Michigan Council for Labor & Economic Growth 2004-2010 Summary Report

Achievements in Advancing Michigan's Industries, Workers, and Workforce System

December 2010

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EXECUTIVE SUMMARY

THE PURPOSE OF THIS REPORT

This Report is intended to provide the context under which the work of CLEG has taken place over the past six years. It contains summaries of the Council's reports and recommendations as well as links to complete documents.

STATE ROLE

The Council for Labor & Economic Growth (CLEG) is Michigan's workforce investment board as required under Section 111 of the Federal Workforce Investment Act of 1998. It recommends strategies and policies that encourage and stimulate the innovative public and private actions necessary to create the skilled and flexible workforce Michigan businesses need to compete successfully today and in the future.

MEMBERSHIP

CLEG's membership is majority business, with the chair and vice chair representing the private sector. The council includes key leaders from business, labor, community colleges, universities, community-based organizations, local workforce boards, the K-12 educational community, state and local government and other workforce partners, all appointed by the Governor. This diverse membership is a competitive advantage, developing varied thoughts and ideas to solve Michigan's challenging problems and raising questions that might not otherwise be addressed. Through this process CLEG is successfully tackling needs associated with today's rapid technological change, globalization, the demand for skills and education, an aging workforce and greater diversification in the labor market.

ACHIEVEMENTS

In its six years of operation CLEG has recommended and shepherded numerous policy and strategy changes that will help retrain and quickly re-employ Michigan's workers in new economy jobs. These include:

- Built a broad base of support for Michigan's No Worker Left Behind workforce strategy.
- Identified and emphasized the need to focus on the challenges faced by Michigan's 1.7 million working age adults who lack the basic skills or credentials needed to find jobs that will support their families.
- Paved the way for improving the basic skills for Michigan workers by recommending the Michigan National Career Readiness Certification program and common standards for

Employability Skills for use throughout the Michigan Works! System. Both recommendations were adopted and are being integrated into the state system.

- Guided Michigan's application for a State Energy Sector Partnership grant, which resulted in CLEG receiving a $5.8 million grant to fund training that will prepare thousands of Michigan workers for new jobs in solar, energy efficient construction and advanced energy storage/clean transportation industries.
- Recommended and saw implemented the launch of an Interagency Entrepreneurship Initiative within state government that will align the interworkings of state government with actions that will support and increase entrepreneurship.
- Recommended policy and legislative reforms that resulted in the creation of the regional partnerships necessary to advance adult learning in Michigan.
- Supported increases in Michigan's high school graduation standards, which is a critical element in building a 21st century workforce.
- Developed recommendations that serve as the initial work plan for a statewide healthcare workforce coordinating body. The creation of this body will help ensure Michigan has the skilled workers to fill the growing number of healthcare jobs.
- Developed a strategy and made recommendations to promote career opportunities in advanced manufacturing in Michigan and bring a positive focus to that industry. This plan will help ensure a pipeline of employees in advanced manufacturing.
- Led the Workforce Boards of Excellence Initiative, which will encourage a consistent level of quality service to businesses and job seekers across Michigan's 25 workforce development areas.
- Conducted a study that looked at the competitiveness of Michigan's workforce relative to small and medium size businesses. The results of that study were used to as a tool to allow measurement of CLEG's work.

INTRODUCTION AND PURPOSE OF REPORT

THE PURPOSE OF THIS REPORT

This Report is intended to explain the significant accomplishments of CLEG since its inception and the important role the Council has played in developing state and local workforce strategies and policies to meet the critical needs of Michigan's workforce investment system. It is intended as a guide and reference document that:

- Highlights CLEG's recommendations and their workforce impact.
- Reviews the milestones of CLEG's work currently in progress.
- Suggests future activity to develop each of the priority areas.

Summaries of reports or recommendations as well as links to complete documents are included throughout the Report. The Appendices include a summary on the background of CLEG and a list of CLEG members as of December 2010.

INTRODUCTION TO CLEG

In 2004, in compliance with the federal Workforce Investment Act of 1998, Michigan Governor Jennifer M. Granholm established the Council for Labor & Economic Growth (CLEG or the Council) as the state's workforce investment board. It was the Governor's vision to create "[a] talented body [to] help us challenge the status quo on how best to develop and invest effectively in Michigan's 21st century workforce."

Specifically, CLEG was charged with advising the Governor and the Department of Labor & Economic Growth (later renamed the Department of Energy, Labor & Economic Growth or DELEG) regarding policies in workforce development, adult education, career and technical education, community colleges, and the workforce elements of economic development. The 75-member Council includes key leaders from business, organized labor, community colleges, universities, K-12 education, community-based organizations, local workforce boards, state and local government, and other workforce partners.

CLEG members identified major issues impacted by the broad scope of workforce development, economic development and education policy and practice. Initially, six "Jobs Today, Jobs Tomorrow" standing committees were established to develop policies and strategies for implementation to address these issues. Over time, committee names and focused efforts have shifted and evolved to reflect economic realities and state strategies for addressing them. But the Council's core values have endured:

- Innovation and creativity;
- Diversity and inclusion;

- Collaboration and partnership; and
- Excellent customer service to businesses and individuals.

CLEG operates under the leadership guidance of and with staffing support from DELEG. Today, it is working in accordance with an action plan developed for 2009-2010, which outlines the following roles for CLEG:

- Policy advocacy;
- Research and incubation;
- Communication and convening; and
- Establishing metrics and measuring results.

Four committees carry out the work:

- Transforming Michigan's Workforce;
- Supporting and Growing a Culture of Entrepreneurship;
- Supporting Key Industry Sectors and the Green Economy; and
- Maximizing System Effectiveness and Innovation.

Each committee is guided by a charge established by the Council and works independently from the others. The CLEG Executive Committee and the council administrator coordinate all four committees.

THE WORK OF CLEG

WORKER UPSKILLING - RETRAINING, BASIC SKILLS ATTAINMENT AND ADULT LEARNING

Life in Michigan involves economic and workforce changes that demand adaptation and innovation. Many of our state's workers are underprepared and therefore unable to make the adjustments needed to ensure successful transitions into new or higher skilled occupations.

A worker can no longer expect to hold a family-sustaining job with only a high school diploma. In fact, the number of jobs in Michigan requiring a post-secondary degree is expected to continue to rise to 51 percent of jobs by 2016. And yet, of Michigan's five million working-age adults (18-64), nearly two-thirds have not completed an Associate's degree or higher.[1] One in three of our workers – 1.7 million adults – lack the basic skills and credentials they need to pursue and attain meaningful postsecondary credentials and family-sustaining employment.

