contribute to this success? Who has a stake in continuing this success? How do the different stakeholders contribute to the success?

What problems are being experienced that actually motivate people toward change? How can these be used positively?

How do these add up to enabling forces that will encourage or speed up the development of your vision and the programs and systems which it would create?

Conversely, what is not going well in your schools, workplaces, and community? Why? How do you know? And for whom? What factors are contributing to these problems? Who wants to *maintain* these conditions? Who loses if these problems are fixed?

How do these add up to inhibiting forces that will slow or stop the development of your vision and the programs and systems which it would create?

## DETERMINING OUTCOMES

Outcomes are:

- Changes that should occur as a result of your actions.
- Tangible, measurable, manifestations of vision.
- Criteria to specify changes that will occur.
- Long-term, but not indefinite.

Consider: What results? For whom? By when?

Then build priorities into your outcomes:

- Which outcomes are most important?
- According to whom?
- Which outcomes are most feasible to achieve?
- Which outcomes affect more people?
- Work toward incremental successes? Or one major win?

## BUILDING STRATEGIES AND ACTIVITIES

Strategies are like a road map, they outline the desirable route among several possible routes.

To build solid strategies:

- Know what is already in place.
- Know how well current efforts are working.
- Research effective strategies.
- Understand how your needs are similar to and different from other effective strategies.
- Consider existing programs and how they relate to your strategy.
- Determine new roles and relationships which influence strategy.
- Set strategies in a timeline for action.

For each strategy, break it down into specific, concrete activities. For each activity include not only what will be done, but by when, and by whom. As is often said, the details are what make the difference. This level of planning pays off many, many times in the time you will not need to spend correcting the mistakes of poorly conceived action.



## GAINING SUPPORT

One of the most serious deficits of this material is that it is presented in a linear fashion. Gaining support is one of those activities that must be a constant function if you are to succeed.

Real change begins with change processes that are inclusive from the beginning, and which continue on through each step.

To gain support for your vision, your outcomes, and your means of implementation:

- Identify the interested parties.
- Get their ideas.
- Determine what they consider success to be.
- Develop a profile of supports, competitors, and opponents.
- Learn how they think and talk about the concepts of your vision.
- Listen to how they understand change, and what you propose.

With this understanding, promote your vision:

- Start at the top.
- Start at the bottom.
- Begin early.
- Determine when and how to involve others.
- Be genuine about involving others.
- Make the message dear and compelling.
- Deliver the message often.
- Deliver the message again.
- Share credit.
- Keep the initiative visible over time.

## IMPLEMENTING

Implementation is the stage to which too many of us leap directly, missing the systematic planning that the prior steps allow. The earlier steps done well should result in a clear picture of what is to be done, in the name of what vision, for what purposes, etc.

In this stage:

- Clarify what, when, who, and how.
- Target priorities.
- Provide guidance, training, and support to co-implementors.

- Continue the Gain Support activities.
- Stick with it.

Know that this is a long-term effort in most cases. Implementation activities need to continue as your vision and its manifestations are adopted, adapted, and accepted by stakeholders and participants.

Implementation usually needs a champion; it needs some one who can articulate the vision, stay the course, and encourage others to pin the effort.

As you think about the specific needs of your co-implementors remember that in most change processes it works to your advantage if people feel that they have the skills the change requires and/or the environment in which they can learn the skills, an organizational culture that supports risk takers, and a group to which they can belong that supports and legitimates the change toward the vision.

## MONITORING AND CORRECTING

Obviously, planning cannot foresee all needs in advance, nor all of the adverse consequences or benefits of your vision. Monitoring and correcting is the work of changing mid-stream what you are doing to adapt to current realities.

One of the most effective ways to check progress is to focus on results; keep the anticipated outcomes in full view and check progress toward them.

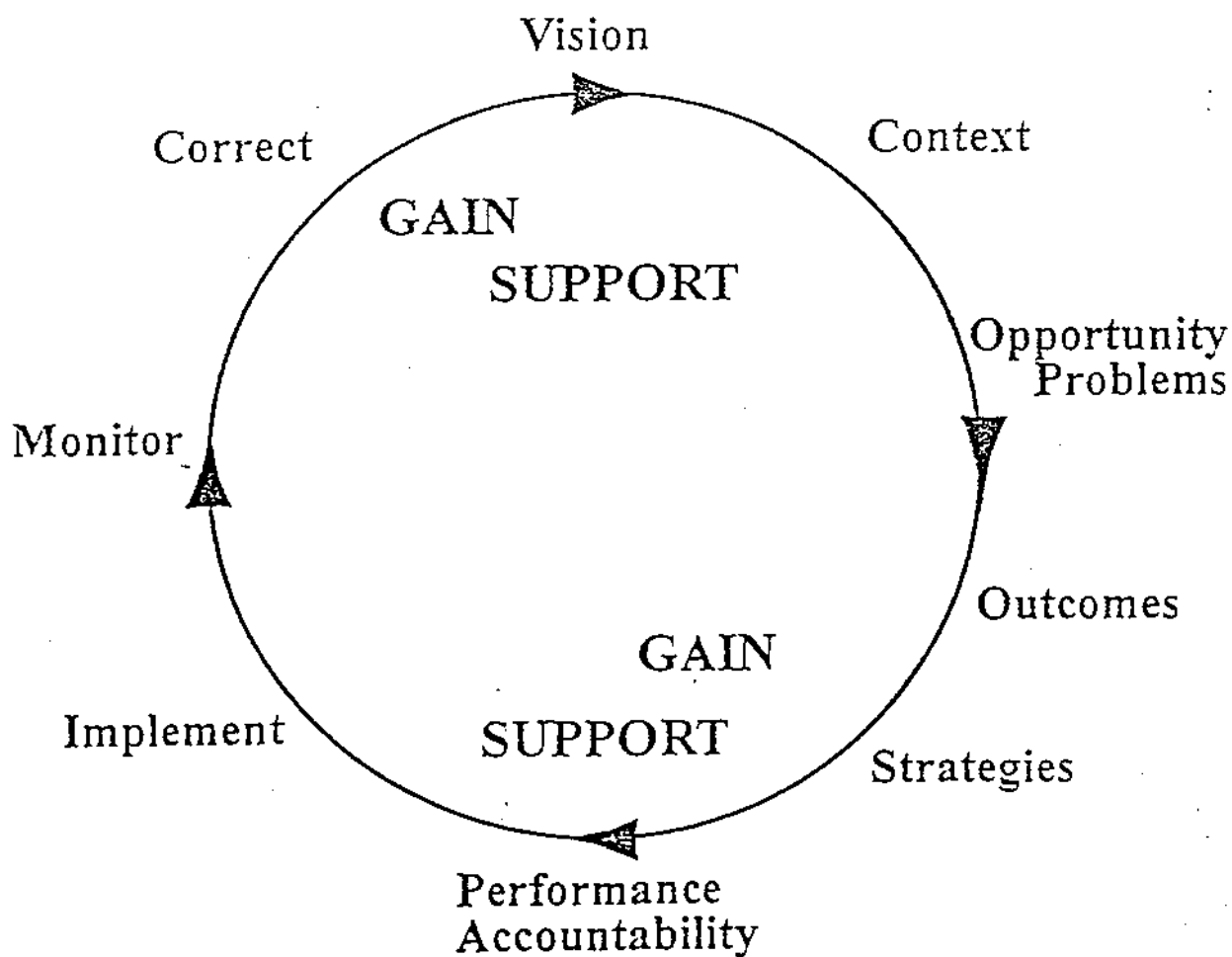
Use performance standards, benchmarks, or indicators to assess current progress and to determine areas in which you need to correct or stay the course.

As implementation begins and continues, the monitoring and correcting stage can easily seem to get in the way of more immediate concerns. Know this ahead of time and specifically identify how you will monitor and correct your work, even during the difficult times. Set aside--ahead of time--the resources to do so.

## ☐ FRAMEWORK FOR POLICY DEVELOPMENT

- ✓ Develop a common vision
- ✓ Understand the context
- ✓ Assess opportunities and problems
- ✓ Determine outcomes
- ✓ Build strategies
- ✓ Gain support
- ✓ Develop performance accountability system
- ✓ Implement approach
- ✓ Monitor progress by focusing on results
- ✓ Make course corrections

# ◻ FRAMEWORK FOR POLICY DEVELOPMENT



## DEVELOP A COMMON VISION

### IMAGINE A FUTURE THAT IS UNLIKE THE PAST

"All of our experience is with the past, but all of our decisions are about the future. Many leaders have assumed that...the future would simply be a bigger and better version of the world with which they are familiar. But in area after area today we are confronted by true uncertainty. Increasing uncertainty requires more systematic efforts to anticipate change and to envision the kind of future that we want to create"

Robert L. Olsen, Institute for Alternative Futures

## DEVELOP A COMMON VISION

### WHAT IS VISION?

Vision is a shared picture of a preferred future.

Vision is creating the future  
by taking action in the present.

## DEVELOP A COMMON VISION

### VISIONS ARE:

- ✓ Captivating
- ✓ Compelling
- ✓ Clear, identifiable images  
of something better

## DEVELOP A COMMON VISION

### VISION LANGUAGE IS:

- ✓ Spirited
- ✓ Heartfelt
- ✓ Poetic



# DEVELOP A COMMON VISION

## WHY DEVELOP A VISION?

To clarify hopes and expectations  
of a diverse public.

To propel people, as individuals  
and in organizations into the future.

To build ownership of and a commitment  
to a better future.

# DEVELOP A COMMON VISION

## WHY DEVELOP A VISION?

To clarify hopes and expectations  
of a diverse public.

To propel people, as individuals  
and in organizations into the future.

To build ownership of and a commitment  
to a better future.

## DEVELOP A COMMON VISION

### VISIONING CAN:

Explore and challenge deeply felt beliefs, values and assumptions which underlie our thinking and motivate our behavior.

Engage many people in shaping their future.

Inspire creative, "out of the box" thinking.

Mobilize people to act.

Transcend the present by looking beyond the next budget cycle, legislative session, or election, and by reaching beyond agency boundaries.

Keep the focus on outcomes.

## DEVELOP A COMMON VISION

IMAGINE THAT IS THE YEAR 2010.  
EFFORTS TO DEVELOP A SKILLED WORKFORCE,  
BEGUN BACK IN 1993,  
HAVE BEEN A HUGE SUCCESS.

What does this success look like?

What is different for workers?

Families?

Workplaces?

The economy?

The education system?

Government?

## UNDERSTAND THE CONTEXT

TO GET FROM HERE TO THERE,  
IT HELPS TO KNOW WHERE HERE IS.

WHAT ARE THE SIGNIFICANT  
CURRENT TRENDS/FACTORS  
WHICH INFLUENCE YOUR WORKFORCE?

workers

communities

states

regions

the nation

the world

## UNDERSTAND THE CONTEXT

### WHAT ARE THE SIGNIFICANT CURRENT TRENDS/FACTORS WHICH INFLUENCE YOUR WORKFORCE?

- |                                     |                                     |
|-------------------------------------|-------------------------------------|
| ✓ Values                            | ✓ National economic conditions      |
| ✓ Knowledge                         | ✓ International economic conditions |
| ✓ Tradition                         | ✓ Technology                        |
| ✓ Culture                           | ✓ Politics                          |
| ✓ Occupational history/demographics | ✓ Public policy                     |
| ✓ Local economic conditions         | ✓ Educational opportunities         |
|                                     | ✓ Others                            |

## UNDERSTAND THE CONTEXT

### WHO ARE THE STAKEHOLDERS?

- ✓ Workers
- ✓ Service providers
- ✓ Businesses
- ✓ Educators
- ✓ Customers
- ✓ Others

## UNDERSTAND THE CONTEXT

### WHAT ARE THE TRENDS?

What factors are significant in determining current outcomes?

What factors are significant indicators of better or worse outcomes in the future?

Which of these factors are within the influence of state government?

Do other stakeholders see these factors the way you do? If not, how might they see them?



## ASSESS OPPORTUNITIES AND PROBLEMS

### THE GLASS IS HALF FULL

What is going well in your economy,  
your workforce?

Why?

How do you know?

For whom are things working well?

What are the factors contributing to this success?

Who has a stake in maintaining this success?

Who has a stake in limiting this success  
to those already benefiting?

How does government contribute to this success?

What is likely to change in the future?

# ☐ ASSESS OPPORTUNITIES AND PROBLEMS

## THE OTHER HALF OF THE GLASS

What is not going well in your economy, your workforce?

Why?

How do you know?

For whom are things not working?

What are the factors contributing to this?

Who has a stake in maintaining things as they are?

Who has a stake in improving things?

How does government contribute to the problem?

What is likely to change in the future?

## DETERMINE OUTCOMES

- ✓ Outcomes are changes that should occur as a result of your actions.
- ✓ Outcomes are the tangible, measurable manifestations of vision.
- ✓ Outcomes specify changes that will occur for people, places and circumstances.
- ✓ Outcomes are long-term but not indefinite.

## DETERMINE OUTCOMES

- ✓ What results?
- ✓ For whom?
- ✓ By when?

## **☐ DETERMINE PRIORITY OUTCOMES?**

- ✓ Which outcomes are most important?  
According to whom?
  
- ✓ Which outcomes are more feasible to achieve?
  
- ✓ Which outcomes affect more people?

## BUILD STRATEGIES

### THERE ARE MANY WAYS TO GET THERE FROM HERE

Strategies are like a AAA Trip Tik, they highlight a desirable route among several possible routes.

Policies and programs are parts of a strategy.

## BUILD STRATEGIES

Know what is already in place.

Know how well current efforts are working.

Research effective strategies.

Understand the underlying principles and conditions that contribute to effectiveness.

Understand how your circumstances compare.

Pay attention to changing roles and relationships and the potential for conflict.

Understand how existing programs and cross-cutting systems relate to your strategy.

Consider scale.

Determine new roles and relationships.

Determine timeline for action.

## GAIN SUPPORT

"IF THE DOGS WON'T EAT IT,  
ITS NOT DOG FOOD."

This is a simultaneous, not a linear process.

