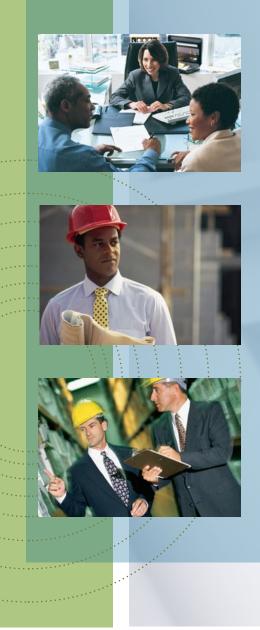


GWDC

GOVERNOR'S WORKFORCE DEVELOPMENT COUNCIL

Re-Imagining Minnesota's Workforce Development System



Executive Summary

The 2007 Strategic Plan entitled, **"Re-imagining Minnesota's Workforce Development System"**, is the fourth report to the Minnesota Legislature in fulfillment of statutory requirements outlined in (§ 116L.665) for the Governor's Workforce Development Council.

In the past, various business plans and strategic plans were presented for moving the current WorkForce Center system incrementally toward operational improvement. This 2007 report presents a new vision for transforming the current system into an agile, next-generation model that is responsive to the changing needs and preferences of employers and workers in a knowledge-based economy.

Employers are increasingly dependent on finding and retaining a more skilled workforce engaged in continuous learning. Workers are increasingly likely to change careers multiple times and will be expected to adapt and re-invent themselves throughout their work lives.

In a world where technology, communication, and the context of employment changes exponentially faster than a decade ago, it is essential that Minnesota rethink its approach to workforce development delivery and position it to embrace future needs and opportunities.

The strategic direction advocated in this framework comes from the Governor's Workforce Development Council, a business-led board charged with providing policy direction and oversight for Minnesota's workforce system. It represents a shared commitment spanning the full array of state and local agencies involved in workforce development activities, including the Departments of Employment and Economic Development; Education; and Human Services; the Minnesota State Colleges and Universities; local workforce service areas; local workforce providers; and community leaders across the state.

To meet these expectations, the GWDC is calling for unprecedented strategic alliances among colleges and universities, workforce councils, P-16, Adult Basic Education (ABE), educators, economic developers, human services agencies, and community organizations. We are encouraged thus far by the enthusiastic response from system stakeholders.

The Council will develop an action plan for this vision by engaging leaders from business, labor, communities, and all of the workforce system partners during the coming months. Immediate steps are already underway in the development of a Unified Workforce Development Plan for Minnesota. The GWDC has adopted a deliberately broad framework of guiding principles and design characteristics, believing that creative alliances spanning multiple stakeholders will execute a strategy to implement it. Minnesota's unified plan for workforce development is the vehicle for defining specific strategies, action steps, timelines and accountability.

Our intent is that this vision becomes a guiding force to ensure that Minnesota is again positioned at the leading edge of innovation in policy and service delivery, responsive to the changing needs of our employers, students and workers.

GWDC VISION FOR MINNESOTA'S WORKFORCE DEVELOPMENT SYSTEM:

Minnesota's public, private and community resources are strategically aligned to competitively position Minnesota's citizens and businesses for increased and sustained economic success.

(Copies of the previous strategic plans and reports referenced above can be found on the GWDC website at: http://www.gwdc.org/publications.htm)

Executive Summary

In the New Workforce System Vision

Businesses can expect:

- To play the lead role in driving Minnesota's workforce system;
- A more highly skilled workforce whose productivity improves employers' economic competitiveness;
- Consultative services that help them identify their current and future skill needs;
- Help in finding and developing the talent to meet those needs;
- Access to a labor pool with globally competitive skills;
- Education systems (P-16, ABE) that address business needs with relevant curriculum, training, and education opportunities;
- Assistance in retaining and retooling their workers.

Job seekers and workers can expect:

- To manage their own careers;
- Assistance in developing a career plan; accessing skill development and certification opportunities, and maintaining a skill portfolio;
- Help in understanding their own skills, how to best leverage those skills in the labor market, and how to fill skill gaps;
- A 24/7 online system that can be accessed in a variety of ways and locations;
- Access to in-person services if technology is inaccessible or inadequate to meet their needs;
- Easier transitions from education to employment and when making changes in career direction, including superior information about career ladders and lattices.