Michigan employers have also had to respond to rapidly changing market demands and are still finding, even with high rates of unemployment, that workers lack the skills they need to meet employers' needs. When key industries in Michigan are unable to find skilled workers to fill job openings, job creation and economic growth are compromised.

It is critical to ensure Michigan workers gain the skills needed to meet the changing demands of the state's employers. Michigan cannot afford to "leave behind" any of its population. As the requirements of jobs in the new economy become more complex, the programs that train Michigan's citizens to fill those jobs will be an important part of Michigan's economic recovery.

The data from CLEG's *Transforming Michigan's Adult Learning Infrastructure* report shows that there are multiple economic and social benefits to a state that has a highly-skilled workforce. Investments in training pay off for individuals and their employers, as well as having an impact on the overall economic climate of a state. Workers with higher levels of education are shown to have higher lifetime earnings, increased civic engagement, are more likely to promote and value higher levels of education for their children, further ensuring a future skilled workforce, which will lead to a strong tax base in the state for years to come.[2]

Since its inception in 2004, CLEG has been charged with recommending strategies to increase the skills of Michigan workers. CLEG's Transforming Michigan's Workforce committee has focused its

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[1] *U.S. Census Bureau American Community Survey. 2006 Michigan Age by Educational Attainment [Data File]. Retrieved from www.census.gov/acs*

[2] Source data and analysis contained in *Transforming Michigan's Adult Learning Infrastructure, A Report to the Council for Labor & Economic Growth from the CLEG Low-Wage Worker Advancement Committee's Adult Learning Workgroup, pp. 49-51 – The Impact of Transformation*

work on strategic efforts to improve the skills of Michigan's workers for the requirements of careers in emerging and growth industries. These efforts have included: the Council's ongoing support for the state's workforce strategy -- No Worker Left Behind; recommendations for a restructuring of the adult basic education service delivery system in the state; and the recommendation that led to statewide adoption of the Michigan National Career Readiness Certificate and standards for Employability Skills training for use throughout the Michigan Works! system.

SUPPORTING NO WORKER LEFT BEHIND

The Council has taken an active role in supporting *No Worker Left Behind* as the state's workforce strategy designed to allow at-risk and transitioning workers to return to school for two years to increase their skills, employability, or ability to start a business. *No Worker Left Behind* presents Michigan with a valuable and immediate opportunity to re-imagine and align the multiple initiatives and strategies already in place to better address the needs of workers. Council members have supported the *No Worker Left Behind* program through local advocacy, by helping DELEG assess the strategy's impact, and by providing guidance on the future focus and growth of the initiative.

One of the most significant resulting changes is the stronger integration of operations among divisions and funding sources within DELEG's Bureau of Workforce Transformation in support of the *No Worker Left Behind* strategy. The free tuition commitment has been met by aligning resources from multiple federal workforce programs into an integrated, easy to understand package for learners.

UNDERSTANDING AND ADDRESSING THE NEEDS OF LOW-WAGE WORKERS

One of the early efforts of the Council was a commitment to understanding best practices in retaining and advancing the most vulnerable workers – hourly and entry-level staff – whose struggles with poverty often impact their employment success. The Low-Wage Worker Advancement committee was dedicated to engaging employers in this effort. To do so, the committee hosted a Poverty Forum for employers in spring 2007, which featured a Poverty Simulation as an experiential way to catalyze employer awareness of the realities facing low-wage workers and to encourage changes to employer practices to better support these employees. At the same time, the committee released a Low-Wage Worker Employer Toolkit (http://www.michigan.gov/documents/mdcd/LOW-WAGE-REV-1-30-2007_189467_7.pdf), which outlined a number of strategies for employers to build the asset base of their employees in a range of areas: home ownership, financial assets, child care networks, and others. It also profiled Michigan companies which have strategies in place that invest in their frontline staff. The guide was widely requested by employers, many of whom reported they had found the information helpful to their efforts to improve conditions for low-wage workers.

In early 2008, CLEG began to deeply engage stakeholders in discussing the Michigan League for Human Services' report, *Fixing the Leaky Pipeline: Why Adult Education and Skills Training Matters for Michigan's Future*. (http://www.milhs.org/wp-content/uploads/2010/07/work-wages/AdultEdFINALMay08.pdf). It quickly became apparent that significant numbers – one out of three working-age Michigan adults or 1.7 million people – lacked the basic skills or credentials to attain a family sustaining job and contribute to the state's economy.[3] In December 2008, CLEG issued a report titled *Transforming Michigan's Adult Learning Infrastructure* (http://www.michigan.gov/documents/mdcd/MI_Adult_Learning_Report_272546_7.pdf). The report contains a comprehensive strategy and policy recommendations, including an overall policy goal of cutting in half the number of Michigan workers lacking adequate basic skills. Actionable recommendations to meet that goal included:

- Transform Michigan's adult learning infrastructure to create a unified strategic approach to increasing basic skills and post-secondary credential attainment.
- Engage a range of partners in service delivery to meet the diverse needs of adult learners.
- Build clear connections between learning and the promise of good jobs.
- Use accelerated and connected pathways to help adult learners reach their goals.
- Increase access to adult learning.
- Make basic skills development a priority with every funding source that can legally support it.
- Hold regional partnerships accountable for success and measure outcomes at the partnership level.
- Engage a broad coalition in communicating the urgent need to improve basic skills.

These efforts have been made a critical part of the state's overall workforce development strategy, through *No Worker Left Behind: Everybody In!* DELEG is continuing to work with a range of stakeholders to put these policies into action through various legislative and funding mechanisms, each of which offers opportunities for transformation of institutional policies and practices.

The report recommendations were the result of the work led by CLEG's Adult Learning Workgroup (ALWG), which emerged from an October 2007 policy forum, co-hosted by CLEG's Low-Wage Worker Advancement committee and the Michigan League for Human Services. The policy forum featured national experts on adult learning who underscored the importance of education and

[3] U. S. Census Bureau American Community Survey. 2006 Michigan Age by Educational Attainment for the Population 18 and Over [Data File]. Retrieved from www.census.gov/acs.

training in today's economy and highlighted successful policies, strategies and initiatives to increase the ability of low-income adults to access needed education and training.

The creation of regional partnerships to carry out the recommendations represents a significant step toward realizing the state's vision of cutting in half the number of workers in Michigan who lack the basic skills and credentials needed to obtain family-sustaining jobs and contribute to the state's economy.

