

Board Meeting
June 7, 2016
10:00am – 1:15pm
Pennsylvania School Boards Association

Meeting Minutes

ATTENDANCE:

Chairman Mark Butler, Vice Chairman Jeffrey Brown, Secretary Kathy Manderino, Secretary Russell Redding, Deputy Secretary Eileen Cipriani, Idayat Adewunmi, Neal Bisno, Senator John Blake, David Chalson, Charlie Crystle, Wendie DiMatteo-Holsinger, Brian Funkhouser, Christopher Hackett, Abe Harpster, James Harper Jr., Peter Klein, Ron Kratofil, James Kunz, Diane Ellis-Marseglia, Henry Nicholas, Richard Schall, Brian Schaller, John Thornton, Jessica Trybus, Pat Clancy representing Secretary Ted Dallas, Carol Kilko representing Secretary Dennis Davin, Daniel Bauder representing Patrick Eiding, Kendra Wiederhold representing Ryan Mackenzie, Beth Olanoff representing Secretary Pedro Rivera

Staff Present: Stephanie Larkin, Joel Miller, Eric Kratz, Michael Leister

Welcome and Chairman's Remarks

Chairman Mark Butler called the meeting to order at 10:07am. He welcomed the board members and thanked them for their attendance. He also welcomed new Deputy Secretary for Workforce Development, Eileen Cipriani. Deputy Secretary Cipriani said she looked forward to working with the board to develop strategies, engage employers and build Pennsylvania's workforce.

MOTION: Vice Chairman Jeffrey Brown moved to approve the consent agenda and approve the March 1, 2016 PA WDB Minutes. James Kunz seconded the motion. The motion passed unanimously.

Pennsylvania Workforce Development Board Bylaws

Pennsylvania Workforce Development Board (PA WDB) Director Stephanie Larkin said that proposed changes to the PA WDB bylaws would enhance the board's ability to reach quorum and therefore, more easily conduct business. She then outlined the changes:

- I. Article 2, (2) and (3) – Membership is amended to expand the definition of "member" to allow a designee for a member of the state legislature or a state agency head (e.g. the Secretary of the Department of Education) to count towards quorum.
- II. Article 2 – The term "representatives" is struck and "members" is added to avoid confusion with a member of the House of Representatives and to be consistent with the rest of the bylaws language.
- III. Article 5, Quorum – The definition of "quorum" is expanded to include approved proxy forms provided to the member by the Executive Director.

- IV. Attachment 1 – The Official PA WDB Member Proxy Ballot allows for limited proxy votes on specific issues, as well as the ability to inure one’s vote to the Chairman or Vice Chairman for other issues that arise during the course of the meeting.

Wendie DiMatteo-Holsinger asked if members can participate in the meetings telephonically. She said it can be difficult to attend when other work travel is planned. Ms. Larkin replied that there is nothing in the bylaws that prevent telephonic participation, but that the size of the rooms where board meetings are held make it nearly impossible to participate.

Ron Kratofil asked if designees would be subject to the same ethics background process as regular members. Ms. Larkin responded that department designees have already gone through that process, but she would check with the Governor’s Office regarding other board member designees.

Richard Schall asked why a quorum is not defined as all those, members and designees, present at the meeting. Ms. Larkin said the thought process was that the Governor finds it very important that business, which is a majority of the board by law, comes to the table and is heard from. He appointed specific people to the board, and the bylaw changes keep the integrity of that appointment and not just allow it to be handed off, so to speak. Mr. Schall understood but was concerned that the work of the board might grind to a halt without a quorum at meetings.

MOTION: James Kunz moved to vote electronically on the bylaws following the board meeting as they require a supermajority to amend. Wendie DiMatteo-Holsinger seconded the motion. The motion passed unanimously.