Communities can expect:

- Alignment of strategies, systems, networks, and resources to support development that is industry-based and regionally defined;
- Strategic alliances organized around business and worker needs, operating within labor markets/regional economies;
- A more competitive workforce that helps grow the community's economy.

Workforce system partners and providers can expect:

- Continuously improving information and service tools to enable them to meet the vision;
- Training and credentialing opportunities for staff;
- Alignment of public and private business investments, strategies, and outcome expectations.

Stakeholders (taxpayers) can expect:

- Improved outcomes on measures that are meaningful and important to stakeholders;
- Workers with demonstrated, documented skills;
- More options and alternatives for public access to services;
- More efficient and effective use of public resources;
- A workforce system that is both sustainable and accountable;
- An evaluation of how well the system has moved toward the vision.

The Governor's Workforce Development Council is committed to leading the development and execution of an action strategy to implement this vision. The GWDC deeply appreciates the tremendous willingness to collaborate on this endeavor from the system partners and we look forward to working with them to begin the journey to realizing our vision across Minnesota.

Re-imagining Minnesota's Workforce Development System: A New Vision for Business and Human Capital Development

GWDC VISION FOR MINNESOTA'S WORKFORCE DEVELOPMENT SYSTEM

Minnesota's public, private and community resources are strategically aligned to competitively position Minnesota's citizens and businesses for increased and sustained economic success.

The Governor's Workforce Development Council (GWDC) believes it is time to transform Minnesota's Workforce Development System into a more agile, integrated network of services that will meet the needs of businesses and job seekers in an increasingly knowledge-based economy.

Our economy will be strengthened by serving employers, job seekers and employees with a flexible, responsive workforce development system created through strategic alliances among our education, workforce and economic development and public/private partners.

Minnesota has long been a leader in workforce development. Our current system of integrated services in WorkForce Centers is considered a model by many other states. Minnesota is a national leader in labor market information and will soon have one of the best web-based job banks in the nation. We have also been a leader in implementing the Temporary Assistance to Needy Families (TANF) program that replaced earlier welfare programs.

It is time once again to be a national leader in a changing environment. This new economy requires public agencies to move swiftly toward policy and service redefinitions. The GWDC believes public system redesign can be informed by major private sector trends:

- *Products and services are more customized.* Tailor-made mass production techniques are now available.
- *Delivery is increasingly multi-modal*, using a mix of physical and electronic means. Many industries are expanding the reach of self-service options, while at the same time offering higher quality personal advising and service.
- *Innovation is essential.* Successful firms use innovation to produce better quality in a shorter time at a lower cost.
- *The rate of adoption of new technologies is accelerating*, making market transactions faster, more convenient, and less expensive. Making a transaction at the bank using traditional tellers at the counter costs the bank 60 times more than the same transaction on-line.
- *Partnerships are evolving into strategic alliances*; "coop-etition" (cooperative competition, such as when Apple and Microsoft, competitors in most ways, build closer ties on software development for their mutual good).
- Customers want service on demand; available 24/7 from the convenience of their computer or Blackberry. When they interact with staff they want well-informed, professionals who add value to the experience.

Businesses confront these changes every day. They are the driving force behind this incredible opportunity to reinvent workforce services. Any redesign that occurs must be centered on meeting the current and future needs of Minnesota employers.

The term innovation is defined broadly. In the 1990s innovation was all about technology – today it involves much more. Innovation is about reinventing strategies, products and processes and creating new business models and new markets. It is also about selecting the right ideas and executing business strategies quickly and efficiently. NGA, Innovation America, 2007

The demands of globalization and the growth of the knowledge economy drive our vision. The ability to realize our vision comes from an unprecedented opportunity to achieve convergence and alignment of the core strategies emanating from and spanning education (both P-12, post-secondary and ABE), economic development, workforce development, and human services.

At the state level, the Council is strongly encouraged by commitments across all segments of Minnesota's workforce system. Similarly, we see great examples at a regional and local level of increasing alignment among partners spanning many of these systems, with local workforce boards playing a key role in convening initiatives among diverse partners. Several major policy initiatives are underway that can be used to encourage and align resources in support of crucial, common strategies.