ADVOCATING FOR EDUCATION POLICIES THAT ADVANCE 21ST CENTURY SKILLS

One of the initial charges to the Council was to review the June 2004 recommendations of the Cherry Commission on Higher Education & Economic Growth (http://www.cherrycommission.org/docs/final Report/CherryReportFULL.pdf). The Cherry Commission was established to develop a set of powerful ideas that would transform Michigan's education system and help make the transition to a new economy that is adaptable and innovative. The Commission's final report offers 19 recommendations for fundamental change in Michigan. Several members of CLEG also served on the Cherry Commission, which helped achieve a meaningful connection between the efforts of the two bodies.

Once the Cherry Commission's report was issued, CLEG's Increasing Educational Attainment committee assisted in identifying ways in which the policy recommendations could be expanded upon, and identified and provided guidance regarding areas of the report requiring additional ownership and accountability.

As part of this work, the committee advocated for the adoption of the increased high school graduation standards, known as the Michigan Merit Curriculum. This curriculum is a critical element of the state's strategy for achieving the goal of building a 21st century workforce, a goal which was recommended by the Cherry Commission and strongly endorsed by CLEG. The committee communicated with key stakeholders about the value of the curriculum in creating a transformed workforce. The committee has also worked to demonstrate and strengthen the connections between the Michigan Merit Curriculum and essential Career and Technical Education.

MICHIGAN'S NATIONAL CAREER READINESS CERTIFICATE AND EMPLOYABILITY SKILLS STANDARDS

In July 2009, DELEG instituted a statewide work readiness credential, the Michigan National Career Readiness Certificate (MI NCRC). The MI NCRC is available to all job seekers in Michigan through local Michigan Works! offices. This credential, based on the same ACT WorkKeys assessments taken by high school students as part of the Michigan Merit Exam, allows workers to demonstrate their qualifications to potential employers in the three key areas of Applied Mathematics, Reading for Information, and Locating Information. Scores on the assessments are aligned with skills needed for jobs and allow employers to determine an applicant's ability to perform the work required for

particular positions. Already, over 30,000 certificates have been issued through the workforce system efforts, with over 5,000 of those at the gold or platinum levels, indicating high proficiency in all subjects. In addition, over 100,000 high school students have taken the WorkKeys assessments, adding to the state's overall number of citizens with an MI NCRC.

In conjunction with the establishment of the MI NCRC, DELEG also issued a policy outlining standards for Employability Skills Training to be offered to job seekers through the Michigan Works! system. These standards are closely aligned with the 21st Century Applied Core Learning Skills used by the Michigan Department of Education. Participants in approved Employability Skills Training receive a special designation on their MI NCRC certificate, indicating that they have successfully completed this additional training.

The MI NCRC and Employability Skills Standards resulted from a June 2008 CLEG recommendation from the combined Accelerating Re-employment and Increasing Educational Attainment Committees (http://www.michigan.gov/documents/mdcd/MI_NCRC_Implementation_Plan_6-9-08_237386_7.pdf), which had been charged with determining whether and how Michigan should pursue adoption of a statewide career readiness certificate to validate workers' skills. This work built upon successful regional initiatives in West Michigan and other areas of the state.

The committees' work in this area included evaluating similar efforts in other states; surveying Michigan employers to determine whether there was a support for a statewide credentialing system; recommending to the Governor and DELEG whether Michigan should create or adopt a system; and developing a concrete plan for system design and implementation.

As a result of a year of research and analysis, the combined committees concluded that a statewide career readiness certificate system would be of value both to employers and job seekers, as well as a tool to support the state's economic development efforts, by quantifying the skills of a region's workforce.

The MI NCRC has been integrated with *No Worker Left Behind* and other key workforce development strategies by helping to ensure that Michigan workers are prepared for postsecondary education, occupational training, and lifelong work and learning. This integration strategically aligns the state's workforce and education efforts, allowing for maximum use of limited resources.

The Transforming Michigan's Workforce committee has continued to provide support and input to DELEG staff as they have implemented the MI NCRC recommendations, including guidance on marketing and communications efforts to engage employers and workers as advocates for the MI NCRC credential.

Recommendations for the Future

The Transforming Michigan's Workforce committee recognizes that while tremendous progress has been made in transforming the skills of Michigan's workers, more work remains to be done. The Committee has identified several areas which would benefit from continued attention by a group of committed stakeholders focused on upskilling. These include:

- Maintaining the state's focus on increasing workers' skills as the philosophy by which change is managed and investment decisions are made
- Updating the Low-Wage Worker Toolkit, given that more workers are likely in need of support now than when it was originally developed
- Advocating for increasing funding for adult learning, including adult education and two- and four-year educational institutions, to a level that is sufficient to meet demand and ensuring these funds are integrated within regional partnerships
- Transmitting information about the need for increased postsecondary attainment, given the emerging knowledge economy and losses in low-income jobs
- Continuing support for implementing the regionalization of adult learning, including engagement of a full range of local partners, especially employers and community-based organizations
- Continuing support for the implementation of the Michigan National Career Readiness Certificate
- Advocating for and promoting the 21st Century Applied Learning Core Skills from the Michigan Merit Curriculum, which aligns with the Michigan National Career Readiness Certificate Employability Skills training
- Promoting the work of CLEG as a thought leader in the state on workforce development policy
- Identifying the Council's stance on a viable tax structure for supporting the investments needed to ensure Michigan's future (e.g., looking at the state's tax structure, learning about alternatives, building awareness and consensus on new approaches as an employer-driven group)
- Learning from other state workforce investment boards about the challenges and solutions that are shared among the Midwestern states

EMPLOYER DEMAND – FOCUSING ON INDUSTRY AND SECTOR STRATEGIES

National best practices show that working with employers through alliances within key industry sectors is an effective way for state workforce boards and agencies to understand and help resolve workforce challenges facing an industry. Michigan was an early leader in sector strategies, adopting them as a core philosophy in 2004. The state has supported the establishment of over 40 local alliances in a variety of sectors. In 2009, the state revitalized its approach to differentiate two kinds of Michigan Skills Alliances: *sector skills alliances*, which focus specifically on the workforce training needs of an industry, and *regional skills alliances*, which focus more broadly on economic and workforce development efforts within a defined geographic region. This distinction is helping Michigan deliver more precise technical assistance to skills alliances based on their primary focus. In addition, a core focus on the green economy has been embedded in the approach with green specific alliances, such as the Michigan Academy for Green Mobility focused on training that prepares automotive engineers for renewable energy jobs.

