



Strengthening Virginia's Workforce: Discussion of Recent Investments and the Future

November 18, 2022

Outline

- 1 History of Virginia's Workforce Development Programs
- 2 Virginia's Workforce Development Structure
- 3 Recent Funding Trends
- 4 Discussion of Recent Investments and the Future

Panelists

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Department of Housing
and Community
Development (DHCD)

Dr. Sharon Morrissey

Interim Chancellor,
Virginia Community
College System (VCCS)

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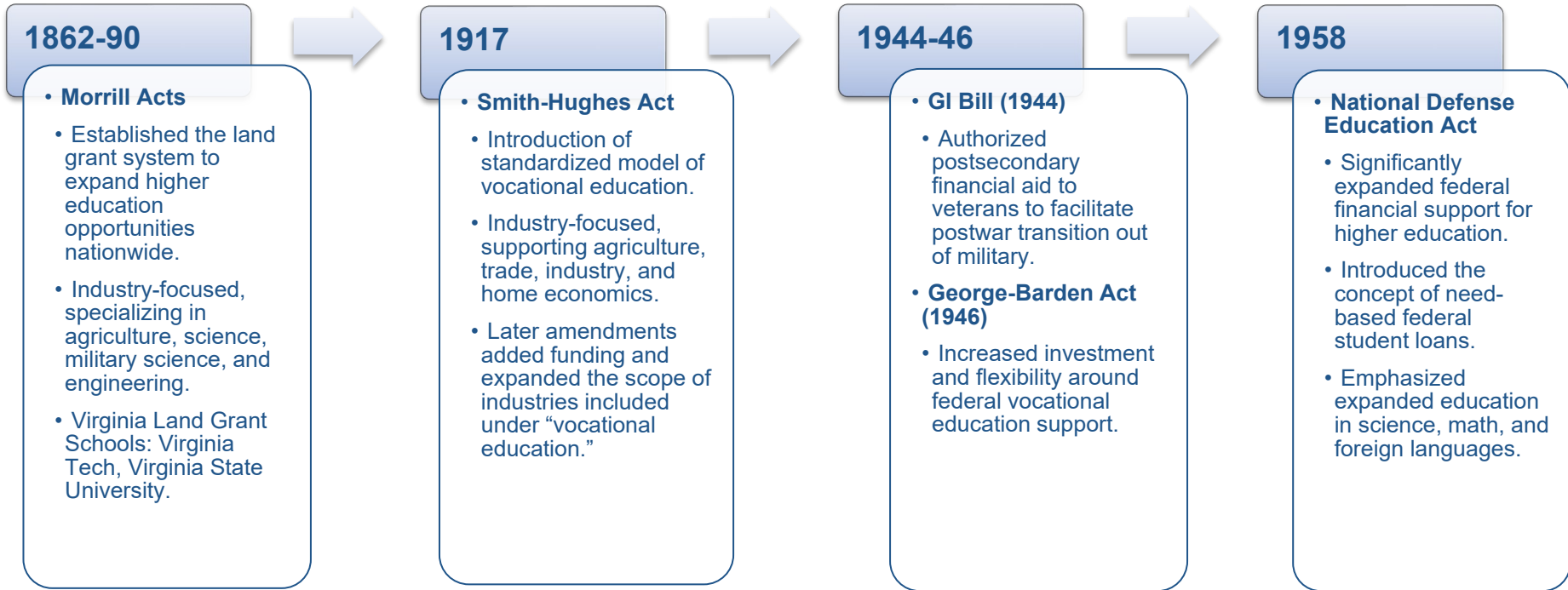
The Honorable Bryan Slater

Secretary of Labor

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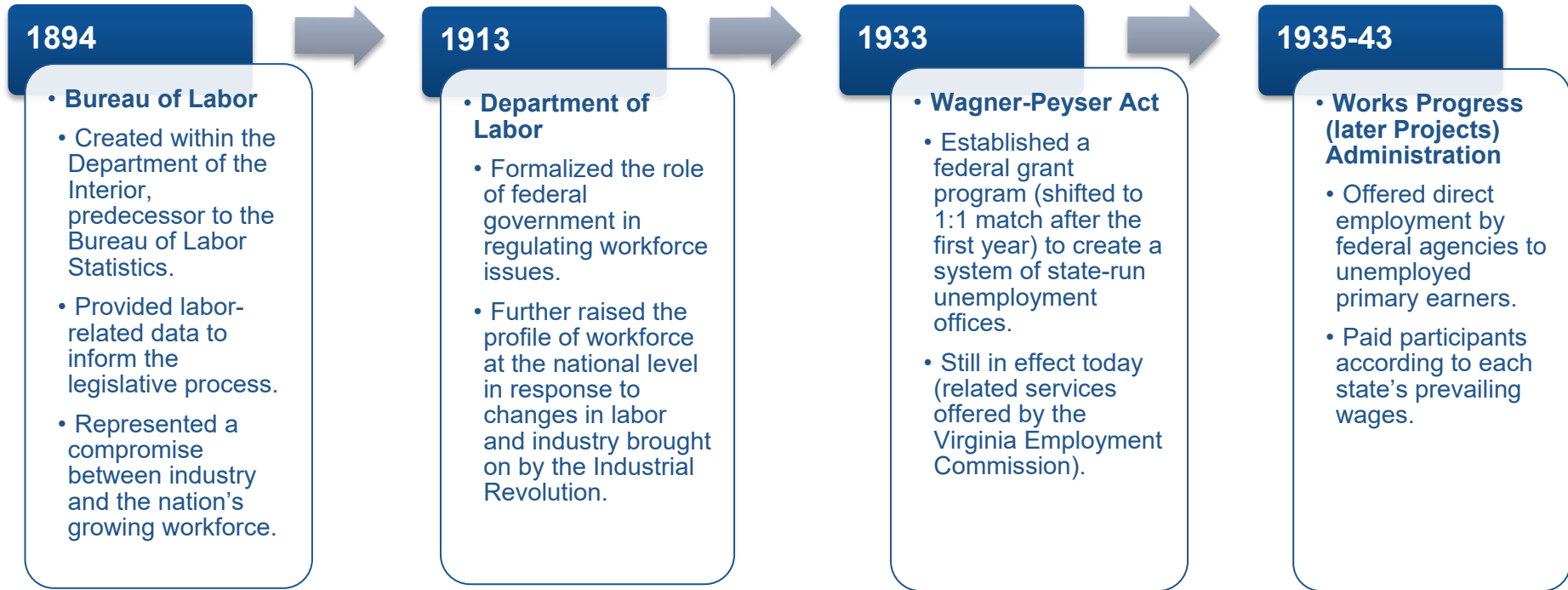
History of Virginia's Workforce Development Programs

Early Federal Legislation Established the Foundation for Modern Skill Development Programs



Note: Hampton University, chartered in 1868 as the Hampton Normal and Agricultural Institute, also received federal Land Grant funding (source: Hampton University Office of Operations Analysis and Research, 2014.)
Sources: Carleton, David. "The Smith-Hughes Act: February 23, 1917," in Landmark Congressional Laws on Education. Greenwood. Westport, CT: 2002. Office of Vocational and Adult Education. Vocational-Technical Education: Major Reforms and Debates 1917-Present. U.S. Department of Education. Washington: 1993. Roth Kremen, Gladys. MDTA: The Origins of the Manpower Development and Training Act of 1962. U.S. Department of Labor (DOL). Washington: 1974.

Likewise, Federal Actions Laid the Groundwork for Future Employment Service Programs



Sources: Grossman, Jonathan. "The Origin of the U.S. Department of Labor," Monthly Labor Review, pp. 3-7. Washington: March 1973. MacLaury, Judson. "A Brief History: The U.S. Department of Labor," in A Historical Guide to the U.S. Government. Oxford University Press. New York: 1998. Roth Kremen, Gladys. MDTA: The Origins of the Manpower Development and Training Act of 1962. U.S. Department of Labor (DOL). Washington: 1974.

Expansion of Training Opportunities to All Workforce Participants Became the Priority of 1960s Programming

As technological advances increasingly destabilized traditional career paths, programming grew to prepare both entry-level and mid-career workers to meet evolving job requirements.

