



*Supporting a Tradition of
Excellence: A Proposal for an Office of
Workforce Development*

for the

*York County Economic Development
Corporation*

prepared by

*FAIRWEATHER
CONSULTING*

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EXECUTIVE SUMMARY

York County is home to a wide array of workforce development service providers. Individually and collectively, these providers comprise an effective system for addressing the workforce demands of the county's employers. Through a series of interviews with both employers and providers, this report identifies numerous examples of interagency collaboration and innovation that highlight the effectiveness of the county's system of providers and support organizations. Overall, York County's workforce development system is doing well responding to the current needs of the county's employers.

Economic change and demographic shifts in the workforce, both at a national and a local level, are requiring workforce development systems to extend their reach beyond issues of training and education.

Yet, while the county's strong demand-driven approach has been successful at meeting employer's needs in the past, economic change and demographic shifts in the workforce, both at a national and a local level, are requiring workforce development systems to extend their reach beyond issues of training and education.

As the population ages, the traditional "entry-level-age" worker has become a relatively smaller component of the workforce. Even in a successful place like York County, a major challenge facing a growing economy is finding new sources of workers to fill these jobs or enabling firms to use technology to reduce their need for such workers. In order to avoid such a shortage of workers the York County workforce development system must:

- Find a more effective way to transition non-College-bound high school graduates & high school dropouts into the workforce
- Ensure that the County's immigrant population has the language skills and support to effectively participate in the workforce
- Ensure that workers with young children have access to high-quality day care and those with elderly parents have effective means to address the problems of elder care

The "demand-driven" workforce development system worked well enough for the 20th Century. But, the workforce challenges of the 21st Century require some one to serve the role as network builder and catalyst for complex, long-term workforce development initiatives.

The Need for a Network Builder and Catalyst

These are issues that extend beyond one industry and beyond the scope of any single agency. An effective response will involve creating and sustaining a network of various service providers to work together to address these issues across a variety of industry sectors. The current system is outstanding at addressing employer needs once they are expressed and understood. But changes in the economy require more from the system.

The "demand-driven" workforce development system worked well enough for the 20th Century. But, the workforce challenges of the 21st Century require some one to serve the role as network builder and catalyst for complex, long-term workforce development initiatives. We recommend that an Office of Workforce Development in the York County Economic Development Corporation (YCEDC) take on this new role on behalf of the York County workforce development system.

NOTE: The YCEDC Office of Workforce Development would not be a service provider. It would serve as an intermediary or broker between Employers and Workforce Development Providers, identifying existing needs, anticipating future needs and putting together the network of organizations required to address them.

The office would have two primary functions:

Creating a Network through a case management approach:

The YCEDC Office of Workforce Development would act as a “case manager” for firms with workforce issues. It would be responsible for bringing together networks of service providers to address existing workforce issues facing individual employers, issues that reach across various industry groups, or issues that affect a geographic location in the County. The office would:

The YCEDC Office of Workforce Development would not be a service provider. It would serve as an intermediary or broker between Employers and Workforce Development Providers, identifying existing needs, anticipating future needs and putting together the network of organizations required to address them.

- Serve as the single point of contact & referral on workforce-related issues for employers.
- Maintain a working referral catalogue on who does what well in terms of workforce development services.
- Follow through on leads from Business Retention visits that need complex responses from the Workforce Development System, including assisting the creation and maintenance of industry consortia involved in training or other initiatives.

Acting as a Catalyst for Addressing Long-term Workforce Development Issues: In addition to creating responses to existing issues or needs, the Office of Workforce development would also identify and organize responses to long-term emerging issues for both employers and workforce development service providers. Depending upon the needs identified, we would envision this involving the following types of tasks:

- Developing elder care options for employees. An analysis sponsored by the Metropolitan Life Insurance Company, estimated national productivity losses due to elder care issues ranging from 11 to 29 billion dollars per year.
- Identifying emerging needs for transit systems for workers. As necessary, the Office would work with Rabbittransit, the County Planning Commission and employers, to identify bus routes that could serve to link people with employers needing workers.
- Initiating systems that enable firms to outplace workers into industries where they are needed as productivity reduces demand for jobs in certain industries. In the face of global competition, manufacturing success will often depend upon dramatic increases in productivity. Consequently firms or industry clusters that are succeeding globally often end up eliminating jobs. The Office could work with firms or clusters to anticipate such developments and have an outplacement process already extant before such jobs are eliminated.
- Providing staff support for York County SCWIB members’ deliberations/decisions. This group’s scope of action has been limited because it has no dedicated staff to provide administrative support between the group’s meetings. The Office would provide that staffing function.

- Creating and sustaining initiatives to systematically build the pipeline of entry-level workers for clusters or the entire economy. Despite its rapid growth, York County could still experience periodic shortages of entry-level workers either county-wide or within particular clusters or industries. As described above, safeguarding against these shortages requires continual work on multiple fronts. The Office would serve as the single coordinating point and catalyst to sustain these efforts.
- Drafting an annual report on the State of the York County Workforce. As part of its role as catalyst and advocate, the Office would compile an annual report on the County Workforce, evaluating past performance and identifying major issues to be addressed in the coming years.

Implementing the Office of Workforce Development

We recommend a phased approach to creating this office. Initially, the Office should be staffed by a single professional position with half-time administrative support. The initial staffing commitment should be maintained for at least two years. After two years, the operations of the Office should be evaluated by YCEDC to determine if additional professional staffing and/or support are required.

We propose the following job description for the position of Coordinator of the Office of Workforce Development:

- Reports to YCEDC Executive Director
- Represents YCEDC on all York County Workforce Development Initiatives including providing staff support for York County consortium of SCWIB Board members & attending SCWIB with Exec. Director
- Creates referral catalogue/listing of services available in County
- Monitors status of York County workforce (e.g., trends in demographics, workforce participation, education levels, skills shortages, etc.)
- Coordinates activities with YCEDC Business Retention Staff & follow up on retention cases that require workforce-based solutions by referring firms to appropriate providers and ensuring adequate response
- Establishes new workforce development initiatives in response to existing or anticipated workforce needs of York County employers (e.g., establishing new training consortia, transit routes, etc.)
- As necessary, provides logistical support for such initiatives (grants writing/reporting, coordination of participants/trainers)
- Creates an annual report on the state of the York County workforce including an action agenda for the following year

As the competition for the “creative class” of engineers, programmers, and designers of all types heats up for York County, the Office of Workforce Development’s role as a catalyst will likely extend to such areas as contributing to the continuing revitalization of downtowns as well as advocating for enhanced opportunities for cultural activities and outdoor recreation. . .

In a sense, this is the first phase in 21st Century workforce development. As the competition for the “creative class” of engineers, programmers, and designers of all types heats up for York County, the Office of Workforce Development’s role as a catalyst will likely extend to such areas as contributing to the continuing revitalization of downtowns as well as advocating for enhanced opportunities for cultural activities and outdoor recreation, all of these tied to York County’s effectiveness in competing for the so-called “creative class.”

Introduction

In the knowledge economy, the economic vitality of places depends upon the skills of the workforce, making workforce development our economic development priority. Competitive places in the 21st Century will be people centered, investing in and nurturing the skills and talents of their populations.

Shari Gemise. *People and the Competitive Advantage of Place*. 2006.

This report is a testimony to York County's understanding of the relationship between people and the competitive advantage of place as described above by Shari Gemise. It is the direct result of the recommendations of the workforce development action team of York Counts. The action team was spawned by the completion of the 2001 report "York Counts: Defining Our Future in York County." That document provided an overview of the health of York County in a variety of areas, from public health to education. On the basis of that report, the York Counts Commission created 13 action teams to address critical issues uncovered by the initial York Counts analyses.

The York Counts Workforce Development Action Team concluded that the County needed a more unified system of workforce development. The Action Team reached the following conclusions:

1. All the right pieces are in place for effective workforce development, but a lack of coordinated effort means that valuable resources, such as funding, information exchange and collaboration, are inconsistent and under-utilized.
2. Creation of an oversight entity, the Office of Workforce Development, would streamline efforts to accomplish the following objectives:
 - Develop a system to assess the County's workforce skill development needs.
 - Identify redundancies, gaps and the "fit" of current efforts in the context of business needs and the county-wide development plan.
 - Develop ways to link education systems and training resources with workforce development programs to ensure that programs respond to current and future needs of County employers.
 - Identify and develop resources to drive strategies for cultivating a diverse workforce that aligns with the County's strategic economic needs.
 - Cultivate a workforce environment that recognizes the need for and value of lifelong learning and skills development.

York Counts Commission. *Charting a Brighter Future for All: The Time is Now. A comprehensive action plan of the York Counts Commission*, February 2004, page 10.

The purpose of this study was to review and, as necessary, refine these recommendations to establish an effective workforce development response in York County that advances the findings of the workforce development working group. This has involved the following tasks:

Creating a profile of the existing service providers and funding programs that make up the workforce development system in York County to understand how the current system is structured and operates.

Reviewing the current economy and employer perceptions about workforce to determine current and future demands upon the workforce development system.

Conducting a "gap/redundancy" analysis to identify any areas where York County's workforce development system is missing key services and/or experiencing unnecessary duplication of services.

Providing recommendations to advance the findings of the workforce development action group given the results of the gap/redundancy analysis.

Recommending evaluation metrics to be considered in assessing the approach to workforce development recommended in this report.

The results of each of these tasks constitute the body of this report.

Profile of Existing Service Providers and Funding Programs

The workforce development system in York County features a wide diversity of service providers participating in workforce development efforts in the County. For this report, they have been placed in the following categories:

1. Educational institutions, general purpose: secondary and post-secondary institutions that offer general purpose diplomas and/or degrees that also provide coursework and/or training targeted for particular types of skills and/or employers.
2. Training providers, specialized: organizations that provide courses and/or programs specialized to meet the needs of particular types of firms, occupations and/or target populations.
3. Other services supporting workforce: organizations that provide services for employees other than training or skills development. This could include daycare, transportation, etc.
4. The South Central Workforce Investment Board (SCWIB): SCWIB is charged with implementing the federal Workforce Investment Act of 1998 in the 8-county Southcentral Pennsylvania region. The WIB's main role is to direct federal, state and local funding to workforce development programs. WIBs conduct and publish research on these programs and the needs of the local job market. They also oversee "one stop" career centers, where job seekers can get employment information, find out about career development training opportunities and connect to various programs in their area. WIBs work in conjunction with economic development related organizations in order to maximize the reaction time and create resources to intervene for both the dislocated workforce and the incumbent workforce members of a community.