Digital Strategies Workgroup

John Thornton, Chair of the Digital Strategies Workgroup, began by saying the group has held multiple meetings to discuss inward-facing systems such as the Commonwealth Workforce Development System (CWDS) and public-facing systems such as JobGateway® which is used by employers and job seekers. In review of these system programs, he said the workgroup worked with staff to create a graphical document that helps explain the systems. He said it was interesting because it shows there is essentially a backbone database inside of the whole system called CWDS that takes numerous inputs from many different systems and then outputs to other parts of the system very, very broadly. But, he said the idea is there is an infrastructure that is very important to running the digital backbone of the whole system for workforce.

He continued that based on discussions with the local boards and L&I staff, the public facing system, JobGateway®, could and should see improvements in functionality. The workgroup believed JobGateway® was viewed by the public to be “just another job site” due to the way it has been promoted. He said JobGateway® has the opportunity to be unique, and not mimic other public job sites. It can unite all program services in one area, which would truly make a one-stop shop for those seeking employment, employees, training, and other services. While being statewide, it is also localized, which increases its worth not only to state providers but the locals as well. JobGateway® should maintain pulling information from those other public sites, however, he said, still be identified as a first source for all customers, jobseekers and employers alike to use.

As the workgroup saw it, there are four stakeholders that the digital strategy serves: job seekers, employers, local boards and staff, and compliance and reporting. This, Mr. Thornton said, gives a framing for the following recommendation:

RECOMMENDATION: The Digital Strategies Workgroup suggested a two phase approach:

Phase 1: Remove the Bottlenecks

The first phase is to identify bottlenecks and improve the functionality of the existing systems. There appears to be two areas that are in particular need of work to improve overall system efficiency. Those are the interfaces for ‘Local Boards and Staff’ and ‘Employers’.

‘Local Boards and Staff’

There are much needed improvements in functionality, user interface, and staff training in the ‘Local Boards and Staff’ tools that can dramatically improve effectiveness. Upgrades on the ‘Local Boards and Staff’ interfaces are in work by Labor and Industry. Feedback from the ‘Local Boards and Staff’ will be key in determining the effectiveness of these new changes. As the ‘Local Boards and Staff’ are the backbone to our system, the commonwealth must be ready to enact bigger change if necessary.

‘Employers’

To begin to address the ‘Employer’ side of the system, the workgroup recommend the PA WDB convene groups of employers to discuss JobGateway® and determine what would compel them to utilize JobGateway® as their first resource when seeking employees.

Phase 2: Leverage Technology to Differentiate and Increase Reach

The second phase is to evaluate new features and capabilities that can make the digital experience much more than a job-board by leveraging the state’s existing services. For example, one of the commonwealth’s most valuable assets are the people on the ground working with Job Seekers. Through an innovative digital approach, the commonwealth can expand their reach and effectiveness. Feedback and ideas from stakeholders will be crucial in identifying and developing new capabilities.

Given the great opportunity for improvements and work needed to address them, the workgroup asks to be made into the Digital Strategy Ad Hoc committee. This would enable the group to be a more permanent part of the PA WDB to guide the work forward.

Vice Chairman Brown asked if there is the ability to post on multiple job search sites at once. Mr. Thornton responded that JobGateway® is cross-functional with other systems and pulls postings from other sites.

David Chalson said one way to understand the effectiveness of JobGateway® is to better track the source of employee hires. Ms. DiMatteo-Holsinger added that training employers on how to really use the system would also help understand the effectiveness. Mr. Thornton agreed and said training was a point brought up by the locals.

MOTION: James Kunz moved to accept the Digital Strategies Workgroup's recommendation. Neal Bisno seconded the motion. The motion passed unanimously.

Service Delivery Workgroup

David Chalson, Chair of the Service Delivery Workgroup, said the group was focused on looking at what Pennsylvania is currently doing to integrate social services functions and workforce development functions. The workgroup has looked at what other states are doing and also made some visits to CareerLinks® to get an on-the-ground look at what is really going on.

