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# Workforce and Economic Development in California

## **A PRIMER FOR WORKFORCE INVESTMENT BOARDS**

**California Workforce  
Association  
May 2008**



[www.InnovateCalifornia.net](http://www.InnovateCalifornia.net)



## Forward

### ABOUT THE CALIFORNIA WORKFORCE ASSOCIATION

The California Workforce Association (CWA) is pleased to have the opportunity to present this Primer for Workforce Investment Board members, and others who want a more comprehensive understanding of workforce and economic development programs in California. CWA, a not for profit statewide membership organization, promotes good public policy that contributes to a higher skilled workforce. CWA is funded through its membership dues, fee for service consultations, statewide conferences, training, and foundation grants.

CWA represents the local system's interests in policy and administrative decision making, in the State Legislature, and at the Federal level with the U.S. Department of Labor, (USDOL) and Congress. CWA also provides capacity building and helps local WIBs with strategic planning to address key workforce issues in their area. CWA also plays a role in new initiatives and in building strategic partnerships to advance workforce development in the State, as is illustrated with its work with the California Space Authority in the WIRED initiative, and as a founding membership in California's EDGE Campaign. [www.californiaedgecampaign.org](http://www.californiaedgecampaign.org)

CWA works with state agencies and the California Workforce Investment Board (CWIB) to ensure that policy decisions are being made with a full understanding of their effect at the local level. CWA and representatives from local WIBs often serve on statewide committees, task forces and workgroups of the California Workforce Investment Board. These workgroups help ground statewide policy in local realities, and often include community-based organizations, One-Stop representatives, WIB Directors and local private sector WIB Chairs.

As one of the Sustainability Projects of the Corridor's Workforce Innovation in Regional Economic Development (WIRED) initiative, the California Workforce Association's goal is to help Workforce Investment Boards (WIBs) become catalysts, brokers, conveners and purveyors of workforce intelligence in response to the new requirements of California's increasingly innovative and technologically focused economy. The project's design is based on the "learning community" and "communities of practice" research models, which have demonstrated that people in the workforce learn better and are more disposed to change when working collaboratively with their peers on issues of mutual interest. This Primer is designed to help local WIBs with their roles as conveners and brokers, so that they are informed about the resources and assets in their communities.

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## INTRODUCTION

This Primer is designed to aid local Workforce Investment Board (WIB) members to provide community leadership around workforce development issues. In the Workforce Investment Act (WIA), which authorizes the establishment of WIBs, Boards are provided a wide range of roles in carrying out their responsibilities. There is a mix of both policy and program responsibilities. Program responsibilities are tied to the oversight and management of the WIA funding stream. WIA also envisions a much larger policy role that extends both to the public and private arenas.

California Workforce Investment Boards have taken on key roles in their regions, including serving as a catalyst for innovation and new initiatives. WIBs are *convening* stakeholders and organizations on workforce issues of critical importance, *brokering* relationships between businesses and job seekers, businesses and educational and job training agencies, and among community resources. They are becoming experts in *Workforce Intelligence*, staying current with economic and business data, understanding new skills and new career ladders that take advantage of new opportunities. They are serving as a *Community Voice*, showing and educating the community about what future work skills are needed and what future jobs will involve. In all of these roles, California WIBs are working towards building a competitive workforce advantage in their communities and regions.

The context and motivation for this primer has an important economic backdrop. With innovation as one of the main drivers of our economy, it is incumbent upon us to ensure that we have workers who have the skills to innovate, change, and avail themselves of ongoing training opportunities. No one institution alone is tasked with this responsibility. Indeed, the job of providing education, training, skills upgrades and support for California's workers is spread over a vast array of agencies, organizations and institutions, both public and private. Many California WIBs have become a significant catalyst for community conversations and dialogue among these players, adding value in aligning resources and policy to better respond to changing workforce needs, and to the skills crisis that exists in almost every community.

For WIBs to engage with key players in their region, it is necessary to understand the broad assortment of federal and state funding streams that make their way to the local level, and how they are currently deployed. Particularly in their role as broker and convener, it is critical that all the right people and agencies are being invited to the table, so that all of the region's assets can be leveraged.

This Primer covers an overview of California's education, workforce and economic development systems. In addition to descriptions of these systems and their institutions, the Primer also provides examples of collaborations among these systems in regions, and between programs and institutions. Last, it includes a set of lessons learned in multi-program and regional collaboration.



## Workforce Development

### OVERVIEW

For purposes of this Primer, we will make a distinction between education in its broadest sense, and workforce development programs, some of which reside in educational institutions. Both community colleges and high schools provide education that leads to enrollment in further education, and also provide vocationally focused programs, whose purpose is to move students into the labor market. These are now often referred to as Career Technical Education (CTE). This Primer does not describe education programs whose purpose is to transfer to another school or institution, nor does it cover the State's colleges and universities, which also serve as an enormous workforce preparation system.

California's education and workforce development system is comprised locally by over 1000 K-12 school districts, 72 community college districts, 58 counties, and 49 Workforce Investment Boards, as well as thousands of other organizations and agencies that collectively provide a variety of supports and services to job seekers and businesses.

Although there is no definitive statement of which agencies and organizations comprises the "workforce system", for adults it is composed of the One Stop Career Centers and their governing Workforce Investment Boards, the public adult education and training institutions, private schools, community colleges, adult schools, labor unions operating apprenticeship and pre-apprenticeship training, and programs run through the county school superintendents such as the Regional Occupational Programs.

It also encompasses programs for special populations, such as CALWorks, California's welfare employment program; reintegration of offender programs attached to the correctional system delivered through a variety of organizations; programs serving individuals with disabilities such as the State Department of Vocational Rehabilitation; nonprofit community based organizations with targeted constituencies, as well as a few for-profit organizations involved in serving a similar customer base. And last but not least, it includes workforce programs with an economic development focus such as the Employment Training Panel (ETP), closely linked to employers.

The youth system has two basic components: federal and state funded career technical education (CTE) and special programs, funded by WIA and federal vocational education (Carl Perkins, and other federally funded programs) often for targeted groups of young people.<sup>1</sup>

Sources of funding for education and workforce programs is a mix of Federal and State. Workforce Investment Boards are primarily federally funded,

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<sup>1</sup> *Understanding California's Workforce System*, California Budget Project, April 2004



whereas most other institutions in the State have a mix of state and federal funding. All funds, regardless of source, must be included in the Governor's budget each January, and appropriated by the California State Legislature for inclusion in the California State Budget, which goes into effect each July 1st.

