

## Workforce Development that Supports Economic Development

By Ray Uhalde

### BUILDING SKILLS FOR JOB GROWTH

Workforce development professionals face daunting challenges as they provide employment and training services supporting their dual customers: millions of workers who remain jobless and businesses that can generate jobs and economic growth. To sustain and support widespread economic growth and advance shared prosperity, it is critical that workforce development organizations forge more genuine and effective partnerships with economic development groups. Since enactment of the Workforce Investment Act, the public workforce system has striven to become market-driven and aligned with economic development. This article features examples of regional collaboration between workforce and economic development and proven training models that are regionally focused and sector-based.

Such regional collaborations are essential for developing and deploying a skilled workforce that buttresses economic growth and opportunity.

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# workforce development

## THAT SUPPORTS ECONOMIC DEVELOPMENT

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### INTRODUCTION

Most economists agree that the United States is on a bumpy road to economic recovery after experiencing the worst economic downturn this country has endured since the Great Depression. Recovery in the job market has been slow, with over 15 million Americans still unemployed, and over 40 percent of the unemployed having been without work for at least six months.<sup>1</sup> Because the pool of active job seekers and discouraged or involuntarily part-time workers is so vast and because our labor force is growing, it would take job growth of over 300,000 per month to bring unemployment down to pre-recession levels by 2014.

As a result, our nation's public workforce development system faces unprecedented challenges as it tries to help its dual customers: millions of workers who remain jobless and businesses that are the engines of job creation and economic growth. An important element of the system's response going forward should be to forge more genuine and effective partnerships with economic development groups in order to sustain and support widespread economic growth and advance shared prosperity for America's workers.

Since enactment of the Workforce Investment Act, the public workforce system, with the encouragement of the U.S. Department of Labor, has striven to become market-driven and aligned with economic development. New and innovative ap-



A student reviews a handout during a welding class at the Wisconsin Regional Training Partnership.

proaches to reemployment and training have been developed and demonstrated with positive results. Moreover, strong cooperative relationships between workforce and economic development entities are making a difference in a number of regions. This article describes some examples of regional collaboration between workforce and economic development, and proven training models for adults that are regionally focused and sector-based. The article questions whether these approaches remain effective in today's economy. Or, do we need additional or modified tools and strategies to help workers, businesses, and communities?

The stakes could not be higher for U.S. workers, employers, regional economies, and the country as a whole. When Federal Reserve Chairman Ben Bernanke explained why he expects modest job growth for some time, he provided three overarching reasons. First, some firms initially respond to

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### BUILDING SKILLS FOR JOB GROWTH

*Workforce development professionals face daunting challenges as they provide employment and training services supporting their dual customers: millions of workers who remain jobless and businesses that can generate jobs and economic growth. To sustain and support widespread economic growth and advance shared prosperity, it is critical that workforce development organizations forge more genuine and effective partnerships with economic development groups. Since enactment of the Workforce Investment Act, the public workforce system has striven to become market-driven and aligned with economic development. This article features examples of regional collaboration between workforce and economic development and proven training models that are regionally focused and sector-based. Such regional collaborations are essential for developing and deploying a skilled workforce that buttresses economic growth and opportunity.*

the uncertain pace of economic growth by hiring temporary help and part-time workers rather than new full-time workers. Second, small businesses could be short of the credit they need to expand. And third, firms are reaping productivity gains with slimmed down workforces, expanding output without significant new hiring.<sup>2</sup>

Consequently, the foremost challenge confronting workforce development professionals during this economic recovery is the expected slow pace of job creation. Faced with slow or stagnant job growth in many parts of the country, it is more imperative than ever that the public workforce system act in concert with economic development organizations to support job growth, identify job vacancies as soon as they emerge, and offer market responsive solutions to their dual customers – job seekers and employers.

For workforce investment boards and community colleges in particular, the reality of a slow growth economy elevates the necessity of linking and aligning their plans and strategies with broader economic and community development strategies for regional growth. Working in isolation from one another, the workforce development and education communities too often *assume* the jobs will be there; and economic and community developers too often *assume* a properly skilled workforce is already available.

In fact, a comprehensive regional strategy must operate on both fronts, with complementary policies and programs calibrated to impact a region's ability to attract, retain, and grow the businesses and skilled labor it needs to compete and prosper. While the workforce development community must obviously excel at its core mission of providing education, training, and employment services, it needs to do so as an intentional, integral part of this larger agenda, with strategies that support and enable the community and economic development goals for regional job growth.