Mr. Chalson said the workgroup found there is no formalized process to integrate social services functions with workforce development functions. Social services functions include a number of areas including SNAP, TANF, general assistance, cash assistance, emergency assistance for families in danger of becoming homeless, housing and supportive services. One of the things the group found when looking at other states was that TANF and low-income individuals are inherently customers of the workforce system. Mr. Chalson said if those people are not helped, then neither one of these systems is going to work very well. Mr. Chalson then talked about the follow significant gaps:

1. Many services are directed to training. Other services (e.g. clothing, tax assistance, transportation assistance, child care and soft skills development) are delivered on an ad-hoc basis. While these efforts, by dedicated administrators and staff members are to be applauded, they are in addition to and not integrated with more traditional social services.
2. In almost all cases, access to traditional social services (TANF, Child Care, SNAP, etc.) are delivered via referral.
3. One agency does not know what the other agency is delivering other than through verbal communication and anecdotal information due to database incompatibility and dislocations, some of which are statutory.
4. Funding gaps. This cuts two ways. Several regions reported that the cost to become a partner on the Resource Sharing Agreement Budget is excessive and that they cannot afford it. In addition, there is some evidence that indicates that a lack of referrals may be driven by individual agency funding concerns, from the stand point that funding is dependent on number served and referring out of the program would negatively impact number served.
5. Efficiency of delivery. Even though most of the services being used are voluntary there are other services located in separate buildings requiring duplicative rent and possibly redundant resources, utilities and other costs.
6. Lack of understanding of what services can be provided by other agencies.
7. Conflicts associated with the economic benefit of various social services and low wage employment. This gets into the issue of negative incentives to work due to the potential loss of social service benefits, which may in some cases exceed what can be earned in a low-wage job.
8. Adequate management of people with very serious barriers to employment by the workforce system, including individuals with mental illness, emotional competency, criminal records, etc., who may need to access social services prior to being deemed ready for employment/training.

Mr. Chalson then outlined the workgroup's recommendations:

RECOMMENDATION 1: Implement a fully integrated organizational structure, similar to the Utah State model where social services and other supportive services are fully integrated within the state workforce agency. This model addresses all of the gaps including the potential depression of referrals caused by individual agency funding concerns. It is an effective and efficient solution.

ACTIONS:

- Establish a joint agency committee to assess the Utah State model and to determine the advantages and disadvantages of the associated alignment.
- Determine exactly which services would be included in an integrated structure.
- Determine the necessary changes to Statutes and the steps necessary to effect the supporting organizational changes.

ALTERNATIVE RECOMMENDATION: If a fully integrated model is unachievable, then implement a model that includes co-location of services with system navigators able to direct individuals to appropriate services. This is a more efficient solution that, while not offering the effectiveness of a fully integrated model, does provide for a number of improvements. This is supported by both anecdotal data and by the Abt Quantitative Evaluation of Center for Working Families study dated July 22, 2010: “Analysis conducted in 2008 demonstrated that in each of the three sites, “bundling” of services makes a significant difference on participant outcomes.”

ACTIONS:

- Determine which programs and services can be collocated, taking into consideration statutory limits on data sharing.
- Engage the Local Workforce Development Boards to determine where best to locate to offer an accessible, convenient location while maximizing cost efficiencies.
- Develop a simplified application process. One of the success stories included in the *Strategies to Help Low-Wage Workers Advance: Implementation and Final Impacts of the Work Advancement and Support Center (WASC) Demonstration* Executive Summary was use of a single application that provides links to multiple services. In essence, the individual can be directed to a package of needed services through one access point. It was discussed that the State Plan submitted to the federal government calls for a single application that would need to be developed and implemented.
- Develop the position of system navigator and ensure that they are well trained in all available services and can direct individuals to those services. Ensure that the appropriate number of system navigators are available at each location. This is a critical aspect of this model; simply put, a collocation model without system navigators will be less effective and will not achieve the improvements offered by this structure.

RECOMMENDATION 2: Develop a sliding scale of benefits to reduce the potential for a person to avoid entering the workforce for a minimum wage position or from taking a promotion to a higher paying job because the loss of benefits negates the economic incentive offered by the associated compensation.