This Primer is written primarily for Workforce Investment Board members, and as a result, focuses on programs that are most relevant to their work. For example, although we touch on federal funding for education and economic development programs, we only describe in more detail, the funding from the Department of Labor.

## FEDERAL AGENCIES

The key federal agencies involved in workforce development are the Department of Labor, the Department of Health and Human Services, and the Department of Education. Each of these agencies receives funding appropriated from Congress, and receives policy direction through federal laws and regulations promulgated by federal agencies. Often, federal agencies will drive certain initiatives and direction as a result of the President's policy agenda in addition to what is required in federal law. In turn, federal agencies provide policy and procedural direction to states in the form of regulations, policy directives, performance requirements, data requirements, and opportunities for new funding which drives the shape of new initiatives.

### *Department of Labor*

The US Department of Labor (DOL) administers and oversees Workforce Investment Act (WIA) funding and other related workforce funding such as Wagner-Peyser funding (described below), and funding for special programs such as Migrant Seasonal Farm Worker and Veterans programs. DOL keeps a percentage of funding based on requirements in federal law for administration and oversight, evaluation and research, technical assistance and special projects. The Secretary of Labor also has discretionary funds to be used to give to states in the form of national emergency grants, such as natural disasters, huge downturns in economies, or large worker dislocation in regions. DOL also has discretionary funding for new initiatives, such as the WIRED grants in 2006 and 2007.

The majority of WIA funding is given to states based on formula in the federal law. The formula are largely based on unemployment and poverty rates. Each state is given money based on their proportionate share of unemployment and poverty compared to other states, within the given appropriation for Congress in a given year.

Since 2002, the overall appropriations for WIA and other DOL-funded workforce programs have declined substantially. The chart on the next page, developed by The Workforce Alliance, a national non-profit workforce advocacy group, shows the President's proposed budget and the Congressional



appropriation. California's share of the national budget has declined at a much steeper rate than the national reductions, largely due to the shrinking of the proportionate share of California's unemployment and poverty compared to other states. California's 2008/2009 funding allotment shows the first increase in the last seven years, due to a downturn in California's economy.

QuickTime™ and a  
decompressor  
are needed to see this picture.

## STATE AGENCIES

Created in 2002, the California Labor and Workforce Development Agency is the designated agency that has primary responsibility for workforce programs. The Agency realigned state responsibilities and altered state structures to better align workforce programs with the business community, and move them away from a social services paradigm. The Agency houses, among others, the California Workforce Investment Board (CWIB), the Employment Development Department (EDD), the Employment Training Panel (ETP) and the Economic Strategy Panel. The Labor Secretary serves in the Governor's Cabinet.

Housed within the California Health and Human Services Agency, the Temporary Assistance to Needy Families (TANF) welfare program, is administered by the Department of Social Services, while Title V of the Older Americans Act is administered by the Department of Aging.

The California Department of Education is responsible for the K-12 system, while the Chancellor's Office of California Community Colleges oversees the community college systems. We have not included the various public and private universities and four year colleges here, as mentioned in the Introduction.

More detailed information about each of the departments and organizations that comprise the workforce system is provided below.



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### ***The California Workforce Investment Board***

The California Workforce Investment Board (CWIB), created under the Workforce Investment Act (WIA), serves as an advisory Board to the Governor, and recommends policies and assists him in carrying out his responsibilities under the Workforce Investment Act. Board members are appointed by the Governor and serve at his discretion. It is chaired by a member of the private sector.

California Workforce Investment Board (CWIB) has an Executive Director and a staff of approximately 25. The CWIB was recently tasked with developing a strategic plan for workforce for the State of California.

*The California Workforce Investment Board, in collaboration with state and local partners, including the Chancellor of the California Community Colleges, the State Department of Education, other appropriate state agencies, and local workforce investment boards, shall develop a strategic workforce plan to serve as a framework for the development of public policy, fiscal investment, and operation of all state labor exchange, workforce education, and training programs. The strategic workforce plan shall also serve as the framework for the single state plan required by the Workforce Investment Act of 1998. The plan shall be updated at least every five years.*

The CWIB has roles and responsibilities largely outlined in federal law, and mirror those required for local WIBs. Some of the key responsibilities include setting policy for local WIBs, certifying local WIBs, and approving local plans.

### ***Employment Development Department***

The Employment Development Department is tasked with multiple operational responsibilities, including the collection of employer payroll taxes, administration of Unemployment Insurance and Disability Insurance, WIA, and the Employment Service. EDD is also the largest partner of the local One-Stop Career Center system through their Employment Service staff.

In its role as administrator of the WIA program in California, EDD distributes funding, audits and monitors local programs, and provides designated staff to help local areas better design and deliver required services. EDD also provides state staff to provide Employment Services at the local level. The majority of these staff work through the One-Stop Career Center system; however some EDD Job Service staff are in independent offices. EDD also has a network of labor market consultants available to help both workforce and economic development partners understand labor market trends.

### ***Department of Social Services***

TANF is administered at the state level by the California Department of Social Services (DSS), and funds are distributed to each county's welfare department. DSS has a role in policy and rule making, administration of funds



and management information systems, and overall oversight of TANF and other programs, such as child care (shared with the Department of Education), foster care, Food Stamps and other safety net programs. There is substantial state law that governs TANF, and its work-related programs called CalWORKS. By state law, there is virtually no discretion given to the Department in setting aside funding at the state level in California. In contrast, New York sets aside a certain amount of state funding from TANF to fund a Summer Youth programs.

### ***Chancellor's Office of California's Community Colleges***

The Chancellor's Office of the California Community Colleges is governed by a Board of Governors, appointed by the Governor. The Chancellor administers funding for 109 community colleges, special grants, and a portion of the federal Carl Perkins funding. Like WIA, the community college system is locally-driven, and the Chancellor's Office has little line authority over the local colleges.

Two years ago, the Chancellor's Office initiated a system-wide strategic plan. Although many colleges have strategic plans, this was the first time that the system as a whole was examined. The plan has five major areas: college awareness and access, student success and readiness, partnerships for economic and workforce development, system effectiveness, and resource development. The California Labor Secretary and other workforce representatives played a strong role in the development of this plan.

### ***California Department of Education***

In California, the Superintendent of Public Instruction is an elected official, who administers the California Department of Education (CDE), with no line authority to the Governor. The Governor has a Secretary of Education, a Cabinet position with no programmatic or accountability responsibilities.