Graduates of District 1199C Training & Upgrading Fund's Practical Nursing Program.

A related challenge, particularly for workforce and economic development professionals, is to recognize the changing employer requirements for labor that even the best labor market information is unlikely to capture contemporaneously.<sup>3</sup> Clearly, those firms that have survived and even prospered during this great recession – especially small and mid-sized employers – have emerged leaner and smarter, with trimmed overhead, transformed production and service delivery processes, altered work organizations, revised staffing patterns, and new skill requirements. Going forward, they will demand “economi-

To foster economic growth, economic development efforts must place greater emphasis on identifying the region's competitive assets and strategically investing public and private resources in ways that fully exploit those assets, especially the skills and talents of the local labor force.

cally valuable skills”<sup>4</sup> that will support their success in the future. The productivity improvements adopted by employers during the recession will probably become permanent fixtures in the post-recession labor market.<sup>5</sup>

Therefore, workforce and economic development professionals have to learn what those changing requirements are and what they will be down the road. This is the central rationale for a market-driven, dual-customer approach to workforce development. Employers are our “ear to the ground,” transmitting the demands of the global economy. Consequently, meeting business needs through active employer engagement should be integral to any effective reemployment strategy, because getting good jobs for workers depends on successful businesses.

## REGIONAL PARTNERSHIPS

Although national and state policies can pave the way for innovation and job growth, it is at the regional level where businesses, investors, research institutions, economic development organizations, education and training providers, and government can best collaborate to help firms develop products and processes, identify and access markets, and facilitate technology and information transfer. These entities can also help firms gain access to specialized materials, equipment, suppliers, and services; and hire, train, and retain workers with the necessary skills.

However, far too many regions rely mainly on traditional economic development approaches that emphasize recruiting firms and talent from other areas rather than growing their own – even though that zero-sum game is yielding diminishing returns for individual regions and the nation as a whole. To foster economic growth, economic development efforts must place greater emphasis on identifying the region's competitive assets and strategically investing public and private resources in ways that fully exploit those assets, especially the skills and talents of the local labor force.<sup>6</sup>





*Gail Griffin attends class in Philadelphia to earn an Electronic Health Record Certificate through a program administered by the District 1199C Training & Upgrading Fund.*

In recent years, we have seen a significant increase in the number of public workforce investment boards that work in concert with economic development organizations in their regions, developing policies and programs that are broader in scope than traditional workforce approaches. Ideally, these strategies would knit together workforce and economic development efforts with other community investments in public infrastructure and transportation, housing and redevelopment, schooling and health services, and alternative energy development and conservation. Such coordinated investments would be calculated to affect the ability of a region to attract, retain, and grow the businesses and the skilled labor it needs to compete and prosper. Pennsylvania provides a

leading example of a statewide regional workforce development strategy that also explicitly supports economic development objectives.

### ***Pennsylvania's Regional Industry Partnerships***

Pennsylvania has used state-appropriated funds to launch a particular form of sector training strategies statewide by establishing Industry Partnerships. Industry Partnerships are employer/worker consortia that bring together companies with similar products, markets, and human resource needs. Based on statewide and/or multi-county regional analyses, Industry Partnerships are organized by sectors that have a competitive advantage, and they use public and private resources to address the needs of the workers and the firms that employ them.

Importantly, Industry Partnerships also make effective investments in human capital development that lead to greater productivity, improved human resources practices, innovation, and economic growth. These investments are contributing to the survival and growth of the state's leading industries, including health care, transportation, manufacturing, mining, and lumber, among others. Public workforce development systems use the industry intelligence produced by the Industry Partnerships to help their education and training partners better understand industry needs.