Year	Federal Legislation	Key Components
1962	Manpower Development and Training Act (MDTA)	First retraining program for unemployed mid-career workers
		Included up to 52 weeks of subsistence payments for participants
		1:1 state-federal matching formula after second year of implementation
1963	Vocational Education Act (later renamed the Perkins Act)	First targeted program for first-time workforce entrants since Morris Acts
		Formalized vocational education, expanded postsecondary options
		Funding disbursed based on statewide unemployment levels

Sources: Advisory Committee on Intergovernmental Affairs, The Comprehensive Employment and Training Act: Early Readings from a Hybrid Block Grant. Washington: 1977. Guttman, Robert, "Job Training Partnership Act: New Help for the Unemployed," Monthly Labor Review, pp. 3-10. Washington: 1983. Joint Legislative Audit and Review Commission (JLARC), Review of Workforce Training in Virginia. JLARC Report No. 288, Commonwealth of Virginia. Richmond: 2003. Roth Kremen, Gladys. The Origins of the Manpower Development and Training Act of 1962. (DOL). Washington: 1974.

General Assembly Established the Virginia Community College System in 1966, Reflecting National Trends

Over time, legislative objectives for VCCS have expanded to include providing career and technical education (CTE), as well as training that meets the needs of the state's business and industries.



VCCS Current Status:

VCCS now includes 23 community colleges:

Blue Ridge (1967)	Patrick & Henry (1962)
Brightpoint (1967)	Piedmont Virginia (1972)
Paul D. Camp (1970)	Rappahannock (1969)
Central Virginia (1966)	J. Sargeant Reynolds (1972)
Danville (1936)	Southside Virginia (1970)
Eastern Shore (1964)	Southwest Virginia (1968)
Germanna (1970)	Tidewater (1968)
Laurel Ridge (1970)	Virginia Highlands (1967)
Mountain Empire (1972)	Virginia Peninsula (1967)
Mountain Gateway (1962)	Virginia Western (1966)
New River (1959)	Wytheville (1963)
Northern Virginia (1964)	

Sources: Virginia Community College System. Last accessed October 3, 2022: www.vccs.edu.

Decentralization Brought More Focus on Regional and Local Economic Needs

Beginning in the 1970s, federal legislation increasingly shifted management and implementation responsibilities to states and localities while expanding employment services introduced under MDTA.

Year	Federal Legislation	Key Components
1973	Comprehensive Employment and Training Act (CETA)	Replaced MDTA with broader network of training and employment programs
		Prioritized direct employment over training (60 percent of funding)
		Transferred management authority to states, implementation to localities
1982	Job Training Partnership Act (JTPA)	Added funding to support classroom and on-the-job training
		More targeted funding approach based on states' comparative levels of need
		Transferred both management and implementation authority to states

Sources: Advisory Committee on Intergovernmental Affairs, The Comprehensive Employment and Training Act: Early Readings from a Hybrid Block Grant. Washington: 1977. Guttman, Robert, "Job Training Partnership Act: New Help for the Unemployed," Monthly Labor Review, pp. 3-10. Washington: 1983. JLARC. Review of Workforce Training in Virginia. JLARC Report No. 288, Commonwealth of Virginia. Richmond: 2003. Miengoff, William and Rindler, Lester. The Comprehensive Employment and Training Act: Impact on People, Places, Programs. An Interim Report. National Academy of Sciences. Washington: 1976.

WIA and WIOA Aimed to Strengthen the Broader Workforce Development Network

Legislation since 1998 has consolidated many aspects of program management while maintaining agencies' autonomy to approach the needs of individual workers and industry with different, but more collaborative, strategies.

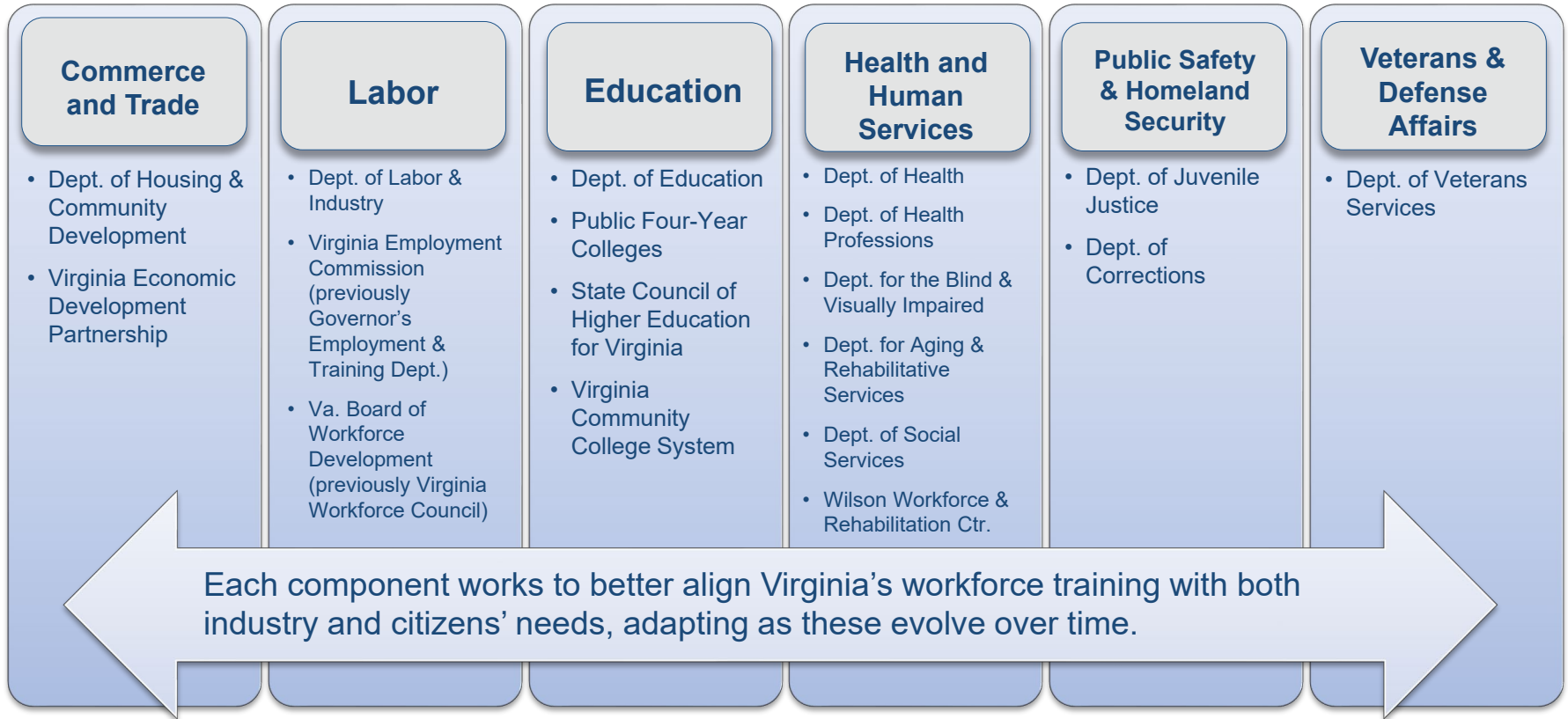
Year	Federal Legislation	Key Components
1998	Workforce Investment Act (WIA)	Established a “sequence of services” offered via the One-Stop system
		Established and granted more authority to workforce development boards
		Consolidated funding oversight to a single lead agency per state
2014	Workforce Innovation and Opportunity Act (WIOA)	Required a Unified State Plan to better standardize, align programming
		Granted more authority to private industry under workforce board model
		Expanded opportunities and services to better meet current needs

Sources: Congressional Research Service (CRS). The Workforce Innovation and Opportunity Act and the One-Stop Delivery System. U.S. Congress. Washington: 2022. Employment and Training Commission, “Workforce Innovation and Opportunity Act,” U.S. Department of Labor (DOL). Last accessed October 25, 2022: www.dol.gov. JLARC. Review of Workforce Training in Virginia. JLARC Report No. 288, Commonwealth of Virginia. Richmond: 2003. JLARC. Virginia’s Workforce Development Programs. JLARC Report No. 463, Commonwealth of Virginia. Richmond: 2014.

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Virginia's Workforce Development Structure

Workforce Development Spans Multiple Secretariats, Applying Different Missions to Achieve Complementary Goals



Workforce Development Services are Locally Provided by a Network of Partners

While the Virginia Board of Workforce Development oversees statewide initiatives, local workforce boards connect local partners to meet the unique needs of their communities.