CDE administers all K-12 school programs (1000 plus school districts), after school programs, adult education, and a portion of both the State's child care funding and the federal Carl Perkins vocational education funding. CDE also administers 73 Regional Occupational Programs and Centers, where 70 percent of the attendees are youth, and 30 percent are adults.

### ***Employment Training Panel***

The Employment Training Panel (ETP) assists employers in strengthening their competitive edge by providing funds to offset the costs of job skills training necessary to maintain high-performance workplaces. ETP is governed by a seven-member Panel, appointed by the Governor and the Assembly Speaker and Senate Pro Tem. The ETP program is performance-based, providing funds for trainees who successfully complete training and are retained in well-paying jobs for a specific period of time.

ETP is funded by the Employment Training Tax paid by California employers, and targets firms threatened by out-of-state and international competition. Employers match training funds awarded by ETP for training existing workers,



making these projects public-private partnerships. ETP also funds training for unemployed workers. ETP prioritizes small businesses and employers in high unemployment areas of the State. The program serves as a key economic development tool, encouraging many companies to locate or expand in California with the assistance of ETP's job training funds.

There is little coordination between ETP and other workforce programs. Although a handful of WIBs and community colleges have applied for and received ETP funding, the rigorous performance measures and level of paperwork are substantial barriers to better integration. ETP is a performance-based program, which means that if a trainee is not retained on the job for 90 days after hire, the last payment will not be made. This is a major issue for many WIBs housed in local government, as they have no source of funding to "replace" the ETP funds if they are not reimbursed by ETP.

### ***Special Statewide Initiatives***

In addition to ongoing statewide programs, there are often statewide initiatives to address specific issues needing more attention. A relatively new initiative is the Governor's program on Career and Technical Education (CTE). There has been increasing awareness that the disappearance of vocation education in the high schools, due to a focus on college preparation, high stakes testing, and budget cuts, has seriously eroded career and technical education. Governor Schwarzenegger, himself a product of vocational education in Europe and community college classes in Los Angeles, has begun to invest new money in CTE.

CTE initially was funded with \$20 million and given to the community colleges system for developing programs, linkages to the high schools, and grants for local school districts. Funding has increased over the last couple of years making it now a \$50 million program. Funds are allocated to the colleges primarily through competitive proposals. The broad themes for the career technical education initiative are to increase the choices for students, to establish and sustain partnerships with business and industry, to make sure there is up-to-date curriculum in our career and technical education programs, and to ensure that there is ongoing quality faculty, counselors, and staff to support these programs.

The competitive grants to local communities fund Career Technical Institutes, as well as so called five-year programs operated cooperatively by the California Department of Education and Career Advancement Academies. These programs begin in the ninth grade, and are intended to bring students needing remedial education into an intensive program to prepare them to move into college level courses or a career. Career Advancement Academies are designed to involve many local partners, including WIBs, high schools and community-based organizations. Other CTE funding is being allocated directly to each college, so that they will have some opportunity to advance their own Career Technical Education program.



## LOCAL DELIVERY SYSTEM

### *Local Workforce Investment Areas*

The local workforce areas roughly correspond to labor market areas, but also operate from historical precedent. The designated grant recipient and administrator for the funding is decided by a local partnership between the chief local elected official (CLEO) and the Workforce Investment Board (WIB) which the CLEO appoints. These in turn select One Stop Career Center operators and training providers to serve the local community.

The majority of workforce investment areas are single counties, but the rest are composed of large cities (e.g. Los Angeles, San Francisco, Oakland), multiple counties that form a consortium under a joint powers agreement such as in northern California, or consortia of multiple cities, such as Verdugo, South Bay, and SELACO. A few are parts or balances of counties, such as Los Angeles and Alameda counties, shared by other local WIAs.

### *Roles of the Workforce Investment Board*

Every Workforce Investment Board (WIB) has its own charter, organization, and unique context. What they all share, however, is a set of central roles. Each WIB provides oversight for the Workforce Investment Act program, acts as a catalyst to provide seamless services among various workforce programs, and provides community leadership around workforce issues.

As community leader, there are five ways that WIBs can carry out their role. The list is intended to be descriptive, rather than prescriptive - each WIB in California will find that it incorporates most of these roles in varying degrees in all aspects of their work.

- \* CONVENER – Bringing together business, labor, education, and economic development to focus on community workforce issues
- \* WORKFORCE ANALYST – Developing, disseminating and understanding current labor market and economic information and trends
- \* BROKER – Bring together systems to solve common problems, or broker new relationships with businesses and workers
- \* COMMUNITY VOICE – Advocating for the importance of workforce policy, providing perspective about the need for skilled workers
- \* CAPACITY BUILDER - Enhancing the region's ability to meet the workforce needs of local employers

### **The WIB as Convener**

WIBs are an important nexus of communication, facilitating dialogue about workforce issues among employers, policymakers, labor, education, economic development and the public.

Regional economies have complex sets of workforce issues that span across business, community organizations, government, organized labor and residents. Workforce issues are about skilled workers, but they are also about

the changing workplace, access to jobs for all populations, transportation and housing, and support for workers such as health care and childcare.

As intermediary organizations with participation from business, labor, non-profits, government, and educational institutions, WIBs can ensure that all of the right people are in the room for critical discussions about the region's economy and workforce needs.

WIBs bring together business leaders to respond to local workforce needs with an understanding and focus only possible at the regional level. Convening businesses within key industry sectors to better understand the needs of the industry provides valuable information for organizations providing education and job readiness services. WIBs also convene around specific issues of critical importance to the community, such as low wage workers, the aging workforce, or school drop out rates.

### **The WIB as Workforce Analyst**

Developing, disseminating and understanding current labor market and economic information and trends.

WIBs play a key role in collecting and analyzing labor market data for their region. This entails not only finding and using statistical data to paint a picture of the local economy, but turning that data into useful information for educators, policy makers and the business community. Often, statistical information is several years old, so the WIB also takes a proactive role in using its convening role to bring together employers through focus groups and other mechanisms to understand the current and future skill requirements and hiring needs of key industries. Understanding and disseminating information about trends in employment can be valuable to One-Stop Career Centers, community colleges, and schools.

Mapping the gaps between the needs of the economy and the current delivery system is also a key function of the WIB. Many WIBs initiate asset mapping in their communities, to provide information about the services that are available. They also scan their region to learn about the potential mismatches between the skills required and the current workforce, or the education and training needed by residents and the actual offerings.