ACTIONS:

- Conduct an analysis of wages versus benefits to determine the breakeven points that would indicate the wage at which economic disincentives exist.

- Develop an appropriate scale that would phase out, but not eliminate benefits as wages rise up to the point of equaling or exceeding the value of the benefit package.

RECOMMENDATION 3: Implement an intake and screening model to ensure that those with special needs and significant barriers to employment are referred to appropriate social service providers.

ACTIONS:

- Develop necessary procedures, processes and screening tools to implement the intake and screening model described by the attached flow diagram.
- Develop appropriate training programs for both PA CareerLink® specialists and case managers to facilitate accurate assessment of individuals and to ensure comprehensive knowledge of available programs and social service providers.
- Select and train PA CareerLink® specialists for each PA CareerLink® center.
- Select and train case managers for each PA CareerLink® center.

RECOMMENDATION 4: Establish appropriate Key Performance Indicators (KPIs).

ACTIONS:

- Engage agency representatives to whiteboard key processes and develop input metrics that if accomplished will naturally drive the output. The input metrics should be things that more fully describe “what really goes on.” They should be based on honest assessments that examine and help close gaps and things that engage people at all levels.
- Consider input metrics rather than output metrics which can work at cross purposes between agencies. For example, if funding is entirely dependent on the number of people seen versus the number of referrals, a metric based on the number of people participating in a particular program can discourage rather than encourage referrals. There is anecdotal evidence that this is actually happening in some areas. Examples of input metrics include: How many people were seen? How many were referred and for what? How many employers were contacted? What new projects or initiatives were started?

Vice Chairman Brown suggested that the board think more creatively about where point of service would be. He liked the idea of the recommendations and the way they were laid out, and said it seems like a lot of changes need to be made but the changes would give Pennsylvania a good return on investment.

Secretary of Labor & Industry, Kathy Manderino, said that in regards to recommendation four, the board should have input on what key performance indicators should be. She also said that with recommendations 1, 2 and 3, she could see a lot of background legwork from lots of different agencies having to happen to bring some further information back to the board. There is an internal workforce development group, organized by the Governor, steered through the Governor's Policy Office, with all relevant state agencies that are part of the combined state workforce plan. Secretary Manderino could see recommendations 1, 2 or 3 going through that internal group and coming back to the board at the November meeting with a preliminary analysis of the recommendations and potential next steps report.

Senator John Blake commended Mr. Chalson and the workgroup and said he was very impressed with their work. He continued by saying that some of the impediments to the early recommendations are

beyond the control of the commonwealth because some of the social services programs are dictated by federal policy and regulation. He agreed with Secretary Manderino and said that it is an operational issue. By allowing the internal workforce development group to look at the recommendations, the board could begin to find where the possible integration can occur on a partial basis, and also find common ground where resources could be mobilized for better outcomes.

After further discussion, it was determined the recommendations would be sent to the internal workforce development group and discussed at future PA WDB meetings.

High School Career and Technical Education Presentation

Ron Cowell, President of the Education Policy and Leadership Center (EPLC), made a presentation on EPLC's recent report "High School Career and Technical Education: Serving Pennsylvania's Student and Workforce Needs." Mr. Cowell said the EPLC is an independent, nonpartisan, not-for-profit organization that emphasizes policy development and implementation. He said the EPLC takes on a big policy project every few years, and high school career and technical education (CTE) has been their recent focus which led to a release of the "High School Career and Technical Education: Serving Pennsylvania's Student and Workforce Needs" report in February 2016.

Mr. Cowell said the report and EPLC's work was organized around seven broad topics: leadership and governance, regional and local coordination, building student and parent awareness about CTE, the relevancy and rigor of CTE programs, ensuring CTE opportunities for all students, accountability for effectiveness, and state funding.

He then outlined the recommendations in the report related to the workforce development board.

#1 – Governor should initiate state cabinet level, strategic planning to support and promote high-quality CTE opportunities for all students.