Each of these types of service providers serves the various participants in the workforce development system. Figure 1 provides a schematic overview of the role each of these types of services plays in the County workforce development system.

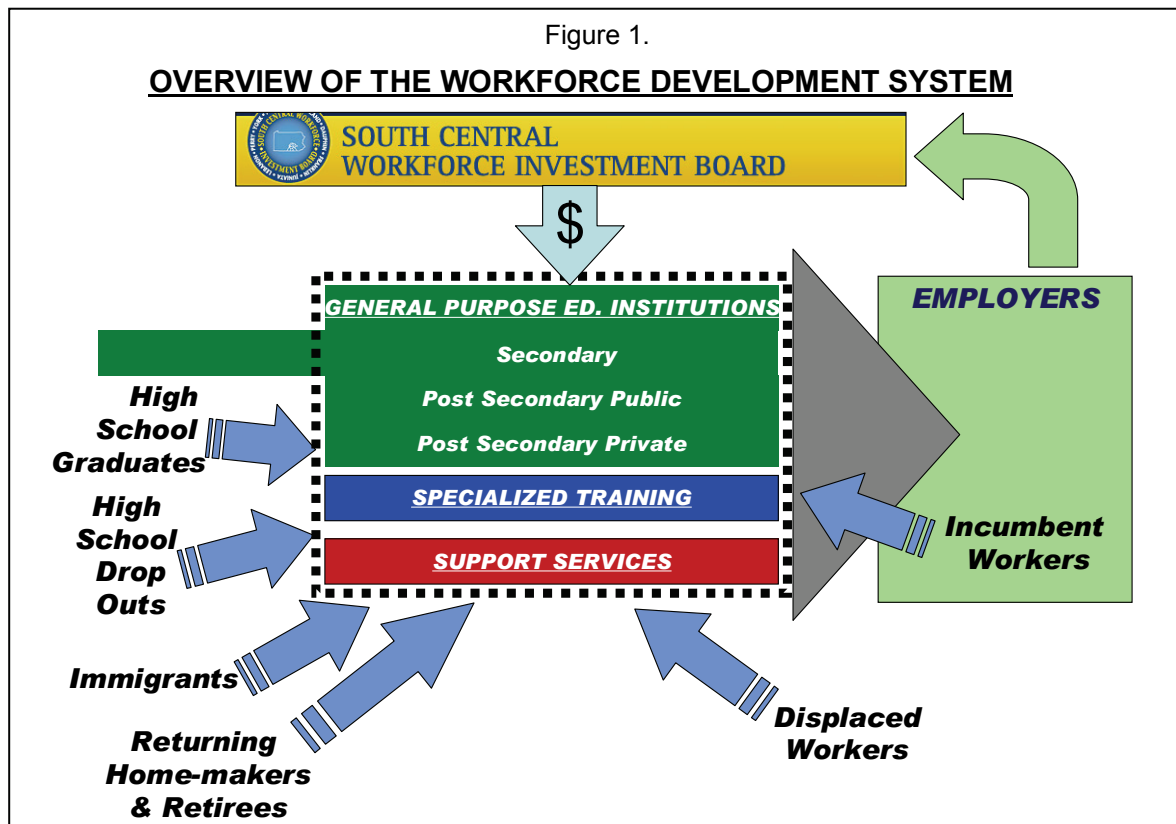


Table 1 summarizes the offerings in York County in each of the service categories.

<i>Table 1.</i>	
<i>Workforce Development Providers in York County</i>	
Educational Institutions, General Purpose	Contact Information
<p><u>Harrisburg Area Community College</u> HACC's WED Division is committed to providing high quality, cost-effective training geared to meet the professional and personal growth needs of employees from organizations of any size. WED provides:</p> <ul style="list-style-type: none"> ● needs assessments ● curriculum/course development ● customized training ● follow-up training or assessments ● public course offerings ● world-class programs ● funding sources through Customized Job Training Act (CJT) and WEDnetPA 	<p>James Fox, Dean Workforce Development, Public Safety & Community Development Harrisburg Area Community College York Center 2010 Pennsylvania Avenue, York, PA 17404 Phone: (717) 780-1157 Email: cjfox@hacc.edu Website: www.hacc.edu</p>
<p><u>Penn State York</u> For the working adult, Penn State York provides a wide range of professional development opportunities in areas such as:</p> <ul style="list-style-type: none"> ● Business ● Paralegal ● Computers/Technology ● Early Childhood Education ● Graduate Education ● Technical Programs ● Food Safety ● Customized Training for Organizations 	<p>Tracy Brundage-Fisher Director of Continuing Education Penn State York 1031 Edgecomb Avenue York, PA 17403-3398 717-771-4192 txb137@psu.edu Website: www.yk.psu.edu</p>
<p><u>York College of Pennsylvania</u> The mission of Community and Professional Development is to take the academic resources of the college both credit and non-credit, to the workforce. Through the Glatfelter Telecommunications Center, York College is also able to downlink/uplink satellite programs around the world.</p>	<p>Leroy Keeney Director of Community and Professional Development York College of Pennsylvania York, PA 17405-7199 Telephone: (717) 846-1451 E-mail: lkeeney@ycp.edu Website: www.ycp.edu</p>
<p><u>York County School of Technology</u> Adult & Continuing Education provides quality adult vocational, technical and basic skills education and services to meet the needs of York County's employees and employers. Adult & Continuing Education offers over 125 courses at our school as well as programs offered at community locations and on-site for business and industry.</p>	<p>Sue Hoffman, Supervisor Adult and Continuing Education York County School of Technology 2179 South Queen Street York, PA 17402 Phone: 717-741-8020 Email: shoffman@ycstech.org Website: www.ycstech.org</p>

Table 1.

Workforce Development Providers in York County

Training Providers, Specialized	Contact Information
<p><u>Bradley Academy for the Visual Arts</u> Bradley Academy traces its roots back to 1952, when the York Academy of Arts was established. For many years, the school was located on East Philadelphia Street in York. Now, Bradley Academy is housed in a contemporary 38,000 square foot building in York, PA. Opened in August of 1997, the facility contains 20 classrooms and studios, a student computer commons, a gallery, an art store, and library. The typical class size is less than 25. However, classes may vary in size from 6 to a maximum of 42 for certain lecture classes. Specialized resource areas such as a graphics lab, display windows and vignette space allow students to apply the skills learned in the classroom.</p>	<p>Marla Price Dean of Academic Affairs Bradley Academy for the Visual Arts 1409 Williams Road York, Pennsylvania 17402 717.755.2300 x 2661 Email: maprice@aii.edu Website: www.artinstitutes.edu/york/</p>
<p><u>Crispus Attucks Center for Employment and Training</u> The Crispus Attucks Employment Center was initially formed to serve the minority population of York City, which at that time was predominately African-American (who were being under-served). In 1993, the name was changed to the Crispus Attucks Center for Employment and Training to reflect the growth of programs and services.</p>	<p>Michael D. Jefferson Director of Employment and Training Crispus Attucks Center for Employment and Training 605 S George Street York, Pennsylvania 17401 Email: mj@crispusattucks.org Website: www.crispusattucks.org/html/empl____training.html</p>
<p><u>Consolidated School of Business</u> CSB is a small, private school with campuses in York county and Lancaster county. Our Associate in Specialized Business degree and diploma programs provide students with relevant, practical, problem-solving curriculums for today's world of business and technology.</p>	<p>Consolidated School of Business York City Business & Industry Park 1605 Clugston Road York, PA 17404 717-764-9550 Email: admissions@csb.edu Website: www.csb.edu</p>
<p><u>EDSI</u> EDSI is administering the "welfare to work" programs in York County. Its Tiered Employment Program allows employers and job placement programs to match public assistant recipients to jobs. The employer can hire qualified applicants, retain them within the company, and look towards the Tiered Employment Program as a resource for additional applicants as other positions become available.</p>	<p>Phil Sherfey/Loretta Clayborne Job Developers EDSI 605 South George Street, Suite 100 York, PA 17401 Phone: 717-846-8448 Email: psherfey@edsincorporated.com Website: www.edsincorporated.com</p>
<p><u>MANTEC</u> MANTEC, Incorporated, is a private non-profit 501 (c) 3 organization dedicated to meeting the needs of small</p>	<p>Brad Kreidler York County District Manager MANTEC</p>

Table 1.

Workforce Development Providers in York County

<p>and mid-sized manufacturing enterprises of south central Pennsylvania. Created in 1988 by the Governor, MANTEC serves the manufacturing community as one of seven Industrial Resource Centers (IRCs) across Pennsylvania. In December 1995, MANTEC collaborated with its sister Industrial Resource Center to the north, the Industrial Modernization Center, to form an alliance called the Mid-Pennsylvania Manufacturing Extension Partnership (MEP).</p> <p>The service region of MANTEC includes Adams, Cumberland, Dauphin, Franklin, Fulton, Lancaster, Lebanon, Perry and York counties. MANTEC is headquartered in the city of York and maintains satellite offices in the cities of Carlisle, Chambersburg, Lancaster and Lebanon.</p>	<p>227 West Market Street, PO Box 5046 York, PA717 843-5054 Email: kreidlbp@mantec.org Website: www.mantec.org</p>
<p><u>Manufacturers' Association of South Central Pennsylvania</u> The Manufacturers' Association of South Central Pennsylvania (MASCPA) is a regional employers' organization with more than 350 member companies located within South-Central Pennsylvania and Northern Maryland.</p> <p>With almost 400 companies in the York County region, the Manufacturers' Association is a member driven organization. Its mission is to serve and be an effective advocate for the best interests of manufacturers in south central Pennsylvania. Its goal is helping members become more productive, more competitive, and more profitable.</p>	<p>Dana Dehoff Bond Director of Education and Training Manufacturers' Association of South Central Pennsylvania 160 Roosevelt Avenue Suite 400 York, PA 17404 Phone: (717) 843-3891 Email: d-dehoff@mascpa.org Website: www.mascpa.org</p>
<p><u>William F. Goodling Advanced Skills Center</u> The William F. Goodling Regional Advanced Skills Center is a non-profit, privately licensed training center that embodies a comprehensive system of workforce training programs and services positively affecting area employers and workers.</p> <p>Its mission is to offer well-designed, coordinated training to meet the present and emerging skilled labor requirements of modern manufacturers and healthcare organizations. Our programs are designed to meet personal and strategic short term and long term goals of our participants.</p>	<p>Daniel L. Bernardy Program Manager William F. Goodling Advanced Skills Center 2101 Pennsylvania Avenue York, PA 17404 Phone: 717-699-0832 x 103 Email: dbernardy@advskills.org Website: www.advskills.org</p>
<p><u>Yorktowne Business Institute</u> Yorktowne Business Institute offers the following</p>	<p>Yorktowne Business Institute & School of Culinary Arts West 7th Avenue</p>

Table 1.