Information about jobs and career pathways, described in accessible ways for students and job seekers is also a critical function of the WIB. Often, employers can't see the career pathways within their industry, and the WIB works with tools to map occupations and skill requirements in ways that can be used by both people who want to enter a field, and incumbent workers who want to progress in their careers.

### **The WIB as Broker**

Bring together systems to solve common problems, or broker new relationships with businesses and workers.



WIBs play an important role in bringing people and groups together, providing them with access to the information that they need to make informed decisions, and brokering agreements between employers, government agencies, and various programs. A WIB functioning as an intermediary provides a mechanism to connect organizations, institutions, businesses and people to each other and to the services and information they need.

WIBs have served an important role in bringing together the business community in a particular industry sector and educational agencies to help “translate” from one system to the other, and to help develop services that meet the needs of business. In other places, WIBs have brokered training programs and services between employers and training providers.

### **The WIB as Community Voice**

Advocating for the importance of workforce policy, providing perspective about the need for skilled workers.

An important function underlying these roles is that of communication. WIBs serve as a community voice in a number of ways. By using the information gathered as a result of convening employers, WIBs can help regions articulate their needs to policymakers at all levels of government. WIBs can use information gathered as part of their workforce intelligence activities to communicate key skill shortages, skill gaps, the need for labor and/or job opportunities.

WIBs also serve as the voice of the community, by articulating the needs of individuals looking for training and jobs. Returning Veterans, people being released from the correctional system, individuals with disabilities may have special needs or more intensive services.

With its diverse membership, the WIB is uniquely positioned to tell the whole story – not from the point of view of business, government, labor or community group – but from the whole. This voice can provide powerful messages to the Legislature, the Administration and other policy leaders.

### **The WIB as Capacity Builder**

Enhancing the region's ability to meet the workforce needs of local employers. As a capacity builder, the WIB has a responsibility to scan the performance and effectiveness of One-Stop Career Centers, training programs and other community resources, and ensure that services are high quality. The WIB can provide critical guidance to agencies in the form of technical assistance, well articulated goals and performance measures, and insistence on excellence.

Using their role as convener, the WIB can bring together service providers and educators to inform them of current and future workforce needs, to learn about best practices on the ground, and facilitate dialogue about the most effective way to serve businesses and job seekers.



### One Stop Career Centers

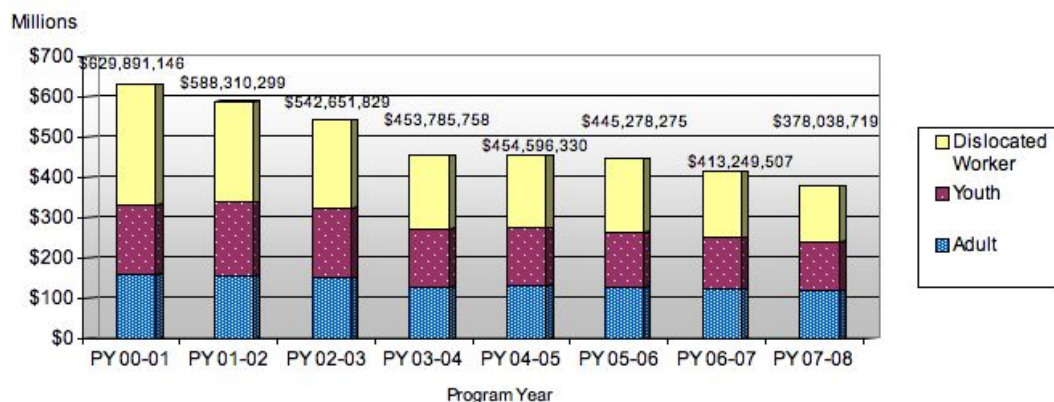
The workforce system has a physical presence through the One Stop Career Centers. The Centers provide employment assistance to the general public, and support for individuals who need further education or training to be employed. Each workforce area has at least one full service One Stop Center in its area. Many have multiple sites and/or satellite sites that offer a limited range of services.

One Stop Centers are managed under the direction of the WIB by either single agencies selected for this task, or through a consortium of local agencies that assume responsibility for their management. Inside the Centers, a number of mandated partner agencies, such as the Employment Development Department, Vocational Rehabilitation, and WIA funded staff, offer a range of services to job seekers, and those looking for education, training, or good labor market information. Some One Stops serve youth and adults, while others focus primarily on adults.

The One Stops offer a limited range of self service features, while complementing these with more labor intensive interventions to assist people in finding work, training opportunities, career information, and employment counseling.

### Funding

California's workforce development system receives roughly \$4 billion annually in federal, state, and local funding. State and local funds account for approximately two-thirds of the total; federal monies for approximately one-third.<sup>2</sup> Funding for a number of State-funded workforce programs has been reduced since the State's fiscal crisis in 2003, and federal funding also has declined, with California's Workforce Investment Act (WIA) reduced by over 40 percent in the last five years.



Fifteen percent of the funding that comes to California through the Workforce Investment Act is set aside for use at the Governor's discretion. The remaining 85 percent is allocated to local WIBs via formula. Some of the 15 percent

<sup>2</sup> *Understanding California's Workforce System*, California Budget Project, April 2004



funding is used, as allowed by federal law, for state administration. Funding supports staff at EDD, the CWIB and the Labor Agency. In addition, funding is given to the California Department of Education, the Chancellor's Office of the Community Colleges, and the California Department of Corrections. Other 15 percent uses include incentive payments for performance, and funding for special projects and initiatives distributed through competitive processes.

In the current fiscal year (2008-2009), the Governor has dedicated almost 3 million for gang prevention, and plans to use an additional 11 million next year for this purpose. Out of a total of approximately \$67 million in Governor's Discretionary 15 percent funds last year, about \$10 million was set aside for three statewide priorities: 1) High-wage, high-growth jobs; 2) Advancing workers with barriers to employment; and 3) Focusing on industries and sectors experiencing statewide shortages of workers. Funding has largely been given to collaborative projects that demonstrate partnership across programs and institutions, although not always.

Starting in 2004, approximately \$2 million of 15 percent and Dislocated Worker 25 percent funding was set aside to participate in the Bay Area Workforce Funding Collaborative. This effort was co-funded by the State and a collaborative of funders in the San Francisco Bay Area. It was designed to strengthen and expand an industry sector focus on workforce development efforts in the Bay Area. New collaboratives have been established in Los Angeles, San Diego, and the Central Valley. They are being funded by foundations and state resources.