Real change begins with change processes.  
that are inclusive



## GAIN SUPPORT

MARKETING =  
MERCHANDISING AND PROMOTING POLICY

Merchandising is what you do to determine what the policy should be.

Promoting is what you do to sell the policy.

# GAIN SUPPORT

## MERCHANDISING

- ✓ Identify the range of interested parties.
- ✓ Get their ideas.
- ✓ Determine what they consider success to be and how they would achieve it.
- ✓ Identify other likely investors.
- ✓ Develop a profile of supporters, competitors and opponents.

## GAIN SUPPORT

### PROMOTION

- ✓ Start at the top.
- ✓ Start at the bottom.
- ✓ Begin early.
- ✓ Determine when and how to involve others.
- ✓ Be genuine about involving others.
- ✓ Make the message clear and compelling.
- ✓ Deliver the message often.
- ✓ Share credit.
- ✓ Keep the initiative visible over time.

## **☐ DEVELOP PERFORMANCE ACCOUNTABILITY SYSTEM**

A PERFORMANCE ACCOUNTABILITY SYSTEM  
PROVIDES A FRAMEWORK FOR MEASURING  
BROAD OUTCOMES, NOT JUST AGENCY  
PROCESSES OR WORKLOADS

- ✓ Define outcomes.
- ✓ Determine performance standards.
- ✓ Select performance indicators.
- ✓ Report results.

# **☐ DEVELOP PERFORMANCE ACCOUNTABILITY SYSTEM**

## **DEFINE OUTCOMES**

Outcomes are results.

They are clear and observable over time.

## **☐ DEVELOP PERFORMANCE ACCOUNTABILITY SYSTEM**

### **DETERMINE PERFORMANCE STANDARDS**

Standards are targets for achievement along the route to success.

They should be ambitious but realistic.

They should be clear to those who will judge the success of policy, and those who will be held accountable for achievement.

# ☐ DEVELOP PERFORMANCE ACCOUNTABILITY SYSTEM

## SELECT PERFORMANCE INDICATORS

- ✓ Indicators are a proxy for what we really want to measure.
- ✓ Select a few good indicators.
- ✓ Know what the indicators say and what they don't say.
- ✓ Collect indicators on a regular basis over time.

# DEVELOP PERFORMANCE ACCOUNTABILITY SYSTEM

## REPORT RESULTS

- ✓ The public
- ✓ Political leaders
- ✓ Program managers



## IMPLEMENT APPROACH

- ✓ Clarify what, when, who, how.
- ✓ Target priorities.
- ✓ Provide guidance, training, support.
- ✓ Stick with it.

## **☐ MONITOR PROGRESS BY FOCUSING ON RESULTS**

- ✓ Outcomes
- ✓ Performance standards
- ✓ Performance indicators
- ✓ Interim tracking

# MAKE COURSE CORRECTIONS

THIS IS A LEARNING SYSTEM,

USE IT TO MAKE IMPROVEMENTS.

**FACULTY NOTES: GLORIA FRAZIER**  
Education Reform and the School-to-Work Transition

# EDUCATION REFORM AND SCHOOL TO WORK TRANSITION

A Workforce Policy Institute

June 12-16, 1993

Gloria G. Frazier  
WEB Associates

## EDUCATION REFORM AND SCHOOL TO WORK TRANSITION

### The Objective

To determine how states can influence systemic change in public education to support the development of a highly skilled productive workforce.

### The Challenge

The challenge is to create systemic solutions and not fund new short-term programs or try to change only pieces of the system. The current system has been in place long enough that those vested in the current system have established power bases which resist change. We seem to be past trying to place blame for the current education system and moving to constructing a new educational system which operates in an equal partnership with all other stakeholders in the public and private sectors. The challenge is to create conditions that reinforce the changes needed to sustain both human and economic development at the highest levels.

### This is important because:

1. The economic survival of individual Americans and our collective society requires a high performing learning system, different from the current structure which was designed meet agrarian and machine age needs.
2. The advancement and growth of our society is dependent upon direct linkages which reinforce the interconnected nature of economic development, workforce development and educational development.
3. The rapidly changing nature of work and the phenomenal increase of technology and information in the world requires that a larger portion of our workforce be more knowledgeable and skilled than ever before in our history.
4. Comparisons of projected demographics of our future workforce with the current achievement results of persons in and emerging from American public education suggest that without making any changes to the current learning system there will be even fewer skilled workers than now.
5. Unless all individuals understand how they are, and will continue to be part of shaping a society which enhances their lives and the lives of others, they will be less productive or nonproductive.
6. Unless we can stimulate every individual to continuously extend their knowledge and skills throughout their lifetime, and apply their talents to advancing America, we will not be a high performing society.

## The Context

1. In the past ten years, we have reached agreement in almost all sectors of the society on the importance of the link between human development and economic development. We now acknowledge that we must be concerned with the learning achievements of every person.
2. The dialogue has shifted to focus on both the outputs and inputs of the educational system. This has accelerated discussions about what we want students to know and be able to do. However, these discussions often result in actions which merely refine current practice rather than creating a new paradigm for learning. We are still tinkering with the antiquated system, often for political expediency and acceptance.
3. There is growing agreement across the sectors of our society on the problems which prevent the current education system from supporting future workforce needs. We acknowledge that the changes must be systemic and that the education system must be changed at the local, state and national levels. We have begun to identify and implement strategies and practices which seem to have promise for increasing achievement.
4. There are limited local, state or national incentives for local school systems to change the way they do business. Funding formulas, policies and regulations most often reinforce the status quo and do not facilitate systemic changes which support optimal learning.
5. Many in the business sector have been engaged in retooling and reengineering their companies to high performing organizations during the past decade. They have set standards for high performance through the Malcolm Baldrige National Quality Award which encompasses a system which requires the transfer of knowledge and skills about high performance to other organizations. No such standards or transfer system exists yet within public education.
6. The business sector has a history of investing in human resource development. However, the cost of training and retraining employees has become very expensive as the complexity of work has increased and the skills of entry level workers have decreased or are not aligned with workforce skill needs. Companies which have won the Baldrige award have spent between 3-5% of salaries and wages on Total Quality Management training and other human resource development training. Most school districts spend between .5% - .8% for human resource development. During the past ten years benchmark school systems in human resource development practices spent, at the most, 2.5% on training.
7. The business sector has always been driven by bottom-line profit for all products and operations, since the consequence is bankruptcy or stopping operations. Meanwhile the education sector has been driven by internally generated criteria such as: number of graduates, accreditation standards and graduates matriculating to four-year postsecondary institutions, without the consequence of being closed down if they do not achieve high levels of success for all students. External and internal

expectancies for public education have created an environmental context in which the public education system is being pressed for product and fiscal accountability. The pressures for change have resulted in consequences for public education such as vouchers, charter schools, choice within the school system, and district or state takeovers of low performing schools and districts.

8. The business management infrastructure is generally designed to support the value of strategic planning, access to up-to-date information and access to others through sophisticated communication systems and effective accountability systems. The education management infrastructure rarely has been designed to support these functions in terms of time, financial resources or staff. Local, state and national legislation, policies and funding rarely support these functions.

9. The work culture of the past has been to encourage individuals to identify an occupation and that there will be a ladder of advancement for those who perform well. That paradigm no longer exists and is predicted not to exist in the future. What constitutes a "career path" is being redefined. Labor futurists predict that students in elementary school today will have between six and eight different jobs during their lifetime. The education and training for this paradigm demands quite a different learning environment.

10. Until recently, a skilled workforce could be selected from a large available labor pool. Only a limited number of college graduates or high skilled employees were needed. Today the situation is very different. Every employee must have more advanced knowledge and skills. The future labor pool will be characteristically different because we know:

- 77.7 of the people are living in metropolitan areas
- Racial and ethnic groups are increasing.
- The young minority population is the fastest growing group
- 40% of the people living in families below the poverty level are children under eighteen
- Just over 50% of the students in school today will graduate from one parent families
- More than 25% of our children are not completing the twelfth grade
- Entry level jobs are requiring higher skills and middle management jobs are decreasing.

These shifts present a different context for thinking how best to prepare and continually develop the workforce. Our past policies and practices were designed for a less diverse and wealthier labor pool to sift the most knowledgeable and skilled employees from a larger labor pool.

11. Historically, we have segregated academic learning and vocational learning. The culture has been to value academic learning more than vocational learning. We have just begun to understand the need to link the best learning practices of both arenas for all students. Additionally, we now believe the integration of academic preparation and work preparation needs to begin in elementary school and continue throughout a lifetime. The K-12 integration is being discussed as a comprehensive school-to-work transition system. There is growing agreement among the leadership of multiple sectors of society that work-based learning experiences are necessary to fully prepare the workforce.



## Guiding Principles for Formulating Policy

1. Legislation and policies which provide incentives for creating strategies and practices which:

- leverage the greatest change
- achieve the highest quality of learning
  - for the largest number of people
  - in the shortest period of time
  - for the least amount of money

2. Legislation and policies must be directed at systemic change rather than primarily supporting limited, pilot programs or targeted population programs.

3. Legislation and policies must provide incentives to both employers and educators to invest in the joint design and implementation of a school-to-work transition system which integrates academic and work-based learning and results in higher performance.

4. Legislation and policies must drive teaching and learning practices which are known to produce desired results.

5. Legislation and policies must set expectations, rewards and consequences for all engaged in learning.

6. Legislation and policies must define and reinforce a complex learning culture for education which:

- Supports lifetime learning experiences for youth and adults
- Collaborates with all stakeholders, public and private
- Uses state-of-art tools and information
- Decentralizes data based decisionmaking
- Uses problem-solving and formative evaluation data to drive change

## Policy Options

1. Since people learn at different rates and in different ways, we should encourage systemic changes in education which allow different uses of time, space and types of learning materials.

2. Minimal competency testing will not assist in developing a quality highly skilled workforce, so testing and assessment initiatives should be supported which will provide performance data for students which reflect high standards.

3. We create new ways of generating collaborative participation by labor organizations which will result in their membership convinced that the needed changes in the education system will not worsen their working conditions.

4. Currently legislation and policies targeted at specialized populations must be revised to reverse the fragmented, isolated and disconnected programmatic approaches which they have encouraged.

5. When funding governmental agencies overseeing education and training in school (K-12 and postsecondary) or work settings, requirements should reward:
  - Collaborative development and implementation of systemic initiative
  - accountability in using best teaching and learning practices
  - Plans for scaling up of initial efforts
  - Incentive mechanisms for employers to provide paid work-based learning experiences
  - Fund initiatives which have a education, development or training function which is designed consistent with the vision for what promotes individual and organizational learning.
6. Assess the quality of human resource development initiatives in terms of results in knowledge and skill performance.
7. Provide incentive mechanisms to the education and business sector to use each others expertise to create high performance human resource development systems.
8. Encourage the setting of industry standards for quality performance for both youths and adult workers.
9. Ensure that learner outcomes support the acquisition and application of knowledge, skills and attitudes that promote high performance.
10. Support initiatives which restructure the education system management infrastructure to support a learning culture (e.g. state-of-the-art uses of technology to access information and to communicate with others geographically distant, decentralized decisionmaking, self-directed work groups, variety of teaching practices which support varying learning styles, students working and learning in teams as well as individually, linking academic learning with the world of work).
11. Replace prescriptive policies which focus on "how to" do something rather than focusing on the expected results or learning conditions expected to be provided (e.g. requiring minutes of time spent on school subjects vs. standards for learner outcomes).
12. Timelines for results should be consistent with the research on individual and organizational change.
13. Understand that if the use of time and space is not changed within the education system, we can be that there will be no systemic restructuring which enhances learning for all students.
14. Begin to explore the implications of changes for labor and how current contracts may be impeding change and take steps to remove contractual constraints.
15. Determine which changes in the educational system are too expensive for every district to implement and find state or national ways to provide equity for all learners (e.g. the super technology highway efforts, performance assessments, curriculum framework development).

## Strategies for Implementation

1. Build a consistent message about the need for continuous lifetime learning that includes academic and work-based learning.
2. Build a cross-stakeholder constituency of state leaders that can mobilize support for systemic restructuring of the public education system and the integration of academic and work-based learning.
3. Showcase employers, educators, union leaders, policymakers and governmental agencies which are implementing benchmark systemic changes.
4. Educate the media and expect them to educate the public on the new paradigm for learning within your state.
5. As often as possible explain to the public why the changes are needed in the education system and how the changes have the potential to enhance their standard of living.
6. Expect employers, educators (Pre-K through postsecondary and including technical institutions), union leaders, other policymakers and governmental agency leaders to meet to discuss the issues together before they come to you in one-on-one sessions.
7. Expect that labor and trade associations are deeply involved in designing the new directions for education and training within the state.
8. Encourage state agencies to provide regular analyses of workforce demographic data and labor market trends within the context of specific policy questions.
9. Create a critical mass of legislators and state leaders willing to work together to sell the needed systemic changes and to resist pressures not change the current education system which produces at most between 10% - 20% high performance workers.