Virginia's 14 Boards Serve 15 Local Workforce Development Areas (LWDAs)

LWDA I: Southwestern Virginia

LWDA II: New River/Mt. Rogers

LWDA III: Western Virginia

LWDA IV: Shenandoah Valley

LWDA VI: Piedmont Workforce Network

LWDA VII: Region2000/Central Virginia

LWDA VIII: South Central

LWDA IX: Capital Region Workforce Partnership

LWDA XI: Northern Virginia

LWDA XII: Alexandria/Arlington

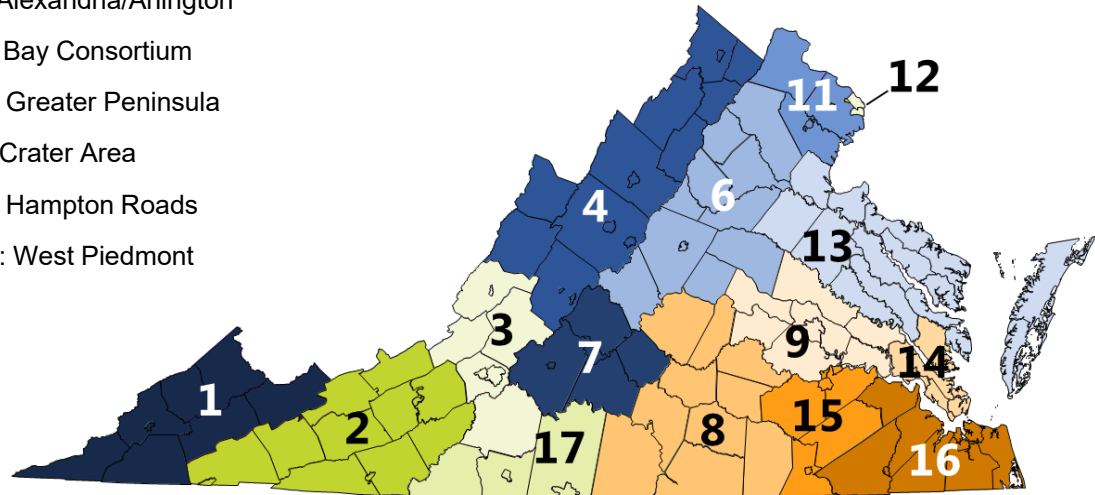
LWDA XIII: Bay Consortium

LWDA XIV: Greater Peninsula

LWDA XV: Crater Area

LWDA XVI: Hampton Roads

LWDA XVII: West Piedmont



Source: JLARC. Virginia's Workforce Development Programs. JLARC Report No. 463, Commonwealth of Virginia. Richmond: 2014.

Key Evaluations of Workforce Development in Virginia

The following list highlights evaluations undertaken by state entities, many at the request of the General Assembly, of publicly funded workforce development-related activities in Virginia.

- 1976: Joint Legislative Audit and Review Commission (JLARC). *Program Evaluation, Vocational Rehabilitation in Virginia*.
- 1990: JLARC. *Review of the Virginia Community College System*.
- 2002: JLARC. *Review of Workforce Training in Virginia*.
- 2008: Governor's Task Force on Career Pathways System Development. *Bridging Business and Education for the 21st Century Workforce*.
- 2011: JLARC. *Review of Coordination Needs Across Virginia's Education System*.
- 2012: Virginia Department of Education, Office of Adult Education and Literacy. *Advancing Work Force Readiness*.
- 2014: JLARC. *Virginia's Workforce Development Programs*.
- 2016: JLARC. *Management and Accountability of the Virginia Economic Development Partnership*.
- 2017: JLARC. *Operations and Performance of the Virginia Employment Commission*.
- 2017: Virginia Economic Development Partnership. *Strategic Plan for Economic Development of the Commonwealth*.
- 2019: State Council of Higher Education for Virginia (SCHEV). *The Cost of Doing Nothing: An Urgent Call to Increase Educational Attainment in the Commonwealth*.
- 2020: SCHEV. *Report on SCHEV's Higher Education and Workforce Alignment Project*.
- 2021: SCHEV. *Addressing Unmet Demand: A Replicable Playbook and Asset Map*.

Virginia's Workforce Development System Continues to Evolve

Core changes to the makeup of Virginia's public workforce network over time have attempted to further support collaborative and innovative program implementation.

Year	Structural Change
1979	Established Governor's Employment & Training Department (GETD) to administer CETA under Secretary of Human Services
1983	Replaced Virginia Employment Commission (VEC) with GETD following implementation of JTPA
1986	Split Commerce and Resources Secretariat to replace with Economic Development Secretariat
1987	Transferred administrative responsibility for Dislocated Worker Program from GETD to VEC
1993	Replaced Economic Development Secretariat with Commerce and Trade Secretariat
1998	Dissolved GETD and replaced with VEC (now under Commerce and Trade instead of Human Resources)
1999	Replaced Statewide Workforce Training Council with the Virginia Workforce Council
2006	Established the position of Chief Workforce Development Advisor to the Governor
2008	Transferred administrative responsibility for WIA from VEC to VCCS
2008-09	Implemented Career Pathways strategic plan to reframe relationships across agencies
2014	Replaced the Virginia Workforce Council with the Virginia Board of Workforce Development
2017	Elevated role of Chief Workforce Development Advisor to cabinet-level position
2021	Replaced the Chief Workforce Development Advisor with the Secretary of Labor

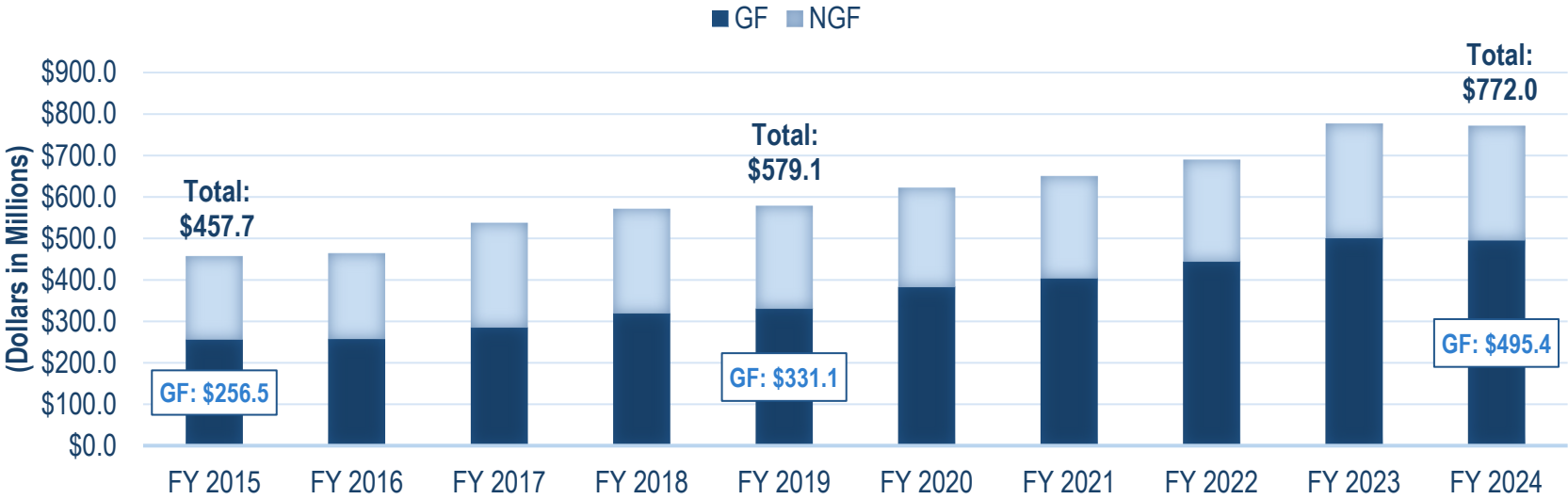
Sources: Commonwealth of Virginia, Administrative Code § 16-5. Commonwealth of Virginia, Code of Virginia §§ 2.2-4.2. Goldberg, Melissa and Alssid, Julian L. Taking Root: The Virginia Career Pathways System. Workforce Strategy Center. New York: 2012. Library of Virginia, Virginia Secretary of Commerce and Trade, Records, 1988-2005.

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Recent Funding Trends

Virginia Has Grown Its General Fund Investment in Workforce Development Strategies by 93.1% Over 10 Years

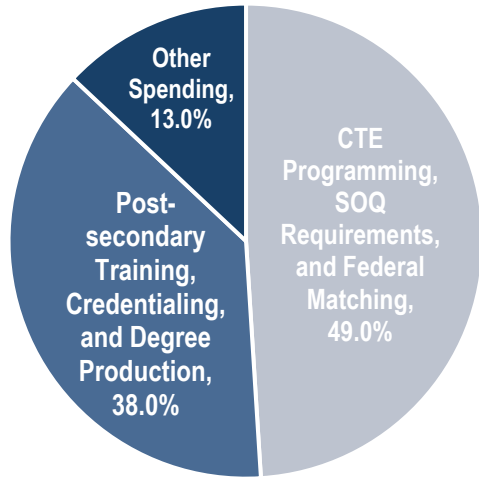
Since Fiscal Year 2015, the Commonwealth has increased its investment of general fund dollars from \$256.5 million to more than \$495.0 million per year. Over that time, Virginia has dedicated a total of \$3.68 billion in general funds and \$2.45 billion in nongeneral funds to support its workforce.