Workforce Development Providers in York County

<p>programs: Business Management Computerized Accounting Administrative Assistant (w/Web or Secretarial Focus) Medical Assistant Medical Billing Specialist Medical Secretary Culinary Arts Professional Baking and Pastry</p>	<p>York, PA 17404 Phone: 717.846.5000 Email: betsyd@ybi.edu Website: www.ybi.edu</p>
<p><u>York Technical Institute</u> YTI Career Institute's York campus is a one floor, 60,000 square foot facility, housing 29,460 square feet of learning space. This facility includes a large faculty office area, administrative support offices, student and faculty lounges, a learning resource center, and conference rooms. Ten classrooms feature overhead projection units and internet access. The Computer Laboratory hosts 138 computers for student learning.</p>	<p>Tom Samuel, Trades Program Manager/Technical Curriculum Development Specialist York Technical Institute 1405 Williams Rd York, PA 17402 717-757-1100 Email: Website: www.yti.edu</p>
<u>Other Services Supporting Workforce</u>	<u>Contact Information</u>
<p><u>Lincoln Intermediate Unit 12: ESL & Other Specialized Education Services</u> The Intermediate Unit provides educational services to York, Franklin, and Adams counties. Services include: Adult Education, Nonpublic School Services, Business Services, <u>Migrant & ESL</u> (English as a Second Language), <u>Instructional Services</u>, Special Education, Management Services, and Technology Services. The LIU serves local schools and communities, local businesses and nonprofit organizations, all Pennsylvania schools, Intermediate Units and libraries via statewide programs, and federal, state and local agencies.</p>	<p>Dr. Michael Thew, Executive Director Lincoln Intermediate Unit 12 65 Billerbeck Street P.O. Box 70 New Oxford, PA 17350 Phone: (717) 624-4616 Email: mdthew@iu12.org Website: www.iu12.org</p>
<p><u>RabbitTransit</u> Rabbittransit operates employment shuttles to businesses in York County that are not serviced by its public bus service. These shuttles are funded through the Access to Work Program. Over the past five years, many of businesses have called on rabbittransit to get their employees to work on time.</p>	<p>Gloria Shipley Transportation Services Manager RabbitTransit 1230 Roosevelt Avenue York, PA 17404 Phone: 717-846-7433 Email: gshipley@rabbittransit.org Website: www.rabbittransit.org</p>
<p><u>Spanish American Center of York</u> The Center provides service on the part of York's Spanish-speaking community. Services include:</p> <ul style="list-style-type: none"> ● Advocacy ● Case Management 	<p>Alex Ramos, Executive Director Spanish American Center of York Address: 200 East Princess Street York PA 17403 Phone: 717-846-9434</p>

<i>Table 1.</i> <i>Workforce Development Providers in York County</i>	
<ul style="list-style-type: none"> • Life Skills Training • Information and Referral • English-As-A-Second-Language • After-School Program • Child Advocate Program • Hispanic Youth Program 	Email: spanishcenter@yahoo.com Website: none
<p><u>York County Alliance for Learning (YCAL)</u> YCAL is an alliance of education, business and civic organizations whose goal is to facilitate the development of a high quality, relevant workforce. It offers a number of programs for the purpose of facilitating the development of a relevant workforce. This includes the Your Employability Skills (YES) Program - Based on requirements defined by local businesses, this program teaches the basic skills required to get a job, keep the job, and advance in a career.</p> <p>Other programs include Educator in the Workplace, Career Awareness and Planning, Innovation Grants which provide financial support to teachers to work individually and as teams to introduce new approaches and tools into the lesson plans. YCAL also offers technical training through the Advanced Skills Center to high school seniors who have some interest in a skilled trade and who have not decided what they will do after graduation.</p>	Glenn C. Caufman Executive Director York County Alliance for Learning 2179 South Queen Street York, Pa 17402 717-845-4585 Email: gcaufman@ycstech.org Website: www.ycal.org
<p><u>York Co. Area Agency for the Aging</u> The York County Area Agency on Aging promotes the independence of older adults through education, advocacy and coordination of community-based services. Our primary commitment is to deliver quality services to older adults with the greatest social or economic needs; as resources allow, we may serve others with similar characteristics. They are the primary point of contact for identifying and/or establishing elder care services for employees with aged parents.</p>	Diana Benaknin, Director York Co. Area Agency for the Aging 141 West Market Street York, PA 17401 Tel: (717) 771-9610 Toll Free: (800) 632-9073 Email: aging@york-county.org Website: www.ycaaa.org
<p><u>York County Career Link</u> Pennsylvania CareerLink is a cooperative effort organized through the State Department of Labor to provide one-stop delivery of career services to job seekers, employers and other Interested Individuals.</p> <p>Its mission is to function as a self-directed Job Search System providing quality customer service to the people of Pennsylvania enabling all customers to make informed</p>	Steven Wantz Site Administrator York County Career Link 841 Vogelsong Road York, PA 17404 Phone: 717-767-7610 x240 Email: swantz@state.pa.us Website: www.pacareerlink.state.pa.us

<i>Table 1.</i>	
<i>Workforce Development Providers in York County</i>	
choices.	
<p><u>Child Care Consultants, Inc</u> Child Care Consultants, Inc. (CCC) is a non-profit child care resource and referral agency serving parents, providers, employers, and the community in central Pennsylvania. Founded in 1987, CCC helps parents find and evaluate child care options and offers financial assistance through the Subsidized Child Day Care Program in York county. For child care providers, CCC offers training and technical assistance. Additionally, CCC works with employers interested in promoting work/life balance, provides leadership to community-supported child care initiatives and advocates on behalf of child care issues at the local, state, and national level.</p>	<p>Michele Black Child Care Consultants, Inc 13 West Market Street York, PA 17401 717-854-CARE info@childcareconsultants.org Website: www.childcareconsultants.org</p>

Funding Programs

Federal and State funding programs are the fuel that powers the workforce development system in York County. Below is a brief description of the various funding programs available to workforce development providers in York County.

1. [Customized Job Training \(CJT\)](#)
Purpose: Grant funds for specialized job training to existing or newly hired employees
Eligibility: Manufacturing; Industrial; Agricultural enterprises; Research and development; Advanced Technology; Business service firms (no point of sale/retail). Must be for actual training; Trainees must be residents of PA and be employed in PA; Participating trainees must earn more than 150% of current minimum wage; Training must be guaranteed.
Uses: Instructional costs; Supplies; Consumable materials; Contracted services; Relevant travel costs for local education agency project coordinators.
Funding Limits: Grants up to 75% of the eligible costs for new job creation, retention, upgrade training.
Matching Requirements: None

2. [Employment Incentive Payment \(EIP\)](#)
Purpose: The EIP tax credit offers a three-year graduated tax credit to private-for-profit employers that hire Pennsylvania residents who are recipients of cash assistance from the Department of Public Welfare, or who are recent customers of the State Office of Vocational Rehabilitation.
Eligibility: An employer may become eligible to earn the EIP credit through the qualified hire of a person receiving welfare cash assistance at any time within the twelve months preceding the start-to-work date, or a person who completed or is completing rehabilitative services approved through a state plan for vocational rehabilitation services or the U.S. Department of Veterans Affairs.
Uses: N/A
Funding Limits: N/A
Matching Requirements: N/A

3. [Guaranteed Free Training Program \(GFT-WEDnetPA\)](#)
Purpose: Basic skills and information technology training for new employees and new and expanding businesses

Eligibility: Basic Skills Training: PA Manufacturing and Technology-based businesses; and Information Technology training. Point of sale retail businesses, gaming establishments, employment agencies, government, education, training vendors and non-profit entities are not eligible. Trainees must be PA residents, employed in PA, be permanent fulltime employees and earn at least 150% of current federal minimum wage. Basic Skills: must be front-line employee or first level supervisor. Information Technology: must be technical worker, ITT professional OR front-line employee/first level supervisor of a manufacturing company who is limited to receiving advanced applied manufacturing training only.

Uses: Basic Skills – Basic and entry level skills training. Information Technology – Advanced information technology training. Introductory level training, such as word processing, etc. is not eligible.

Funding Limits: Basic Skills Training: Up to \$450 per trainee and \$75,000 per company. Information Technology Training: Up to \$700 per trainee and \$50,000 per company.

Matching Requirements: None

4. [Job Training Fund Equipment Grants Guidelines](#)

Purpose: Information about the Job Training Fund Equipment Grants Guidelines 2006-07.

Eligibility: In order to align the awards for equipment grants to the overarching Pennsylvania Workforce Development strategy of targeting training to high demand, high skill, high wage jobs, grants will be available only for equipment that is needed to provide training and education for occupations within Pennsylvania's nine targeted clusters and the High Priority Occupations within those clusters. See the guidelines for information on the targeted clusters and High Priority Occupations for the current funding year. In distributing funding under this section, preferential consideration shall be given to those counties with a higher unemployment rate. Eligible entities shall include:

- Employment and training program providers receiving financial assistance from the commonwealth or other sources of public funding.
- Not-for-profit organizations offering publicly funded employment-training programs.
- Career and technical education centers
- High schools with eight or more approved vocational education programs
- Higher education institutions offering publicly funded employment and training programs, including:
 - State-related institutions and their branch campuses
 - State-owned institutions within the state system of higher education
 - Community colleges

Moneys from the fund shall be made available in the following order: Counties of the sixth, seventh and eighth class*.

Uses: The first round of the Job Training Fund Equipment Grant (JTF) for Fiscal year 2005 – 2006 clearly exposed a critical workforce need in the commonwealth. To develop on this and to continue the expansion of our workforce infrastructure, Pennsylvania Department of Labor & Industry's 2006 – 2007 JTF Equipment grant will again target available resources to job training equipment.

Funding Limits: \$200,000

Matching Requirements: 1:1; the local match can be supported by either local entity funds, contributions from business and industry, and/or foundations. State funds may not be used as a match.

5. [Independence Capital Access Network \(ICAN\)](#)

Purpose: The ICAN Fund provides grants to small employers (with 100 employees or less) for reimbursement of costs associated with necessary accommodations to hire, retain and promote workers with disabilities.