## Teaching in the 21st Century: 10 Predictions

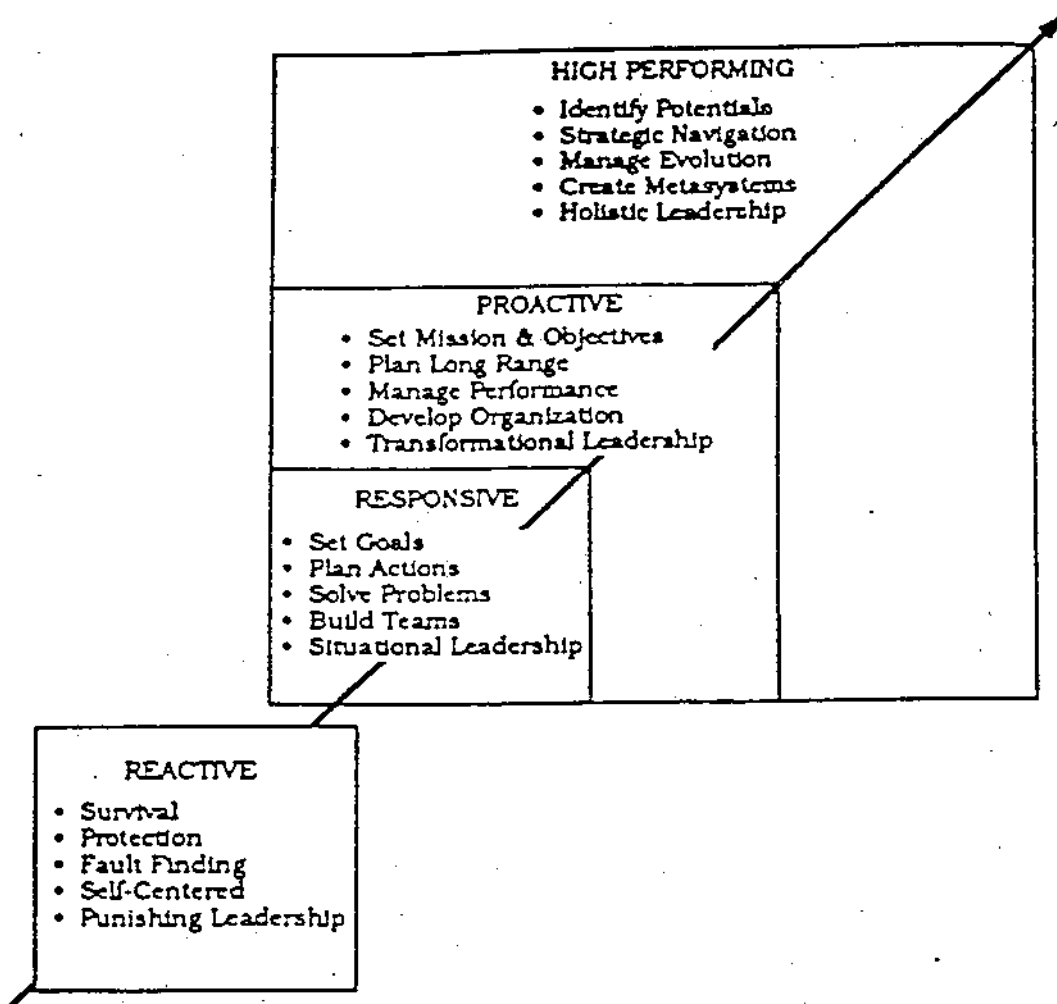
1. A greater focus on learning outcomes that are applicable to service- and information-oriented jobs.
2. Increased reliance on technological means of delivering curriculum.
3. Instruction that relates to a student population more ethnically and culturally diverse than today's.
4. New programs and practices geared to the greater diversity in students' family lives.
5. Quality educational services delivered with ease and speed.
6. Further shifts of control from the central office to the building level.
7. Alternative ways to train, recruit and certify teachers.
8. New alternatives to public education.
9. New curriculums that reflect the increasing interdependence of world nations.
10. More (and more complex) values questions for educators to confront.

From "Curriculum for the New Millennium," by LeRoy Hay and Arthur Roberts, September 1989 Educational Leadership.

## Steps Leaders Take to Actualize Their Visions

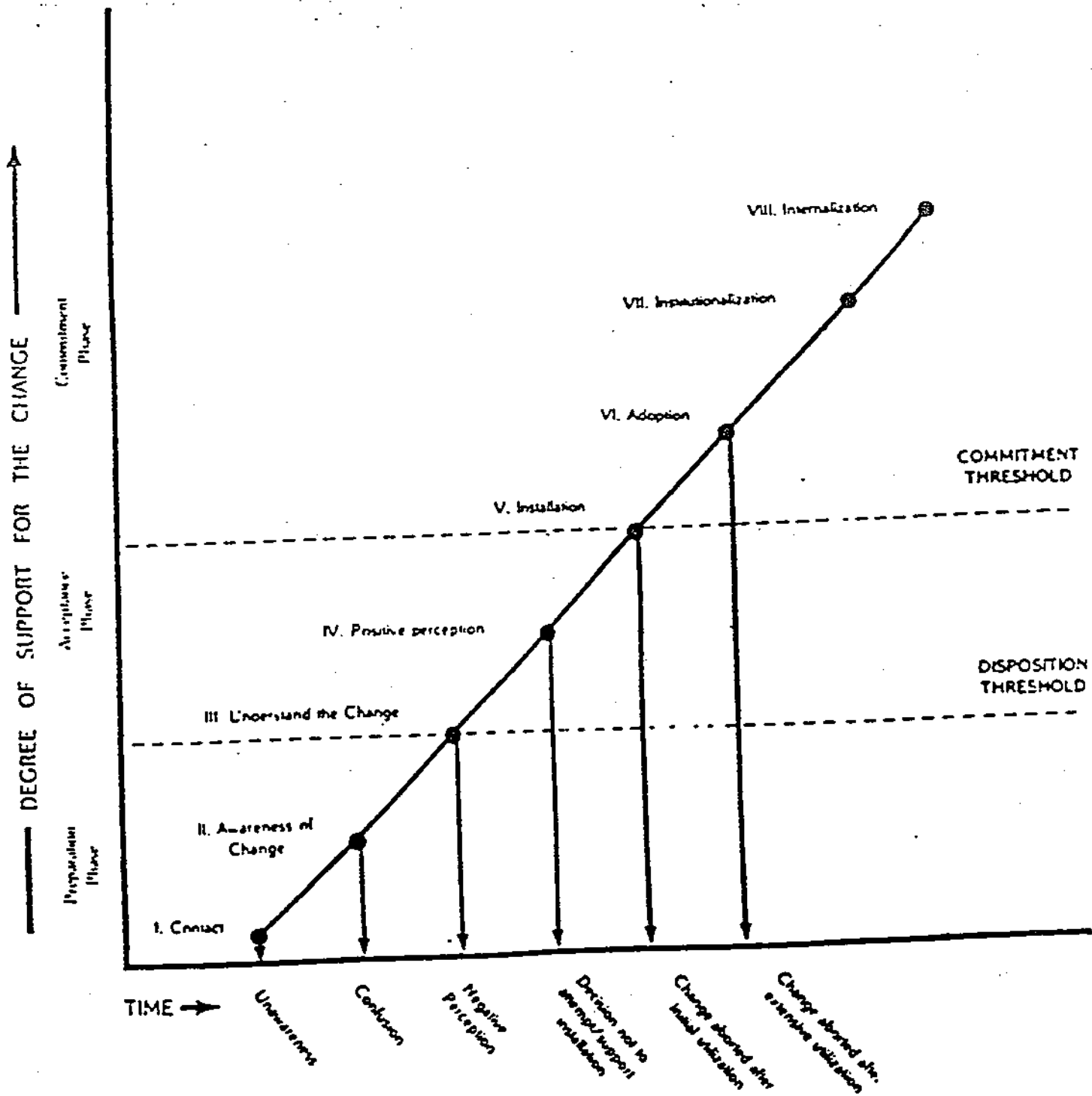
1. Valuing                      They see the vision.
2. Reflection                They "own" the vision.
3. Articulation             They make their private vision a public one.
4. Planning                 They develop strategies.
5. Action                    They mobilize people.

*John Adams Model for Transforming Work*



An organization needs to move (change) toward the HIGH PERFORMING level of the above model. In order to effectively do this, an organization needs a leader as a change agent. Moving through each step in this model would require a paradigm shift.

# Stages of Change Commitment

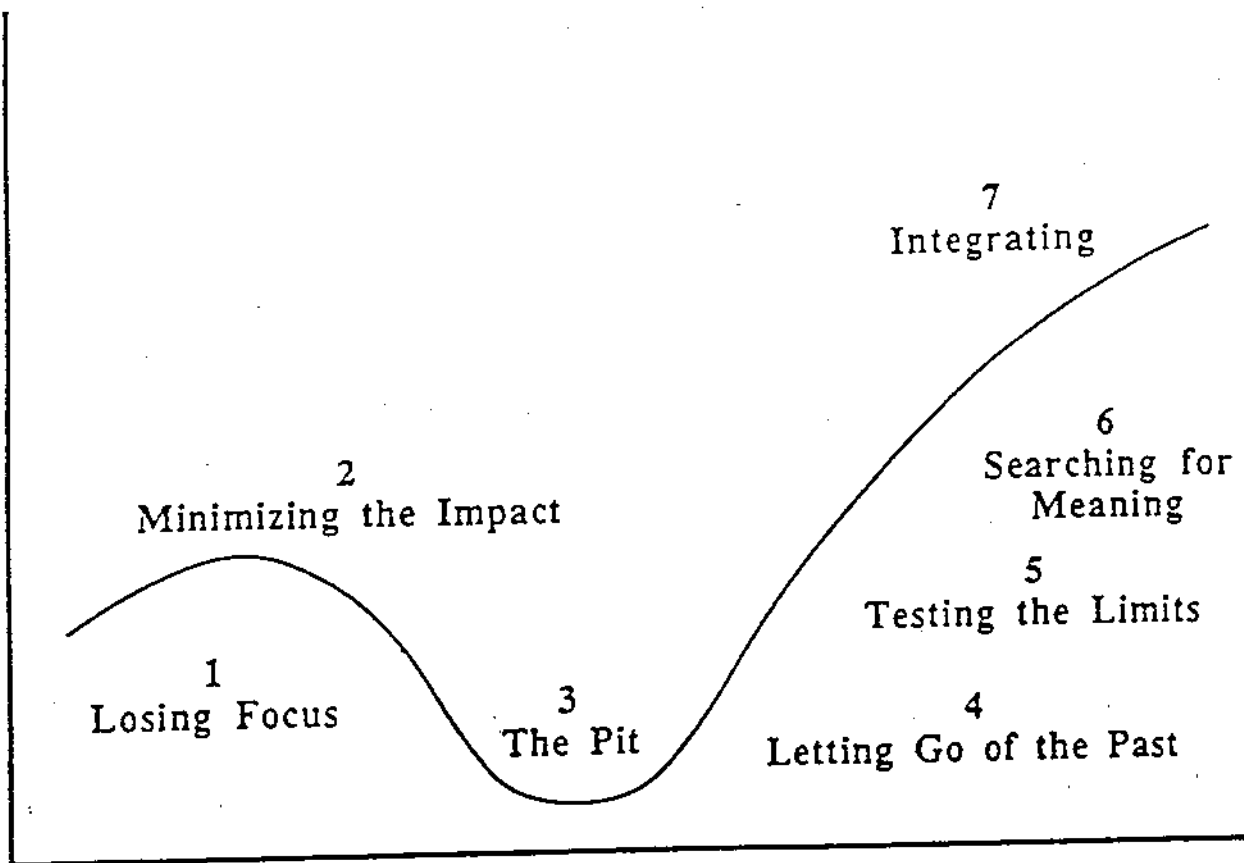


## HOW PEOPLE ACCEPT CHANGE

INNOVATORS	1% TO 3%
EARLY ADOPTERS	13%
EARLY MAJORITY	34%
LATE MAJORITY	34%
LAGGARDS	16%



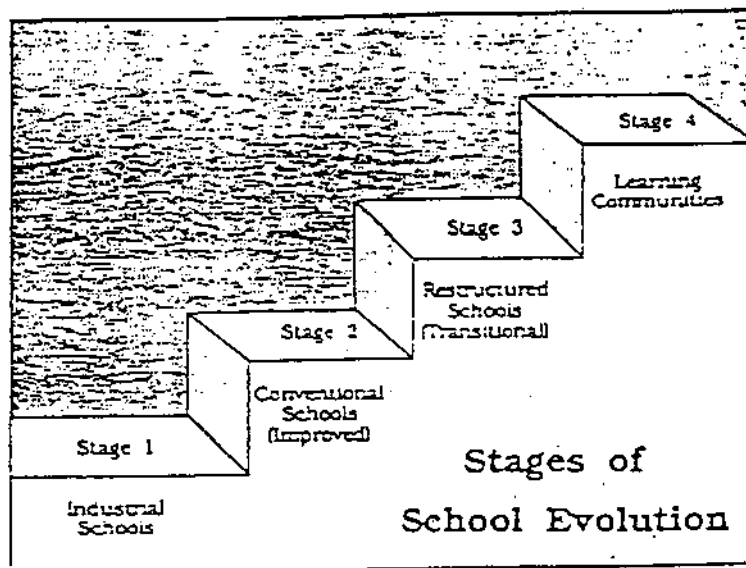
## The Seven Stages of Transition



Source: *Life Changes: Growing Through Personal Transitions.*  
Sabina A. Spencer and John D. Adams, Impact Publishers,  
San Louis Obispo, CA: 1990.

## I. STAGES OF SCHOOLING EVOLUTION

The concept of restructuring education can be seen as part of an evolution of schooling from the 20th century industrial school to the 21st century learning community.



**Stage 1 - Industrial Schools:** An assembly line approach characterized by screening of students, age-graded group-based instruction, repetitive paper-pencil seatwork, fragmentation of learning time, top-down decision making and staff isolation.

**Stage 2 - Conventional Schools (Improved):** Similar characteristics to the industrial model school, but with significant steps taken to improve efficiency and effectiveness. Improvements focus on effective schools strategies such as instructional techniques and classroom management, and on reform measures such as curricular requirements, lengthening the day and programs to fix crisis areas.

**Stage 3 - Restructured Schools (Transitional):** Premises of the earlier models are challenged and systemic efforts are made to redesign schooling by reallocating and reordering resources available from the conventional school structure. Basic roles and functions are reexamined and school restructured consistent with the visions of these roles, student needs and learning principles.

**Stage 4 - Learning Communities:** In a learning society, the total community works to meet the learning needs of all citizens throughout each person's life. The school becomes one of many centers of learning. The collaboration of school and a diversity of other institutions, settings and options produces a new synergy in learning opportunities and community commitment. Schooling serves cross-generational needs as a developer of human beings.

Strategic Options Initiative  
Denver, Colorado  
March, 1990

## **Systems Thinking**

- **Seeing the big picture.**
- **Appreciating the interdependencies.**
- **Giving voice and attention to the long-term.**
- **Anticipating unanticipated consequences.**
- **Understanding how we create our own futures.**

While traditional organizations require management systems that control people's behavior, learning organizations invest in improving the quality of thinking, the capacity for reflection and team learning, and the ability to develop shared visions and shared understandings of complex business issues. It is these capabilities that will allow learning organizations to be both locally controlled and more well coordinated than their hierarchical predecessors.