Note: Data for FY 2023 and FY 2024 includes estimates based on current allocations and recent funding trends. SFAC estimates compiled from the Legislative Information System, lis.virginia.gov and Department of Planning and Budget, dpb.virginia.gov. Additional Source: Virginia Secretary of Labor, Draft Meeting Materials.

Increased General Fund Investment Prioritizes Skill Development

Secondary and postsecondary training represents 80.5% of all GF workforce spending for FY 2024.



Of the roughly \$495.0 million in anticipated GF spending on workforce development activities next year, nearly \$400.0 million will promote industry-focused training.

- Supported services include K-12 and alternative CTE instruction, Workforce Credential Grants, G3 aid, dedicated scholarship and loan incentives, general credentialing, and postgraduate residencies.

Other areas of workforce development spending include:

- Apprenticeships, internships and work experiences;
- Workforce and market alignment; and
- Broader workforce readiness programming.

Note: Data for FY 2023 and FY 2024 includes estimates based on current allocations and recent funding trends. SFAC estimates compiled from the Legislative Information System, lis.virginia.gov and Department of Planning and Budget, dpb.virginia.gov. Additional Source: Virginia Secretary of Labor, Draft Meeting Materials.

Over \$93.0 Million in New Workforce Development Investments Support Identified Needs

GF Actions for 2022-24 Biennium (\$ in millions)	FY 2023	FY 2024	Biennium
K-12 Spending in Career and Technical Education (SOQ, One-Time Grants)	\$14.1	\$11.0	\$25.1
Internships and Apprenticeships (VTOP, Rural IT Grant, Space Grant Consortium)	4.3	11.3	15.6
UVA-Wise Rural Economic and Workforce Development Package	6.6	5.0	11.6
G3 Innovation Grant Funding	8.0	-	8.0
Collective Scholarship, Grant, and Loan Expansions (overseen by VHWDA)	2.8	2.8	5.6
Talent Accelerator Expansion and Target Services	3.2	2.1	5.3
Mental Health Workforce Pilots	3.5	0.5	4.0
Network2Work Job Placement	2.0	2.0	4.0
Veterans Education, Transition and Employment Services	2.7	1.2	3.9
Teacher Recruitment, Retention and Credentialing Support	2.2	0.8	3.0
Training Pilots at VCCS (Sonographers, Advanced Manufacturing)	0.5	3.0	3.5
Hampton Roads STRONG	-	2.5	2.5
Maritime Center for Mission Engineering Solutions	0.5	0.5	1.0
Total, New Workforce Development Investment	\$50.4	\$42.7	\$93.1

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Discussion of Recent Investments and the Future

Sara Dunnigan

Deputy Director of Economic Development and Community Vitality,
Department of Housing and Community Development (DHCD)



Dr. Sharon Morrissey

Interim Chancellor,
Virginia Community College System (VCCS)





Strengthening Virginia's Workforce





2021-2022 Overview

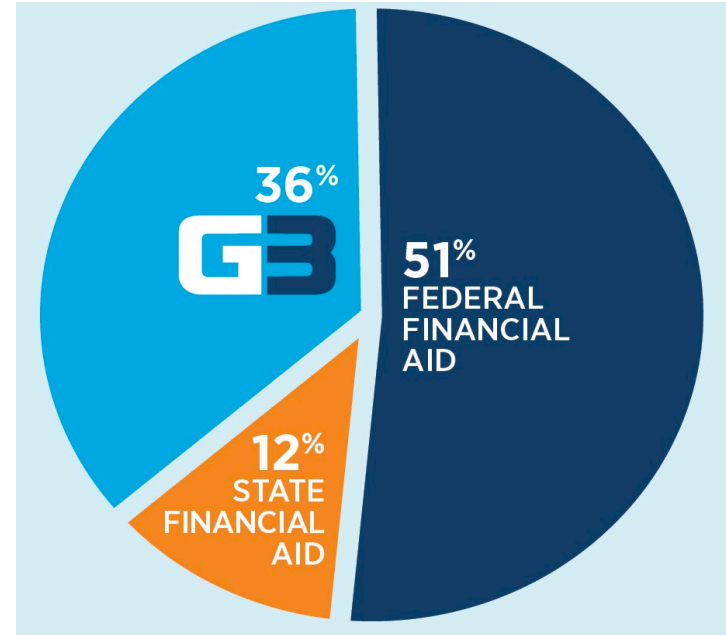
11,084 credit and WCG students
received over \$18.6 million G3
financial aid

8,272 enrolled in credit bearing
programs

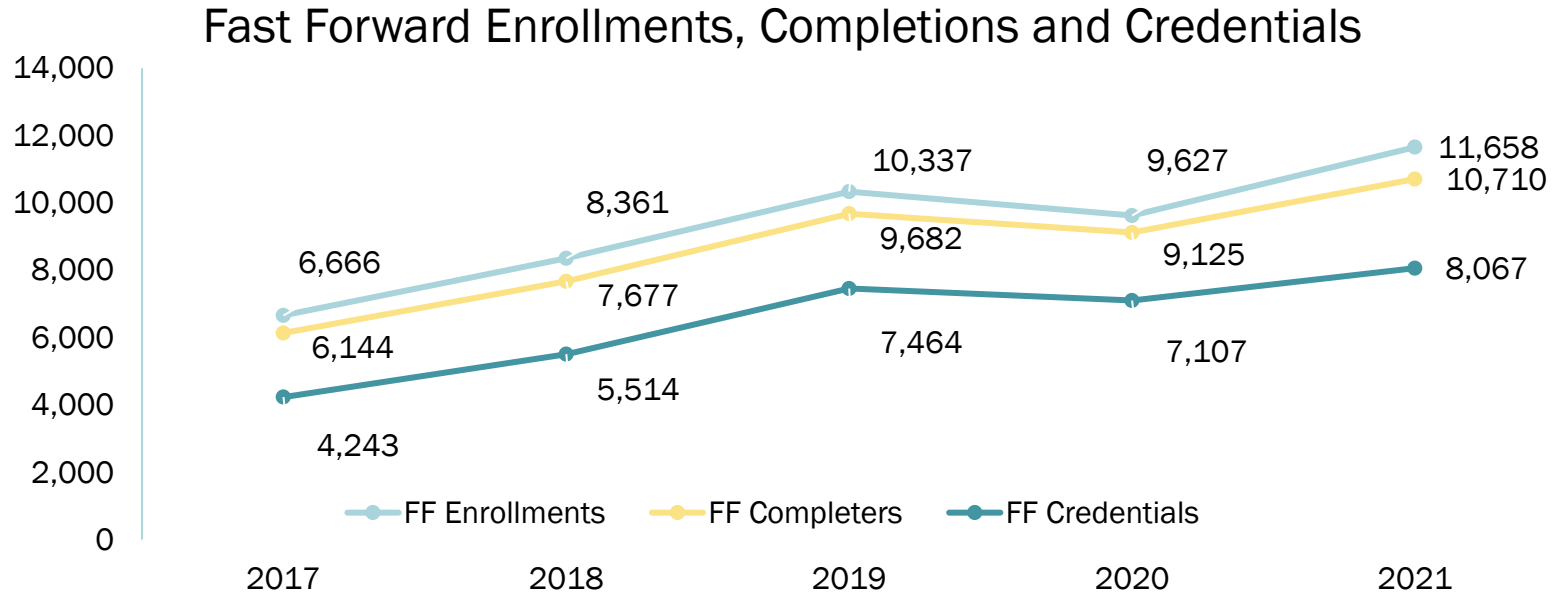
2,867 enrolled in WCG programs

Last Dollar Impact

G3 enabled Virginia to make the most of other sources of financial aid. Of the \$40.9 million cost to educate G3 students in the program's first year, 51% of the funds came from Federal Pell Grants.