Eligibility: Approved grant applications require an executed agreement between the recipient and the ICAN Program. The business may proceed with the accommodation(s) after ICAN contractual procedures are completed. The business must submit invoices or receipts to the ICAN Program for reimbursement.

Uses: Site modifications, specialized or adapted machinery, or specialized training.

Funding Limits: \$40,000

Matching Requirements: None

6. [Industry Partnership Worker Training Guidelines](#)

Purpose. Grants will be made available to assist emerging and existing Industry Partnerships to help identify the training needs of the companies by developing effective and responsive training solutions that will enhance participating companies competitive position. 2006-07

Eligibility. Entities that are knowledgeable/experienced in working with targeted industry clusters (or sub-clusters) may apply for incumbent worker grant funds. The lead applicant will have a leadership role in developing and maintaining the Industry Partnership through ongoing interaction with the regional provider network, businesses and employee representatives. *The lead applicant may not seek reimbursement for training services that they may provide (the costs of these services may be applied as matching funds).* To ensure collaboration and alignment with other regional workforce development initiatives, Local Workforce Investment Boards (LWIBs) must be represented in the partnership. LWIBs will also serve as the fiscal recipient for Industry Partnership Worker grants and will work with the lead applicant as the fiscal monitor for the project. The following entities are eligible to serve as lead applicants as long as the above conditions are met:

- Regional Workforce Investment Boards
- Industrial Development Authorities and Corporations
- Non-profit organizations or associations serving as regional or local workforce intermediaries
- Business Consortium or Associations, including Chambers of Commerce
- Ben Franklin Technology Centers
- Industrial Resource Centers
- Organized Labor

Uses. The long-term goal for this initiative is to create an infrastructure that will provide training and education that enhance the skills of incumbent workers, raising the earnings of workers and the revenues of businesses by increasing productivity and the quality of services within Pennsylvania. Up to 25% of the funds requested may be used to fund the training of new hires if the applicant can demonstrate that this training is an integrated component to the overall strategy to improve the competitive position of the targeted cluster.

Funding Limits. \$400,000

Matching Requirements. The project must provide private sector match for training. Match is required at a 1 to 1 ratio for both new hires and incumbent worker training activities. Source of matching funds may include paid release time for workers to participate in training, contributions of equipment and training personnel, consulting services, tuition reimbursement, or funds from private/public sector training funds. In rare cases, the 1:1 match requirement may be reduced for highly distressed industries. Requests for such reductions should include a strong justification. Applicants seeking a reduction in the match requirement are encouraged to inquire about the feasibility to Terri Kaufman at (717) 705-8821 or tkaufman@state.pa.us.

7. [Welfare-to-Work \(WtW\)](#)

Purpose. The WtW tax credit provides private-for-profit employers tax savings as an incentive to hire job seekers with barriers to employment. WtW targets long-term welfare cash recipients.

Eligibility. New hires must be employed at least 180 days or 400 hours to earn the full credit each year. There is no partial credit.

Uses. Tax credit for private-for-profit employers to hire job seekers with barriers to employment, particularly long-term welfare cash recipients.

Funding Limits. The WtW tax credit is as much as \$8,500 per new hire: 35% of the first \$10,000 in wages the first year, and 50% of the first \$10,000 the second year.

Matching Requirements. N/A

8. [Work Opportunity Tax Credit \(WOTC\)](#)

Purpose. The WOTC provides a private-for-profit employer with tax savings as an incentive to hire job seekers with barriers to employment.

Eligibility: A new hire must be employed at least 180 days or 400 hours. A partial credit of 25% is permitted for employees working at least 120 hours, but less than 400 hours. For youth hired as summer employees May 1 through September 15, the tax credit is 25% of the first \$3,000, for a maximum credit of \$750; and the youth must be employed at least 20 days or 120 hours.

Uses: Tax credit for private-for-profit employers to hire job seekers with barriers to employment.

Funding Limits: The WOTC is 40% of the first \$6,000 in wages, for a maximum credit of \$2,400.

Matching Requirements: N/A

9. [Workforce Investment Act of 1998 \(Title 1\)](#)

Purpose: A federal program that provides job training to eligible individuals

Eligibility: Private and public sector employers and employees; Dislocated Workers; Unemployed Persons; Persons seeking employment

Uses: Job search and placement; Skills assessment and evaluation; Counseling; Training services for individuals and companies; Supportive services; Labor market information

Funding Limits: Reimbursement: up to 50% of wage rate for employees while in training; up to actual costs of classroom training, training/related and supportive services

Matching Requirements: None

10. [Workforce Leadership Grants \(WFL\)](#)

Purpose: Integrated and seamless education programs across secondary and post-secondary education; and the expansion of community college services

Eligibility: Education programs cutting across secondary and post-secondary education. 2+2+2 grants require strong business participation, articulation agreements and program guarantees.

Uses: Develop and implement 2+2+2 secondary and post-secondary education programs

Funding Limits: Up to \$300,000 for 2+2+2 grant; Up to \$100,000 for expansion of an existing program

Matching Requirements: None

11. [Opportunity Grant Program \(OGP\)](#)

Purpose: Grant funds to create or preserve jobs within the Commonwealth. Eligibility: Firms, or IDCs and municipalities on behalf of firms, that will create or preserve a significant number of jobs within the Commonwealth; Manufacturing; Industrial; Research and development; Agricultural processors; Export services; Firms establishing a national or regional headquarters

Eligibility: Firms, or IDCs and municipalities on behalf of firms, that will create or preserve a significant number of jobs within the Commonwealth; Manufacturing; Industrial; Research and development; Agricultural processors; Export services; Firms establishing a national or regional headquarters. Projects must offer substantial economic impact, either for the Commonwealth as a whole or for the locality or region in which the company will locate or expand its current operations. Job creation/preservation requirements.

Uses: Machinery and equipment; Working Capital; Job Training; Infrastructure; Land and building improvements; Environmental assessment and remediation; Acquisition of land, buildings and right-of-ways; Site preparation, demolition and clearance

Funding Limits: None

Matching Requirements: 4:1 private match required

12. [Keystone Innovation Starter Kit](#)

Purpose: Keystone Innovation Starter Kits are designed to recruit new, top-level research faculty to Pennsylvania academic medical centers and institutions of higher education to accelerate the development of a cluster of companies and employees in emerging and growing technology areas. The Starter Kit program is a companion program to the [Keystone Innovation Zone\(KIZ\)program](#).

Eligibility: Academic Medical Centers and KIZ participating research colleges and universities. Each institution may submit no more than two applications or grant requests. Allocation of Starter Kit Grant Funds toward the applicable direct support of hiring new research faculty will be considered only for research faculty who have been hired up to one year after the Starter Kit official award date.

Uses: The funds will be utilized to “build out” labs, hire staff, and purchase equipment. These investments will attract new faculty researchers and bring additional support positions to the Commonwealth.

Funding Limits: Each grant request may not exceed \$250,000

Matching Requirements: Each grant must be matched by the applicant on a cash \$1 for \$1 basis.

In addition to gathering information on the service providers and funding sources. Fairweather Consulting conducted interviews with over twenty individuals from thirteen different service providers in York County. Those contacts are listed in Table 2 below.

The interviews documented the commitment on the part of service providers to responsiveness to customer (i.e., employer) needs, and a commitment to cooperation with other service providers in providing services. For example, the York County members of the SCWIB regularly meet to identify workforce development needs that are unique to York County that may be addressed through SCWIB action. This enables to York County board members to more effectively advocate on behalf of these county-specific needs.

*Table 2.
Workforce Development Service Providers Interviewed for this Study*

<i>Organization</i>	<i>Individual(s) Interviewed</i>
Advanced Skills Center	Daniel Bernardy
Career Link	Steven Wantz, Barbara Maye, Mario Piritano
Central PA Mfg. Training Part.	Ken Anderson, Matt Paules, Dick Boyd
Crispus Attucks Center	Mike Jefferson
EDSI	Phil Sherfey, Loretta Clayborne
HACC	Jim Fox, Dean of Cont. Ed./Workforce
Hanover Area Chamber of Commerce	Workforce Committee
Penn State York	Tracy Brundage-Fisher
South Central Workforce Investment Board	Bob Garraty
Southwester High School	Business Advisory Committee
YEDC Business Retention Program	Kenetha Hanson, Aeman Bashir,
York County School of Tech.	James Craft, Linda McKeever, Sue Hoffman

Other themes did emerge from the interviews. First, many if not all the interviewees expressed a desire to be able to more consistently engage students in the County high schools in career awareness and exploration. Interviewees indicated that there have been several successful initiatives in this vein, but that each has proved difficult to sustain, given the inter-organizational coordination such efforts usually involve. A related point brought up in many interviews was the difficulty in sustaining inter-organization initiatives. While the interviews provided strong indication of commitment to collaboration with other service providers, many indicated that the need to focus on specific agency outcomes to satisfy funding sources made it difficult to support the “indirect costs” involved in coordinating collaborative efforts. Indeed, there was a general agreement that, the lack of a single agency or organization playing a central coordinating role made it difficult to keep such efforts alive, regardless of how successful or worthwhile those efforts were.

Impacts of the Changing Economy

As described above, part of the success of workforce development efforts depend upon conditions of the “supply side” of services for workforce development, the structure of the service delivery system and funding sources available in York

County. The other side of the service delivery equation is the “demand side” (i.e., what is requested by employers). This section examines how changes in the economy and employer needs require new approaches to workforce development. As part of the research for this report, an assessment was made of current conditions of the York County economy (and trends in the national economy that affect York County) in order to assess the ability of the York County Workforce Development system to respond to current and anticipated needs of employers. This assessment focuses on changes in the demography of the workforce and the changing role that technology plays in work itself.

Demographic Change and York County: Slowing national population growth with relatively fewer entry-level workers

At the national level, much of the discussion about workforce challenges has focused on changes in population growth and composition and how that is in turn changing the labor force. From 1990 to 2000, the US population grew by 13 percent, its most rapid increase since the 1960s. However, most of this growth occurred in the first half of the 1990s, with the completion of the “baby boom echo” (i.e., children born to the baby boomers). In Workforce 2020, the Hudson Institute’s sequel to its landmark study Workforce 2000, projections indicate that, once the “baby boom echo” passes, the population will grow ever more slowly.