The Supporting Key Industry Sectors and the Green Economy committee of CLEG has been charged with analyzing and recommending to DELEG and the Governor the most crucial needs, opportunities, and required actions the state should undertake to help employers and current and potential workers in key industry sectors succeed. To date, these efforts have been focused on three important industries in the Michigan economy: healthcare, advanced manufacturing, and the green economy.

THE HEALTHCARE SECTOR

In late 2009, because of the projected demand for workers and the rapidly changing workforce needs in healthcare, the Supporting Key Industry Sectors and the Green Economy committee chose to focus its efforts on this important industry. With sweeping healthcare reform part of the national policy landscape, healthcare was a natural fit for the work of this committee.

A Healthcare subcommittee, comprised of CLEG members and others representing healthcare employers, educators, community-based healthcare organizations, workforce development agencies, and state employees, has been meeting regularly to assess Michigan's healthcare workforce needs. Early discussions highlighted a broad spectrum of issues. The subcommittee chose to target their recommendations towards issues believed to be most impactful for healthcare employees who are traditionally underserved, and/or are at higher risk for leaving the industry. This includes workers who have not yet reached a stable level of employment with opportunities for career pathways or family-sustaining wages.

In September 2010, the subcommittee submitted a workforce report and recommendations to CLEG (http://www.michigan.gov/documents/mdcd/CLEG_Healthcare_Subcommittee_Report_9.13.10_FINAL_333186). The subcommittee suggested the recommendations serve as an initial work plan for a statewide healthcare workforce coordinating body. They also commended Michigan's recognition

and promotion of the healthcare industry as a critical economic driver, and expressed their eagerness to continue promoting and supporting statewide workforce efforts.

The subcommittee identified several guiding principles listed below. They also stressed that each of the recommendations are closely interrelated and must be considered as part of a whole.

Guiding Principles:

- Technology plays a critical role throughout the healthcare industry;
- The pace of change in healthcare is extraordinary;
- The focus must be on employer-driven demand; and
- Diversity is a central fact throughout all aspects of the healthcare industry.

The healthcare industry is undergoing rapid and fundamental transformation resulting from technological advances; healthcare reform; changing patient populations; movement of service delivery from traditional clinics and hospitals; and increased demand for home-based or long-term care settings. These changes demand a workforce system poised to respond and adapt quickly to the subsequent shifting demands on healthcare providers.

The subcommittee outlined the following recommendations for action:

- Launch a statewide strategy for regional management and analysis of data, particularly data collected directly from employers;
- Optimize candidates' success by linking their skills, interests and aptitudes with compatible options in healthcare training programs and occupations;
- Improve retention, especially in entry level occupations; and
- Create a statewide coordinating entity to support and oversee the implementation of these recommendations across regions.

In the coming year, DELEG staff will be working with internal and external partners to implement the recommendations in order to build and strengthen local and regional partnerships in support of healthcare employers.

ADVANCED MANUFACTURING

Efforts in this important sector of Michigan's economy include a series of recommendations from the Advanced Manufacturing subcommittee to the Council in September 2007, which outlined steps needed to support and enhance Michigan's Advanced Manufacturing Industry Sector. The manufacturing sector remains vital to Michigan's economic future as a leading source of jobs in the state. Advanced manufacturing jobs are rapidly changing due to advances in technology and they require highly skilled workers who are prepared to continuously upgrade their knowledge base.

(http://www.michigan.gov/documents/mdcd/Workforce_Challenges_Advanced_Manufacturing__190799_7.pdf).

The next iteration of this work was the formation of the Advanced Manufacturing Task Force. The Task Force was created to connect the committee to practitioners working directly with employers in the manufacturing industry sector and included representatives from manufacturing Michigan Skills Alliances, community colleges, Workforce Innovation in Regional Economic Development (WIRED) regions, manufacturing associations, and workforce and economic development agencies from across the state. This group built upon the past work of the committee and honed in on the need to develop the pipeline of employees in advanced manufacturing through a coordinated effort to promote career opportunities and bring a positive focus to the advanced manufacturing industry, where jobs continue to go unfilled, due to lack of skilled applicants.

It quickly became apparent to the Task Force that a more coordinated approach was needed to increase interest among young people for career opportunities in advanced manufacturing. While many of the partners at the table were involved to some degree in marketing activities for the industry sector, the efforts were fragmented. The Task Force agreed that a common language and common messages were needed to help ensure individuals were prepared with the right knowledge and skills for advanced manufacturing occupations.

Participants on the Advanced Manufacturing Task Force were energized by the opportunity to work together to create a unified approach to marketing career opportunities in advanced manufacturing. They remain committed to leveraging resources and aligning efforts around creating a statewide strategy to create new pathways to help more individuals prepare for high-paying manufacturing jobs. The Task Force now meets independently and is continuing its work to develop a coordinated statewide plan to address these issues. Internal efforts are also underway between DELEG and the MEDC to assure a coordinated statewide approach to workforce and economic development activities in support of the advanced manufacturing industry.

THE GREEN ECONOMY

In 2008, Michigan seized upon the apparent opportunities emerging in the "Green Economy" and launched Governor Granholm's Green Jobs Initiative as part of *No Worker Left Behind*. The Green Partnership Team was established by DELEG to support the *No Worker Left Behind – Green Jobs* Initiative and represents a group of stakeholders who partner with the State of Michigan to drive forward this work, including the formation of the Green Sector Skills Alliance. This group operates at a strategic level, securing high level partnerships among key state agencies and national expert groups to leverage synergies and industry knowledge in Green Jobs Initiative implementation. Members of this team include national nonprofits, education stakeholders, private sector members of the green economy, and state agencies, all of whom bring content expertise, insights, and experience to helping shape the growth of Green Jobs in Michigan. Many are also members of the CLEG Supporting Key Industry Sectors and the Green Economy committee.

A major emphasis of the Green Jobs initiative is to prepare Michigan workers for green job opportunities. In May of 2009, this work culminated in a blockbuster Green Jobs Conference attended by more than 1,400 people and the release of the nationally recognized Green Jobs Report (http://www.milmi.org/admin/uploadedPublications/1747_Green_Jobs_Regional_Report_2010.pdf) which detailed the over 100,000 green jobs in Michigan. Building from this success, DELEG leadership asked CLEG to make appropriate connections with the work in the Green Economy through its industry sector committee.