The two major federal funding sources supporting adult education are the Workforce Investment Act Title II, which funds general adult education and the Carl D. Perkins Vocational and Technical Education Act, which funds vocational and technical programs. Other federal funding comes from the Temporary Assistance for Needy Families block grant (TANF), the Workforce Investment Act (Title I), and programs for specialized populations. Funding for the community college and adult school programs comes primarily from state and local, rather than federal, sources.<sup>3</sup>

### ***Employment Development Department***

The Employment Development Department provides local staff within the One Stop Career Centers to provide employment services, including job match. Currently, pilot sites are being established that would integrate the services provided by WIA funded employees and the job service staff. These pilots are due to begin on July 1, 2008.

### ***Community Colleges***

There are two key workforce programs run by local community colleges: "mainstream" vocational education programs integrated into college offerings, and programs run through the Economic Development and Workforce Program

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<sup>3</sup> *Understanding California's Workforce System*, California Budget Project, April 2004



(EDWP) office, centered in 10 regions around the state. These offices provide contract education to employers, and curriculum that is tailored for specific purposes. The colleges also run portions of the Small Business Development Centers around the state.

The annual budget for the community colleges is approximately \$7 billion. Unlike many other states, the tuition in community colleges is very low: \$480.00 for a full-time student per year. At the moment, any Californian who wants to go to community college can do so, as each college's Board can also waive tuition. Books, support services and other expenses are the critical barriers for students, rather than the amount of tuition.

In 1996, the Legislature added "economic growth and global competitiveness" to the mission of the community colleges. The college's Workforce and Economic Development Program (WED) is the primary asset that the colleges use to fulfill this mission. The program has a \$50 million budget annually, and service is targeted to specific regional needs for high growth, high wage jobs, preparing students for careers, and contract education. That workforce development program is overseen by an advisory board of 34 members drawn from throughout the state, the public sector, private sector, higher education, and K-12 education.

WED is organized largely around strategic initiative centers. There are 10 types listed below and they are replicated around the state for a total of 110 sites.

- Advanced Transportation Technologies & Energy
- Applied Biological Technologies
- Applied Competitive Technologies
- Environment, Health, Safety and Homeland Security
- Health Care
- International Trade Development
- Multimedia & Entertainment
- Small Business Development
- Workplace Development
- Emerging Technologies

The centers are intended to link business, education, and government to develop a support system to keep business and education on the leading edge. It is also meant to divvy up the work in developing specialized expertise and curriculums among the various colleges.

### ***Adult Education Programs***

Community colleges and adult schools provide the majority of adult education and training in California. Approximately 40 percent of the funding for adult workforce programs flows directly to these institutions. A large percentage of the funds other programs devote to education and training ends up at the community colleges and adult schools as well. These institutions offer adults two principal programs: vocational and technical education, and adult basic education, which includes Adult Basic Education (ABE), English-as-a-Second



Language (ESL), and General Equivalency Diploma (GED).<sup>4</sup>

There has been a fairly distinct historical division of labor between the community college and K-12 systems. Except in a few communities, ESL and basic education are concentrated in the adult schools; vocational and technical education is concentrated in the community colleges. Moreover, ESL and ABE course offerings in community colleges are more frequently linked to the goal of continuing education and are offered as non-credit courses.

In adult schools, the focus tends to be more broadly on education for daily life, including vocational success. Indeed, the California Master Plan for Education tasks adult education providers, other than community colleges, to target only those adults who lack a high school diploma or its equivalent.

State law allows unified or high school districts to establish separate adult schools. The state budget supports these adult schools based on average daily attendance. Courses under the following program areas can be funded by state apportionment:

- \* Adult Literacy/High School Diploma
- \* English as a Second Language/Citizenship
- \* Adults with Disabilities
- \* Career Technical Education/Apprenticeships
- \* Parenting, Family, and Consumer Awareness
- \* Older Adults

Supplementing state funding for Adult Schools is Title II of the Workforce Investment Act, providing federal funding to supplement adult education programs in both public and private non-profit institutions. These funds supplement Adult Basic Education (ABE), English as a Second Language (ESL), and Adult Secondary Education (ASE) programs. The goal of this program is to enable adults to become more employable, productive, and responsible citizens through literacy.

### ***California Regional Occupational Centers and Programs***

Separate from the Adult Schools are the California Regional Occupational Centers and Programs (ROCPs), which are organized into four regions. ROCPs provide high school students 16 years of age and older, and a small proportion of adult students, with valuable career and technical education so students can (1) enter the workforce with skills and competencies to be successful; (2) pursue advanced training in postsecondary educational institutions; or (3) upgrade existing skills and knowledge.

ROCPs fall under one of three distinct organizational structures: (1) school districts participating in a county office of education operated ROCP; (2) school districts participating under a joint powers agreement; or (3) a single school

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<sup>4</sup> *Understanding California's Workforce System*, California Budget Project, April 2004

district. ROCPs in California collaborate with public agencies and associations to create and implement important instructional classes and programs.

Examples of these programs include: Certified Nurse Assistant/Home Health Care Aide and Automotive Youth Education Systems Programs. ROCPs work in partnership with local business and industry to design and provide programs for industry-based, transferable and portable certification programs based upon job market demand. Many ROCPs work in partnership with a variety of California labor organizations to provide apprenticeship related and supplemental instruction to the more than 25,000 apprentices in California's trade careers.



## Economic Development

### LOCAL DELIVERY SYSTEM

#### *Local Economic Development Corporations*

Aside from having their own economic development offices and departments, many of California's cities and counties are represented by regional economic development Corporations (EDC). Each EDC has a unique relationship with its members. In total, there are now over 1,000 local economic developers in California working to maintain their local economies. This is a great asset, but also an issue if they are not all working within an overall strategy.

### STATE AGENCIES & STATE INITIATIVES

Immediately after coming into office, Governor Schwarzenegger's Business Transportation and Housing Secretary initiated a series of 17 Economic Vitality Conversations, attended by many Cabinet members and regional leaders, to discuss strategy and policy recommendations to facilitate state and regional economic growth opportunities. From these conversations came hundreds of ideas that have been grouped into five key categories [chart below]. These are being used as the building blocks of California's economic comparative advantage in global competition.



#### *California Economic Development Partnership*

Building on the Regional Vitality Conversations, on November 29, 2005, Governor Schwarzenegger established the California Economic Development Partnership, an interagency Cabinet team, to coordinate all of the State government economic development activities. The Partnership brings together State Administration

resources in collaboration with regional and local economic development organizations and other public and private expert resources to retain, expand and attract jobs in California. The Partnership includes the Business, Transportation & Housing Agency, the California Department of Food & Agriculture, and the California Labor & Workforce Development Agency.