This slow growth is already felt in the Northeastern states, which only grew by 5.5 percent in the 1990s, and the Midwestern states which grew by only 7.9% in that same decade. At the same time, population growth surged in the Western states (which registered a 19.7% increase) and the Southern states (17.3%).

Workforce 2020 predicts that this slowing population growth will lead to dramatic changes in the workforce as a whole. As shown in Table 3, the US Census Bureau projects that the traditional working-age population, aged 25 to 64, will shrink from 51.6 percent of the population in 1995 to 47.4 percent of the population by 2030.

On the other hand, the share of the population over 65 will grow from 12.6 percent in 1995 to 20.2 percent by 2030.

The aging of the workforce has already begun to dramatically change the way work is organized. In the first three decades after World War II, American businesses had been able to rely on what, at times, seemed like an unlimited supply of 15-to-24-year-olds to fill entry level positions.

During the 1990s, the share of the total population aged 15 to 24 grew by 6.6 percent, half the rate for the population as a whole. Consequently, the share of the population that was aged 15 to 24 declined from 14.7 percent to 13.9 percent. Thus, over the last generation, employers have had to look for new ways to fill the entry level ranks.

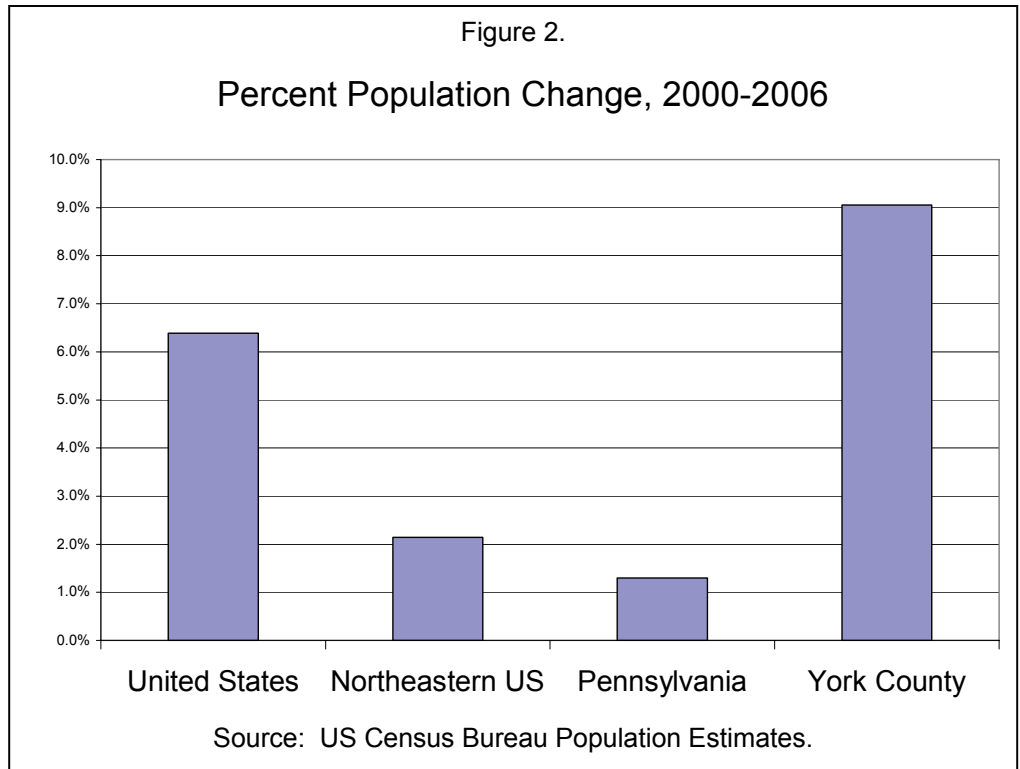
These new approaches sometimes include recruiting retirees to return to work in entry level positions, increasing efforts to recruit women and minorities for these positions, and even hiring “deeper” into the pool of entry level workers. This latter

<i>Year</i>	<i>Share of Working Age Population (Percent of Total Population aged 25-64)</i>	<i>Share of Retired Population (Percent aged 65 and over)</i>
1995	51.6	12.6
2000	52.1	12.7
2005	50.4	12.7
2010	52.5	13.3
2020	51.4	16.6
2030	47.4	20.2

Source: projections from US Census Bureau cited in Workforce 2020. Hudson Institute, p. 95.

strategy (i.e., hiring workers with low skills and little experience that previously would not have been considered for such positions) has contributed to the perception that the skills of entry level workers are declining. In fact, given the shortage of such workers, some employers are simply recruiting and training workers for entry-level positions that they would not have considered hiring a generation ago.

These national trends have played out somewhat differently in York County itself. To begin with, York County is experiencing a rate of population growth that is outpacing Pennsylvania, the Northeastern United States and the United States as a whole. As Figure 2 indicates, from 2000 to 2006, the US Census Bureau estimated that York County's population grew by 9 percent, compared to only 6 percent for the US and only 1.5 percent for Pennsylvania.



However, such growth does not make York County immune from the national demographic changes. For example the Census data suggest that much of this growth is commuters moving into the County while maintaining their jobs in Harrisburg or the metropolitan areas of Baltimore, Washington or Philadelphia.

As shown in Table 4, from 1990 to 2000, York County saw a significant growth in the number of commuters who traveled 40 minutes or more to work. Indeed those "long distance" commuters accounted for over 60 percent of the new population in the County that does not work at home, and represents approximately 25 percent of the total population increase from 1990 to 2000.

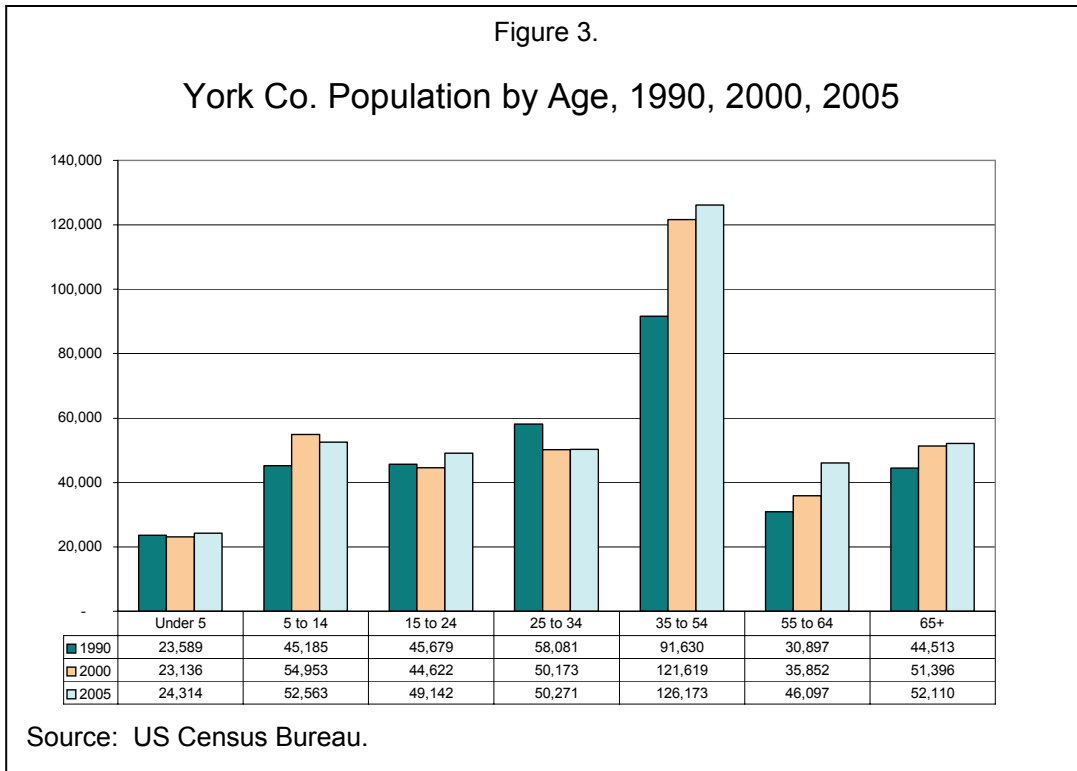
Note also that, despite York County's rapid growth, traditional entry-level-age workers remain in relatively short supply. Census estimates in Figure 3 show that from 1990 to

Table 4.
Commutation Patterns in York County, 1990 to 2000

TRAVEL TIME TO WORK	2000		% Change from 1990
	2000	Change from 1990	
Total:	193,126	18,344	10.5%
Did not work at home:	187,955	17,615	10.3%
Less than 5 minutes	6,199	232	3.9%
5 to 9 minutes	19,648	(2,123)	-9.8%
10 to 14 minutes	29,120	(1,428)	-4.7%
15 to 19 minutes	32,155	799	2.5%
20 to 24 minutes	31,522	3,268	11.6%
25 to 29 minutes	13,086	1,880	16.8%
30 to 34 minutes	21,354	3,095	17.0%
35 to 39 minutes	4,873	809	19.9%
40 to 44 minutes	5,851	1,675	40.1%
45 to 59 minutes	12,827	4,098	46.9%
60 to 89 minutes	7,574	2,317	44.1%
90+ minutes	3,746	2,993	397.5%
Worked at home	5,171	729	16.4%

Source: US Census Bureau.

2005, the 15-to-24 age cohort increased by about 5,000. However that cohort represented only about 12 percent of the total county population in 2005, down from 13 percent in 1990.

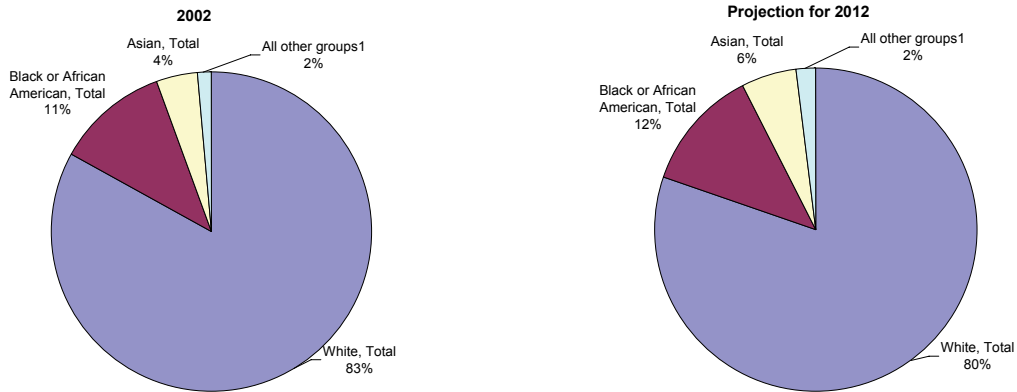


Increased workforce diversity and female participation in the workforce

York County is also echoing two other important national trends: increasing workforce diversity and increasing female participation in the workforce. Workforce 2020 projects that the ethnic and gender composition of the US workforce will undergo slow and steady change over the next generation. This projection is consistent with the US Bureau of Labor Statistics’ own projections for the period 2002 to 2012.