Recognizing that Green Jobs and the alternative energy industry represented growth opportunities in the state, and coinciding with the Governor's decision to combine workforce and energy sector departments into one Department of Energy, Labor & Economic Growth, the Industry Sector committee added a green focus to its charge for 2009-2010. When the U. S. Department of Labor (USDOL) announced a new funding opportunity for state workforce investment boards – the State Energy Sector Partnership (SESP) grant, the committee was asked by DELEG and the CLEG Executive Committee to guide Michigan's application. Because Michigan had already prioritized a focus on green industries and jobs by devoting and restructuring state resources to support them and by asking staff and stakeholder partners to develop specific green strategies, the State was in an excellent position to apply for the SESP grant. Together, DELEG, CLEG and the Green Partnership Team worked to articulate the state energy sector strategy, engage regional project teams, develop work plans and the grant application, and submit the proposal to the U.S. Department of Labor.

In January 2010, these efforts were rewarded when CLEG received a $5.8 million SESP grant. The funds cover a three-year period and will fund training for thousands of Michigan citizens, preparing them for new jobs in the solar, energy efficient construction, and advanced energy storage/clean transportation industries. The funding also provides direct support to the state and regional project teams for administration and capacity building around curriculum development and support services related to the training. This grant more than doubled the training dollars available for publicly-subsidized renewable energy and energy efficiency training provided through the *No Worker Left Behind - Green Jobs* Initiative.

The committee continues to provide executive grant oversight, member engagement, and alignment with state economic, workforce, and energy policies. In addition, several members of the committee serve on the Green Partnership Team and provide ongoing communication with the committee regarding these efforts.

Recommendations for the Future

- Support the implementation of the Healthcare Workforce Report recommendations
- Build upon the partnership with the MEDC and other state agencies in support of Advanced Manufacturing, leveraging resources wherever possible
- Follow and oversee the ongoing work of the State Energy Sector Partnership grant
- Continue to identify sectors and industries in Michigan that represent growth opportunities and/or those that comprise a significant portion of the state's workforce, and work with state staff and other partners to develop recommendations for action in those areas

BUSINESS DEVELOPMENT – BUILDING AND SUSTAINING ENTREPRENEURSHIP

There is no doubt that entrepreneurship is important to the state's future. In Michigan, firms with fewer than 100 employees account for 99.4% of state business establishments and almost 70% of jobs.[4] Of the state's 720,009 business establishments (businesses with a single physical location where business activity occurs), 38% represent self-employed individuals and 53% represent Stage 1 firms (2-9 employees). These two combined account for 34% of jobs. Another 8.7% are stage 2 (10-99 employees), accounting for 35% of jobs.[5]

During the heart of the downturn, from 2006 to 2008 the percentage of self-employed grew 21%, adding almost 43,000 jobs to the economy. The number of Stage 1 establishments grew 10.2%, adding 97,600 jobs. In the same time period, the number of establishments and jobs in all other business stages declined.[6]

Recognizing the importance of accelerating this segment of Michigan's economy, there has been a CLEG committee focused on entrepreneurship since the Council's inception. In 2007, the Supporting & Growing a State Culture of Entrepreneurship committee was charged with developing a comprehensive, statewide plan:

- through which both K-12 and postsecondary education support potential entrepreneurship;
- that encourages local workforce and economic development organizations and partnerships to focus strategically on entrepreneurship; and
- that recommends other high leverage strategies to reinvigorate the culture of entrepreneurship among Michigan workers.

Committee members, many of whom are entrepreneurs, gathered input for their work through one-on-one conversations, group discussions, and research, including online surveys, one-on-one interviews/discussions, and secondary inquiry. In considering this information, the committee placed tremendous weight on entrepreneurial culture and increasing the percentage of Michiganders who act on the belief that entrepreneurship is a viable employment option. In the course of these conversations, and in reviewing research, indices, and other studies around Michigan's entrepreneurial dynamism and activity, members concluded that Michigan's entrepreneurial capacity is not being fully realized.

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[4] Lowe Foundation's Your Economy statistics, 2008
http://www.youreconomy.org/pages/states/state.ye?region=comp&year1=2006&year2=2008&state=MI

[5] Lowe Foundation's Your Economy statistics, 2008
http://www.youreconomy.org/pages/states/state.ye?region=comp&year1=2006&year2=2008&state=MI

[6] Lowe Foundation's Your Economy statistics, 2008
http://www.youreconomy.org/pages/growth/stategrowth.ye?region=growth&year1=2006&year2=2008&state=MI

The committee embraced a vision in which the State of Michigan is "the place" to start, grow, and retain a business. Fundamental to achieving this vision is a statewide culture of entrepreneurship that touches people of all backgrounds and firms of all types and stages of development. The committee defined an entrepreneur as: "one who brings resources, labor, materials, and other assets into combinations that make their value greater than before, and also one who introduces changes, innovations, and a new order."[7]

This definition takes into account those who start or have started new companies; those who assume risk and infuse innovation and assets into new or existing companies; and those who work for companies but towards new products or processes (intrapreneurs).

The result of the committee's work is *Bold Voices, Bold Choices* (http://www.michigan.gov/documents/mdcd/2-2010_93_final_draft_316250_7.pdf), completed in December 2009, which contains a multi-faceted set of recommendations to increase the state of Michigan's support for an entrepreneurial culture. These recommendations include:

- Alternative mindset: be bold, visible and deliberate about creating a state culture of entrepreneurship;
- System alignment: infuse entrepreneurship into departmental/ agency objectives, goals and actions;
- Education and training: infuse entrepreneurial culture and support entrepreneurs through education;
- Financial structural barriers : make it easier to start and grow a Michigan business;
- Systemic structural barriers: make it easier to start and grow a Michigan business;
- Global partnerships: spearhead new ways of leveraging global partnerships; and
- Capacity for change: aggregate and align financial and human resources to support action.

Top among the committee's recommendations to support implementation of all others is the launch of an *Interagency Entrepreneurship Initiative* within state government.

In response to this recommendation and broad consensus that it should go forward, MEDC and DELEG have developed a proposal to launch an Interagency Entrepreneurship Initiative, which will begin with the formation of a multi-departmental team charged with aligning the inner workings of state government in support of entrepreneurship. This internal alignment will ensure more consistent and deliberate activity around entrepreneurship support and allow broadened external outreach to entrepreneurs.

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[7] Hisrich, PHD, Robert D., Michael P. Peters, PhD and Dean A. Shepherd, PhD. Entrepreneurship. 6 ed. New York: McGraw-Hill Irwin, 2005.

The proposal for an Interagency Entrepreneurship Initiative includes the following frame:

Vision: Strategically coordinated state government that leads by example and creates an environment that supports and encourages entrepreneurial culture.