#3 – The Governor should assure at all times there's at least one member of this Board who has current or recent experience at the secondary level as a CTE instructional leader or administrator.

#4 – The State Board of Education and Workforce Development Board should have at least one annual concurrent meeting.

#7 – The WIOA plan submitted in 2016 and its periodic revisions should not substitute for the need for comprehensive review and revision of the state's Perkins Plan, but should, nonetheless, reflect how CTE for high school students will be supported and strengthened as an integral part of the state's workforce development strategies.

#8 – State and local organizations representing employers should routinely encourage their members to serve on local boards of school directors, the governing boards of the region career and technical centers, and occupational advisory committees for secondary CTE programs.

#11 – Every local workforce development board should include at least one administrator of a career and technical center, an intermediate unit, and a school district and where there is present at least one administrator of a community college, state system university and privately licensed career college or school.

#12 – Labor & Industry or DCED should offer competitive grants to regional business educational partnerships to develop and implement regional strategies to deliver CTE programs to high school students and others.

#13 – State agencies and statewide business organizations should, through a public-private partnership, develop and implement a statewide public awareness campaign for CTE value and opportunities.

#20 – Labor & Industry, in partnership with local WDBs, should periodically review the quality and accessibility and utility of labor market data provided to state agencies, school districts including school counselors, the career and tech centers, post-secondary education institutions and others.

#33 – State and local organizations representing employers should routinely encourage their members to create opportunities for high school students to have real work experiences through apprenticeships, internships, work co-ops, and summer employment.

#36 - The state departments of Education and Labor & Industry, using student data and wage record data (while respecting the anonymity of individual students), should establish a data system and protocol to report on the effectiveness of career and technical education programs and to provide guidance for subsequent policy-making by school and public policy leaders.

Mr. Cowell then encouraged the board to take a look at the full report, not just the several items he outlined, because there are implications for the work of the board. He thanked the board for their time.

Building Strong and Sustainable Partnerships Presentation

Chairman Butler introduced Brett Pawlowski. He said Mr. Pawlowski is the Executive Vice President of the National Center for College and Career Transitions. He spent 15 years advocating for business engagement in education including publishing the K-12 Partnership Report Newsletter, hosting the Effect of Education Partnerships Conference and working with corporate nonprofit education clients on their partnership efforts. With Charlie Katz, he is the co-author of the “Employer Engagement Toolkit” and with Hans Meeder he is the co-author of “Building Advisory Boards That Matter.”

Mr. Pawlowski began by saying he has been working on business-education partnerships for 15 years. He started out working primarily with businesses at a national and local level trying to help them connect with schools and educational systems. After a few years, he realized educators needed support in working with their business partners and has been doing that since. In his time working with business-education partnerships, he has learned that the K-12 system, postsecondary system, and business field all grew up independently, leading to disconnects between all three.

He continued by saying his organization, the National Center for College and Career Transitions (NC3T) has a twofold mission: to see every learner with a dream and a plan and for every community to have a capable, ready workforce. He said that NC3T works with Lee Burkett at the PA Department of Education (PDE) and Jackie Cullen at the Pennsylvania Association of Career and Technical Administrators (PACTA).

Mr. Pawlowski said with the impending retirement of the Sputnik Generation and many people leaving the workforce, there will be less tax revenue in government coffers and more competition for that funding. The idea of increasing K-12 funding becomes more of a challenge and schools will have to find a way to be more innovative and work with community partners to maintain and improve education. With these retirements, business will also have a greater need to find skilled and capable young people.

Since the 1960s, there has been a focus on going to college and obtaining a bachelor's degree. Mr. Pawlowski said the environment surrounding our workforce and education system is changing faster than institutions, policymakers, government employers and citizens can adapt. America's slow population growth, its increase in diversity, and the increase in retirement eligibility of the current workforce are confronted with major escalations in the academic, technical and applied skill expectations of the workplace. For the first time in history, the American economy is creating more skill job opportunities than there are well-educated and prepared job applicants available.