The Industry Partnerships have achieved a great deal in the five years since the initiative's launch:<sup>7</sup>

- 6,300 firms involved in nearly 80 Industry Partnerships statewide,
- 70,000 workers trained,
- Average wage increases of 6.62 percent within first year after training workers,

## **JOB OPPORTUNITY INVESTMENT NETWORK**

One initiative closely connected to Pennsylvania's Industry Partnership program is the Job Opportunity Investment Network – JOIN – covering the Greater Philadelphia region, including Philadelphia, Montgomery, Chester, Bucks, and Delaware counties. JOIN built its initiative on a statewide effort to improve access to Industry Partnership programs for low-income, low-skilled adults. JOIN invests in industry-led partnerships that address the hiring needs of employers, while moving lower-skilled workers into jobs that have the potential to pay family-sustaining wages. JOIN is a funding collaborative of seven funders, including one public agency, four foundations, and two nonprofit organizations. The United Way of Southeastern Pennsylvania is the collaborative's fiscal lead. Its founding partners and the National Fund for Workforce Solutions support JOIN.

JOIN's Green Jobs Readiness Partnership is a new project that seeks to connect marginalized workers to employers in the emerging clean energy sector by creating a system to identify, recruit, and prepare workers for advancement in green industries.

The effort is led by the Philadelphia Workforce Investment Board, which has overall responsibility for convening all participating organizations, managing project outcomes, and overseeing project finances and reporting. Primary partners include the Sustainable Business Network, the Federation of Neighborhood Centers (FNC), and three of FNC's member organizations (United Communities Southeast Philadelphia, Diversified Community Services, and Lutheran Settlement House). The Sustainable Business Network engages employers, conducts research on green

industry subsectors, and works to develop career pathways for the program. The FNC, an umbrella organization of community-based neighborhood centers in Philadelphia, recruits participants from its members and helps manage data collection and implementation.



*Philadelphia Mayor Michael Nutter congratulates four ex-offenders who have graduated from a job-training program supported by JOIN.*

- 88 percent satisfaction rate among participating firms, and
- More than \$9 million in private funds and \$30 million in in-kind contributions provided by private-sector firms to support worker training.

The sidebars feature two of these partnerships: (1) the Job Opportunity Investment Network<sup>8</sup> in Philadelphia supports the clean energy sector by improving employability and access for low-skilled workers and (2) LancasterProspers<sup>9</sup> leads a coordinated countywide economic development agenda.

### ***The Piedmont Triad Partnership***

Another regional partnership with a record of success was initiated as a response to an economic downturn but was given a subsequent boost by a federal funding initiative. The Piedmont Triad region spans 12 counties in central North Carolina and includes Greensboro, High Point, and Winston-Salem, consisting of more than 1.5 million residents with a labor force of about 820,000 workers. In the wake of severe job losses in the tobacco, textile, and furniture industries, the Piedmont Triad Partnership was created in 1991 to focus the collective resources of the region on recruiting new jobs and investment to the region.

Today, the Piedmont Triad Partnership is a model for comprehensive regional economic development. In addition to marketing and recruitment, the partnership facilitates interaction among individuals and institutions across the region to support economic and workforce development initiatives and to build the capacity to sustain long-term regional growth and prosperity.

In response to a 2003 legislative mandate from the North Carolina General Assembly, the partnership conducted a regional economic analysis. From the findings, it created a plan for workforce and economic development, completed in 2005, which included 120 action steps and identified seven target industries. With this plan, the region won a three-year \$15 million U.S. Department of Labor Workforce Innovation in Regional



*Industrial food sanitation pre-employment class learns the basics of machine sanitation, as part of the LancasterProspers' Center for Manufacturing Excellence.*

### **LANCASTER COUNTY WORKFORCE INVESTMENT BOARD AND LANCASTERPROSPERS**

LancasterProspers is a regional partnership sponsored by the Economic Development Company of Lancaster County, PA and EDC Finance Corporation, a non-profit that facilitates access to federal, state, and local incentive financing for businesses. Formed in 2004, LancasterProspers leads an economic development strategy designed to coordinate the efforts of the multiple participants in the regional economic development arena – from schools, to boroughs, to lending groups – behind a set of common, countywide economic development goals.

One of seven key components to the LancasterProspers economic development strategy is the development and support of Centers of Excellence in the region. Managed and staffed by the Lancaster County Workforce Investment Board (WIB), Centers of Excellence have been created and are self-sustaining in several key industry sectors, including:

- Production Agriculture;
- Packaging Operations;
- Long-Term Care Practice;

- Renewable Energy; and
- Manufacturing.

As defined by the Lancaster County WIB, Centers of Excellence perform five essential functions:

- Local research and development;
- Technology transfer activities;
- Entrepreneurial development activities;
- Incumbent worker training; and
- Maintenance of a pipeline from school, to work, to essential careers.