**Peter Senge**

## LEARNING ORGANIZATIONS

Organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together.

**Peter Senge**

## CHARACTERISTICS OF A POLITICAL ORGANIZATION

- Who is more important than what
- Belief that people are motivated by self-interest and power
- Winners and Losers
- Concentrated Power
- Authoritarian Environment

## Distinguishing Between Reform and Transformation

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### Reform

External  
Deficit orientation  
Authority-based  
Top-down  
Short-term  
Perfection

### Transformation

Internal  
Growth orientation  
Personally-based  
Bottom-up  
Long-term  
Quality

---

## Required Cultural Changes

### A Cultural Shift

### Requires Changes in:

Awareness  
Understanding  
Attitude  
Behavior

### From a primary focus on:

Short term results  
Management  
Control  
Functional organization  
Action  
Gut-feel/Gut fact - driven decisions  
Estimates of performance  
Addressing symptoms  
Individual contribution  
Employees as an expense  
Bottom-line oriented  
Organizational needs  
Results  
Goals within each department  
Annual/biennial business planning  
Employee review/rating  
Annual management review

### To a primary focus on:

Long term results  
Leadership  
Empowerment  
Cross-functional organization  
Process  
Data/analysis - driven decisions  
Measurement of performance  
Solving problems  
Balancing individual and team effort  
Employees as value-creating assets  
Improvement oriented  
Customer needs  
Process to achieve results  
Goals across the organization  
Long range business planning  
Employee counselling/development  
Continuous management review



## Appendix A

## PROBABLE DIRECTIONS FOR RESTRUCTURING EDUCATION

Developed by  
Dr. Shirley McCune and Dr. Ed Larsh  
For Learning Trends

<u>AREA</u>	<u>DIRECTIONS IN AN INDUSTRIAL SOCIETY</u>	<u>DIRECTIONS IN AN INFORMATION SOCIETY</u>
<u>Goals of Education</u>		
Cognitive Goals	Basic Skills Specific training Right to read Unicultural Literacy as survival skill	Stronger higher order skills Generalizable skills Right to excel Global education Many literacies, more than one language
Affective Goals	Large organization skills Organization dependent Single family orientation	Small group skills Independent entrepreneurial Support group orientation
Curriculum	Learning discipline skills Standardized programs Computer as separate vocational and literacy skill Standardized programs	Interdisciplinary programs Varied program options Computer as learning tool in all programs Varied program options
Job Preparation	Single-career preparation Late skill development Distinct vocational education programs	Multiple-career preparation Early skill development Career/vocational education as an integral part of education- community experience
<u>Delivery Systems</u>		
Changing Institutional Patterns	Single district system Central office management District single "product" Top-down, insulated decision making  Superintendent focused Group instruction	More variety at building level School based management Multiple options Bottom-up, participative decision making Principal focused Individualized instruction using technology
Changing Methodologies	Traditional instructional methods Instructor/print-based systems Computer-assisted instruction	Expanded instructional methods Technology-assisted Computer-cable-networks robots-telecommunications technologies

Probable Directions for Restructuring Education (cont.)

<u>AREA</u>	<u>DIRECTIONS IN AN INDUSTRIAL SOCIETY</u>	<u>DIRECTIONS IN AN INFORMATION SOCIETY</u> technologies
<u>Education Personnel</u>		
Expansion of Current Roles	Teacher as subject-matter expert Teacher as standards-setter Teacher as deliverer of services Principal as middle manager Principal as central office conduit Superintendent as preserver of tradition Superintendent as educational leader Student as recipient of knowledge School Board as community servants	Teacher as manager/facilitator of information Teacher as self-concept developer Teacher as instructional/curriculum manager & planner Principal as curriculum leader, staff developer and neighborhood liaison as well as resource manager Principals as program entrepreneur Superintendent as future-oriented planner (manager of change) Superintendent as community leader & resource developer Student as extended "teacher" for staff and other students School board as directors of multi-million dollar businesses
New Roles	Textbook and software industries as and resource developer Outside training consultants	Computer software development staff who supplement and tailor software to local needs Full-time institutional training staff
New Areas of Knowledge & Skills	Subject-matter knowledge Single discipline/areas expertise School administration Maintain tradition	Applications of knowledge Interdisciplinary and learning processes expertise (learning how to learn) Program management Manage change
<u>Financing of Education</u>		
Rationale and Scope	Individual development (schooling) Limited support for youth services Education as an expenditure	Economic development ((forming human capital) Expanded support for total population services Education as an investment

Probable Directions for Restructuring Education (cont.)

AREA	DIRECTIONS IN AN INDUSTRIAL SOCIETY	DIRECTIONS IN AN INFORMATION SOCIETY
Sources of Funds	Local taxes Public tax funds Schools as limited revenue producing institutions	Continued expansion of state funding and targeted funds Extended business support and user fees Education-related functions and services to produce revenue
Distribution of Funds	Equalization of funds among districts Undifferentiated salaries Single plan of employee benefits	Greater emphasis on incentive funding tied to district performance Base salaries with incentives Menu of employee benefits
<u>Community Outreach</u>	Business as consumer of educational products Formal hierarchies Time-limited programs	Business as participant and learning resource Open communications networks Flexible, continuing education services
School Community & Partnerships	Unitary systems School as only learning site	Learning community, multiple options School/home/business learning sites
School, Parent and Student Roles	School as education center School district: youth oriented School as isolated educational institution Parent as advisor Parent as passive consumer Student as passive consumer	School as community center for varied ages and services School district: life-long learning oriented School as community service institution Parent as participant Parent as active consumer/decision maker Student as integral part of school community and as peer instructor

Appendix B

WHAT EDUCATIONAL RESEARCH AND TRENDS DATA SAY ABOUT AMERICAN SCHOOLING IN TRANSITION TO THE 21ST CENTURY

Developed by  
Dr. Jerry Villars  
Educational Consultant

INDUSTRIAL AGE SCHOOLING EMPHASES

(A Need to Move From This)

1. ● Top-down organizational structure at state/school district levels
  
2. ● Conventional K-12 curriculum (ages 6-18)
- Proliferation of course titles
  
3. ● Community involvement in school activities
  
4. ● Fragmented learning time and curriculum
- Limited teacher planning
  
5. ● Teacher isolation/student overload

INFORMATION AGE SCHOOLING EMPHASES

(Toward This)

1. ● Decentralization of decision-making
- Participative management
- Reduction of federal-state level regulations
- Decision-making closest to where actions are carried out
- Clear accountability
  
2. ● Earlier student entry-earlier exit (e.g. students organized according to 3 age clusters 4-7, 8-12, 12-15)
- Simplified, core curriculum (less is more)
- Life long options
- Globalization (emphasis on world as community)
  
3. ● Community/school shared ownership and accountability for school's purposes and accomplishments
  
4. ● Flexible scheduling
- Increased emphasis on inter-disciplinary learning
- Inter-school staff planning improved curricula
  
5. ● Increased collegiality of staff
- House models (schools within school) as one possible organizational option

What Educational Research Says (Con't)

## (A Need to Move From This)

6. ● Tracking practices
- Minimal teacher/parent aspirations and expectations for culturally disadvantaged/at-risk students
7. ● Student promotion based upon time spent — despite questionnaire evidence of accomplishment
8. ● Low cognitive skills/memory level tasks
9. ● Student as passive consumer of knowledge in teaching/learning setting.
10. ● Impersonal character of student-teacher relations
- Emotional flatness of typical classroom settings
11. ● School based learning, textbook oriented
12. ● Flatness of teachers' salary incentives, professional growth options
13. ● Piecemeal, high maintenance focus on organizational improvement (reformation)

## (Toward This)

6. ● Personalized programs for every student
- High expectations for the educability of every child
7. ● Promotion based upon performance (know how, can do) given time, obtainable objectives and clearly understood standards
8. ● Higher order reasoning/problem solving abilities
9. ● Student as active participant in formulating and accomplishing relevant (real life) objectives
- Students' preparation for life-long learning; learning to learn
10. ● Increasing positive, supportive (timely) feedback to students regarding school performance
- High touch/concern for affective, emotional needs of child
- Elaborated advisory-advisee strategies
11. ● Increased out of school learning opportunities
- Increased applications of technology to schooling needs (e.g. computers, television, etc.)
12. ● Career ladders and differential staffing; pay based on roles and responsibilities
13. ● Systematic approach to structural change over extended period of time (transformation)

LEARNING: THE EMERGING PARADIGM\*

ASSUMPTIONS OF THE OLD  
PARADIGM OF EDUCATION

ASSUMPTIONS OF THE NEW  
PARADIGM OF LEARNING

Emphasis on content, acquiring a body of "right" information, once and for all.

Emphasis on learning how to learn, how to ask good questions, pay attention to the right things, be open to and evaluate new concepts, have access to information. What is now "known" may change. Importance of context.

Learning as a product, a destination.

Learning as a process, a journey.

Hierarchical and authoritarian structure. Rewards conformity, discourages dissent.

Egalitarian. Candor and dissent permitted. Students and teachers see each other as people, not roles. Encourages autonomy.

Relatively rigid structure, prescribed curriculum.

Relatively flexible structure. Belief that there are many ways to teach a given subject.

Lockstep progress, emphasis on the "appropriate" ages for activities, age segregation. Compartmentalized.

Flexibility and integration of age groupings. Individual not automatically limited to certain subject matter by age.

Priority on performance.

Priority on self-image as the generator of performance.

Emphasis on external world. Inner experience often considered inappropriate.

Inner experience seen as context for learning. Use of imagery, story-telling, dream journals, "centering" exercises and exploration of feelings encouraged.

Guessing and divergent thinking discouraged.

Guessing and divergent thinking encouraged as part of the creative process.

Emphasis on analytical, linear, left-brain thinking.

Strives for whole-brain education. Augments left-brain rationality with holistic, nonlinear and intuitive strategies. Confluence and fusion of the two processes emphasized.

ASSUMPTIONS OF THE OLD  
PARADIGM OF EDUCATION

Labeling (remedial, gifted, minimally brain dysfunctional, etc.) contributes to self-fulfilling prophecy.

Concern with norms.

Primary reliance on theoretical, abstract "book knowledge."

Classrooms designed for efficiency, convenience.

Bureaucratically determined, resistant to community input.

Education seen as a social necessity for a certain period of time, to inculcate minimum skills and train for a specific role.

Increasing reliance on technology (audiovisual equipment, computers, tapes, texts), dehumanization.

Teacher imparts knowledge, one-way street.

ASSUMPTIONS OF THE NEW  
PARADIGM OF LEARNING

Labeling used only in minor prescriptive role and not as fixed evaluation.

Concern with the individual's performance in terms of potential. Interest in testing outer limits, transcending perceived limitations.

Theoretical and abstract knowledge heavily complemented by experiment and experience.

Concern for the environment of learning: Lighting, colors, air, physical comfort, needs for privacy and interaction, quiet and exuberant activities.

Encourages community input, even community control.

Education seen as lifelong process.

Appropriate technology, human relationships between teachers and learners of primary importance.

Teacher is learner, too, learning from students.

\*See the Aquarian Conspiracy by Marilyn Ferguson; pgs. 289-291.

### The Seven Baldrige Criteria as a Framework

The Driver	One	<b>Leadership</b> Senior Executive Leadership Quality Values Management for Quality Public Responsibility
System	Two	<b>Information Analysis</b> Scope/Management of Data Analysis
	Three	<b>Planning</b> Strategic Planning Leadership Indicators (Benchmarks) Priorities
	Four	<b>Human Resources</b> Human Resources Management Employee Involvement Education and Training Recognition and Performance Employee Well-Being and Morale
	Five	<b>Quality Assurance</b> Design Process Control Continuous Improvement Assessment Documentation Business Process Control/Assessment Provider Control/Assessment
Measures of Progress	Six	<b>Results</b> Quality of Products and Services Comparison of Quality Results Business Process/Support Services Provider Quality
Goal	Seven	<b>Customer Satisfaction</b> Customer Requirements/Expectations Customer Relationship Management Service Standards Commitment Complaint Resolution Satisfaction Determination Satisfaction Results Satisfaction Comparison



## LEADERSHIP SKILLS FOR THE FUTURE

- Focusing upon the present and future simultaneously
- Bridging between and among many sectors of interest
- Mixed scanning, monitoring, interpreting
- Adapting to sustained change
- Appraising environments
- Utilizing intuition
- Decision making policy development
- Managing symbols
- Agenda development and control
- Incorporating advanced technologies
  - Machine
  - Human
  - Man/Machine

**FACULTY NOTES: MARLENE SELTZER**  
Designing an Integrated Workforce Delivery System

6.15.93

## KEY DECISION POINTS

Even if one were able to design a fully integrated workforce development system from conception to implementation, without needing to restructure and reorganize existing service delivery systems and mechanisms, it would be an extremely ambitious undertaking. The additional complications and complexities required to move the system from its current disjointed structure to a wholly integrated network of strategies and service delivery mechanisms makes this a daunting task, almost too overwhelming to know how and where to begin. The following are suggested topics and questions that state team members may want to use as a starting point for developing their own consensus building framework.

### Scope of Integration

How broadly should the system be designed? Will it include all education programs, from preschool to higher education? Will it include all public and private employment and training programs? Will it include employer-provided training programs? Will it include critical social services? Will it include economic development programs and consulting assistance to firms in developing high-performance work environments? Will it include income support for individuals engaged in training or employment activities?

### Structure and Process of Design and Implementation

What state and local organization(s) should take the lead in the design phase? What state and local organization(s) should take the lead in implementation? How will the state ensure that all the appropriate entities and interests are represented in all stages of design and implementation, without losing clarity of purpose and ability to make decisions quickly and effectively? How will the state ensure that the initiative stays on track? Does the state want to implement the system in phases? What elements are most critical to get into place immediately?