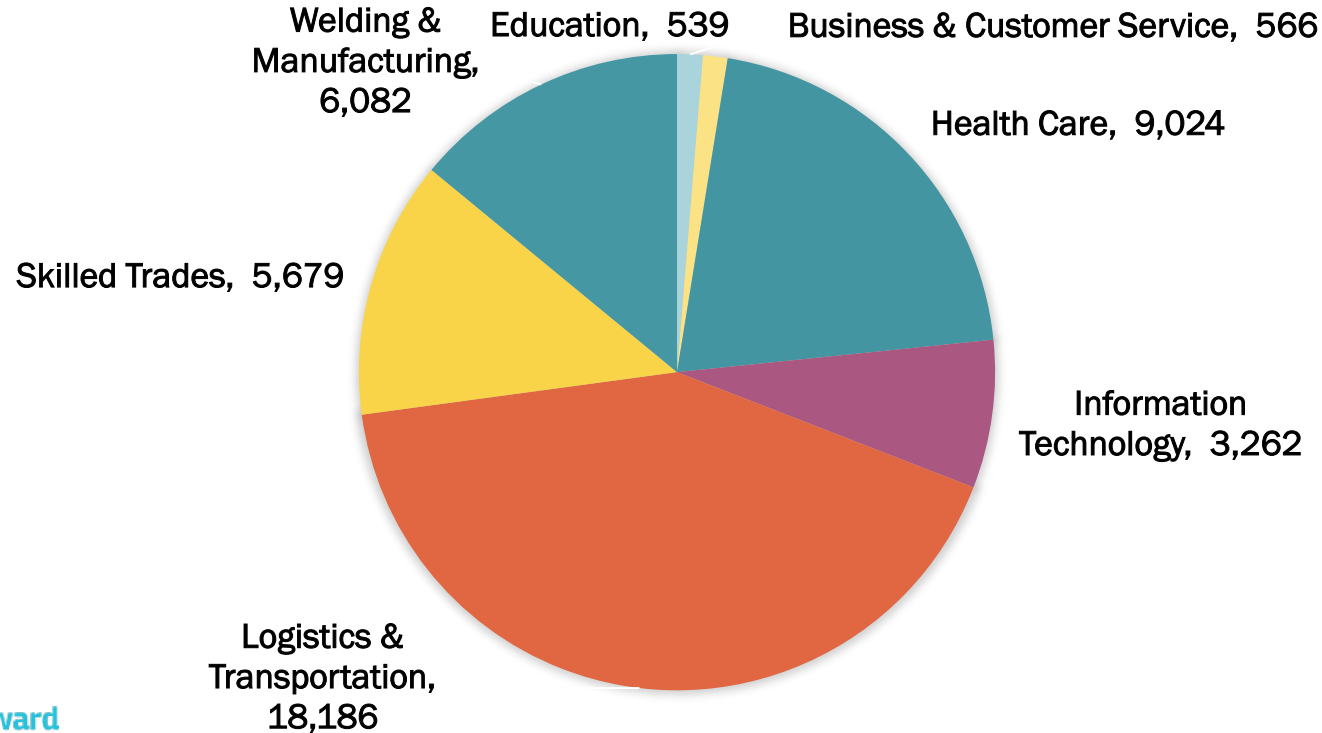


Since 2017, Fast Forward Enrollments and Completions have increased by 75%.

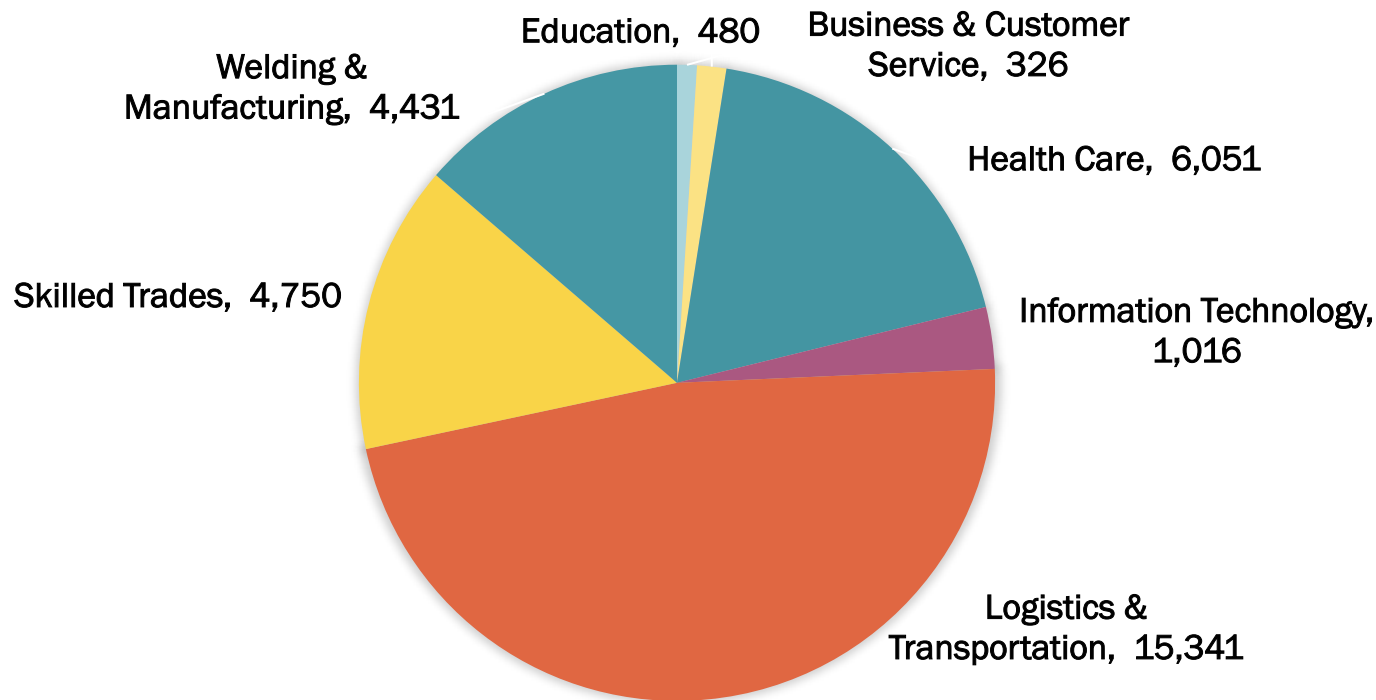


Source: Fast Forward data by class end date.

44,000 students have completed training in high demand fields.



33,000 students have earned the credentials for which they trained.



Source: Fast Forward data by class end date.

Fast Forward Completers report quality of life benefits.

80%

Get a new
Full-Time Job

65%

Better pay

76%

Have health
benefits

61%

Paid Sick
Leave

78%

Paid Time Off



Meeting Virginia's Workforce Needs: The VCCS Plan

- Expand WCG/FastForward short-term training programs
- Expand G3 to include teacher education and other high-demand baccalaureate degrees
- Establish program start-up and innovation fund to enable colleges to quickly respond to industry needs
- Expand career placement services to connect students to internships, apprenticeships, and jobs
- Expand Dual Enrollment CTE and FastForward for high school students; allow eligible students who enroll at the college to access G3 aid

Xavier Beale

Vice President of Human Resources and Trades,
HII/Newport News Shipbuilding



**Newport News
Shipbuilding**

Investing in the Entire Workforce Value Stream



	Middle School Awareness	High School CTE	Adult Learners	On the Job Training (OTJ)
Goal	Promote career awareness & NNS brand	Recruit students into CTE programs to develop skills over 1-2 years	Train underemployed adults for high-wage maritime careers	Refine skills to Navy Nuclear standards & instill company culture
Current State	<ul style="list-style-type: none"> SEEKnnns GOTEC Career Connections pilot in Hampton Roads 	<ul style="list-style-type: none"> New Horizons & Good Life Solutions partnerships Engaging more school districts throughout VA & NC Pre-Apprentice Pilot with VA Beach Public Schools 	<ul style="list-style-type: none"> MTT provides 2-3 weeks of Level I training in 8 trades State FastForward & G3 programs provide tuition supports Participation in ATDM pilot 	<ul style="list-style-type: none"> Many entry-level employees require training from scratch Significant training cost in dollars and man hours Green workforce reduces first-time quality & safety
Future Goals	<ul style="list-style-type: none"> Expand GOTEC to more schools & communities 	<ul style="list-style-type: none"> Recruit more students into CTE programs & increase future hiring More regional high school programs like NHREC 	<ul style="list-style-type: none"> Develop Level II & III MTT training modeled after CT training program Student financial supports to ensure greater access 	<ul style="list-style-type: none"> Employees entering NNS with baseline training Reduce OTJ training costs
Support Received & Needed	<ul style="list-style-type: none"> Federal DMCSPP grant supporting GOTEC pilot Seeking GO VA support for expansion 	<ul style="list-style-type: none"> Grow high school training capacity Encourage collaboration across school districts 	<ul style="list-style-type: none"> State funding for MTT expansion Greater support for student tuition & wrap around services VCCS funding to improve instructor recruitment & course consistency 	<ul style="list-style-type: none"> Federal contract vehicle to support OTJ training cost Better foundational work in pipeline will reduce OTJ training demand

**Better Foundational Work Accelerates Time to Talent & Improves First-Time Quality
While Giving All People Access To Good Jobs**

Zuzana Steen

Academic and Community Relations Director,
Micron Technology, Inc.