Each of the centers has a host organization, which is sometimes an educational institution, and each has a steering committee comprised entirely of private sector members. The centers are normally attached to universities, hospitals or government entities, such as NASA or the National Institutes of Health.

Economic Development (WIRED) grant in early 2006 to foster linkages between education and workforce development. Many in the region credit WIRED with having pushed workforce and economic development leaders in the right direction.

The WIRED plan focused on several goals designed to increase the region's economic viability, including:

- Leadership Communication and Regional Integration, to build visionary leadership capacity and the broad community engagement necessary to transform the region's economy and sustain transformation beyond the three-year WIRED project;
- Economic Growth and Competitiveness, to accelerate the region's capacity to create high-skill, high-wage jobs through market-driven services in targeted industry clusters and to strengthen the entrepreneurial and innovation culture across the region; and
- Education and Workforce Investment, to leverage all of the region's educational and training resources to transform and create a best-in-class workforce training delivery system.

In addition, the partnership launched the Piedmont Triad Leadership Institute to build the capacity of re-

In today's economy, it is imperative that the public workforce system offers market-responsive training solutions to its customers, both job seekers and employers. Meeting the labor market's need for workers who are more highly skilled and better trained requires upgrading the skills of adults in the workforce and those seeking new employment.

gional leadership. It is anticipated that the institute will be sustained beyond the life of the WIRED grant. At the same time, the North Carolina Commission on Workforce Development offered grants for regional planning and to encourage local workforce investment boards to join with one another and with economic and workforce partners to collaborate on regional strategic planning. The six boards of the Piedmont Triad Region are tasked with determining how to build a regional structure, how to make decisions on a regional basis, and "how to be 'one voice' when you need to."

As a result of their WIRED grant, Piedmont Triad officials report they initiated more than 100 projects, awarded over \$3.5 million for better training, and leveraged another \$6.8 million in local funds to sustain those programs. A dozen new technologies have been produced; more than 50 products have been generated; and high schools, community colleges, and universities are using several new curricula for industry-oriented training.<sup>10</sup>

The Connect Long Island Partnership<sup>11</sup> in New York state is another example, in the sidebar, of a regional strategy that was influenced by the Department of Labor's WIRED initiative, even though its activities were ultimately not selected for federal funding.

## DUAL-CUSTOMER TRAINING

In today's economy, it is imperative that the public workforce system offers market-responsive training solutions to its customers, both job seekers and employers. Meeting the labor market's need for workers who are more highly skilled and better trained requires upgrading



*A crew at a Housing Remodel and Retrofit Project, part of the Construction 201 program of LancasterProsper's Center of Excellence in Renewable Energy.*

the skills of adults in the workforce and those seeking new employment. Workforce development professionals must therefore be knowledgeable about the changing skill requirements of employers and the skill needs (and gaps) of their region's workforce. This is the central rationale for a market-driven, dual-customer approach to workforce development.

With so many workers experiencing long-term unemployment, further education or training to build skills makes financial sense for many jobless workers and for the taxpaying public as long as that training leads to employment in good jobs at the end. There are several market-sensitive, dual-customer training strategies – approaches where employers, and often labor unions, are integral to the training process while also meeting the needs of under-skilled adults – that better ensure good employment outcomes. These include sector-based training programs, on-the-job training, apprenticeship training, and labor-management training partnerships – train-

## THE CONNECT LONG ISLAND PARTNERSHIP

The Connect Long Island Partnership began as an initiative of state and local workforce leaders in collaboration with the Long Island Forum for Technology, Inc., Long Island's major manufacturing industry association. The partnership's executive committee includes representatives of three local workforce investment boards (Hempstead and city of Long Beach, the Oyster Bay Consortium, and Suffolk County), along with the New York State Department of Labor, Long Island – Regional Adult Education Network and New York State Empire State Development.

The partnership took shape as members came together to apply for the U.S. Department of Labor's Workforce Innovation in Regional Economic Development (WIRED) grant. Although not selected for WIRED funding, the partnership received a grant of \$1.6 million under the state Department of Labor's Regional Economic Transformation Strategies through a Sector or Cluster-Based Approach, with which the region's three local

workforce investment areas conduct strategic planning and sector-based training. In 2007, the partnership received a U.S. Department of Labor Regional Innovation Grant to enhance the region's economic transformation strategy by creating a Regional Strategic Implementation Plan to train dislocated workers in the partnership's ongoing sector-based programs.