### Political Environment

How much of a priority is workforce development in your state? What are the "hot spots"? How do you make the integrated system issue appealing? How will the state build support from all of the critical constituencies? What steps can help to facilitate the development of an integrated system? How will the state balance the need for integration with the accompanying risk (whether actual or perceived) that important interests will be ignored or diluted? How will the system handle the multiple, overlapping and sometimes conflicting constituent demands? What steps and incentives are required to facilitate the merger of some long-established public agencies (and their corresponding external support networks)?

### Regulatory Environment

How will the state ensure that federal and state regulations promote rather than discourage integration? How much should be legislated vs. regulated by the Administration? How much local flexibility and control is appropriate? What elements and issues are so critical that the state will want to ensure they are incorporated by local systems? Will the state certify service organizations or their staff as meeting some set of credentials that are essential to the quality of services required to meet the needs of consumers?

### **Private Sector Involvement**

How can the state develop and sustain private sector commitment to the new system? Will special incentives be needed? What measures will promote ongoing private sector involvement in all aspects of the system, from designing program services to re-designing their own workplaces as high-performance workplaces?

### **Financing Issues**

How will the state finance the system so that service providers and program planners can be assured of a reasonably predictable level of funding from year to year? Will the state require employers to contribute to financing the system in addition to the state's current corporate taxation mechanisms? Will the state provide all services to all customers at no fee, or will the state develop a set of fee-supported services in addition to a core set of services?

### **Flexibility**

How will the state ensure that the system can adapt to changing state and local labor market conditions? How will the system support continuous revision of career counseling tools and education and training curricula, materials and equipment to keep pace with industry changes in work processes and technologies?

### **Portability and Mobility**

How will the state ensure that customers (both individuals and employers) can move within and between labor markets and access a similar level and type of service? How will the state ensure that credentials conferred upon individuals in one labor market or by one training program are transferrable to another?

### **Accountability**

How will the state know if the system is working? How will success be measured and evaluated? How will the state assess and evaluate the success of individual participants in the system? How will the state assess the success of labor market exchange functions and the quality of services to employers? How will the state ensure that providers are accountable to consumers and to each other? How will information about evaluation results be used to improve system design and service delivery?

### **Capacity Building**

How will the state ensure that system funds are directed toward developing long-term capacity rather than funding one-time program slots? How will the state ensure that service providers are investing resources in upgrading the skills of their own employees? How will the state ensure that successful program strategies, curricula and services are shared throughout the system so that resources are used effectively and service providers can draw upon a broad range of service strategies to serve their clients?

WORKFORCE DEVELOPMENT ISSUES CHECKLIST  
(from Marlana Seltzer presentation June 14, 1993)

I. STATE-LEVEL POLICY DEVELOPMENT

ISSUES:

- O Multiple agency and board results in lack of consensus, jurisdictional issues and lack of coordination;
- O System is confusing to consumers;
- O Performance standards are often inconsistent, making program integration and evaluation difficult;
- O Policy development is difficult;
- O Allocation of resources to cover gaps in program services is difficult; and,
- O Duplication of services is inevitable.

DEVELOPMENTS:

A number of states have taken steps to coordinate policy development and program coordination through the creation of a single state oversight board. Most of these efforts are still in the development stage.

II. STATE/LOCAL POLICY DEVELOPMENT

- O Multiple Legislative Committees:  
Education, Human Services, Economic Development, etc.
- O Multiple State Boards:  
SETC, Vocational Education, Higher Education, etc.
- O Multiple State Agencies:  
Welfare, Employment Services, Job Training, Education Department, etc.
- O Multiple Local Boards and Local Bodies:  
PICs, Local Educational Institutions, City Councils, Local School Boards, Community College Board of Directors, etc.

III. WHAT IS WRONG WITH THE CURRENT SYSTEM?

- O Services are often targeted to specific populations; don't reach all who need them;
- O Consumer lacks knowledge about the services available;
- O Customers are, in many cases, dissatisfied with the services received;
- O Current system lacks consumer choice;
- O Programs and strategies are not integrated or sequenced; and,
- O Employer involvement is weak.

IV. OPTIONS TO IMPROVE POLICY DEVELOPMENT AND COORDINATION

Creation of State Workforce Development Councils

- \* Set policy and funding priorities for all workforce development services; JTPA, Wagner-Peyser, Carl Perkins, JOBS, etc.
- \* Set performance standards
- \* Broad representation of key groups: industry, education, state agencies, etc.

Establish a System of Local Workforce Development Boards

- \* Set local policy and funding priorities
- \* Assess local needs
- \* Require broad representation

Coordinated Funding Strategies

- \* Seek federal waivers
- \* Develop integrated funding strategies

Establish Performance Standards, Outcome Measures, and Incentives

- \* Develop Standardized Performance Measures; wage gains, customer satisfaction, placement retention rates, etc.

Consolidate the Management of Workforce Development Programs

- \* Reorganize and consolidate state management of work-related education, training and employment programs

PROGRAM DESIGN OBJECTIVES

States Should:

- O Assist residents to assess occupational skills and job readiness, and receive appropriate referrals to appropriate services;
- O Develop life-long learning programs, combining public, employer and privately-funded training and education, leading to positions requiring progressively more advanced skills;
- O Improve consumers knowledge of and accessibility to the local workforce development system;
- O Develop system to identify gaps in program services;
- O Improve current system's response to market forces, make it more accountable to consumers;
- O Develop strong linkages with economic development initiatives; and,
- O Develop program strategies that are workplace-based.

PROGRAM DESIGN OPTIONS

One-Stop Shopping Initiatives: Establish System of Workforce Development Centers:

- \* Broker Labor Market Information
- \* Provide Career Development & Skill Assessment Services
- \* Referral to Complete Menu of Programs
- \* "Consumer Report" on Training Programs
- \* Resume Preparation & Placement Services

Labor Market Information Initiative

- \* User Friendly Consumer Accessed LMI System
- \* Industry and Occupation Information
- \* "Consumer Report" on Training Outcomes
- \* Skills Standards and Certification

Case Management Strategy: HMO Model

- \* Common Intake
- \* One Career Plan
- \* Integration of Support Services

Market Competition/Consumer Choice Strategies

- \* Vouchers
- \* Wider Choice of Training Options
- \* Training Investment Accounts

Life-Long Learning Strategies

- \* Link Customer's Education, Training and Placement Services to a Long-term Career Goal
- \* Develop Feeder Programs, Competency Requirements, Program Articulation Agreements

Increase Employer Involvement

- \* Work with Organizations, Employers, School System to develop more Workplace Based Training
- \* Adopt "Apprenticeship" Model
- \* Facilitate Discussions among Industry and Post-Secondary Institutions to meet Upgrading Needs
- \* Offer Training Tax Credit to Business
- \* Develop Leading Edge Training Techniques
- \* Grants programs

Target Training to Growing Industry Clusters

- \* Focus Training on Growth Occupations: System must be Flexible to Change
- \* Focus on Long-term Career Growth Occupations
- \* Tie Activities to Economic Development Programs

Develop Capacity to Provide Upgrading and Retraining Services

- \* Develop Programs to serve Currently Employed
- \* Agreements with Business are Necessary for Success

Develop a Strategy for School-to-Work Transition Programs

- \* Identify Work-Related Competencies
- \* Revise School-Based Curricula to develop Work-Based Skills
- \* Certify Mastery of Skills

Refocus Unemployment Insurance to a Re-Employment System

- \* Authorize and Encourage Re-training Activities
- \* Legislate Training Diversion for U.I. Recipients
- \* Explore Worksharing
- \* Explore Entrepreneurial Training



KEY DECISION POINTS

Some topics that you may want to use as a starting point as your team begins developing the framework for an integrated workforce delivery system:

- O Scope of Integration
- O Structure and Process of Design and Implementation
- O Political Environment
- O Regulatory Environment
- O Private Sector Involvement
- O Financing Issues
- O Flexibility
- O Portability and Mobility
- O Accountability
- O Capacity Building

**DESIGNING AN INTEGRATED WORKFORCE DEVELOPMENT SYSTEM**

**Investing in People: Workforce Policy Institute I**

**June 12 - 16, 1993**

**Marlene Seltzer  
Seltzer Associates, Inc.**

**THE CHALLENGE:**

*To integrate and coordinate the myriad of state, regional and local policy-making bodies, strategies and programs, to create a comprehensive workforce development system that supports the critical needs of the state's residents and businesses.*

**Specifically:**

- \* To train current/potential workers for high performance workplaces;
- \* To ensure that employers have access to a skilled and adaptable workforce;
- \* To provide an integrated system of life-long learning.

**THIS IS IMPORTANT BECAUSE:**

- \* **The workplaces of the future will require new, different and more substantial skill levels among their workers;**
- \* **Workers will change jobs/careers 5-7 times within their working life;**
- \* **Current demographic and economic trends require that the nation's education, training and employment institutions provide all workers with life-long learning support;**
- \* **Higher standards of living are dependent on creating high quality jobs and ensuring that there are skilled workers to fill them;**
- \* **Consumers, both employers and the workforce, have difficulty understanding and therefore, accessing the current workforce development system.**

# GUIDING PRINCIPLES FOR DESIGNING AN INTEGRATED WORKFORCE DEVELOPMENT SYSTEM

## Easily Accessible System:

- \* Comprehensive, easily accessible system
- \* Maximum flexibility, minimum bureaucracy

## Consumer Choice:

- \* Provides variety of service options and information
- \* Allows consumers to select programs/services to meet specific needs

## Public/Private Partnership:

- \* Workplace-based orientation
- \* Employers involved in all facets of workforce development system

## Program Integration:

- \* Integrate social/economic services
- \* Provide for progressive, sequential, life-long learning design and service strategies

**Flexible Program Design:**

- \* Proactive vs. Reactive
- \* Consumer-oriented programs
- \* Responsive to local labor market conditions

**Economic Development Linkage:**

- \* Job creation and job training must go hand-in-hand

**Workplace Modernization:**

- \* Incentives should be provided to firms interested in becoming high performance workplaces

**Effective Use of Resources:**

- \* Federal and state resources must be invested in building system capacity
- \* System should reflect state of the art technology

**System Performance:**

- \* Accountability is critical
- \* Allow for objective, outcome-based performance measures, performance incentives

## **THE WORKFORCE DEVELOPMENT SYSTEM: POLICY DEVELOPMENT**

### **Who Is Responsible for Policy Development?**

- o Federal Government**
- o State Government**
- o Regional Boards**
- o Local Government**

## FEDERAL POLICY DEVELOPMENT

Based on 3 Major Principles:

- o Programs/services must reflect state and local needs;
- o States have large amount of control and oversight authority for federally-funded programs;
- o Labor market interventions are most effective on a regional labor market basis;
- o Private sector involvement in policy setting and program development is critical.



## FEDERAL POLICY DEVELOPMENT

### What's Wrong with this Picture?

- o No single body is charged with responsibility for oversight;
- o Functional responsibilities are divided among 6 secretariats;
- o Several independent congressional committees have responsibility for overlapping workforce development issues.

### ISSUE:

- o This confusion results in poorly integrated federal laws and conflicting regulations;
- o Makes it difficult for state, regional and city policy makers to develop a comprehensive workforce development system.

## STATE-LEVEL POLICY DEVELOPMENT

### ISSUES:

- o Multiple agency and board involvement results in lack of consensus, jurisdictional issues and lack of coordination;
- o System is confusing to consumers;
- o Performance standards are often inconsistent, making program integration and evaluation difficult;
- o Policy development is difficult;
- o Allocation of resources to cover gaps in program services is difficult; and,
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### DEVELOPMENTS:

A number of states have taken steps to coordinate policy development and program coordination through the creation of a single state oversight board. Most of these efforts are still in the developmental stage.

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## OPTIONS TO IMPROVE POLICY DEVELOPMENT AND COORDINATION

### Creation of State Workforce Development Councils

- \* Set policy and funding priorities for all workforce development services: JTPA, Wagner-Peyser, Carl Perkins, JOBS, etc.
- \* Set performance standards
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- \* Set local policy and funding priorities
- \* Assess local needs
- \* Require broad representation

### Coordinated Funding Strategies

- \* Seek federal waivers
- \* Develop integrated funding strategies

### Establish Performance Standards, Outcome Measures, and Incentives

- \* Develop Standardized Performance Measures; wage gains, customer satisfaction, placement retention rates, etc.

### Consolidate the Management of Workforce Development Programs

- \* Reorganize and consolidate state management of work-related education, training and employment programs

## WORKFORCE DEVELOPMENT SYSTEM: PROGRAM DESIGN ISSUES

### What is Wrong with the Current System?

- o Services are often targeted to specific populations; don't reach all who need them;
- o Consumer lacks knowledge about the services available;
- o Customers are, in many cases, dissatisfied with the services received;
- o Current system lacks consumer choice;
- o Programs and strategies are not integrated or sequenced; and,
- o Employer involvement is weak.

## PROGRAM DESIGN ISSUES

### STATES SHOULD:

- o Assist residents to assess occupational skills and job readiness, and receive appropriate referrals to appropriate services;
- o Develop life-long learning programs, combining public, employer and privately-funded training and education, leading to positions requiring progressively more advanced skills;
- o Improve consumers knowledge of and accessibility to the local workforce development system;
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*Similar to Iowa  
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## KEY DECISION POINTS

Some topics that you may want to use as a starting point as your team begins developing the framework for an integrated workforce delivery system:

- o Scope of Integration
- o Structure and Process of Design and Implementation
- o Political Environment
- o Regulatory Environment
- o Private Sector Involvement
- o Financing Issues
- o Flexibility
- o Portability and Mobility
- o Accountability
- o Capacity Building

**DESIGNING AN INTEGRATED WORKFORCE DELIVERY SYSTEM**

Investing in People:  
Workforce Policy Institute I

June 12 - 16, 1993

Marlene Seltzer  
Seltzer Associates

## DESIGNING AN INTEGRATED WORKFORCE DELIVERY SYSTEM

### I. THE OBJECTIVE

In order to more effectively prepare current and potential workers for the high performance workplaces of the future and to ensure that each state's employers have access to a skilled workforce, both within the state and in each of its regions, current workforce development systems must be responsive to changes in economics, industry and demographics.