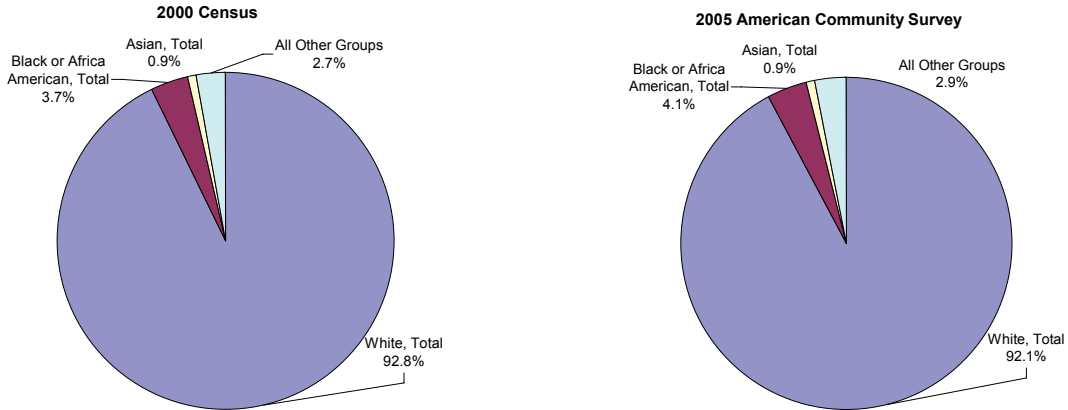
As shown in Figure 4, the share of the US labor force that is black is expected to rise from 11 percent in 2002 to 12 percent by 2012. The share of the labor force that is Asian is projected to rise from 4 to 6 percent. Whites as a percent of the labor force will decline from 83 percent in 2002 to 80 percent by 2012. The data for York County is for the population as a whole, and therefore is not directly comparable to the national workforce data. Nonetheless, Census data in Figure 5 show that, from 200 to 2005, York County’s white population declined slightly from 93 percent to 92 percent of the total population.

Figure 4. Composition of the US Labor Force by Race, 2002 & 2012 (projected)



Source: US Bureau of Labor Statistics

Figure 5. Composition of the York County Population by Race, 2000 & 2005 (estimate)



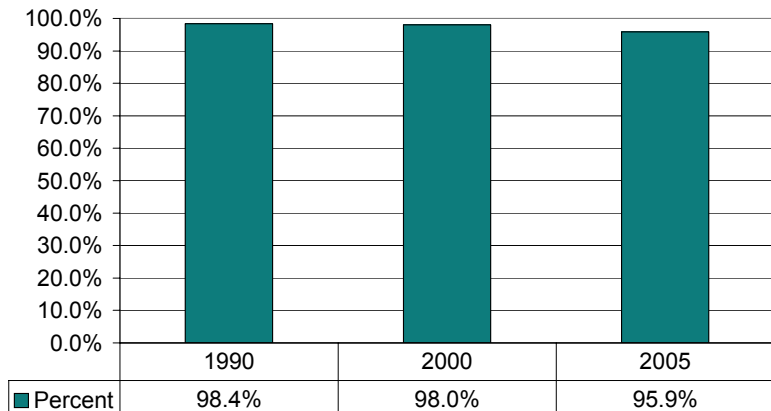
Source: US Census Bureau

Increasing diversity is evident in York County data in other ways as well. For example, as shown in Figure 6, from 1990 to 2005, the percentage of individuals who “speak English very well” in York County declined from 98 percent to 96 percent, reflecting an increase in non-English speakers in the population.

Female participation in the national labor force is expected to maintain its steady upward trajectory, with the female share of the labor force gradually increasing from 46.5 percent in 2002 to 47.5 percent by 2012. (Note: the Bureau of Labor

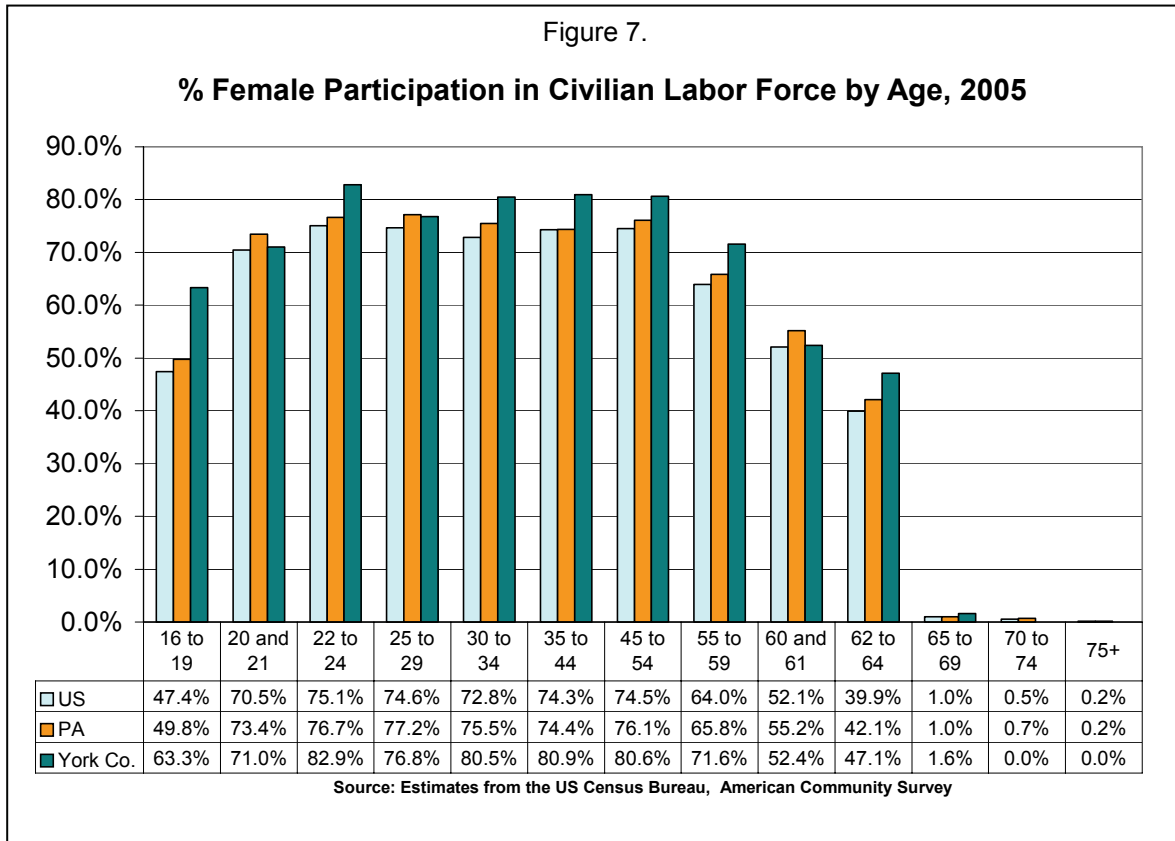
Figure 6.

% of Population in York County over 5 Years Old Who Speak English "Very Well"



Source: US Census Bureau.

Statistics assumes that over the next ten years, participation in the labor force by males over 50 will reverse a long-term decline. Otherwise the labor force projections would show a more significant increase in the female share of the labor force in 2012.) York County is participating in this trend as well, with female participation in the labor force in York County in 2005 at much higher rates for virtually every age group than Pennsylvania or the United States as a whole. (See Figure 7.)



In sum, the demographic trends shaping the national and state-wide labor force indicate that they both will be older, slightly more diverse and include greater female participation. Traditional ways of recruiting and training workers will have to evolve to respond to these changes.

Technology in the Workplace

The demographic changes in the workforce present a new array of challenges. These challenges are further complicated by the ways in which information technology is changing the nature of work in every sector of the economy. Indeed, the impact of technology extends beyond the composition of individual jobs. Entire organizations are being restructured in response to new types of technology. “Real-time technology” enables firms (or their customers or even suppliers) to continually track the status of orders, materials or processes. This creates a permanent “virtual” relationship between a firm and its customers and/or suppliers.

In Henry Ford’s day, a customer could have any color car he or she wanted . . . as long as it was black. Ford’s success depended upon adhering to a routine on the assembly line that standardized quality while containing costs. In today’s marketplace, customers not only expect different colors, but also expect the features of the product to be custom-built to their needs. For example, the idea of a “standard configuration” for desktops or laptops has become obsolete. Even corporate customers placing high-volume orders expect to be able to specify a variety of different configurations under a single order for one type of computer when placed with a company like Dell, Compaq or HP. These customers also expect to be able to continually track their order from the warehouse to its final destination.