The partnership initially engaged the advanced manufacturing and information technology sectors, which offered the greatest opportunities for economic transformation across the broadest array of industry clusters. The partnership has expanded into biotech; defense, aerospace, and homeland security; energy; food; health care; medical devices; pharmaceuticals; arts and computer graphics; test and measurement; and software.

To date, the program has trained over 1,400 dislocated and incumbent workers. The Regional Strategic Transformation Plan is the blueprint for sustaining the Connect Long Island Partnership.



ing strategies designed to create a win-win for employers who need a skilled workforce and jobs for workers that pay family-supporting wages. This article features sector-based training because a growing number of regions are adopting this approach as a way to more closely align workforce development with industry employment needs.

### **Sector-Based Training**

Sector-based training is usually carried out in collaboration with employers in industries important to the regional economy. This training refers to a broad number of strategies designed to benefit both workers and employers by targeting a specific industry and then working with employers in that industry to address their specific workforce needs. For workers, sector-based training programs provide industry-specific training to help them gain entry into and advance in high-demand occupations. For employers, sector-based training programs provide a training curriculum specific to industry needs, thereby improving employers' ability to compete in the market.

In its 2007 study,<sup>12</sup> the Aspen Institute defined a sector-based employment development strategy as "a systems approach to workforce development – typically on behalf of low-income individuals – that:

- Targets a specific industry or cluster of occupations, developing a deep understanding of the interrelationships between business competitiveness and the workforce needs of the targeted industry;
- Intervenes through a credible organization, or set of organizations, crafting workforce solutions tailored to the industry and its region;
- Supports workers in improving their range of employment-related skills, improving their ability to compete for work opportunities of higher quality;
- Meets the needs of employers, improving their ability to compete within the marketplace; and
- Creates lasting change in the labor market system to the benefit of both workers and employers."

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A wide range of institutions, including workforce investment boards, community colleges, labor-management training partnerships, business associations, community-based organizations, and other entities have adopted sector-based strategies. A number of sites are using sector strategies to respond to the emergence of green jobs, and several cities have established sector-based One-Stop Career Centers. In addition, at least 32 states now engage in some form of sector work, and a survey identified at least 227 workforce development organizations that were carrying out some form of sector-based programs targeting about 20 industries.<sup>13</sup> Philadelphia's District 1199C Training Fund,<sup>14</sup> profiled in the sidebar, provides an excellent example of a longstanding labor-management training partnership in the health care industry that benefits both incumbent and entry-level workers.

### **Sector-Based Training Outcomes**

Sector-based training programs work. They are effective for low-skilled workers and their employers, according to a recent study. With the support of the Mott Foun-

#### **THE DISTRICT 1199C TRAINING & UPGRADING FUND**

The District 1199C Training & Upgrading Fund is a labor-management partnership dedicated to providing access to careers in the health care and human services sectors through education and life skills training and building the capacity of the Delaware Valley's health care industry through the development of a highly skilled workforce. District 1199C, an affiliate of the National Union of Hospital and Health Care Employees, AFSCME, AFL-CIO, negotiated the fund to help its members and the community upgrade out of dead-end jobs and keep pace with increasing technological demands in the health care field. Fifty-five employers contribute 1.5 percent of gross payroll to the fund annually.

The Training Fund has played a critical role in offering academic, career exposure, and workforce development opportunities to youth and adults in the Philadelphia region for 35 years. In FY 2009, it served 17,856 individuals, providing training in the following health care fields: nursing, allied health, behavioral health, and computer technology. In addition to occupational training, the fund provides GED/adult diploma classes; health care contextualized English, mathematics, and ESL classes; blended preparatory and technical bridge curricula that enable students to accelerate learning and transition into postsecondary; and a variety of technical training programs resulting in industry-recognized credentials

that articulate with college credits and degree programs. Half of the students are union members, and half are community residents – dislocated and unemployed workers as well as immigrants.

In addition to its members and others in the community, the fund is the educational arm of 54 employer partners. In this capacity, it offers multi-employer sector initiatives, including: customized career advancement training for entry-level workers, licensure and certification review classes, and skills-based classes that support the delivery of quality care. Temple University Health Systems has co-chaired the fund's board of directors for 20 years.