The workforce development system should consist of multiple levels of program intervention, program sequencing, integration of social services with job training, work-related education and employment services, and extensive coordination, not only between job training and educational organizations, but also with agencies involved in economic development activities.

The challenge is substantial: to integrate and coordinate the activities of the state, regional, and local policy-making bodies to create a comprehensive set of workforce development objectives and strategies that supports the critical needs of the state's residents and businesses.

This is important because:

1. State-of-the art technology and reorganization of work play important roles in high performance organizations but do not, in and of themselves, make for high performance. In high performance work organizations, workers are asked to use judgement, make decisions, solve problems, and implement solutions. Firms that are moving toward this type of work organization will require new, different and more substantial skill levels among their workers.

As more firms move toward workforce and production management structures that rely on a flexible, adaptable labor pool, the nation's education, training and employment institutions will be forced to address their ability to provide youth and adults with education, training, and re-training programs that integrate high-performance workplace skill requirements with academic curricula and prepare them to meet nationally accepted academic and skill standards.

2. Employers, workers, and "workers-to-be" (students and training participants) have difficulty negotiating the labor market system as it is currently designed. The efforts of federal and state governments to address labor market problems have resulted in huge numbers of programs, with duplication, overlap, and confusing, and sometimes even contradictory, missions. In addition, states have initiated programs designed to serve specific populations or

address specific labor market conditions. Programs cover a wide range of populations, they operate out of different state agencies, and, in many cases, are on different budget cycles, have conflicting eligibility criteria, and have performance measures that are incompatible. Consumers (both employers and the workforce) and legislators don't know how to access the "system" and, because there is little accountability, taxpayers lack confidence that public funds are being spent effectively.

3. Volatile labor markets, and the increasingly constrained ability of public programs to satisfy the needs of both individuals and employers, have contributed to declining standards of living, especially for the bottom two thirds of wage earners (income inequality increased in 48 states between 1980 and 1986). Increasing education and skill levels alone will not be enough. Vigorous state economies will depend not only on highly skilled and productive labor, but also on expanding the number of jobs that demand high skilled work. Higher standards of living are more dependent than ever on creating high quality jobs and ensuring that there are skilled workers to fill them.

## II. GUIDING PRINCIPLES FOR DESIGNING AN INTEGRATED SYSTEM

Clearly, the nation's current workforce development "system" is a patchwork quilt collection of programs and services, the result of a long history of efforts on the part of federal and state governments to address labor market problems on an individual, reactive basis, rather than in a systemic manner. There seems to be consensus among leading economic and employment policy analysts, educational experts and business leaders who have studied designs for a more systemic approach to service delivery that a core set of characteristics should form the framework of any integrated workforce development system. In order to ensure that a workforce development system can meet the long-term needs of its key customers, the design must incorporate the following critical features: program integration, flexible program design, simplified access to services, consumer choice, public/private partnership, economic development linkage, workplace modernization, effective use of resources and system performance measures. Each feature is briefly described below.

**Program Integration:** The system must provide for progressive, sequential and life-long learning program designs and service strategies that will lead to permanent stable employment with career growth; it must integrate all education, training and employment programs and services and provide access to related social service programs and services.

**Flexible Program Design:** The system must be proactive rather than reactive, providing services and strategies that are consumer oriented, and are based on and responsive to local labor market

conditions and technological developments.

**Simplified Access to Services:** The delivery system must be easily accessible and provide comprehensive services with maximum flexibility and minimum bureaucracy.

**Consumer Choice:** The system must provide enough service options and information about the quality of services to allow consumers to select the service streams and vendors that meet their specific needs.

**Public/Private Partnership:** The system should reflect an employment oriented public/private partnership that focuses on the development of a skilled workforce to allow the states and regions to attract new businesses and meet the needs of existing businesses. Employers should be involved in all facets of the workforce development system, working closely with public officials to ensure that the system is responsive to the needs of residents and businesses. Training program designs should be tied closely to the workplace. The program development and implementation process should involve employers in identifying critical competencies and reviewing curricula design. Policy and program development activities of educational institutions should be tied closely to workforce development initiatives.

**Economic Development Linkage:** The system should be highly integrated with local and state economic development activities. It should have the capacity and flexibility to respond to changing skills requirements in growth industries as they occur; job training and job creation must go hand-in-hand.

**Workplace Modernization:** In order to ensure that the investments made to supply a highly skilled workforce are matched with a corresponding demand for workers, the system must incorporate strategies and investments to assist firms to restructure work processes, reorganize their workplaces, and re-engineer their human resource policies and strategies.

**Effective Use of Resources:** Federal and state resources must be invested in building system capacity, promoting labor market mobility and long-term economic and employment security through increased academic and work-related skills, rather than job security through life-long employment at a single firm.

**System Performance:** The system design must incorporate outcome-based accountability measures that allow for objective evaluation of performance and redesign, if necessary.

The major challenge for states and local areas is to reach consensus on program goals and service priorities that integrate these objectives. There is always potential competition for resources. It is clear that policy makers and business leaders

need to establish a comprehensive workforce development policy framework and develop a consensus on priorities to focus the activities and resources of the workforce development system.

### III. WORKFORCE DEVELOPMENT SYSTEM: POLICY DEVELOPMENT

#### Overview and Analysis

The responsibility and authority for developing workforce development policy for programs that serve a state's residents and employers lies in four different arenas, each with a distinct structure, process, and focus. These four jurisdictions are: the federal government, state government, regional boards, and local government. In general, policy development activities are not coordinated among these bodies, leading to workforce development policies and programs that are overlapping and, in some cases, contradictory. It is important to understand the extent to which these various bodies affect policy development. The following is a brief description and analysis of each policy-making arena or body.

1. Federal Policy Development - The policy framework for the nation's workforce development system has been evolving over the past ten years and is based on three major principles: (1) programs and services must reflect state and local conditions and needs, therefore, state governments are vested with a large amount of control and oversight authority for federal employment, training and work-related education programs; (2) labor market interventions are most effective on a regional labor market basis, usually encompassing more than one city's boundary; and (3) private sector involvement in policy setting and program curriculum development is critical, therefore public/private councils (Private Industry Councils) have been established under federal statute to serve as the primary policy-making bodies for federally-funded workforce development initiatives. However, the scope of authority granted to these councils is extremely limited to JTPA and Wagner Peyser activities.

Overall, policy development and program coordination for workforce development at the federal level is, at best, haphazard. Functional responsibilities for workforce development programs are divided among the secretariats of the executive branch. No single body or organization is charged with responsibility for overseeing the development of a national workforce development system and, therefore, policy strategies and program initiatives of individual secretariats are often developed in isolation from one another. Because several independent congressional committees have responsibility for overlapping workforce development issues, federal laws affecting workforce development policy are poorly integrated. Jurisdiction for federal policy development crosses six secretariats, at least four Senate committees, and five House



committees.

Federal legislation and regulations often establish mandates that result in conflicting objectives, duplication of program services and administrative processes and unnecessary and burdensome paperwork. The overall result is a confusing collection of local programs that, in reality, have little relationship to one another in terms of program services and outcomes. In addition, the turf issues between federal bureaucracies make it difficult to achieve even a minimal level of informal coordination. For example, in the past three years, both the Department of Labor and the Department of Education have undertaken and funded independent demonstration grant initiatives to explore models for youth apprenticeship programs. Given the degree of confusion that has existed on a federal level, it has been extremely difficult for state, regional, and city policy makers to develop a comprehensive workforce development system.

2. State-level Policy Development - Workforce development jurisdictional issues are almost as complex and confusing at the state level as on the federal level. At the state level, multiple agencies are responsible for policy development and program delivery. For instance, in Massachusetts the Department of Employment and Training, the Department of Public Welfare, the Department of Education, and the Industrial Services Program share statutory and functional responsibility for developing a policy framework for most federal and state-funded workforce development services. Funding sources for these services include the federal Job Training Partnership Act (JTPA), the federal Wagner-Peyser Act, the federal JOBS act, the federal Dislocated Worker Adjustment Act, the federal Carl Perkins Act and the state's general fund. Almost every state's structure reflects some variation of this structure.

The policy-making role of these organizations is carried out on four levels: (1) through the development of annual and bi-annual statewide goals and performance outcome measures; (2) through the development of annual funding priorities and regional allocations; (3) through other state boards and councils, such as the state's Council on Vocational Education, the SETC that are charged with providing policy guidance on specific issues; and (4) through the goals, measures, priorities and allocations for some workforce development programs (specifically those funded through JTPA, Wagner Peyser and JOBS) which are transmitted through the SETC to the state's Private Industry Councils.

A number of states, for example, New Jersey, Oregon, Texas and Massachusetts, have taken steps to coordinate the wide array of workforce development activities by creating one state oversight board. Through the creation of these boards, states have made a more comprehensive and focused attempt than the federal government to coordinate policy development and program coordination. However, it is fair to observe that although these councils have

made progress over the past few years in strengthening the role of the Council and developing consensus on the state's overall workforce development policy framework, there are still multiple jurisdictional issues between state secretariats and departments that need to be addressed.

Operational responsibility may still be divided between multiple state agencies, and the coordination of policy and program development, is often very weak. In addition, performance standards across most programs are inconsistent and are based on different terms and assumptions, making it difficult for these Councils to manage, evaluate and coordinate a state's wide array of programs and activities. State policy development, program coordination and performance management systems need substantial improvement to support regional and local program integration.

3. **Regional Policy Development** - Regional policy development is generally scattered throughout a state. There are a number of regional and local bodies charged with responsibility to oversee and advise on workforce development programs. These bodies include Private Industry Councils (created under federal JTPA legislation in 1974) local educational institutions, city councils, local school boards, community college's board of directors, etc.

4. **City-level Policy Development** - Although regional delivery systems within each state have been established through federal statute, in practice, city governments are still considered by their residents to retain major responsibility for ensuring that their local economies are healthy and that residents are receiving the kinds of services they need to compete effectively in the regional labor market. In addition, although federal and state-funded workforce development initiatives are planned and coordinated on a regional level, the responsibility for planning and implementing economic development activities continues to fall within the purview of local governments and organizations. This presents municipalities with the challenge of working together to coordinate local economic development activities with federal, regional and state workforce development policy, planning and service delivery activities.

#### Options to Improve Policy Development and Coordination

**Creation of State Workforce Development Councils:** States should establish Workforce Development Councils and vest them with the authority to set policy and develop funding priorities for all workforce development services and programs. These boards or councils would be made up of representatives from industry, government, labor, and key constituent groups. Board responsibilities could include: streamlining management of programs and simplifying funding streams, eliminating vertical management structures, evaluating system performance, developing a long-term strategy for linking economic development priorities to workforce

development system design, and developing a capacity building plan for the system.

**Creation of Local Workforce Development Boards:** To ensure that programs and services are responsive to local concerns and local labor market conditions, states should establish a system of local public/private labor market boards or councils. The boards could be responsible for assessing local needs, developing local workforce development policy and funding priorities, coordinating all workforce development services, issuing bids for service and selecting service providers, evaluating the success of programs and services based on outcome measures and performance standards, and certifying the performance of local service providers. The boards could be made up of representatives from industry, government, labor, and key constituent groups.

**Coordinated Funding:** To facilitate the integration of services, reduce the exclusivity of specific program populations caused by income eligibility requirements, and reduce the amount of time service providers spend developing funding proposals and accounting for multiple funding sources, states could seek waivers and regulatory relief to allow them to coordinate and simplify federal and state funding streams.

**Establish Performance Standards, Outcome Measures, and Incentives:** To ensure that states, local labor market boards, and consumers can evaluate the success of the system and the performance of individual service providers and programs, states should work with local labor market boards to establish outcome-based performance measures, which might include wage gains, use of the system in proportion to the eligible population, penetration rate of job orders in proportion to the local employer population, success rate in filling job orders, customer satisfaction, certification rates of program participants, and placement retention rates.

**Consolidate the Management of Workforce Development Programs:** On a state level, consolidate the management of workforce development programs into a state department responsible for managing all work-related education and training programs. This would result in clearer management and program direction.

#### IV. WORKFORCE DEVELOPMENT SYSTEM : PROGRAM DESIGN ISSUES

##### What is Wrong with the Current System?

There are a number of program design strategies and issues that need to be addressed to ensure that a state's workforce development system meets the critical needs of its residents and employers. States need to: (1) develop a capacity to assist its residents to assess their occupational skills and job readiness and receive referrals to appropriate workforce development programs and

organizations; (2) develop life-long learning service strategies and systems to support residents in implementing a long-term career plan that combines public, employer and privately funded training and education with a series of jobs requiring increasing skill levels; (3) improve the knowledge base of employers and residents about local recruitment and workforce development resources and develop a program strategy for them to access those resources; (4) develop a system to identify gaps in program services based on state needs, use non targeted dollars to fill these gaps or redirect current dollar usage; (5) improve the current system's response to market forces and make the systems more accountable to the consumers; (6) develop strong linkages with economic development issues; and (7) develop program strategies that are work-place based.

The following are some program options:

**One-stop Shopping Initiative:** To ensure that consumers (both individuals and employers) can gain access to a wide array of workforce development services, states could develop a system of workforce development centers or outlets that would serve as brokers of all labor market services, including labor market information, career counseling, placement, training, financial aid, apprenticeships, skills assessment, business development services, recruitment, and screening. Workforce development centers could also provide consumers with a "consumer report" on the performance of training vendors. To foster program integration and ensure that consumers are provided with comprehensive services, states could provide access to other social and support services at the same location. States could also expand access to labor market information through the use of electronic kiosks and on-line databases.

**Case Management Strategy:** To ensure that consumers can be supported in a comprehensive and long-term service plan, states could develop an integrated case management system that would allow staff from all participating programs and agencies to review relevant information about service history and program objectives.