Alignment is occurring around two core themes:

- Organizing to meet the needs of key industry sectors in Minnesota; and
- Recognizing the interconnectivity of lifelong skill development and educational attainment with employment success for workers.

Assumptions & Implications

The GWDC's vision is based on core assumptions which have significant implications for local delivery systems as well as for state and local leadership:

Our framing is deliberately broad and focuses on guiding principles and design characteristics. The Council believes that creative alliances spanning businesses, multiple state agencies, local workforce boards, labor, service providers, non-profit workforce intermediaries, and other stakeholders that developed this vision can execute a strategy to implement it. Minnesota's unified plan for workforce development is the vehicle for defining specific strategies, action steps, timelines and accountability.

. Business and job seekers will both expect faster, better, more convenient, more cost effective public services.		
Implications for the Delivery System	Implications for State and Local Leadership	
 Focus on service access. The need for large, centralized physical sites is changing. We need to diversify the modes of service delivery to reach customers. In-person service will be high value added and cost effective (not used when not needed, but very effective when it is). Explore the use of technology; e.g., use webcams and internet-based phone connections for "face to face," "virtual high touch" connection with customers who might be located in a library in one city, while the staff person interviewing, assessing, and counseling them is located at a remote center. Develop an ever-increasing suite of online, self-service tools. Develop new mechanisms to communicate with the techno-savvy public and transmit information at a low cost, such as through podcasts, webinars, wikis, etc. 	 Provide leadership on service delivery model, align resources, measures, and rewards accordingly. The state will encourage exploration of a more distributive approach for services that takes advantage of existing venues such as libraries, community centers, college placement offices, and shopping malls. Revise state and local policy to focus on the quality, variety, and number of service access points customers can access, rather than centralized physical facilities. Devolve increasing authority and decision-making regarding service delivery to the local level so they can customize designs to meet local needs. Develop strategic alliances to effectively align resources toward common goals; create explicit business propositions outlining resource expectations from partners, shared risk, and shared reward. Create mechanisms for staff across all partners and at all levels of the system to develop the skills they need to function at a high level in their envisioned roles, and certify mastery of those skills. 	

2.	Industry and business community needs will dictate the relevant geography and strategic alliances that are required.		
	Implications for the Delivery System	Implications for State and Local Leadership	
•	Local workforce councils will take the lead to establish strategic alliances with partners of other workforce areas and systems to meet industry needs. Partners will develop common service policies, practices and delivery points of each region where needed to meet industry needs.	 The state will develop policy and distribute discretionary funds in ways that recognize unique regional needs and permit flexibility in responding to those needs. The state will recognize differences in regional economies. The state will measure and incentivize industry-based strategies, regional collaborations, and multi-partner solutions. The state will prioritize its focus and resources towards high opportunity occupations and high-growth industries. 	
з.	The creation of new companies by entrepreneurs and the growth of small businesses will continue to be essential ingredients of Minnesota's economic success ¹ .		
	Implications for the Delivery System	Implications for State and Local Leadership	
	The workforce system will promote entrepreneurism as a career option through information, training, and assistance with access to capital. Staff will assist companies in the development of skill alliances to meet their common needs, and to create career ladders that span multiple companies.	 Policy makers will ensure potential entrepreneurs can be connected with helpful training, business plan development support, and capital. Policy makers will develop collaborations and relationships with particular focus on small and medium sized businesses that have a need for public services. Policy makers will consider entrepreneurism as an allowable activity in workforce development programs (e.g. MFIP, TAA, UI, DW). 	

¹ "Although only one in 20 entrepreneurial firms are high-growth in terms of adding jobs (National Commission on Entrepreneurship, 2001), the firms that survive the first couple of years contribute not only jobs to the economy but also innovative goods, services and processes. Therefore, it is beneficial for communities to identify these firms and target them in economic development strategies." Anthony Schaffhauser, "Entrepreneurship and Economic Growth" *Minnesota Economic Trends*, Minnesota DEED, November 2005.