#### *California Commission on Jobs*

There are also a number of other boards and commissions dealing with economic development and jobs. Governor Schwarzenegger created the California Commission on Jobs, whose primary function is to work with businesses that are thinking about relocating in California, or leaving California.



### ***Commission for Economic Development***

Recently, the Lieutenant Governor has revived the Commission for Economic Development (CED), an organization established by state law but without members for many years. The Commission's published function is to "provide strong bipartisan support and guidance to the Governor and Legislature on bringing about the best overall economic development measures for the State." CED will focus initially on advancing the Governor's Career Technical Education and workforce development initiative, and on a strategy to enhance green industry in California.

### ***California Economic Strategy Panel***

The bipartisan California Economic Strategy Panel was established in 1993 to develop an overall economic vision and strategy to guide public policy. The Panel engages in an objective and collaborative biennial planning process that examines economic regions, industry clusters, and cross-regional economic issues. Under the auspices of the Panel, and funded by the CWIB, the Regional Economies Project examines California's regional economies and has issued a number of reports over the last several years.

During 2006, the Project produced two industry cluster studies, *California's Golden Opportunity: Building a World-Class Infrastructure through Innovation and Collaboration* and *California's Food Chain at Work: Agriculture Production, Processing, Distribution & Support*. It also produced a statewide report and nine regional economic base reports, as well as an updated *Clusters of Opportunity User Guide* along with related training workshops where regional teams of local practitioners were taught the project methodology.

The Project has now started providing training workshops for local professionals and policy makers representing the California Community Colleges, local Workforce Investment Boards, economic development organizations, the Labor Market Information Division of EDD (local labor market consultants), government and other organizations.

There *is* a clear acknowledgement that California cannot develop one economic strategy, but must focus on regional economic strategies. The current map defining these 9 regions was delineated over 10 years ago by the Economic Strategy Panel. There has been recent conversation about redrawing the map, and perhaps increasing the number of regions.



## Regional Collaboration

### ***Regional Economic Development***

Economic Development programs are funded and run by local government. Cities and counties have established Economic Development Corporations, and there is a large network of local government and non-profit organizations all dealing with aspects of economic development. Because of Proposition 13, the landmark ballot initiative that restructured property taxes in California enacted in the late 1970s, economic development is extremely competitive from one geo-political boundary to another. Property taxes are sent to the State by local governments, and then reallocated by the Legislature driven by formula established in State law. The only local funding that stays local is sales tax; the never-ending quest for car dealers, big box retail and shopping centers often pits city against city, and becomes an obstacle in regional planning and strategy.

In spite of the consequences of Proposition 13, many economic development organizations have begun to take regional approaches. For example, in the Silicon Valley, economic development professionals from the region's cities and counties have collaborated to create the Silicon Valley Economic Development Alliance (SVEDA). The group works to: 1) Identify impediments to local economic growth that can be resolved at the city and county level; 2) Fast-track the needs of business, through local government policy and streamlined permitting processes, or linking business to other local and regional resources; and 3) Make reliable information about Silicon Valley's business climate easily available to executives making location and expansion decisions. Unfortunately, there has not been a significant effort to work with local workforce and education partners, although there is some conversation now taking place. This is not atypical and something that needs to be worked on within all other regional economic development groups.

### ***WIB Regional Collaboration***

At the local level, WIA is administered by 49 WIBs in California. As mentioned above, they are administered by county and city governments, non-profits, and joint power authorities<sup>5</sup>. There are seven WIBs in the County of Los Angeles alone, including LA County, LA City and five cities or consortia of cities. In Northern California, there are two Workforce Areas that comprise 15 counties. Within county and city government, WIBs are placed in a variety of organizational structures. Some WIBs are housed in welfare agencies, other in economic development departments, and still others as their own agency. Often WIB directors have other duties besides WIA, and administer TANF, Head Start, Enterprise Zone, economic development, and other programs. There is one county in California, Stanislaus (in the Central Valley), that has

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<sup>5</sup> In the mid-1970s, the California Legislature amended the Government Code to add the ability for two or more public agencies to join together, under a joint powers authority (JPA), to provide more effective or efficient government services or to solve a service delivery problem.



merged the WIB with their Economic Development Corporation, and completely integrated staffing and programs.

There is a long history of WIBs working together in regional collaboratives, some mostly on paper to get grants, and some real partnerships that provide increased levels of service and more integrated approaches. In the counties east of San Francisco for example, East Bay Works is a partnership of four WIBs that have common marketing, common standards and protocols in their One-Stops, common business services, and a common brand. All of the WIBs in Los Angeles have the same brand: WorkSource California, and share marketing and business services strategies. The three WIBs in Orange County collaborate on many sector approaches as well as aligning the work and strategies of their Youth Councils.

### ***WIRED Initiatives in California***

California has received two federal WIRED grants from the U.S. Department of Labor, which are specifically targeted towards regional collaboration. They involve large numbers of partners across workforce and economic development, and education. The first WIRED grant defined a multi-regional area dubbed the California Innovation Corridor. The grant is administered by the California Space Authority, and has created many useful projects and products.

California's other WIRED project, in Northern California, is focused on rural economic development, workforce delivery systems, and the creation of a network of angel investors. It is more aligned to regional work, but does not include education partners in a meaningful way.

The U.S. Department of Labor has used WIRED as its vision of the next generation of workforce initiatives, and it will be up to the current generation of WIBs to field test it, and to adapt it for their own region. There are challenges but also large potential benefits.

Some of the barriers in moving forward, noted above, are that counties in a shared economic region have historically been rivals rather than partners. Indeed, within and between counties, economic development organizations are more often in competition than in collaboration. For any area to build a region wide vision and strategy, it must create a governance structure that builds on the priorities of the region's assets. The WIRED funds act as a catalyst for each organization to bring their resources to the partnership. In this way, it is hoped that everyone has both a stake in the outcome and an opportunity to advance their interests.

At its heart, WIRED is about partnership building and regional strategic planning, making informed choices about where to use current assets and where additional investments should be made. It is, in essence, what a talent development system should be: an employer driven regional partnership that



builds on existing assets, while investing in strategic training programs that creates the talent pool critical to the region's growth and success.