This unique collaboration among District 1199C and health care providers in the Delaware Valley has improved patient care, helped thousands of employees move up career ladders, boosted employer recruitment and retention efforts, and attracted new and more diverse workers to the health care field. In addition, the fund provides a wide range of Youth Pipeline Services in support of preparing the future workforce in the city of Philadelphia and the Delaware Valley region.

The fund collaborates with the region's public workforce investment system, especially the Philadelphia WIB, as well as numerous other community partners in carrying out its work.

dation, Public/Private Ventures (P/PV) set out to answer the question: “Can well-implemented, sector-focused training programs make a difference in the earnings of low-income disadvantaged workers and job seekers?”

P/PV examined three sector-based training programs: medical billing and accounting training offered by Jewish Vocational Services in Boston, Massachusetts; information technology training provided by the social enterprise Per Scholas in the Bronx, New York; and training in the construction, manufacturing, and health care sectors through the Wisconsin Regional Training Partnership in Milwaukee, Wisconsin – an association of employers and unions.

The study recruited eligible participants from all three organizations and randomly assigned each person to participate in either the sector-based program or a control group. Trainees were followed up between 24 and 30 months after their enrollment to assess the effects of program participation.

Key study findings include:<sup>15</sup>

- Sector-based program participants earned significantly more than individuals in the control group over a two-year period, with program participants earning over 18 percent more (about \$4,500) than those in the control group and 29 percent more (about \$4,000) in the second year.
- Sector-based program participants were significantly more likely to be employed when compared to the control group and more likely to be steadily employed, with 52 percent of program participants working for the entire second year compared to 41 percent of the control group.
- Sector-based program participants were significantly more likely to be employed in a job that paid higher wages (above \$13 per hour) and that offered benefits like health insurance, paid vacation, and tuition reimbursement.
- At the Wisconsin Regional Training Partnership site, participants were significantly more likely to earn



*Instructor Leander Williams teaches cement finishing to students during a road building skills training course for the Wisconsin Regional Training Partnership.*

industry recognized credentials in construction and health care than were individuals in the control group, and employers responded by paying significantly higher wages.

- Fifty-five percent of the Per Scholas computer technician trainees received the A+ industry certification compared with nine percent of their control group counterparts, and employers responded with higher wages and benefits.

This study demonstrates that sector-focused training programs delivered by organizations with a good understanding of and connection to industry needs can be very effective in raising employment and earnings for low-skilled, often low-income adults. But these programs served small numbers of trainees. We need to grow such programs and take these proven practices to scale, but how? Regional funding collaboratives, described below, offer one possible way forward.

Clearly, more work needs to be done to better align the workforce and economic development worlds, bringing these efforts to scale and making best practice a widespread common practice.

## CONCLUSION

Future U.S. economic prosperity depends importantly upon the education and skill level of our current and future workforce. We recognize that the workforce development system in the United States – including our public workforce investment and postsecondary education systems – must offer market responsive solutions to job seekers and employers. We also know that authentic regional collaboration between workforce and economic development professionals, accompanied by sector-based training for key industries, can yield high-value employment for workers. What we are unsure of is how these approaches can be improved for today's economy, and can such collaboration significantly spur job creation and growth?

Clearly, more work needs to be done to better align the workforce and economic development worlds, bringing these efforts to scale and making best practice a widespread common practice. We should recognize, for example, that economic development focuses on cluster strategies while workforce development often targets more narrowly defined industry sectors. Moreover, many collaborative initiatives are small in scope and starved for funds.

The National Fund for Workforce Solutions is an encouraging counter-story in this regard. Ten national foundations have invested \$24 million in 22 regional collaboratives, leveraging another \$100 million in commitments from nearly 300 community investors. The venture's express purpose is to bring to national scale a new way to prepare workers through an intensive involvement with employers and a keen focus on cultivating employee skills and career advancement.<sup>16</sup>



Expanding broadly shared opportunity and growing regional economies are inextricably linked objectives of workforce and economic development efforts. A growing economy is necessary for expanding and sustaining economic opportunity but insufficient by itself without appropriate and intentional policies. And rising income

inequality and poverty are not supportive of future sustained economic growth.<sup>17</sup> Intensive regional collaboration between the workforce system and economic development organizations can help address both of these highly valued objectives. ④

## ENDNOTES

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