4. Minnesota faces long-term labor shortages² that will make it imperative to ensure that the talent pool employers can draw from includes every job-seeker. That includes refugees and immigrants; individuals with disabilities; youth; veterans; older workers seeking phased retirement or retirement jobs; individuals from different cultures; public assistance recipients; displaced homemakers; ex-offenders; homeless; migrant workers seeking a stable location; et. al.

Implications	for the Delivery System	Implications for State and Local Leadership	
 customers to meet soft skills that ena pays self-sufficien building opportun workers to increas Staff will be able to accommodating not business about the help them assess the relate to non-tradifiered to non-tradifiered through staff will assist conthey need through staff will act as traneeds to education Staff will be <i>facili</i> seekers negotiate to using every tool pother job banks, to Strengthening and jobseekers and low 	mpanies in identifying the skills job profiling or job/task analysis; <i>inslators</i> to communicate these skill	 The state will define the basic literacy level of skills every Minnesotan should have and identify tools for measurement. The workforce system will continually identify inequities of access to skill and education opportunities and work to overcome inequities. The state will promote regional skill alliances to encourage employers to act together to address labor shortages and skill development needs. The state will promote sector-based strategies that can create career pathways for everyone, including those who are at the margins of the workforce. The workforce system will include partners who are continually forming strategic alliances with other service providers (public, private, non-profit) to leverage resources and align efforts. 	
5. Successful worke skills.	the second se		
Implications	for the Delivery System	Implications for State and Local Leadership	
customers in acqu portable skills.Employers should	<i>skill portfolio developers</i> , assisting iring and documenting transferable, be encouraged to support skill ew and incumbent workers.	 It will be important to identify and promote transferable, portable skills and certifications. Post-secondary education must respond to the need for portable skills and credentials. Ensure that supports are in place so that people can obtain new skills – family care, work-life balance, transportation, e-learning sites, etc. 	

² The labor shortage problems that plagued Minnesota employers during the late 1990s will eventually return as structural population trends limit labor force growth in Minnesota as well as nationally. According to the Minnesota State Planning Center, Minnesota's labor force is projected to increase by 16 percent between 2000 and 2010 but tail off sharply between 2010 and 2020, growing only 6 percent between 2010 and 2020, as the baby boom generation starts to retire in large numbers. The labor force will become older over the next decade and more diverse as the working-age population of minority groups increase faster than white non-Hispanics. (http://www.demography.state.mn.us/resource.html?Id=3600).

6.	In a knowledge economy, the skills and knowledge needed to succeed in good jobs will continue to both increase and change. Ongoing learning will become increasingly central to success. Knowledge workers are/will be in high demand.		
	Implications for the Delivery System	Implications for State and Local Leadership	
•	Staff will be <i>knowledge brokers</i> , providing access to high quality labor market and career information. Staff will be <i>lifelong learning champions</i> who see every client contact as an opportunity to encourage skill development. Customers will be able to obtain skill and knowledge assessments that are relevant to the current and future economy. Assessment results should be universal; i.e., accepted throughout the pipeline so assessments do not have to be repeated. Staff will be <i>service brokers</i> who identify the right mix of programs, loans, grants, and work that help job seekers access skill and knowledge development opportunities and finance lifelong learning.	 The workforce system will need to excel at projecting future knowledge and skill requirements for diverse occupations and industries. P-16 education systems will align with skill and knowledge requirements – and realign regularly to meet changing needs. Public belief that lifelong learning matters will need to be increased; a campaign to engage the public in thinking through this question will likely be important. 	
7.	The workforce system will need new and unified metrics and accountability that align with the strated intent contained in the GWDC vision.		
	Implications for the Delivery System	Implications for State and Local Leadership	
	Workforce system partners will operate from a perspective of shared accountability for systemic results for employers and job seekers.	Policy makers will align current individual partner metrics into an integrated system of metrics and accountability.	
	Workforce system partners will work to continuously improve the outcomes of their customers.		

Changing Environment

Minnesota crafted a system of WorkForce Centers in the mid-90s that was regarded among the finest in the country. It was common to see federal agencies touting the Minnesota model and teams from other states visiting on study tours to learn how to build on our approach.

Minnesota's design model was place-based, creating high quality physical locations to deliver integrated services through co-location. This system worked relatively well in the environment in which it was created.