Mr. Pawlowski said the solution that NC3T advocates is the idea of college career pathways. The general idea, he said, is that students going through a pathways experience are connected in meaningful ways to some cluster of careers or to a key local industry and they work together as a group, participate in a cohort, and go to a lot of the same classes together. Their academic classes are connected to the industry content. There is a very strong CTE component which is fully incorporated into its structure, and he said because students are taking CTE classes, a lot of students go further. There is also strong employer involvement. Students get real world experience and start to learn directly from employers what opportunities are out there in areas of interest.

James Kunz asked how to engage parents to understand that there are great career opportunities in a lot of technical areas. Mr. Pawlowski said that is one of the biggest challenges for CTE and for the pathways work. He said it took this country a long time to develop the college for all mantra and that it is going to take a while to introduce people to CTE and the pathways models.

Mr. Pawlowski then talked about essential concepts of business-education partnerships and said NC3T's definition is educators and business people working together toward a shared goal designed to benefit students while at the same time, achieving goals unique to each partner. He said there are a few pieces to pull out from the definition. The first is any education partnership has to focus on student outcomes, first and foremost. The second is that partners are all working as equal partners. Business people and educators both have to be involved and both have to have outcomes that are important to them, not just the student outcome. He said the traditional model of identifying a problem in schools and partnering with a business to address it does not work, because it is not a partnership. A real partnership involves collaboration and an approach of deciding the goals and methods for reaching them. Businesses need to have benefits and utilizing the model can help benefit brand image and community relations. He also said that employees that volunteer are happier, stay longer and feel better about their jobs. If partnerships are set up properly, businesses can develop skills and leadership capability within their employees.

Education also needs to see benefits not just for students, but also for educators. Mr. Pawlowski closed by saying these must be partnerships of equals, because this is not charity work. Business people want real outcomes for an investment in education, as do the educators. Each partner must provide value and each partner must receive value. Everyone should receive value from working together.

Wendie DiMatteo-Holsinger said working with education at the local level can be frustrating. She asked if there were any models for doing this work at the state level. Mr. Pawlowski said that education is local and successful initiatives have to be seeded and happen at a local level but also have to be done within a systemic framework. That, he said, is where a state framework comes into place and is valuable.

Charlie Crystle said the Lancaster School District and Lancaster General Hospital had a highly successful partnership. Students were able to receive credits, got part-time jobs with the hospital, and a large percentage of them, over 80 percent, went into the Lancaster General School of Nursing.

Beth Olanoff said one of the places to start with these partnerships is the Chapter 339 Plan which requires school districts to provide a career exploration strategy for K-12. She said many school districts have begun to work on their 339 plans and they include the requirement to set up advisory boards that include community and business and industry partners external to the school itself. These boards have been very successful in creating the forum for businesses to come in and talk to a school or a district about how particular business can offer particular opportunities.

David Chalson liked the idea of a state framework and said it would help create more opportunities in rural settings. Mr. Pawlowski agreed and said rural education is a big challenge for this work. He said if the system can offer guidance, best practices, frameworks, and benefits, it can work anywhere.

Public Comment

Chairman Butler opened the floor for public comment. No public comment was offered.

New Business

Chairman Butler said the Ad Hoc State Plan Committee was never officially disbanded. He thanked the members of that committee for their work and officially disbanded the committee.

Beth Olanoff said the PA Department of Education was fortunate to receive a \$100,000 grant from JP Morgan Chase. She said it is a six-month planning grant with the goal of developing a strategy for implementing a system of career pathways. At the end of the six-month planning grant, Pennsylvania will be eligible to apply for Phase II which is \$2 million over three years. Of the 25 Phase I grantees, only 10 will be awarded a Phase II grant. She said the work of the grant is aligned with the things discussed during the meeting and the work of the Board, and she will keep the board updated on the grant progress.

Adjournment

Chairman Butler thanked the board for their attendance. The meeting adjourned at 1:15pm.