**Market Information:** In order for individuals to make informed choices about career options and service streams, or for employers to make cost effective decisions about training investments, states could provide up-to-date information (located in workforce development centers and through on-line access) about local, state, and national labor market conditions and trends, availability and success rates of training programs, technological developments, and skills standards and certification requirements for a broad range of occupations. States should set broad guidelines for marketing materials and develop a marketing strategy for both residents and employers. They should work with service organizations to develop a customer service evaluation and feedback capacity. This might include response cards, "Tell Us What You Think" forms,

questionnaires or telephone surveys that allow residents and employers to comment on the quality and appropriateness of the services provided throughout the state.

**Market Competition:** To allow consumers maximum flexibility to exercise free choice and to support a system that allows for free market competition and market-driven quality assurance of the services provided by both public and for-profit service providers, states should consider a wide range of options that run the gamut from vouchers to training investment accounts that consumers can use to purchase the services they need, when they need them.

**Life-Long Learning Strategy:** States should develop the capacity to support a life-long learning strategy that ties each customer's education, training and placement services to career employment objectives. This includes developing broad program competency requirements, feeder programs to meet these competencies if such a program does not currently exist, and establishing program articulation agreements. For instance, this may require that JTPA programs serve more as feeder programs into post-secondary educational programs than is the current practice. In addition, it is critical to tie training to the workplace; employers should be involved in actual training and career advancement planning.

**Increase Employer Involvement:** Given that there is no readily available funding source to meet the needs of every individual in need of training, the state needs to develop a strategy that draws on the capacity of post-secondary institutions and employers to provide staff development and scholarships to employees at all levels. There are several activities that states might undertake to facilitate this strategy.

- o Work with training organizations, organized labor, employers and the school system to use OJT training models to a much greater degree than is the current practice. On-the-Job Training is, by definition, workplace based. It provides a worker with access to work experience while earning a wage and provides an employer with the opportunity to teach company-specific work processes. This effort would require extensive involvement with the business community and would require that the state develop the capacity to provide training vendors with technical assistance and training in identifying potential sites and in developing agreements for effective OJT placements.
- o Facilitate discussions between industry advisory groups and post-secondary institutions about developing the capacity to meet training needs for current employees to upgrade their skills.
- o Enact state legislation that would offer a tax credit to all state employers who provide line staff and middle managers

with training that upgrades their job skills.

**Target Training to Growing Industry Clusters and Local Economic Development Activities:** Training resources should be targeted to those industries and occupations that will provide for long-term career growth and are growing sectors of the local economic base. Training offerings should be tied closely to economic development activities, and companies targeted in these activities should be brought to the table to discuss their training needs

**Develop the Capacity to Provide Upgrading and Retraining Services:** One of the major program gaps in the system is its lack of capacity to serve individuals who are currently employed but whose job is in the process of being eliminated, residents who are in need of skills upgrading to keep their jobs, or residents who are employed in low skill jobs.

**Develop a Comprehensive Strategy for Providing In-School and Out-of-School Youth with Competency in Work-Related Skills that Meet Employers' Needs:** Establish a comprehensive approach for developing school-to-work transition programs, including identifying critical work-related competencies, discussing options for revising school-based curricula to develop workplace skills, and developing a process for certifying mastery of such skills.

#### V. KEY DECISION POINTS

Even if one were able to design a fully integrated workforce development system from conception to implementation, without needing to restructure and reorganize existing service delivery systems and mechanisms, it would be an extremely ambitious undertaking. The additional complications and complexities required to move the system from its current disjointed structure to a wholly integrated network of strategies and service delivery mechanisms makes this a daunting task, almost too overwhelming to know how and where to begin. The following are suggested topics and questions that state team members may want to use as a starting point for developing their own consensus building framework.

##### **Scope of Integration**

How broadly should the system be designed? Will it include all education programs, from preschool to higher education? Will it include all public and private employment and training programs? Will it include employer-provided training programs? Will it include critical social services? Will it include economic development programs and consulting assistance to firms in developing high-performance work environments? Will it include income support for individuals engaged in training or employment activities?

### **Structure and Process of Design and Implementation**

What state and local organization(s) should take the lead in the design phase? What state and local organization(s) should take the lead in implementation? How will the state ensure that all the appropriate entities and interests are represented in all stages of design and implementation, without losing clarity of purpose and ability to make decisions quickly and effectively? How will the state ensure that the initiative stays on track? Does the state want to implement the system in phases? What elements are most critical to get into place immediately?

### **Political Environment**

How much of a priority is workforce development in your state? What are the "hot spots"? How do you make the integrated system issue appealing? How will the state build support from all of the critical constituencies? What steps can help to facilitate the development of an integrated system? How will the state balance the need for integration with the accompanying risk (whether actual or perceived) that important interests will be ignored or diluted? How will the system handle the multiple, overlapping and sometimes conflicting constituent demands? What steps and incentives are required to facilitate the merger of some long-established public agencies (and their corresponding external support networks)?

### **Regulatory Environment**

How will the state ensure that federal and state regulations promote rather than discourage integration? How much should be legislated vs. regulated by the Administration? How much local flexibility and control is appropriate? What elements and issues are so critical that the state will want to ensure they are incorporated by local systems? Will the state certify service organizations or their staff as meeting some set of credentials that are essential to the quality of services required to meet the needs of consumers?

### **Private Sector Involvement**

How can the state develop and sustain private sector commitment to the new system? Will special incentives be needed? What measures will promote ongoing private sector involvement in all aspects of the system, from designing program services to re-designing their own workplaces as high-performance workplaces?

### **Financing Issues**

How will the state finance the system so that service providers and program planners can be assured of a reasonably predictable level of funding from year to year? Will the state require employers to contribute to financing the system in addition to the state's current corporate taxation mechanisms? Will the state provide all services to all customers at no fee, or will the state develop a set of fee-supported services in addition to a core set of services?

**Flexibility**

How will the state ensure that the system can adapt to changing state and local labor market conditions? How will the system support continuous revision of career counseling tools and education and training curricula, materials and equipment to keep pace with industry changes in work processes and technologies?

**Portability and Mobility**

How will the state ensure that customers (both individuals and employers) can move within and between labor markets and access a similar level and type of service? How will the state ensure that credentials conferred upon individuals in one labor market or by one training program are transferrable to another?

**Accountability**

How will the state know if the system is working? How will success be measured and evaluated? How will the state assess and evaluate the success of individual participants in the system? How will the state assess the success of labor market exchange functions and the quality of services to employers? How will the state ensure that providers are accountable to consumers and to each other? How will information about evaluation results be used to improve system design and service delivery?

**Capacity Building**

How will the state ensure that system funds are directed toward developing long-term capacity rather than funding one-time program slots? How will the state ensure that service providers are investing resources in upgrading the skills of their own employees? How will the state ensure that successful program strategies, curricula and services are shared throughout the system so that resources are used effectively and service providers can draw upon a broad range of service strategies to serve their clients?



**FACULTY NOTES: BRIAN BOSWORTH**  
Building the Demand for a High Skill Workforce

SUMMARY OF PRESENTATION  
BRIAN BOSWORTH  
REGIONAL TECHNOLOGY STRATEGIES

OUR OBJECTIVE:

To determine how states can influence the behavior of private sector employers so that they begin to both demand and enable workers to acquire the skills and attitudes that will support high value goods and services and pay high wages.

WHY HIGHER VALUE GOODS AND SERVICES?:

- O because that's where the money is
- O you don't want your firms to compete at the low end
- O only by competing at the high end will firms be able to pay high wages which will increase the standard of living

Until firms demand high skill workers, the education system will not produce them; and,

Until firms enable them to learn, incumbent workers will not gain higher skills and new attitudes

Competitive advantage at the high end is established on the basis of quality and service

Higher quality and better service require higher skills and more commitment

WHY DON'T MOST EMPLOYERS INVEST IN ENABLING THEIR WORKERS TO LEARN?:

- O don't have time, resources, models, mechanisms, benchmarks, etc.

WHY DON'T MOST EMPLOYEES INVEST IN UPGRADING THEIR SKILLS?:

- O don't have time, resources, information, incentive, etc.

THERE IS GROWING EVIDENCE OF A CLOSE RELATIONSHIP AMONG:

- O the amount of value added,
- O the level of worker skills, and
- O the organization of work.

WHAT IS A "HIGH PERFORMANCE" OR FLEXIBLE WORK ORGANIZATION"?:

- O self-directed work teams
- O flat management structures
- O job rotation
- O employee participation in decision-making
- O quality assurance/total quality management systems

KEY PRINCIPLES

- O focus on learning; not training
- O target resources on high performance for high value
- O shape policies around needs of best practice employers
- O promote learning amount firms
- O comprehensive attention to all the dimensions of change; finance, technology, markets, best practices, organization of work, skill enhancement

POLICY OPTIONS

1. Allocate larger percentage of education and training funds through employers.
2. Limit that assistance to firms competing at the high end of their markets and reorganizing work toward high performance models.
3. Limit training assistance to consortia of firms.
4. Get larger firms involved in influencing the behavior of their smaller suppliers.
5. Allocate adult education funds to employers.
6. Subsidize creation of learning networks among firms.
7. Encourage education institutions to provide assistance on re-organization of work.
8. Provide incentives for incumbent worker learning.
9. Help best practice firms to aggressively promote new approaches to learning and the organization of work.
10. Recognize and reward high achievement.

## BUILDING THE DEMAND FOR A HIGH SKILL WORKFORCE

### The Objective

To determine how states can influence the behavior of private sector employers so that they begin to both demand and enable workers to acquire the skills and attitudes that will support high value goods and services and pay high wages.

This is important because:

1. The focus of economic development should be on creating wealth through helping firms to add value; not on creating jobs through recruiting firms to relocate. Most recruitment strategies are zero sum – the "winners" usually have been those states which have held down the standard of living and failed to invest in the infrastructure that will support high wage jobs. We want to influence the competitive behavior of firms; not just their decisions about location.
2. The only way for a region or state to support a growing standard of living is to increase the value that is added to goods and services produced in that region or state. If employers choose to compete at lower levels of value-added in national and international markets, they will compete largely on the dimension of cost. Because markets are international and technology is mobile, firms in regions or countries with lower production costs and wages will have an advantage in low value production systems that require only low skills. This could exert pressure to reduce production costs and drive down wages here in the U.S.
3. Until firms demand high skill workers, the education and training institutions have little incentive to produce high skill job entrants.
4. Unless the firms enable them to learn, incumbent workers will not develop the skills to support high value goods and services.
5. There is a growing coincidence of interest between the objectives of firms seeking to compete in high value markets and the objectives of the individual worker seeking a higher standard of living and improved quality of life.

The Problems and Opportunities (Facts or Givens)

1. While high value markets are price sensitive, the competitive advantage of firms aiming at the high end of the market is established on the basis of quality and services.

2. Producing higher value goods and services usually requires higher skills of managers and workers.

- requires more advanced and flexible technology that can be optimized only by agile workers with higher technical skills,

- demands more sensitivity and responsiveness to customer requirements,

- requires quality assurance systems which prize problem solving, teamwork, cross functional technical and occupational skills, sophisticated communication abilities and computer skills,

- puts a premium on continuous learning and process innovation,

- requires an intensity of individual commitment across all levels that can seldom be achieved without employee "empowerment" and emotional investment

2. Most employers do not invest significantly in upgrading the skills of their workers. They lack time, resources, training staff, best practice models, skill benchmarks, support from their customers, etc.

3. There is accumulating evidence that the way work is organized has a great deal to do with how rapidly and how well workers learn on the job and how they are motivated and enabled to learn -- on and off the job.

4. While there is some uncertainty about the numbers (and lack of precision in definitions), it appears that most employers do not organize work in a way that will promote learning.

5. Most employees do not invest significantly in upgrading their skills. They lack time, resources, information, incentive, awareness of options, etc.

6. Education and training providers not well organized to meet needs of smaller firms or incumbent workers and their funding systems do not encourage them to; they undervalue informal and embedded workplace learning; they are not good at designing intra- and inter-firm learning systems, etc.

7. There are no labor market institutions that attempt systematically to connect firms, workers and education/training providers. Fragmentation confuses everyone.

8. It is usually the firm trying to compete on the basis of cost at the low end of the market that is most "demanding" of public support for subsidized training, cheap credit, tax breaks, free services, etc.

### Guiding Principles for Formulating Policy

1. Our goal is to increase learning; not spend more money on training. This means we should look first and foremost to eliminate barriers to learning on the part of both firms and their workers. This will take us away from a narrow preoccupation with the "arrangement" of training suppliers and programs to a greater concern with the demand side issues of how to improve the learning systems available to firms and their workers.

2. We want to allocate our scarce public resources in such a way as to encourage companies to move more aggressively and more rapidly toward high performance systems for high value goods and services.

3. We should model our programs and policies around the needs of the best practice, high performance companies. They (not the common practice employers) should be the ones who drive the education, employment and training system and set performance benchmarks for it.

4. We should give companies more opportunities to learn from each other, to see best practice models and to appreciate the results of high performance systems.

### Policy Options

1. Assistance to firms for incumbent worker training could be limited/targeted to firms who are seeking to compete in high value markets (i.e., firms attempting to increase quality and productivity, as measured by value-added per employee).

2. Assistance to firms for incumbent worker training could be limited/targeted to firms who are making a serious effort to reorganize work as seems to be required for producing high value goods and services. Some attributes of this effort might be (1) self-directed work teams, (2) job rotation, (3) employee empowerment through participation in problem solving, (4) quality assurance and quality management systems.

3. Assistance to firms for incumbent worker training could be limited/targeted to firms who agree to work in consortia with other firms, learning together and pursuing joint solutions to common human resource problems.
4. Larger (customer) firms could be encouraged to work more aggressively to influence the work organization and training behavior of their smaller suppliers and vendors.
5. Funds for adult education could be made available directly to employers (rather than being allocated through local education agencies) for basic skill development.
6. States could subsidize the establishment of business networks (or continuous improvement user groups) where companies could learn from each other and pool their resources for developing flexible work organizations and training employees
7. Community colleges and four year institutions who work with firms could be encouraged to develop better programs and services to assist employers in the design and installation of flexible work organizations and to aggressively market these services to employers.
8. Community colleges and other education institutions could be funded in a way which would not penalize the schools for offering individually designed, non-degree programs to adults on the job as well as those seeking to advance their skills through part-time, off the job education and training.
9. States can assemble a consortium of best practice firms to develop and disseminate new approaches to skill development and the design and installation of flexible work organizations.
10. States can establish award programs (with cash or tax credit incentives) to recognize and reward companies who are reorganizing work around high performance models and helping employees acquire the skills and behaviors to be successful.