But the environment has changed. Technology has changed the way we work – and the way we find help in finding work. Likewise, some low-skill jobs are being eliminated by technology or moving overseas. While the number of jobs for low-skilled workers is expected to outpace those for the highly skilled, more than 60 percent of the jobs that will be created in the next decade will require some post-secondary education.

Minnesota's prosperity cannot rest on entry-level jobs. It must rest on our ability to create and fill highskill jobs.³ Shifts in the occupational mix and increasing sophistication in technology, among other changes, are creating a need for higher and higher levels of skills in the workplace. This is not a new

trend. It has been occurring since Minnesota's economy began to shift from primarily agricultural to primarily industrial during the early part of the 20th century. It does mean that more and more jobs require post-secondary education. Well over 50 percent of existing jobs require some amount of post-secondary education; and as noted above, over the next decade projections indicate that over 60 percent of jobs that are new to the economy will require post-secondary education.⁴

Over the next decade the fastest growing occupations are almost all high-skill occupations including, for example, Physician Assistants, Network Systems and Data Communications Analysts, Computer Software Engineers, Applications, Biomedical Engineers, and Medical Assistants. The occupations adding the most jobs (which tend to be the largest occupations, not necessarily the fastest growing occupations), are more varied, including for example Retail Salespersons, Registered Nurses, Combined Food Prep and Serving Workers and Business Operations Specialists, Home Health Aides and Computer Software Engineers, Applications.

It is also important to note that in some industries, even those jobs that may in the past have required only a high school diploma now – or soon will – require more advanced education or training. We have seen this trend in the manufacturing sector over the past 20 years. Production jobs that once required only a high school education are now unattainable for workers who do not have some post-secondary training. Even apprenticeships in the construction trades are becoming more difficult to obtain without some post-secondary education in the field.

Railroad occupations are another good example of this shift. Nearly the entire railroad workforce is reaching retirement age over the next decade and the industry is scrambling to replace these workers. In the past no training courses existed for these fairly well-paid jobs and all training was done on the job. Now, however, most open positions are filled by graduates of training courses that were organized by post-secondary public institutions in collaboration with the industry specifically set up to fill these positions.

goints of Entry

KNOWLEDGE

DRIVES THE

NEW ECONOMY

Talent Development

Our Currency

³Center for Workforce Preparation, a non-profit affiliate of the U.S. Chamber Commerce, 2003 business survey findings.

⁴Based on Minnesota Employment Projections 2004-2014 and analysis done by DEED Labor Market Information Office in collaboration with the Bureau of Labor Statistics.

Manufacturing is a significant industry in Minnesota. It continues to buck the national trend by growing, albeit slowly, with projected growth of about 1 percent between 2004 and 2014. And although this growth is glacially slow compared to others, such as the health care sector, the industry continues to experience worker shortages. There are a number of reasons for these labor shortages ranging from retirements and changing skill requirements in the industry to uncompetitive wages. While demand as measured by the Minnesota Job Vacancy Survey⁵ has been about average for production workers compared to other occupations statewide over the past several years, pockets of higher demand may exist around the state.

Fast Forward

Technology is changing where and how work gets done. Business can transmit information and services from anywhere in the world at high speeds. Labor pool growth is slowing and even projected to shrink in rural areas. Demographics are changing.

The workforce is older, with more minorities and fewer native-born employees; technology and ADA has enabled more individuals with disabilities to enter the workforce. Growing small businesses is becoming a prevalent economic development strategy rather than the pursuit of large plants. Career ladders may not exist in small businesses and are more difficult to identify and negotiate, even in large companies as mid-level jobs vanish in leaner, flatter organizations. Monster and many other flexible, easy-to-use electronic matching systems are competitors in labor exchange. Many companies rely more upon staffing agencies to meet their employment needs.