Micron in VA and Cultivating Talents

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Micron Technology Virginia

Manassas, VA

Global Automotive Center of Excellence



Team Members

1.6K and nearly a
thousand contractors

Fab Size

285K sq ft,
300mm Fab

Memory Products

DRAM, NAND, NOR

Diverse Site

46.6%
underrepresented
populations;
13% veterans

Segments

Automotive, industrial,
networking and mobile
products

Export

A top exporter in VA

Cultivating Talents in Virginia



K-12 STEM Engagement



Community College and University Partnerships

K-12

- **Partnerships** with school divisions and education nonprofits
 - **Positions on boards and other alignment**, incl. with CTE, ed foundations, Boys and Girls Club, Year Up.
 - **Financial, in-kind & volunteer** support for STEM teachers grants, CTE, robotics, career events, scholarships, etc.
- **Micron Outreach** programs to inspire learning in **STEM**, such as Chip Camps, hands-on-science-lessons, and tours

Community Colleges and Universities

- Strategic positions on **boards**, incl. **NOVA, Germanna, Laurel Ridge CC, GMU, VSU, VCU, ODU, VT, NSU, VMEC**
- **Volunteering, mentoring, financial & in-kind support** for labs, diversity programs & technical student societies
- **Research and curriculum** development

Sharon Alexander

Director of Workforce Initiatives,
Virginia Hospital & Healthcare Association





VHHA Workforce Initiative

Senate Finance and Appropriations Committee Meeting

November 18, 2022

Sharon Alexander, MPA
Director of Workforce Initiatives, VHHA



Building Awareness Through Public Campaigns

- OnBoardVirginia.com
 - Virginia's hospitals by region with interactive map
 - Virginia's educational offerings
 - Job search feature
 - Career Paths in Healthcare & Testimonials
 - Why Virginia



Workforce Programs That Work!

Earn While You Learn – Partnership with VCCS and Hospitals & Health Systems

- “Earn While You Learn” programs provide the opportunity for students to be compensated during their clinical rotation hours from the hospitals that supervise them.
- The programs create financial incentive for students to begin and continue their healthcare education.
- They form important relationships between the students and the hospitals – prospective employers – and important hands-on clinical training for prospective employees.
- Since, 2020 Mary Washington Healthcare and Germanna Community College have partnered to administer an Earn While You Learn Program to bridge the gap between educational and clinical practice while addressing the demand for more nurses.

Workforce Programs That Work!

Nurse Preceptor Incentive Program for RNs and APRNs

- A preceptor is an experienced licensed clinician who supervises nursing students during their clinical rotations.
- In 2021, the General Assembly committed \$500,000 to create the Advanced Practice Nurse Preceptor Incentive Program to encourage preceptors for advanced practice nursing students. There was tremendous interest in the program. There were over 400 applications for just over 160 awards.
- Preceptors are a requirement of nursing programs, providing critical hands-on experience for student nurses and providing guidance as they deliver care and begin their careers.
- It is increasingly difficult to recruit nurse preceptors. Precepting is an additional administrative responsibility for practicing nurses on top of the patient care they deliver. The lack of individuals willing to serve as preceptors acts as a barrier to graduating and expanding nursing programs.
- In addition to providing more funding for APRN preceptors, it is important that significant resources are dedicated to encouraging preceptors for students who are not seeking an APRN degree.

The Honorable Bryan Slater

Secretary of Labor
Commonwealth of Virginia





COMMONWEALTH OF VIRGINIA

WORKFORCE DEVELOPMENT OPTIMIZATION INITIATIVE

REIMAGINING HOW WE SKILL OUR WORKFORCE

CONSOLIDATE ● OPTIMIZE ● CENTRALIZE ● STANDARDIZE ● UNIFY

BRYAN SLATER
SECRETARY OF LABOR

THE PROBLEM

Many agencies across the Commonwealth are responsible for workforce development activities, but **no one agency has it as their #1 priority.**

WORKFORCE DEVELOPMENT IN VIRGINIA



\$485M+

Total Funding



12+

Agencies



6

Secretariats



Fragmented, decentralized approach that prevents efficient coordination and administration



Lack of connection between industry demand and talent capabilities



Disparate and confusing entry points



Lack of consistent or reliable data for measuring workforce development program outcomes



Redundant, outdated, and siloed technology systems



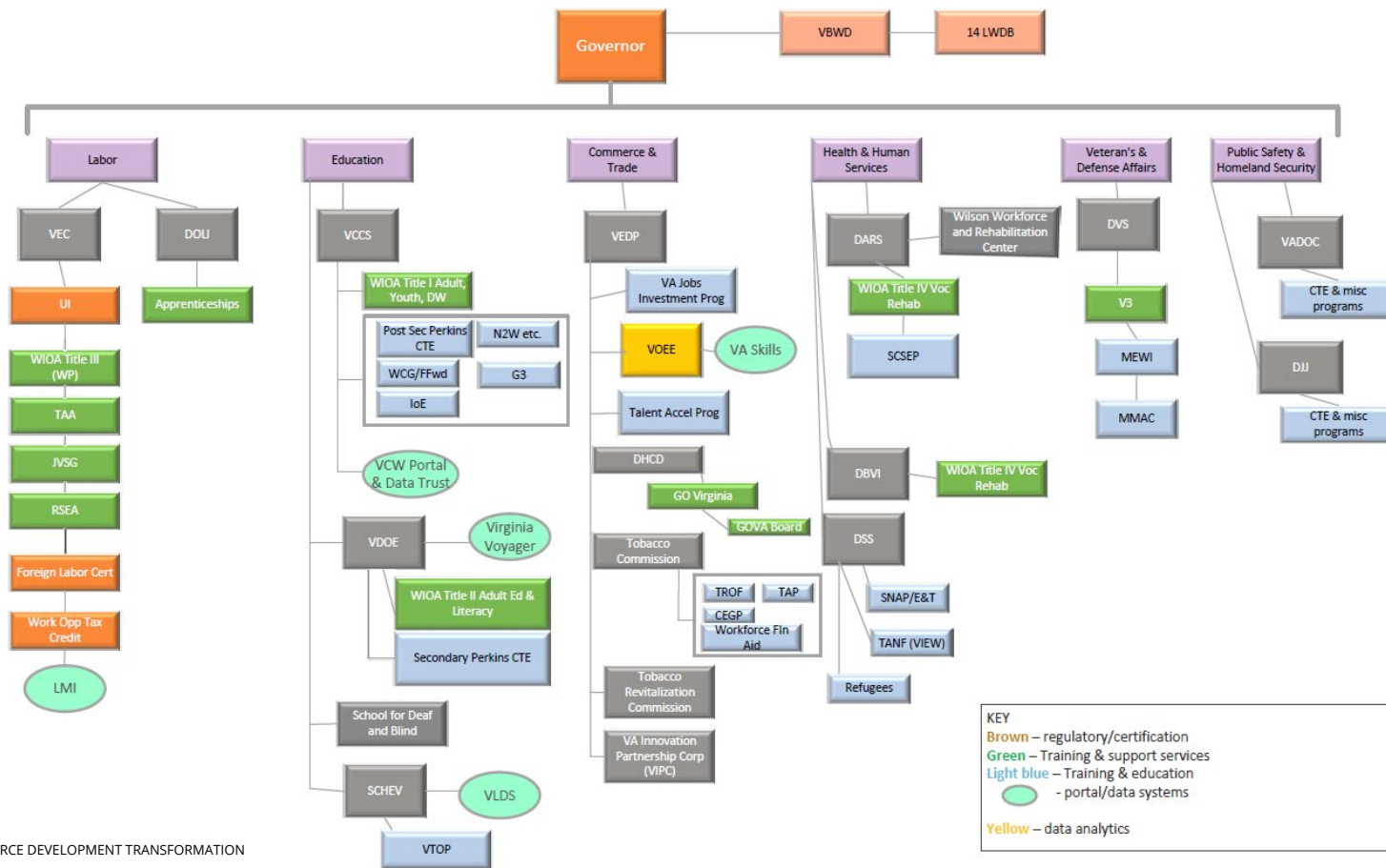
120K fewer Virginians in the Commonwealth's labor force compared to pre-pandemic levels, with a labor force participation rate of **63.6%**¹

50%² of Virginia small businesses are struggling to find workers

¹<https://www.vec.virginia.gov/latest-release>

²https://www.thecentersquare.com/virginia/about-half-of-virginia-small-businesses-still-struggling-to-find-workers/article_909e0012-d2f8-11ec-afd8e37fbee0c0b2.html#:~:text=In%20the%20nationwide%20survey%2C%2063,percentage%20points%20better%20than%20average.