### Political Strategies for Implementation

1. There needs to be a clear and consistent message about the importance to the state of assisting high performance firms, making and selling high value goods and services, requiring high skilled workers and paying high wages that will support a high standard of living. However, if firms and workers do not see an emerging infrastructure of policies and programs that will help them become "high performance and high skilled," they will resist it.

2. Most important is to build a constituency among the best practice, high performance, high value adding firms in the state. These are the firms who should be supplying the "volunteers" for the organizations like the PICs and the Job Training Coordinating Council and the VocEd and community college advisory committees.
3. These companies could be asked to take more responsibility for allocating scarce training resources.
4. Unions and trade associations could be carefully included in the design phases of new initiatives.



**Examples of State Vision Statements: Iowa and West Virginia**

### IOWA'S VISION STATEMENT

Iowa's workforce development system will make Iowa's economy globally competitive, and will enable its people to be committed, enthusiastic, and productive workers. Through the workforce development system, every Iowa school will be a workplace and every Iowa workplace will be a school.

In the development of the narrative and rationale for the vision system the following ideas may be incorporated:

Iowa's workforce development system

- . will address the needs of both workers and employers, encouraging the development of high performance workplaces and highly skilled workers.
- . is dynamic, affordable, available to all, customer-driven, and easy to use.
- . is supported by learning communities and organizations dedicated to continuous learning.
- . will create learning opportunities for everyone throughout their lives to gain the skills and knowledge enabling them to participate to their full potential in the workplace. The system will build in continuous improvement focused on meeting the needs of its customers.
- . will make every Iowa school a workplace and every Iowa workplace a school.
- . is characterized by personal and systemic commitment, enthusiasm, and quality. It is an environment of continuous learning where schools are workplaces and workplaces are schools. It is seamless, consistent, and available to all.

**WEST VIRGINIA AT WORK**  
**A Job Training and Job Development Strategy for the Future**

**Vision**

To develop and implement an evolving job training and job development strategy that helps West Virginians become economically self-sufficient and competitive in the changing global economy through a continual, lifelong learning process.

**Goals**

That job training and job development strategies be closely linked to economic development strategies in part by focusing both strategies towards encouraging employers and employees to undertake continual learning systems that promote higher value/higher performance approaches.

That the State empower a single entity to:

- develop a comprehensive job training and development plan that can and will modify itself in response to changing global and local conditions,
- monitor the performance of all job training and job development programs,
- facilitate the improved coordination and delivery of such programs on a state and local level, and
- research other innovative and effective approaches to job training and of development globally.

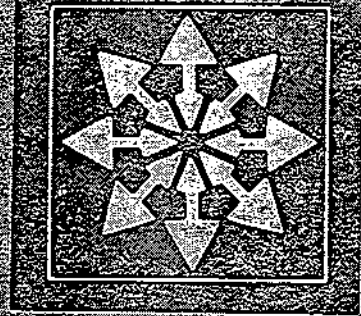
That job training and development initiatives be focused towards sectors that present realistic opportunities for long term employment for everyone at optimal wage levels and working conditions and are cognizant of special cultural attributes of certain communities;

That persons be able to choose from a wide range of job training services targeted primarily to those sectors of the economy in which jobs are available or likely to become available.

That persons and businesses seeking job training and development services be motivated and enabled to learn about the range of services available at a client-friendly location on a local level and to utilize those services on a lifelong basis.

That job training programs maximize workplace learning for businesses as well as employees.

**SUBARCTIC SURVIVAL SITUATION**



# Subarctic Survival Situation

*Strengthening Organizations*

*through*

*Individual Effectiveness*

*Participant Booklet*



human  
synergistics  
RESEARCH CONSULTING

# THE SITUATION

It is approximately 2:30 p.m., October 5 and you have just crash-landed in a float plane on the east shore of Laura Lake in the subarctic region of the northern Quebec-Newfoundland border. The pilot was killed in the crash, but the rest of you are uninjured. Each of you is wet up to the waist and perspiring heavily. Shortly after the crash, the plane drifted into deep water and sank with the pilot's body pinned inside.

The pilot was unable to contact anyone before the crash. However, ground sightings indicated that you are 30 miles south of your intended course and approximately 22 air miles east of Schefferville, your original destination and the nearest known habitation. (The mining camp on Hollinger Lake was abandoned years ago when a fire destroyed the buildings.) Schefferville (pop. 5,000) is an iron ore mining town approximately 300 air miles north of the St. Lawrence, 450 miles east of the James Bay/Hudson Bay area, 800 miles south of the Arctic Circle, and 300 miles west of the Atlantic Coast. It is reachable only by air or rail, all roads ending a few miles from town. Your party was expected to return from northwestern Labrador to Schefferville no later than October 19 and filed a Flight Notification Form to that effect with the Department of Transportation via Schefferville radio.

The immediate area is covered with small evergreen trees (1½ to 4 inches in diameter). Scattered in the area are a number of hills with rocky and barren tops. Tundra (arctic swamps) make up the valleys between the hills and consist only of small scrubs. Approximately 25 percent of the region is covered by long, narrow lakes which run northwest to southeast. Innumerable streams and rivers flow into and connect the lakes.

You are all dressed in insulated underwear, socks, heavy wool shirts, pants, knit gloves, sheepskin jackets, knitted wool caps, and heavy leather hunting boots. Collectively, your personal possessions include: \$153 in bills and 2 half dollars, 4 quarters, 2 dimes, 1 nickel and 3 new pennies; 1 pocket knife (2 blades and an awl which resembles an ice pick); one stub lead pencil; and an air map (shown on opposite page).

# THE CHALLENGE

Before the plane drifted away and sank, you were able to salvage the 15 items listed on page 3. Your task is to rank these items according to their importance to your survival, starting with "1" as the most important, to "15" as the least important.

You may assume --

1. the number of survivors is the same as the number on your team;
2. you are the actual people in the situation;
3. the team has agreed to stick together;
4. all items are dry and in good condition.

**Step 1:** Each member of the team is to individually rank each item. Do not discuss the situation or survival items until each member has finished the individual ranking.

**Step 2:** After everyone has finished the individual ranking, rank order the 15 items as a team. Once discussion begins, do not change your individual ranking.

Your team will have until \_\_\_\_\_ o'clock to complete this step.

### SECTION 3. **Policy Institute I: Snowbird, Utah**

#### **Purpose**

Participants were required to construct a vision of where they wanted to take their work. At the first policy institute the five participating states created their vision of, and goals for, workforce and economic development in their states and developed a work plan for the months following the institute. Faculty presentations were designed to deliver a rationale for thinking more creatively about workforce and economic development. The institute focused on three substantive issues that were selected because of their relevance to "big picture" workforce development issues:

- (1) school-to-work;
- (2) economic competitiveness; and,
- (3) workforce training.

The institute also emphasized three process issues related to strategic planning in a team context:

- (1) managing change;
- (2) strategic planning as a process; and,
- (3) team building and conflict resolution.

An integral goal of this first institute was to incite the IIP states to be innovative in their thinking about workforce and economic development. It was also designed to instill a sense of common purpose amongst team members.

#### **Structure**

The institute was built around four distinct types of sessions: plenary sessions and meetings which brought all of the teams together; concurrent sessions which were typically attended by one or two state teams at a time; team sessions in which individual teams met to discuss issues and plan; and, functional team sessions in which team members from each state met with members from other states who held similar positions. Informal time, such as meals, was also structured to allow team members to become better acquainted with each other and to become acquainted with members of other state teams.

#### **Program**

There were three plenary sessions. The first was a faculty presentation providing an overview of the strategic planning process. The rationale behind presenting this information first was to provide states with a framework for looking at their work strategically—and for tackling all of their institute work in new and innovative ways. The material was presented by Barbara Dyer of the National Academy of Public Administration in Washington, D.C. Two other group sessions were structured to further develop a sense of camaraderie and team unity amongst team members. By asking states to report out to the entire group at various points, the institute instilled a sense of friendly competition and facilitated a sharing of ideas and strategies.

There were three sets of concurrent sessions over the course of the second and third days. These sessions focused on the substantive issues outlined above. Brian Bosworth of Regional Technology Strategies, Inc. in Cambridge, Massachusetts facilitated a session on creating demand for highly skilled workers through workplace reorganization. Marlene Seltzer of Seltzer Associates in Boston, Massachusetts facilitated a session on workforce training. Finally, Gloria Frazier of Web Associates in Naples, Florida, with the assistance of Hilary Pennington from JFF, facilitated a session on the school-to-work transition. Each set of concurrent sessions lasted two hours and allowed for a great deal of interaction between faculty and participants.

Team work sessions designed to allow state teams to explore and establish various positions on the issues, and to examine how the new knowledge and information could be practically applied to their unique state situations. These work sessions were facilitated by JFF and NCSL trail guides.

On the third day of the institute, all of the state teams were divided into functional groups: all state legislators, all economic development directors, etc. These groups met and discussed common needs, issues, plans and strategies. The idea of this session was not merely to exchange ideas, but to build a sense of camaraderie and mutual support among professionals dealing with very similar issues.

### **Outcomes**

First, each team developed a clear vision statement of where they intended their state to go in terms of workforce and economic development. This mission statement served as the primary guidance tool for state activities over the course of the project. Development of these mission statements resulted in some revisions to the goals and objectives which had been outlined in the original proposals. Second, most teams divided into sub-groups whose task was to focus on a particular issue highlighted at the institute, and to act as the lead group on that issue when they returned home. For example, one state team formed sub-committees on one stop shops, school-to-work and micro enterprise development. Third, teams devised a work plan for the period following the first institute and preceding the second. Finally, team members spent a great deal of time getting to know each other. A critical but somewhat intangible outcome of this first institute was the building of respect and trust between team members.

### **Successes and Shortcomings**

As an introduction to the key issues associated with building workforce development systems, this first institute went well. State teams were introduced to new theory and new ways of looking at their work. Initial steps were taken towards treating the issues of school-to-work, economic development and competitiveness and workforce training as an integrated set of policy challenges. The institute presentations would have been even more successful if they had linked together the various strategies discussed in each faculty presentation. The importance and role of a human resource investment councils, incorporating concepts of employer involvement in education and training programs, and specific strategies for integrating workforce programs were all discussed in the faculty presentations. However, the geographic distances separating the faculty and the timing of finalizing the institute agenda hampered the ability of faculty to spend considerable time trying to link their presentations. The result was an absences from the presentations of specific tools that could be used to facilitate program integration.. For example, while all of the states were intrigued with the outline of high performance work organization (HPWO) and its benefits to economic competitiveness and high skilled employment, no tools were offered as examples of methods for assessing a state's economic health based on HPWO principles.

Several states were concerned that there was not enough state team time in this first institute. In particular, little time was set aside for one-on-one time between faculty and individual state teams. While another objective of the IIP institute was to foster inter-state learning, teams were very interested in the tools (legislation, plans, etc.) that leading edge states had to offer and less interested in discussing their own problems with other states. So, while trust was built up within state teams it was not built up to the same degree across state lines.

### **Enclosed**

Agenda: Workforce Policy Institute I

Faculty Notes: Barbara Dyer, Brian Bosworth, Marlene Seltzer, Gloria Frazier

Mission Statement Examples: Iowa and West Virginia

Subarctic Survival Situation

### **Attached to the Curriculum**

Investing in People Resource Notebook



# Human Synergistics Materials

## Individual Development Tools

### Life Styles Inventory:

#### Self-Description (LSI 1)

Self-assessment promotes change and improvement by increasing personal understanding of one's own thinking and behavior.

### Life Styles Inventory:

#### Description by Others (LSI 2)

Enables organization members to harness the power of confidential, constructive feedback and use it to enhance performance.

### LSI STYLUS™ 1

Computer-generated customized report that provides detailed information on strengths and development opportunities and common-sense recommendations for improving performance.

### LSI STYLUS™ 2

A confidential, computer-generated report containing specific, constructive feedback on the implications of individual behavior.

### LSI Conflict

Assists individuals in identifying and understanding how thinking styles and coping behaviors affect how they deal with conflict situations.

### Stress Processing Report (SPR)

Personalized, confidential self-assessment focuses on the long-established relationship between an individual's thinking styles and health and performance effectiveness.

### Management Effectiveness Profile System (MEPS)

Assesses the specific skills required of a manager from both the individual's point of view and that of at least five trusted associates.

### Supervisory Skills Inventory (SSI)

Identifies the skill levels of those who oversee day-to-day supervisory functions from both the individual's point of view and that of five trusted associates.

## Team Development Tools

### Survival Simulations

A series of interactive team exercises presenting a survival challenge involving a plane crash in a remote area. Each exercise builds group consensus decision-making skills and provides a risk-free environment for individuals to practice behaviors that facilitate group processes.

- ▶ Desert Survival I
- ▶ Desert Survival II
- ▶ Subarctic Survival
- ▶ Cascades Survival
- ▶ Jungle Survival

### Business Simulations

Using realistic business problems as backdrops, this series of interactive team exercises develops consensus decision-making skills while teaching effective business practices.

- ▶ Meeting Effectiveness
- ▶ Project Planning
- ▶ Turnaround
- ▶ Par Excellence
- ▶ Solving Problems and Planning for Change

### Group Styles Inventory (GSI)

Used with a Human Synergistics simulation or actual organizational problem, this assessment enables group members to measure how effectively or ineffectively they worked together, and identify specific behaviors for the group to change or build upon.

## Organizational Development Tools

### Organizational Culture Inventory (OCI)

Provides a valid and reliable measurement of how members of an organization perceive its culture, and helps them to define and create their "ideal" or optimum culture.

### Program Design Series

By assembling powerful combinations of Human Synergistics development tools, this series of five designs provides the information necessary to integrate these materials into comprehensive organizational development programs.



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