The competitive characteristics of successful job seekers, businesses, and community have been redefined:

- Among job seekers: competitive job seekers are defined as those with transferable skills; those comfortable with technology; who have a career strategy; those who engage in lifelong learning; and who are able and willing to transfer their skills from one job and industry to another as the economy changes.
- Among businesses: successful and unsuccessful business are increasingly distinguished by those connected to global markets; that invest in development of their incumbent workers; that accommodate the changing demographics of the labor force; that maximize the use of technology; and that cooperate with other companies in their industry, and participate in building the long-term sustainability of their business and community.
- Among communities: competitive communities are increasingly distinguished as those that develop and strengthen their existing businesses; that act regionally and collaboratively; and that align their human development pipelines with the skill and knowledge demands of the businesses and industries in their communities.

⁵Job vacancies are a measure of current market demand. Ten-year employment projections project growth and decline in industries and occupations over the longer-term. For the purpose of planning, long-term trends may be a more relevant measure to examine.

Re-Imagining

What will distinguish successful "gazelle" workforce development systems from those that fade into irrelevance? Minnesota's system has made adaptations to accommodate the new environment, including first rate new tools (Minnesota's Job Bank and labor market information systems), a new focus (business services) and a new state/local relationship (delegation of more authority and resources). But these additions and modifications are insufficient to ensure the relevance of the system to current and projected economic changes.

While the old system was a place-driven model, the future demands a knowledge-driven model, organized around the needs of business, emphasizing alignment and accountability for results. Instead of limiting our thinking to any one agency or place, the future can be imagined as a *network* of agencies, schools, employers, and community organizations that are highly interconnected and capable of providing customers with the mix of advice, education and training, employment supports, and labor market navigation help they need. The future involves unprecedented ability to adapt and adjust quickly and flexibly to customize regionally and locally.

Conclusion

Minnesota's future success will be based on innovation and talent. The next generation of our workforce system must align to help businesses and people to succeed through both of those dimensions.

The GWDC's vision is that we will transform our workforce system to ensure it can provide the services crucial to stakeholders, with the agility and flexibility necessary to remain relevant during rapidly changing times. That transformation will require significant changes on the part of both the organizations that deliver education, training, advising, and job search assistance and the leaders at the state and local levels who set the policies and incentives that drive the workforce system.

Most importantly, the changes envisioned will require unprecedented strategic alliances at all levels and among business, education, workforce and economic development; human services; community based organizations and private foundations; focused on key industry needs; transcending geographic and traditional boundaries; and that provide a network of strategically connected policies, funding, and services.

Immediate steps are already underway in the development of a Unified Workforce Development Plan for Minnesota, which incorporates this vision and framework.

Key workforce development partners met to define goals, strategies and initiatives for achieving Minnesota's workforce development vision between now and 2010. The strategic goals identified were:

- Provide a responsive world-class workforce system to ensure that businesses have a knowledgeable and highly skilled workforce to compete globally.
- Provide high-value workforce intelligence and training to workers so they lead the world in talent and productivity.
- Provide lean management practices across workforce agencies to ensure that resources are adding value to Minnesota employers and workers.

http://www.deed.state.mn.us/wia/2007/unifiediiia.doc is the website for Minnesota's Unified Plan. Table A.2 lists State-level strategies and initiatives to achieve workforce development system goals. While the identified strategies are not anticipated to change over the course of the next two years, additional initiatives will be added and integrated into organization and program action plans.

The GWDC's vision for Re-imagining Minnesota's Workforce Development System has already taken hold in catalyzing new collaborations, alliances and partnerships in order to stimulate innovation and develop the talent of every citizen in Minnesota.

ACKNOWLEDGEMENTS

This document was developed by the Governor's Workforce Development Council under the leadership of Council Chair, Cyndi Lesher and Systems Excellence Committee chair, Jack Wiley. It was approved by the GWDC Executive committee on behalf of the full Council in December, 2006. Systems Excellence committee members include the following:

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The GWDC System Excellence committee would like to thank and acknowledge the Local Workforce Council members and Chairs, Workforce Service Area Directors, business and industry leaders, and leadership and staff within the workforce development partner agencies who were active participants in the committee's work and provided input during the development of this report. Because of their participation and valuable feedback throughout the strategic planning process, this report can truly be considered a collaborative effort.

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The GWDC would also like to acknowledge Larry Good, Corporation for a Skilled Workforce, for providing content expertise and facilitation services during the strategic planning sessions, and who pushed us to "reimagine" Minnesota's Workforce Development System.

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