THE CURRENT STATE OF WORKFORCE DEVELOPMENT



THE OPPORTUNITY

A **single, dynamic, nation-leading workforce ecosystem hub** that proactively connects talent capabilities across all Commonwealth sectors and regions with industry demand. The aligned workforce development system will effectively **streamline capabilities** and resources with one goal in mind: a **transformed and transformational system that works for ALL Virginians**.



Balance centralized strategy with regional flexibility by eliminating duplicative programs and processes across the Commonwealth, while providing adaptable guidelines that allow regions to address their unique worker and employer needs.



Standardize goals, metrics, performance incentives, and Key Performance Indicators (KPIs) to drive accountability and enable meaningful outcomes that encourage improved service delivery.



Design a centralized hub to streamline workforce policy and for efficiently gathering, analyzing and sharing data between workforce development programs, while providing insights to inform policy and empower a long-term and best-in-class data and analytics strategy that prioritizes responsiveness and meaningful decision-making.

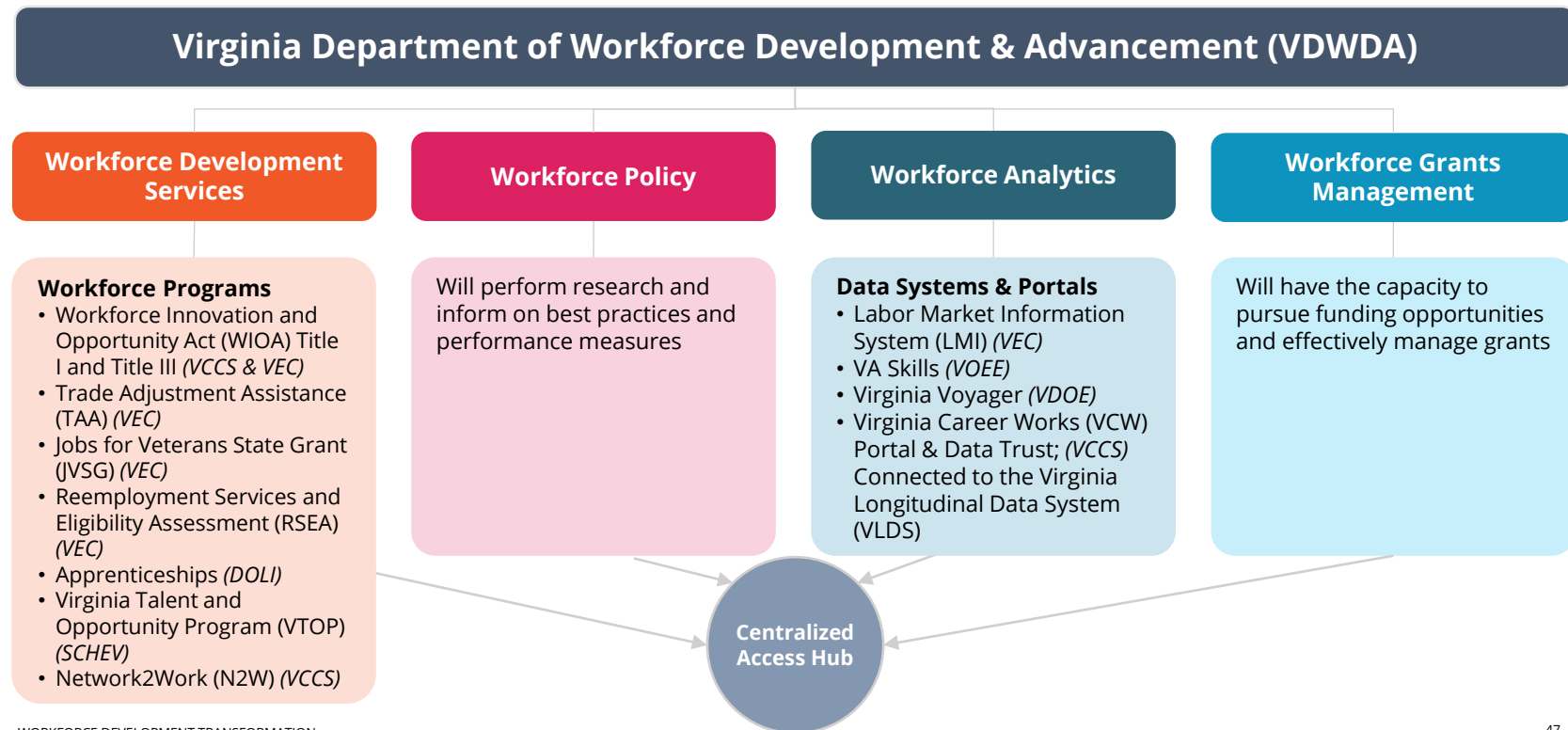


Create a centralized website portal for service seekers that enables them to easily access information, receive opportunities, and connect to employers and job seekers

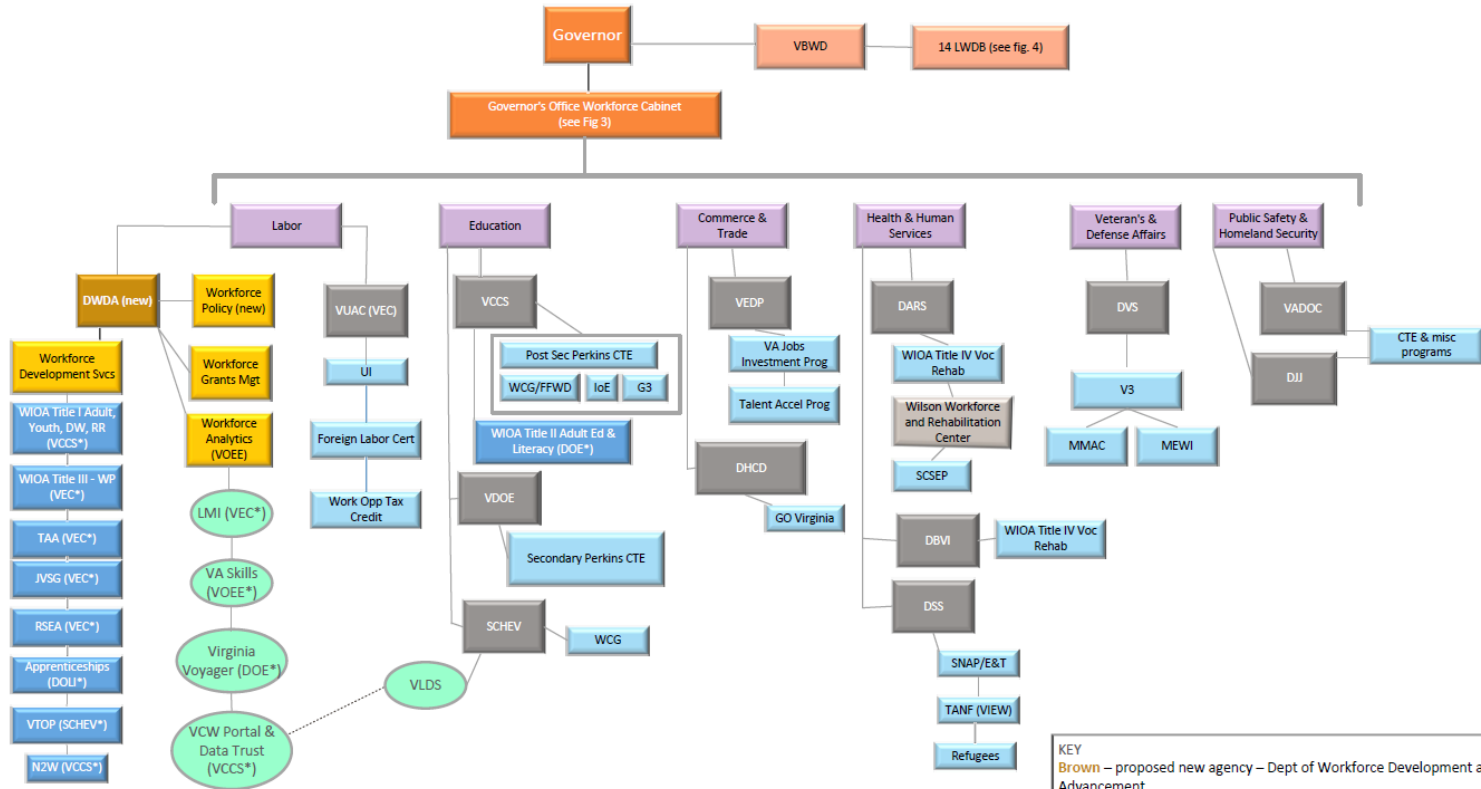
AFTER THE INITIAL INVESTMENT IN WORKFORCE DEVELOPMENT OPTIMIZATION, CONSOLIDATION AND OTHER EFFICIENCIES WILL RESULT IN MEASURES TO TARGET, EXPAND, AND SCALE TO SUCCESS.