Mission: Ensure greater awareness, collaboration, connectivity, resource leveraging, and preparedness for messaging, funding and other opportunities among and across state-government stakeholders addressing entrepreneurship.

Outcomes proposed from this coordinated activity include:

- Resource inventory and database of state entrepreneurship support services/resources;
- Marketing and communications strategy for entrepreneurship services, resources, and successes in state government;
- Participation in major collaborations that promote exemplary practices relating to entrepreneurship (e.g., Global Entrepreneurship Week);
- Metrics to track improvement in the state's entrepreneurial culture; and
- Tactical plan for implementing CLEG entrepreneurship report recommendations.

Representatives from various state agencies whose programs affect Michigan entrepreneurs have convened to begin this work; including an effort to inventory state programs, initiatives, and resources available to support Michigan entrepreneurs of all stages. From the initial information gathering, 77 unique programs across 10 of the state's 16 departments and the governor's office have been identified as directly supporting or including substantial elements in support of entrepreneurs. Altogether, 79% of CLEG entrepreneurship recommendations have at least some alignment with current state entrepreneurship activities.

Recommendations for the Future

While the initial assessment of state entrepreneurial supports is positive, the CLEG committee emphasized the importance of:

- Continuing to strengthen the concept of the Interagency Entrepreneurship Initiative Team to achieve deeper clarity and to take action where there are the most significant gaps between state services and the CLEG recommendations
- Strengthening the various successful state efforts that support Michigan's entrepreneurs
- Frequently reviewing and updating the entrepreneurship inventory to ensure continuous improvement around the state's entrepreneurship strategy
- Areas for improvement in future iterations of the inventory include:
- Enhancing understanding of the full scope of an identified program and the extent to which (not just whether) it relates to entrepreneurship
- Increasing awareness of and familiarity with the CLEG recommendations, to make it easier for respondents to understand how their efforts actually align
- Improving understanding of program funding and sources
- Heightening understanding of program start and end dates to determine ongoing vs. one-time programs or funding streams

CONTINUOUS IMPROVEMENT—SYSTEM EFFECTIVENESS AND INNOVATION

In Michigan, workforce development activity is carried out regionally through a network of 25 Michigan Works! Agencies, each governed by a local workforce development board. The boards oversee the work of the agencies and their subcontractors as they provide core and intensive services to job seekers and employers.

One of CLEG's most important responsibilities is assisting the Governor and DELEG to assure compliance with the Workforce Investment Act of 1998. With respect to issues of system effectiveness and continuous improvement, the Council is charged with the development and continuous improvement of a statewide workforce investment system and comprehensive measures to assess the effectiveness of workforce investment activities. The Council also provides advice to DELEG and the Governor on standards to assess the effectiveness of the broader workforce development efforts that include Michigan universities, community colleges, and K-12 schools, as well as state and federally-funded workforce development programs.

WORKFORCE BOARDS OF EXCELLENCE INITIATIVE

In 2008, CLEG leadership began to consider how the Council could become more directly engaged in leading workforce system improvement in the state. As part of this work, the committee has led the *Workforce Boards of Excellence Initiative*, with the goal of encouraging a consistent level of quality service to businesses and job seekers across all of Michigan's 25 workforce development areas; building the capacity of the workforce system to respond to the changing needs of Michigan's employers and job seekers; and forging closer relationships between CLEG, local workforce board members, and other local leaders to drive workforce innovation.

The objective of the committee in undertaking this work was to develop and adopt state standards that recognize and reward high performing local Workforce Development Boards (WDBs) in Michigan. In developing the Attributes of Excellence, upon which the standards are based, the Committee conducted research about similar initiatives from other states, reviewed and analyzed guidance from nationally recognized workforce development organizations, and invited and incorporated input through a series of stakeholder meetings held statewide. Participants in these meetings included a broad spectrum of workforce development partners and stakeholders, including representatives from CLEG, the Michigan Works! Association, local Michigan Works! Agency leadership and staff, local WDB members, local Education Advisory Group members, and local elected officials. The committee and CLEG staff used the research and stakeholder feedback to define five Attributes of Excellence:

- Alignment with State Workforce Strategy
- Strategic Planning and Implementation
- Fiscal Oversight and Revenue Development

- Accountability and Measurement of Results
- Board Engagement

In June 2010, the Council approved the committee's recommendation that Michigan adopt Attributes of Excellence and implement the Boards of Excellence initiative to recognize and reward high performing local boards (http://www.michigan.gov/documents/mdcd/BOE_Recommendation-Final_336409_7.pdf). DELEG policy to carry out this recommendation is currently in development and is expected to be issued by the end of 2010.

SOLUTIONS

Past CLEG committees have responded to the charge to engage in continuous system improvement. Beginning in 2005, the Accelerating Re-Employment committee led the development of a CLEG vision that culminated in a set of guiding principles titled *SOLUTIONS for Michigan's 21st Century Workforce* (SOLUTIONS) (http://www.michigan.gov/mdcd/0,1607,7-122-1678_43625_43744-151283--,00.html). SOLUTIONS represented a common agenda for building shared strategies in state government with the goal of achieving a thriving state economy where businesses and citizens prosper. The goals adopted were:

- Innovation & creativity;
- Diversity & inclusion;
- Growth & attraction;
- Employability & advancement;
- Education & training; and
- Business solutions.

In 2006, the Governor endorsed the principles as a part of her overall strategy to "reshape and advance Michigan's workforce." SOLUTIONS represented a culture change that has been seamlessly incorporated into the fabric of workforce development in Michigan and its key principles have influenced the development of DELEG strategy and structure as well as the evolution of CLEG committees over the past five years.