In such situations, experts argue, a company’s organizational structure no longer depends upon routines and standard

*Table 5.
Randadive’s Typology of the Effect of Real-Time Technology on Organizations*

Characteristic or Practice	Contemporary Company	Event-driven Company
Business Strategy	Long-term strategic plan guides actions	Medium- to long-term intent, but short-term planning horizon
Competitive Posture	Study and understand your competition	Study and understand your customer
Management Style	Consensus-oriented management	Entrepreneurial leadership; star systems
Operational focus	Continuous monitoring to achieve quality	Quality is assumed, focus is on exceptional trends and events
Corporate Culture	Egalitarian	Meritocratic
Recruiting	Hire team players	Team players are good, but prima donnas bring the greatest value
Implicit company/employee contract	Promise of lifetime employment	Opportunity for lifetime employability
Employee Career Management	Company manages your career	Employee manages own career
Information Technology	Database-centric, passive, demand-driven	Information-centric, active, event-driven
Partnership model	Formal or informal <i>keiretsu</i>	Shifting alliances and “co-op-etition”
Corporate anthem	Souza march	Jazz Improvisation

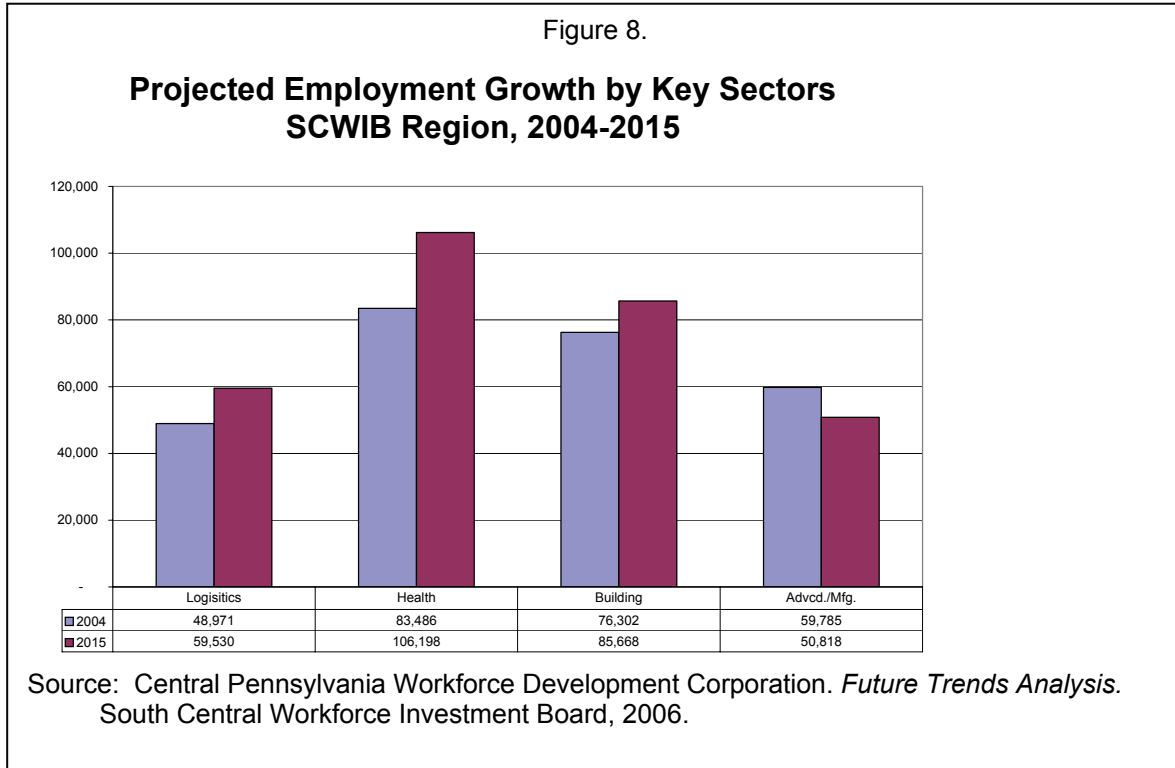
Source: Vivek Randadive. The Power of Now.

operating procedures. Rather, they become “event-driven” networks, with systems to detect and immediately respond to the needs of their customers.

Note that under this new technology, “standard operating procedures” give way to a work environment that requires constant learning and improvisational responses. Workers are expected to know the firm’s systems well enough that they can improvise within them to provide customers with rapid, creative responses to unique needs. Table 5 summarizes how this approach may change various aspects of business firms.

Much of the impetus for technological innovation comes from pressures from global competition. In order to fend off competition from low cost locations in China, India and elsewhere, manufacturers must continually seek ways to improve worker productivity. The end result is often that firms can produce much more using fewer people. Consequently, it is reasonable to anticipate that in many manufacturing industries, employment will stagnate or decline even if (and maybe especially if) firms in those industries are succeeding in global competition. In its recent analysis of future trends, the South Central Workforce Investment Board projected employment in its service area from 2004 to 2015. Figure 8 shows the projections for the key sectors of logistics, health care, construction and advanced manufacturing.

Note that advanced manufacturing employment is expected to decline from almost 60,000 jobs to just under 51,000 in that period. It is important to remember that this projection is likely to hold true even if manufacturing in South Central Pennsylvania remains strong. Thus, it is important that the workforce development system in York County is able to continue to anticipate and respond to these kinds of transitions in employment and skill requirements for the labor force.



Implications of Technological Change for Workforce Development

The implications of technological innovation for workforce development providers are profound. Workforce development must address skills training in new and unprecedented ways. Authors Frank Levy and Richard J. Murnane summarize the challenge this way:

The national challenge is to recognize the inexorable changes in the job distribution and to prepare young people with the skills needed in the growing number of good jobs. . . [T]hese skills include the ability to bring facts and relationships to bear in problem solving, the ability to judge when one problem-solving strategy is not working and another should be tried, and the ability to engage in complex communication with others.

Frank Levy and Richard J. Murnane.

The New Division of Labor: How Computers Are Creating the Next Job Market. Princeton University Press, 2004. p. 2

Their description captures the notion that, in order to take full advantage of technological innovation, workforce development must extend well beyond training in skills specific to a particular operation or work station. Rather each worker must be prepared to employ sophisticated problem-solving skills in a team environment that may also involve building and maintaining relationships with customers and suppliers.

It is worth noting again: *these sophisticated skills can potentially apply to any position in any type of firm.* It applies whenever a firm is using technology to create or sustain a competitive advantage. These skills could be essential for a

position at the lowest entry level in the firm. The firm itself could be in an industry that is normally considered “low-tech” in nature, such as hospitality, food processing or warehousing.

Employer Interviews

York County employers are clearly dealing with the consequences of these demographic and technological changes. As part of this assessment of the economy, interviews were conducted with fifteen private employers throughout York County. (See Table 6.) During these interviews, employers were asked about their current and anticipated workforce needs. They were also asked about the extent to which they found the workforce system effective and user-friendly.

Employers indicate that, consistent with the data analysis, entry level workers are scarce particularly for 2nd and 3rd shifts. Clearly, some of this is related to the relative decline in entry-level-age workers

combined with increased opportunities for day shift work in fields other than manufacturing (e.g., retailing and services). In some cases, demand for entry level workers seems to be diminishing in favor of more skilled workers. This could reflect both demographic changes as well as uses of technology in the firms that require workers with more experience and skill than typical entry-level workers.

The employer interviews also indicated that the Hispanic population is becoming an increasingly important part of the County workforce. Several employers indicated that they had provided or are interested in providing English language training for employees. Others had provided rudimentary Spanish language training for supervisors.

Interviewees generally saw the County’s CareerLink as becoming a more valuable aid for firms looking to fill positions. While several respondents said they did not use CareerLink when trying to fill positions, those that did indicated that they have found CareerLink to be an increasingly helpful resource over the past few years. In particular, interviewees reported that the quality of applicants found through CareerLink has improved markedly. Many also reported improved responsiveness and customer relations in their dealings with CareerLink.

Gap/Redundancy Analysis

Our analysis shows that York County has a system of workforce development service providers that is well-developed with significant coordination and cooperation. Employers that have used local providers have, with few exceptions, been satisfied with the results. The profile of the workforce development system provided in Table 1 demonstrates that there are no substantial gaps in terms of services potentially provided by the organizations that comprise the workforce development service providers.

There may be some redundancy in the system, insofar as several providers may have facilities to offer courses in such topics as welding or computer assisted drafting. However, we see this as advantage in that it ensures there is ample

<i>Table 6. Employer Interviews</i>	
<i>Firm</i>	<i>Individual Interviewed</i>
Adept Corporation	Walter Gropp
AESYS Technologies	Assistant to Kevin Hoey
Bell Mark Technologies	Dale Miller
D&D Distribution Services	Gene Burchette
Hoffman Pattern	Bill Hoffman
Leonhart Manufacturing	Robert Jacobs
L & H Trucking	Glen Longstreth
McLarin Plastics	Alan Beily
Neftra Communication Center	Neil Cortright
P.H. Glatfelter	Michael Springer
Richard D. Poole, LLC	Robert Plumeri
Sheridan Press	Kent Keller
Snyder’s of Hanover	John Bartman
Stambaugh Ness, PC	Stephen Klunk, Lois Ribner
Utz Quality Foods	Gary Laabs

capacity to meet both existing and future demand for such courses. In addition, the situation provides competitive pressures for each organization to maintain its enrollments through improvements in instruction and innovation in curriculum.

In a sense, the York County workforce development system has evolved in ways envisioned by the drafters of the Workforce Investment Act (WIA). It features increasing interagency collaborations, and has also become, as WIA intended, driven by employer demands. Whether it is responding to sudden job dislocations or creating customized training programs through HACC, the York School of Technology or other providers, the system has capacity to respond to discrete employer needs once those needs are expressed and understood. The “Your Employability Program” (YES) originally developed in York County by a partnership of training providers and employers to meet a need for entry level workers in manufacturing, is now being replicated throughout Pennsylvania.

However, the strength of such a “demand-driven” system is also a potential source of weakness. It can provide assistance to an employer looking to fill specific entry-level positions. As in the case of the YES program, it can even create training programs to help in that regard. However, such a system isn’t designed to anticipate future needs and create responses to them. For example, the demographic analysis earlier made it clear that, due to the aging of the population, employers can no longer rely on a seemingly endless supply of young workers to fill entry level positions.

Consequently that demand will have to be met by building new sources of entry-level supply (e.g., recent immigrants, high school drop outs who currently have few employability skills, and—in some cases—redesigning work to eliminate the number of entry-level positions required). The solution may also involve maintaining an adequate supply of affordable housing in the County so that employers can maintain competitive wages and labor costs while their workers are still able to find housing that fits within their household budgets. Part of the solution also involves ensuring that workers have access to affordable transportation to work. This type of far-reaching, emerging issue cannot be addressed within a single industry or through a single program. Yet ensuring that York County maintains a plentiful “pipeline” of workers for entry-level positions may be the single most important long-term issue facing the York County economy.

This kind of multi-dimensional, long-term response is difficult to sustain under the current system. Workforce development service providers increasingly operate under outcomes based funding that requires them to produce discrete measurable results. In their interviews, they explained that it is difficult to sustain multi-faceted responses. First, it requires an entity that can look beyond the requirements of funding sources and the immediate demands of employers to identify and define the broader, underlying problem (e.g., the issue isn’t just one company’s need for welders, but a chronic shortage of people with such skills throughout the local economy). Second, once the problem has been identified, who takes ownership of it and can put together a team to address the issue? This could involve the employers, the public school districts, community based organizations and specialized training providers. Finally who will be responsible for securing the resources and/or funding necessary to launch and sustain a long-term systemic response?