### **California Partnership for the San Joaquin Valley**

An ambitious regional collaboration is the California Partnership for the San Joaquin Valley (8 rural counties in the central part of the state). In June 2005, Governor Schwarzenegger established the Partnership, which includes eight state government, eight local government and eight private sector members. The main purpose of the partnership is to improve the economic conditions of the Valley. Funding has been provided to do a series of projects addressing workforce, education, transportation and water issues. Key state cabinet secretaries have contributed significant amounts of personal time and staff support to make the initiative successful.

As a signature initiative of the San Joaquin Valley Partnership, the WIBs and community colleges, employers and trade associations have established the Central California Workforce Collaborative (CCWC). Since this model is being looked at as a model for other regions of the state, this section includes quite a bit of information about the CCWC. They have identified seven outcomes for the Collaborative as follows:

- o Create a demand-driven workforce investment system that supports target clusters: Agribusiness, including Food Processing, Agricultural Technology, and Biotechnology; Manufacturing; (3) Supply Chain Management and Logistics; (4) Health and Medical Care; and (5) Renewable Energy
- o Develop a web-based inventory of vocational training and "gap analysis". Implement region-wide business intelligence tools.
- o Establish a "just in time" training voucher fund.
- o Develop a regional Work Ready Certificate using the WorkKeys program.
- o Pilot with manufacturers (who will be identified by the San Joaquin Valley Manufacturers Association) to determine the feasibility of establishing Certified Assessment Centers in the region.
- o Align vocational and career technical education with target industries.

As seen from these examples, there is locally generated regional collaboration, in large part encouraged by state incentives, such as grants. There is, however, very little systemic strategy to align structures. Most of the grant making done by the State is competitive, pitting counties, WIBs and/or colleges against each other for scarce resources. As noted above, the Regional Economies Project attempts to both develop useful economic and workforce data at the regional level, and to convene relevant partners to learn how to use the data collaboratively. The CCWC, however, is the first real attempt by the State to dramatically drive regional collaboration and alignment. More efforts of this nature are needed.



## Systems Collaboration

In addition to regional strategies, there are numerous collaborations among key players that are helping to transform how economic and workforce development system work together locally. These collaborations better leverage existing resources, and allow for a more efficient response to critical skill shortages from local institutions and training providers.

### ***WIBs and Community Colleges***

For the first time since the inception of the California Workforce Investment Board (CWIB), through their Special Committee on Lifelong Learning, CWIB members and staff worked hand in hand with the Chancellor's Office of Community Colleges to draft a series of principles to consider when forming local partnership for the delivery of essential programs and services. Funded by the colleges, this new initiative is called the Career Advancement Academies. They also developed policy that allowed colleges applying for funds to use WIA Title I funding as match, in order to encourage integrated approaches.

Under the auspices of the Career Ladders Project, (part of the community college system) the Gateway Project provides bridges to community college and high wage careers for disadvantaged and/or disconnected youth and adults. Gateway pilots are underway in six California counties, involving partnerships between community colleges, workforce boards, employers, social service agencies and community organizations.

There are dozens of partnerships between local WIBs and community colleges focused on specific industry sectors, with many in the health care sector. These are largely projects funded by the CWIB, but also some funded through community college grants or foundations. There are also a number of areas that have One-Stop Career Centers located on college campuses, or at the very least, staff that are co-located in both places. As in most states, the Eligible Training Provider List has caused less, rather than more, collaboration between WIBs and community colleges.

Here's but some examples of WIB-community college collaborations.

Over two years ago, the Verdugo WIB in Los Angeles County pulled together 4 regional hospitals and 3 community colleges to discuss the local nursing shortage in the region. The WIB had identified 400 to 500 unfilled nursing job openings at 5 regional hospitals. Glendale Community College and Los Angeles Valley College nursing departments took an active role to help the WIB design a training program to address the nursing shortage. Later, Los Angeles Pierce College was added as a partner. The WIB/College collaboration won several competitive grants, which concentrate on 2-year RN programs and 1-year LVN-to-RN programs. Since most experts view attrition as one of the key reasons



for a shortage of nursing graduates, the most remarkable feature of their success is that there is almost no attrition in both programs.

In the Bay Area, there are a number of projects focused on the biotech industry. The Alameda County and San Mateo County WIBs partnered with Ohlone Community and College Skyline College. This project was designed to place 193 dislocated workers as manufacturing technician positions at Genentech, Bayer, Chiron, and other biotech firms. Although the grant funding ended in December '06, the Alameda County WIB committed to carry on the program using formula funds for several more classes into '07. With over 450 biotech firms in Alameda County, the WIB considered biotech an important industry sector and appropriately targeted resources to help sustain it.

Alameda County's Career Pathways Project is a pilot project designed to build career pathways for high-risk and foster care youth. Three of the Community College Districts in the County have implemented the program (Ohlone, Peralta and Chabot). The project is funded through the WIB's youth formula and with a grant from the Walter Johnson Foundation. Upon successful completion of the project, 80 youth will either continue on to a 2 or 4 year college or enter into several career pathways programs (biotech, construction, apprenticeship programs, etc.).

### ***WIBs and Economic Development***

There are a number of areas of the State that have robust partnerships between workforce and economic development. Many of these originated because the two agencies are housed in the same administrative structure within a city or county. In the City of San Jose, and Santa Clara County, for example, some WIB and economic development staff are cross-trained. They have created a Small Business Council in which all economic development and workforce partners meet once a month, and coordinate business retention strategies. Included are such partners as Small Business Development Centers, banks, ethnic chambers, One-Stop Career Center Business Services Staff, and community based organizations.

As mentioned previously, Stanislaus County has completely integrated the two programs into one agency, and has merged their governance structures as well. In another county, the WIB runs a revolving loan fund, in San Joaquin County they have integrated business services with business outreach and retention funded by the economic development corporation.

Increasingly, economic development corporations and other economic development agencies are including WIBs in their Overall Economic Development Plans (OEDP), required by the federal Economic Development Administration in order to apply for federal funds. In San Bernardino County, key WIB members were instrumental in writing an OEDP with a major focus of



workforce development. In Santa Cruz County, the WIB has taken the lead in the development of the plan.

The California Workforce Association and the California Association for Local Economic Development have done substantial work together in the last 10 years. Co-locating and integrating annual conferences, developing and delivering cross training for front line staff, participating in each other's Boards of Director's meetings, and developing collaborative strategies for key initiatives are some of the ways that they have worked together to increase integration of the two systems.