GLOBAL COMPETITIVENESS

In 2007, CLEG established a committee to examine the global competitiveness of the state's workforce and recommend strategies for improvement. The committee focused on developing a unified strategy to identify and capitalize on the relative competitive strengths of Michigan's Small to Medium Size Enterprises (SMEs) to help them identify short-term and long-term opportunities and threats. This evolved into development of recommendations for the metrics necessary to determine Michigan's comparative global competitiveness. With guidance from the committee,

staff from DELEG's Bureau of Labor Market Information & Strategic Initiatives conducted extensive research on the relevance of dozens of criteria, based on regional, national, and international models for measuring economic competitiveness. The research team identified potential measures in three categories: human capital, the knowledge economy, and education/skills. CLEG membership provided input to help prioritize the measures selected for analysis. The findings were published in the September 2008 report *Measuring the Global Competitiveness of Michigan's Workforce* report (http://www.michigan.gov/documents/dleg/Inn_Ind_Report_2007_223458_7.pdf)

Key findings included:

- Michigan's young, well-educated population (as a percent of the total age group) lags both the national average, and our Great Lakes neighbors. However, Michigan's 25-34 year olds as a group are better educated than the 55-64 age group on the brink of retirement. Foreign-born residents, another potential boost to the cadre of knowledge workers, represent just six percent of Michigan residents, compared to seven percent in the Great Lakes region overall, and nearly 13 percent nationally.
- Knowledge industries are experiencing slow growth in Michigan. Still, colleges, universities, and other research institutions are a defining resource in a knowledge economy and Michigan reaps great benefit from a rich flow and exchange of knowledge and ideas between these institutions and the communities in which they reside. Although anecdotal evidence abounds of the myriad ways Michigan institutions share knowledge, efforts to quantify and compare this knowledge transfer are, to date, very limited in scope or in early stages of development.
- Michigan has benefited from strong performance among 8th grade math teachers, who have greater professional development participation rates than their Great Lakes and national counterparts. Michigan's 4th grade math and science teachers participate in professional development activities at or above the national average rate.
- Michigan's ability to transform its workforce at all educational levels, from pre-kindergarten through university, is the most significant leverage that policy makers have in moving Michigan forward. However, Michigan ranks in the middle of the pack or worse in a number of education-related measures. The state ranked 16th of 38 states in terms of the percent of its four-year-olds enrolled in state-funded pre-kindergarten programs. Michigan's graduation rate stood at 73 percent, ranking 38th in the U.S. and near the bottom of the Great Lakes states. Michigan falls behind the U.S. average in students graduating with bachelor's and post-graduate degrees.

Recommendations for the Future

The Maximizing System Effectiveness & Innovation committee and the Council will play a large role in the Boards of Excellence certification process, through participation on the review teams for local board submissions, as well as the final approval of BOE status by the full council.

- Tracking implementation and success of BOE;
- Continuous improvement of the measures and process;
- Continuing work to drive local performance and encourage information sharing between CLEG and the local boards
- Encouraging stronger system coordination between state and local workforce boards
- Developing an articulated state strategy for workforce that is shared with and supported by all partners
- Identifying needs and develop enhanced technical assistance from state to local boards
- Developing and enhancing structures to support collaboration at all levels

CHALLENGES FOR THE FUTURE

The state still faces looming fiscal deficits and high unemployment. Though many of the tactics employed to address these challenges have helped minimize the impact and positioned the State to respond to those of the future, there is still much work to be done. Michigan's previous dependence on low-skill, high wage manufacturing jobs will not sustain us in the 21st century. We must continue to innovate, collaborate, and strive to ensure that our workforce possesses the skills required to compete in today's economy as well as that which is to come.

Though our committees and members have identified recommendations for the future, the pace of change continues to increase. We encourage the next administration and future workforce boards to build upon the work that has been accomplished and to remain nimble and innovative in responding to whatever challenges may arise.

APPENDICES

CLEG BACKGROUND

FEDERAL WORKFORCE INVESTMENT ACT REQUIREMENTS

CLEG serves as the state's workforce investment board as required under Title I, Section 111 of the Federal Workforce Investment Act of 1998 (WIA). WIA was enacted to ensure that workforce investment activities increase the employment, retention, and earnings of participants, as well as the occupational skill attainment by participants to improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the nation. The board is established to oversee the workforce development activities outlined in the law.

CLEG was officially established by the issuance of Executive Order 2004-36 by Governor Jennifer M. Granholm as the workforce investment board for the State of Michigan. CLEG is an advisory body within the Department of Energy, Labor & Economic Growth and was created to recommend innovative strategies to assure the continued development of an integrated statewide workforce development system that will meet Michigan's job needs of today and tomorrow.

CLEG'S MISSION

CLEG plays a vital role in bringing citizen involvement, engagement, and oversight to the state's workforce investment efforts. This business led, business majority Council serves as a catalyst for workforce and economic development strategies, and recommends policies to the Governor and state departments that guide workforce investment and training at both the state and local levels.

CLEG facilitates a statewide policy dialogue involving local workforce boards, universities, community colleges, K-12 schools, appropriate state officials, and other key stakeholders.

Additionally, CLEG is charged with assessing trends and issues, developing strategies, and acting as an ongoing strategic advising body that encourages and stimulates innovative public and private responses to workforce challenges. Members work to develop policies and help implement programs that shape a flexible 21st century workforce that meets the needs of Michigan's businesses and allows them to successfully compete in the global marketplace today and in the future.

The specific duties of CLEG are laid out in WIA and Executive Order 2004-36 and include, but are not limited to:

- Advise the Governor and Department of Energy, Labor & Economic Growth regarding policies in workforce development, adult education, career and technical education, community colleges, and the workforce elements of economic development.

- Develop a unified state policy dialogue involving local workforce boards, universities, community colleges, K-12 schools, and other key stakeholders.
- Advise the Governor on broader standards to assess the effectiveness of the broader workforce development efforts that include Michigan universities, community colleges, and K-12 schools, as well as state- and federally-funded workforce development programs.
- Advise the Governor and the Director of the Department of Energy, Labor & Economic Growth on the operation of the following programs:

    1. The Jobs, Education, and Training (JET) Program;
    2. The Food Assistance Employment and Training Program;
    3. The North American Free Trade Agreement (NAFTA) Transitional Adjustment Assistance Program; and
    4. Adult Education Programs and Adult Learning Systems.
- Assist the Governor and Department of Energy, Labor & Economic Growth in compliance with WIA Title I, Section 111(d):

    1. Development of the State WIA plan;
    2. Development and continuous improvement of a statewide workforce investment system;
    3. Provide comments on the State performance measures taken pursuant to the Carl D. Perkins Vocational and Applied Technology Education Act;
    4. Designation of local workforce investment areas;
    5. Development of allocation formulas for the distribution of funds to local workforce investment areas for adult employment and training activities and youth activities;
    6. Development and continuous improvement of comprehensive State performance
    7. Measures to assess the effectiveness of State workforce investment activities, including State adjusted levels of performance;
    8. Preparation of the State's WIA annual report;
    9. Development of a statewide employment statistics system; and
    10. Development of a WIA incentive grant application and the application process.