THE NEW ORGANIZATIONAL STRUCTURE

We propose the following structure for the VDWD, moving offices and teams that have a similar mission to VDWD under one umbrella department.

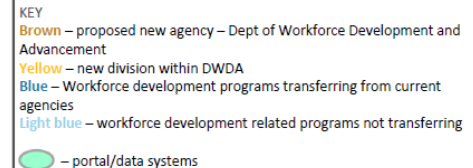


THE FUTURE STATE OF WORKFORCE DEVELOPMENT



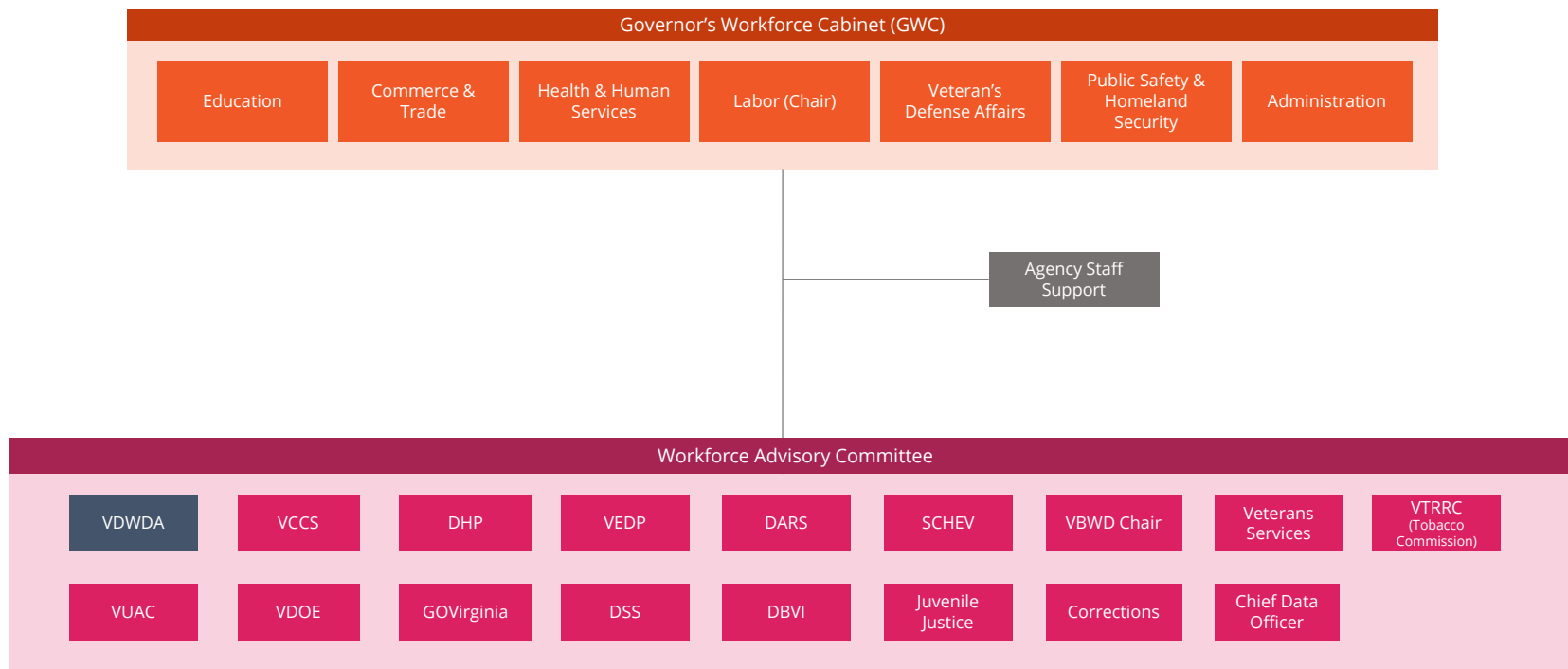
* - designates agency currently administering program

This diagram represents agencies with programs that are directly engaged in providing workforce development services (6 Secretaries, 13 agencies).



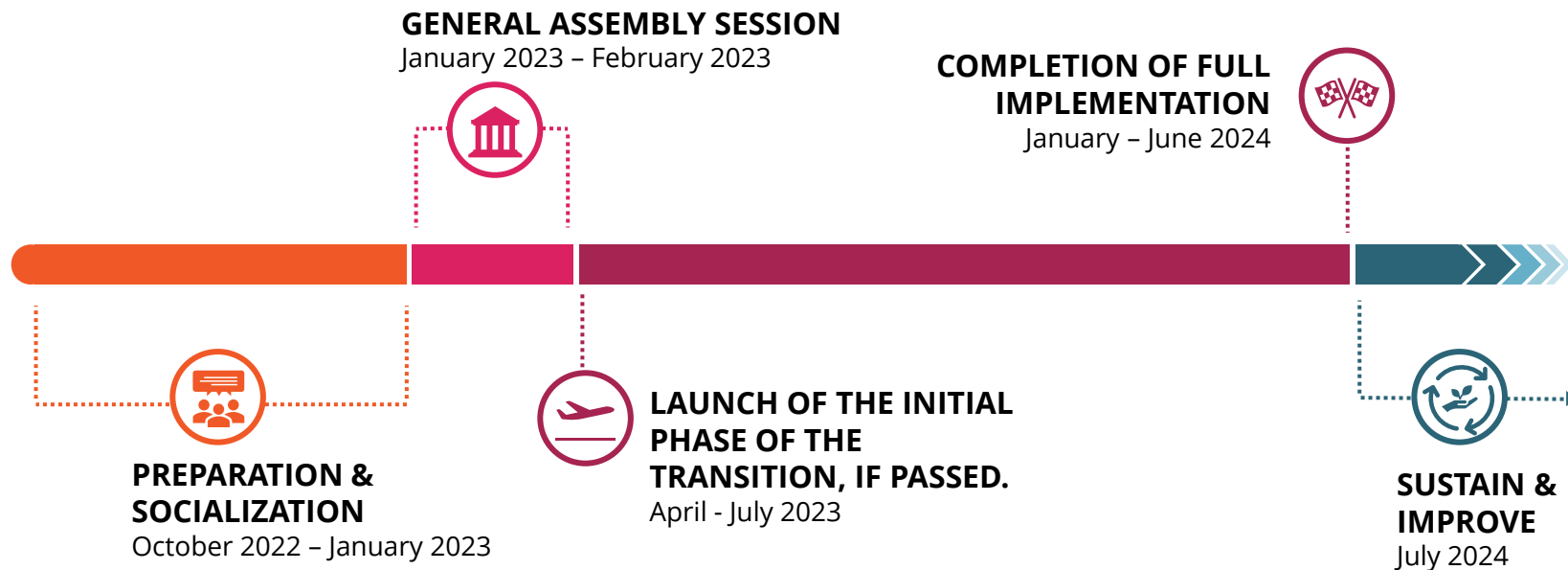
THE GOVERNOR'S WORKFORCE CABINET

The proposed governance structure of the Governor's Workforce Cabinet.



TRANSITION TIMELINE

Our initiative extends across the next two years and features several key milestones.



Questions for Discussion

1. Virginia has introduced a range of innovative programs and strategies to support workforce development over the past five years. How would you describe the successes and challenges of these initiatives?
2. What current programs or services would Virginia's businesses prioritize, and how would these services ideally be delivered?
3. What lessons from past restructuring efforts should we keep in mind as we consider the current organization of, or any potential changes to, the Commonwealth's workforce development network?