### ***WIBs and Welfare Programs***

There are many parts of the State where WIA and TANF run very collaborative and integrated programs. These, like the economic development integration, are due in large part to the placement of programs in county government. Some of the rural counties have completely integrated their One-Stop Career Centers with welfare offices, while others leverage each other's training funds.

### ***The EDGE Campaign***

California's EDGE (Education, Diversity, and Growth in the Economy) Campaign is a non-partisan coalition of groups with diverse and even divergent outlooks that are united in the belief that California's future economic growth and the prosperity of its citizens rest in large measure on the skill base of its workers. The goal of the EDGE Campaign is to ensure that all Californians have access to high quality postsecondary education and skills training that prepares them for jobs in high-wage, high-demand occupations and industries.

The EDGE Campaign is funded through a set of substantial grants from private foundations in California (Hewlett, Irvine, San Francisco and others) to develop strategies to integrate and reform workforce and education programs in California. Key priorities include aligning the State accountability and measurement systems, and focusing on industry sector approaches in California's regions. For more information about EDGE, go to [www.californiaedgcampaign.org](http://www.californiaedgcampaign.org).



## Measuring Outcomes

Beyond WIA mandated performance measures, WIB members are very interested in how they can be a part of establishing accountability systems that document success of their efforts, help better manage resources, inform choices regarding staffing levels and responsibilities, and guide funding decisions.

### ***State Measures***

Over 15 years ago, the State Legislature passed a bill requiring a “Job Training Report Card.” Although the State spent several years developing common definitions of success, such as job placement and retention, the system had several flaws. Education partners in the Adult Education, K-12 and community colleges either did not collect, or would not release, social security numbers. The programs measured, therefore, were limited. They included the Job Service program administered by EDD, Job Training Partnership Act programs, Vocational Rehabilitation, the Employment Training Panel, and some small cohort of community college classes. Ultimately, with no champion pushing the State to continue to operate the system, it was discontinued, although still required by State law. Some policy makers are now re-looking at this statute, as requirements for collection of social security numbers, and new evaluation requirements for the colleges have emerged.

The CWIB submitted a waiver request to the Department of Labor, requesting to move immediately to their common measures, and discontinuing the old measures (for the current fiscal year, back to July 2007); this waiver was approved. The new system will align WIA, Job Service and TAA program measurement.

### ***Regional Benchmark Reports***

A number of regions have now established regional benchmark reports. Two of the best are the Workforce Indicators Report, a product of the research partnership between the Orange County Business Council, County of Orange, and Orange County Workforce Investment Board (OCWIB), and the Index of Silicon Valley. This Orange County Report examines the growth of industry and employment, salary and wage trends, demographic changes and the cost of sustainable living in Orange County.

Joint Venture's Silicon Valley Index is a nationally recognized publication that has been telling the Silicon Valley story since 1995. Released every January, the indicators measure the strength of our economy and the health of our community—highlighting challenges and providing an analytical foundation for leadership and decision making. Joint Venture measures indicators in five categories: people, economy, society, place, and governance.



## Play Well with Others

Developing public policy to encourage regional economic and workforce development strategy is a complex task. The following summarizes some of the practical lessons learned by regional collaborations, as developed for the guide to regional collaboration, another WIRED product.

### ***Mission-driven***

California's leaders in regional workforce initiatives point to the need for agreement on the mission of the initiative, assuring there is a coherence of purpose and buy-in to common goals. In sector-based regional initiatives, such a "mission," for example, might be formed around industry needs for a skilled workforce, dedicated to closing a regional skills gap. Activities might be focused on accessing training funds and designing a demand-driven curriculum, or dedicated to attracting a hidden labor pool.

Being mission-driven also means designing appropriate performance goals and measures of success. Few initiatives, particularly those as difficult to start and maintain as regional projects, succeed without clear benchmarks for success.

### ***Long lead time, patience in development***

It follows that developing a mission-driven initiative will require long lead time for building partnerships and identifying resources. Most successful regional initiatives are not organized only to implement a single grant-based program. They are organized to solve a larger concern. While it is important to emphasize the time and patience this takes, it is equally important that the focus on mission serves to maintain a commitment and urgency for results.

### ***Dedicated staff and substantial resources***

Most successful regional projects establish dedicated staff to assure consistency and continuity of effort. This may involve a delicate balancing act. First, the lesson is clear that building most regional partnerships requires the development of such a high level of specialized knowledge of industries or complex issues that it cannot be done effectively as a part-time responsibility. Such dedicated staff must also be of a high enough level that the staff has access to public sector partner executive leadership and sufficient to be credible with, and trusted by, industry partners.

As a matter of caution, however, in dedicating professional staff, the partners must be vigilant that while they are establishing the right level of empowered leadership, they are decidedly careful not to move the project's ownership to one person's hands. The partners as a whole must remain engaged and communicating regularly.

Just as regional initiatives require dedicated expertise, partners must also agree to sufficiently fund the operation. This may include the partners' commitment of their own resources, but it means a commitment to look for new and often unfamiliar sources of funding as well. With the right connection



of partners in the regional initiative, there is opportunity to play to the strengths of each organization.

***Partnership incentives, shared benefit, partner roles***

An important lesson from studies on collaboration is that the members of any regional initiative must constantly look to assure that all partners are finding reward and benefit by participating. Though each partners' contribution may be essential to success, there will inevitably be imbalances at any point in effort and gain. Recognizing that, the internal maintenance of the regional commitment requires a constant check in among the partners. Ideally, the return on investment is measured both for the partnership as a whole, and for each of the individual partner agencies.

One strategy for keeping partners connected is to incentivize their participation. This might be achieved by rotating responsibilities, creating new opportunities for learning and leadership, and exposure to new resources. While promoting roles for other participating organizations, it is essential that each partner accept that they are not solely in control of the agenda.

Such attention to the needs of partners is particularly crucial in working with the private sector, whose motives for participation may be altruistic but are more certainly driven by profit and loss and immediately recognizable benefit.

***Good information, consistent communication***

While we encourage all regional initiatives to organize around labor market information, the need for quality information extends to all partner initiatives. An in-depth understanding of regional economic indicators, or of regional competitive advantages or disadvantages, is crucial for building partnerships, maintaining them and for measuring success.

An important part of managing the information is how it is communicated both internally to partners and externally to the broader public. One effective strategy is to brand the regional initiative, giving voice to its purpose, values and benefits. An important balance here is to make sure that such branding does not interfere with the autonomy of the separate partners. Just as each regional initiative needs its own defined character, so too does each partner need to maintain its own unique identity.