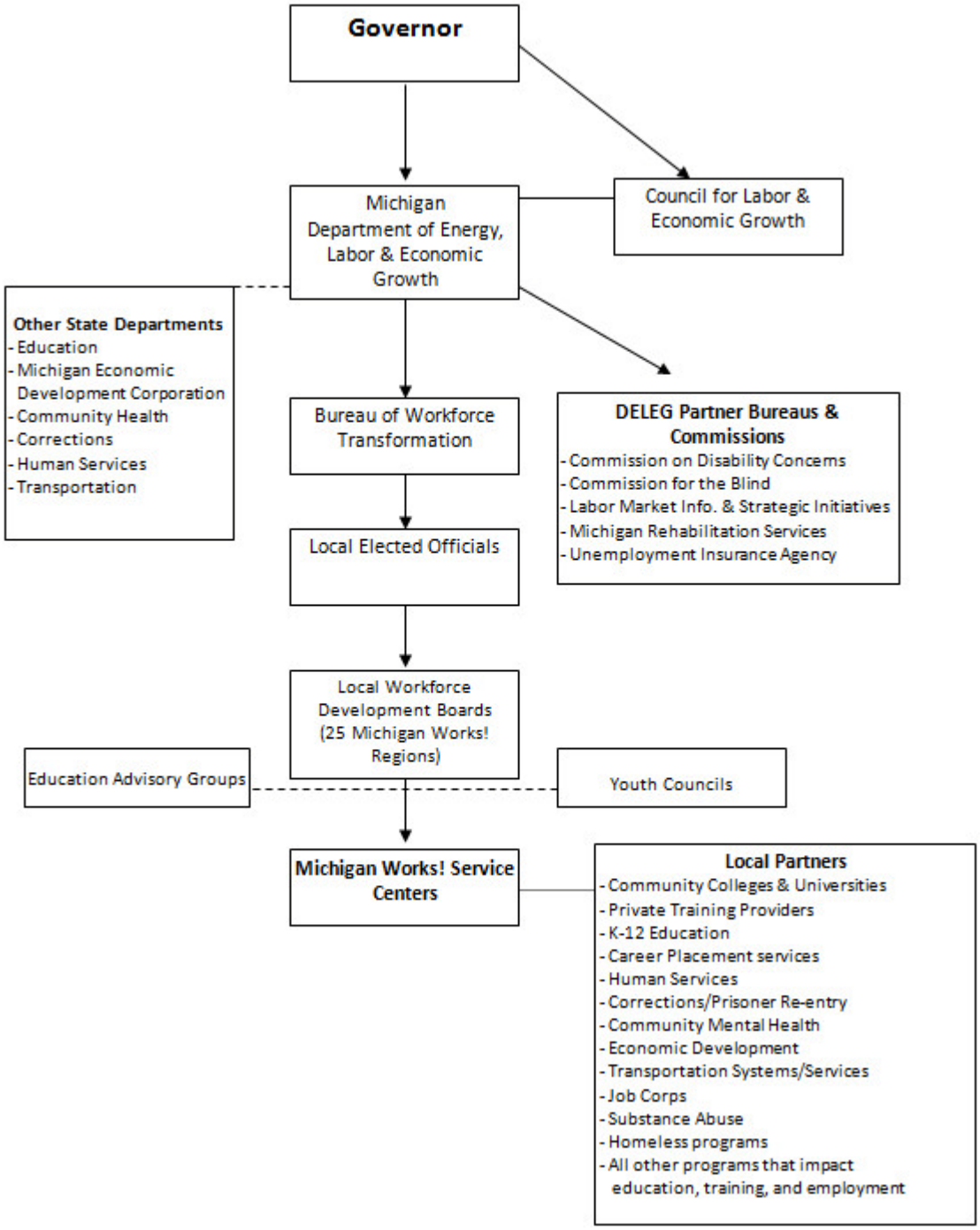
CLEG'S ROLE IN MICHIGAN'S WORKFORCE INVESTMENT SYSTEM

Federal law and state policy provide the balance of authority for the partnerships comprising the workforce investment system's governance structure. State government, local governments, the Council for Labor and Economic Growth, Workforce Development Boards, and the private sector encompass the system of partners and stakeholders which service the delivery of workforce investment activities across the state.

Michigan's workforce investment system (MWIS) extends well beyond the federal government's blueprint for workforce investment systems across the nation. The MWIS encompasses the collective efforts of business, state departments, CLEG, local Workforce Development Boards, local elected officials, K-12, intermediate school districts, two and four-year institutions of higher education, career and technical education institutions, organized labor, community-based organizations, economic development agencies, and other workforce partners. MWIS includes all of the public investments and activities undertaken to ensure that Michigan's residents are employable and have jobs, and concurrently ensures that Michigan's companies can locate and develop the skilled workforce needed to be successful in the global marketplace.

In order to achieve the goals of the workforce investment system, strong partnerships are developed and maintained at the State and local levels. The Council for Labor & Economic Growth is a critical partner and plays a vital role of ensuring citizen involvement, engagement, and oversight of the state's workforce investment efforts. CLEG is charged with developing strategies for the continuous improvement of the workforce investment system. CLEG and Local Workforce Development Board partners work together to ensure local and regional workforce issues are identified and responded to in ways that benefit all members of the community.

There are 25 local Workforce Development Boards (WDBs) in Michigan. The WDBs manage the local, strategic integration among Michigan workforce agencies, community colleges, and economic developers, targeting key industries crucial to their local economies. WDBs are responsible for the oversight of local Michigan Works! Agencies (MWAs). MWAs administer the day-to-day operations of a wide variety of programs designed to help employers find skilled workers and to help job seekers prepare for, find, and retain employment. Each MWA serves as the primary administrator for state and federally funded workforce development services and activities in its Michigan Works! area.


Governor
Michigan Department of Energy, Labor & Economic Growth
Council for Labor & Economic Growth
Other State Departments
- Education
- Michigan Economic Development Corporation
- Community Health
- Corrections
- Human Services
- Transportation
Bureau of Workforce Transformation
DELEG Partner Bureaus & Commissions
- Commission on Disability Concerns
- Commission for the Blind
- Labor Market Info. & Strategic Initiatives
- Michigan Rehabilitation Services
- Unemployment Insurance Agency
Local Elected Officials
Local Workforce Development Boards (25 Michigan Works! Regions)
Education Advisory Groups
Youth Councils
Michigan Works! Service Centers
Local Partners
- Community Colleges & Universities
- Private Training Providers
- K-12 Education
- Career Placement services
- Human Services
- Corrections/Prisoner Re-entry
- Community Mental Health
- Economic Development
- Transportation Systems/Services
- Job Corps
- Substance Abuse
- Homeless programs
- All other programs that impact education, training, and employment

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