In many instances, York County employers and service providers have tried to create such initiatives. They succeed to the extent one of the partner organizations is willing to take on the extra burdens of that coordinating role. It is precisely the system’s lack of that extra coordinating capacity that puts the brake on the system’s ability to create innovative solutions to such long-term, emerging issues. In a sense, an exemplary effort like the York County Alliance for Learning (YCAL) embodies both the County’s commitment to innovation and how the lack of dedicated coordinating capacity acts as a serious constraint on those efforts. It has had success building upon “school to work” programs to bring educators and employers together to provide educators and students with programs to better prepare students for the world of work. The lack of full-time administrative capacity has been an ongoing constraint for the Alliance. This is just one illustration of the need to dedicate resources to building greater capacity to coordinate and support the type of collaborations represented by YCAL and other efforts in York.

Recommendations: An Office of Workforce Development as a Network Creator and Catalyst

York County has a strong demand-driven workforce development system. It is regularly cited in workforce development and economic development literature for such innovative programs as the Advanced Skills Center and the York Employability Skills program. However, the most pressing workforce development issues now facing the County are interdisciplinary in nature and involve long-term sustained responses on the part of multiple stakeholders. In order to take its reputation for excellence in workforce development to the next level, York County needs to take a new approach to these issues. In its examination of workforce development issues in the 21st Century, the Rhode Island Economic Policy Council offered this perspective:

In many cases, this means connecting ideas, resources and people in ways that we may never have expected by networking these assets across traditional boundaries.

Rhode Island Economic Policy Council, "Meeting the Demands of the 21st Century Economy," March 2006.

Clearly, this is the approach required in York County in order to meet the challenges of the 21st Century workforce. In her book "Let Go to Grow," IBM Vice President Linda Sanford argues that companies are now competing by either creating or participating in "value webs." They are building value for their customers by networking components in their companies with components in other companies across the globe. She gives the example of Li & Fung, an apparel "manufacturer" whose actual business is coordinating the production of apparel across thousands of companies spread across the globe. A similar capacity to network resources is essential if York County's workforce development system is to meet the challenges of preparing the 21st Century workforce.

This is the central role that should be played by an Office of Workforce Development originally envisioned by the York County workforce development action team. In essence, the Office of Workforce Development of the York County Economic Development Corporation would serve as an intermediary or broker between Employers and Workforce Development Providers, identifying existing needs and anticipating future needs and putting together the network of organizations required to address these needs. Under this model, the Office would not provide any services. It would act to stimulate, aggregate & focus the demand for workforce development services

The office would have two primary functions:

Creating a Network through a case management approach: The YCEDC Office of Workforce Development would act as a "case manager" for firms with workforce issues. In this function, the Office would be responsible for bringing together networks of service providers to address existing workforce issues facing individual employers, issues that reach across various industry groups, or issues that affect a geographic location in the County. The office would

Serve as the single point of contact & referral on workforce-related issues. The charge would be broad, from helping employers find appropriate health insurance providers to identifying training resources for employees to assisting firms in finding technical expertise to redesign production processes to better fit the skills in their jobs to those in the existing workforce.

Maintain a working referral catalogue on who does what well in terms of workforce development services. In order for the Office of Workforce Development to serve as a clearing house for firms looking for specific types of services, the Office must maintain a current catalogue of which organizations are providing which services. In addition, the Office should have a sense of outcomes each provider produces for clients to better match employers with services most closely suited to their needs.

Follow through on leads from Business Retention visits that need complex responses from the Workforce Development System. The Office need not be involved in a Business Retention referral for a discrete, well-defined service (e.g., training in a specific software application). However, the Office would be involved if the response requires a multi-faceted,

customized response from the workforce development system (e.g., identifying the appropriate software application for the firm's needs and defining the training required for employees who would be using it). The Office would also assist in projects that required the creation of industry consortia.

Acting as a Catalyst for Addressing Long-term Workforce Development Issues: In addition to creating responses to existing issues or needs, the Office of Workforce development would also identify and organize responses to long-term emerging issues for both employers and workforce development service providers. Depending upon the needs identified, we would envision this involving the following types of tasks:

Developing elder care options for employees. In 1997, a survey by the American Association of Retired Persons estimated that one-quarter of all US households were having difficulty providing care for an elderly family member. A separate analysis sponsored by the Metropolitan Life Insurance Company, estimated productivity losses due to elder care issues ranging from 11 to 29 billion dollars per year.

Identifying emerging needs for transit systems for workers. Rabbitransit has been very cooperative in establishing bus routes to enable employers to draw workers from specific locations and/or corridors in the County. As necessary, the Office would work with Rabbitransit, the County Planning Commission and employers, to identify bus routes that could serve to link people with employers needing workers.

Initiating systems that enable firms to outpace workers into industries where they are needed as productivity reduces demand for jobs in certain industries. In the face of global competition, manufacturing success will often depend upon dramatic increases in productivity. Consequently firms or industry clusters that are succeeding globally often end up eliminating jobs. The Office could work with firms or clusters to anticipate such developments and have an outplacement process already extant before such jobs are eliminated.

Providing staff support for York County SCWIB members' deliberations/decisions. One example of York County's strength is that the County organizations and employers that are on the SCWIB meet regularly to identify initiatives and projects specific to York County that they will advocate for at the eight-county SCWIB meetings. This group's scope of action has been limited because it has no dedicated staff to provide administrative support between the group's meetings. The Office would provide that staffing function.

Creating and sustaining initiatives to systematically build the pipeline of entry-level workers for clusters or entire economy. As indicated in the demographic analysis above, despite its rapid growth, York County could still experience periodic shortages of entry-level workers either county-wide or within particular clusters or industries. Safeguarding against these shortages requires continual work on multiple fronts. The Office would serve as the single coordinating point and catalyst to sustain these efforts. Elements of this effort could include:

Creating more effective transitions to the workforce for non-college bound high school graduates and high school drop-outs. The *York Counts Progress and Trends* report of March, 2006 showed that several school districts in the County have low rates of graduates going onto college and above average high school drop out rates. Another part of the solution to workforce shortages is to maximize the extent to which those students either remain in school or find effective pathways to employment after leaving high school.

Building a support structure for the immigrant workforce. A recent study of the Hispanic population in the Hanover area documented the difficulties Hispanic workers have in finding affordable housing, transportation and developing the language skills needed to be effective workers. Making workforce participation easier for this population is one part of the puzzle.

Ensuring a continued supply of adequate day care facilities for working parents. A 2003 study by the Children's Defense Fund highlighted the continuing problem of finding adequate day care in York County. The study commended the County

and Focus on Our Future for their extensive efforts on this issue, but indicated that it is likely to remain a source of concern for working parents.

Drafting an annual report on the State of the York County Workforce As part of its role as catalyst and advocate, the Office would compile an annual report on the County Workforce, evaluating past performance and identifying major issues to be addressed in coming years.

This report identifies some of the major issues facing York County in the future. Beyond these are even longer term issues related to the global competition for the “creative class” of engineers, programmers, and designers of all types. As this competition heats up for York County, the Office of Workforce Development will become involved in “quality of life” issues. Its role as a catalyst will then extend to such areas as contributing to the continuing revitalization of downtown York as a talent attraction initiative, advocating for enhanced opportunities for cultural activities and outdoor recreation, all of these tied to York County’s effectiveness in competing for the so-called “creative class.”

Implementation

This report strongly endorses the creation of an Office of Workforce Development in the York County Economic Development Corporation. A review of the recommendations above provides a clear indication that there is much that this office could do to enable an already strong workforce development system to meet the challenges of the 21st Century economy. We recommend a phased approach to creating this office.

Initially, the Office should be staffed by a single professional position with half-time administrative support. The initial staffing commitment should be maintained for at least two years. After two years, the operations of the Office should be evaluated by YCEDC to determine if additional professional staffing and/or support are required. We recommend the following job description for the initial position:

Job Description: Coordinator of the Office of Workforce Development

- Reports to YCEDC Executive Director
- Represents YCEDC on all York County Workforce Development Initiatives including providing staff support for York County consortium of SCWIB Board members & attending SCWIB with Exec. Director
- Creates referral catalogue/listing of services available in County
- Monitors status of York County workforce (e.g., trends in demographics, workforce participation, education levels, skills shortages, etc.)
- Coordinates activities with YCEDC Business Retention Staff & follow up on retention cases that require workforce-based solutions by referring firms to appropriate providers and ensuring adequate response
- Establishes new workforce development initiatives in response to existing or anticipated workforce needs of York County employers (e.g., establishing new training consortia, transit routes, etc.)
- As necessary, provides logistical support for such initiatives (grants writing/reporting, coordination of participants/trainers)
- Creates an annual report on the state of the York County workforce including an action agenda for the following year

Potential Performance Metrics

As this effort goes forward, it is important that its effectiveness be evaluated carefully and comprehensively. In that regard, we recommend the following performance metrics be included in such an evaluation:

Funding level for workforce development initiatives serving York County: Clearly, if the Office of Workforce Development is to serve as a catalyst for workforce development initiatives, it is reasonable to expect that funding for such initiatives will increase once the Office is established.

Employer commitment/investment in workforce development initiatives: It is important that the Office be seen as adding value to the workforce (and overall competitiveness) of York County. One indication of this would be increasing support of this effort by County employers. We recommend that after an initial trial period of two years, the Office be encouraged to seek private sector support for its initiatives. This could take the form of a “check off” option in the annual appeal of the YCEDC. It could take the form of private sector support (including both cash and “in-kind” support such as loaned executives, etc.) for the initiatives launched through the Office of Workforce Development.

Analysis of York County Data from the American Community Survey: As part of its efforts to provide detailed local demographic data, the US Census Bureau has developed the survey to provide annual data on localities throughout the United States. Since the data are developed through a survey rather than a count, each variable has a confidence interval associated with it. Nonetheless, the data can be used to track the size characteristics of the York County workforce and compared to conditions in other counties and statewide. The survey data could be used to track the size of the workforce, educational status, transportation access, the presence of either children and/or retirees in households, etc. Some of the variables included in the survey that may be useful in this effort include:

B01002. MEDIAN AGE

B02001. RACE

B05001. CITIZENSHIP STATUS IN THE UNITED STATES

B08006. WORKERS BY MEANS OF TRANSPORTATION

B09001. POPULATION UNDER 18 YEARS IN HOUSEHOLDS BY HOUSEHOLD TYPE AND AGE OF CHILDREN IN HOUSEHOLDS

B11007. HOUSEHOLDS BY PRESENCE OF PEOPLE 65 YEARS AND OVER, HOUSEHOLD SIZE AND HOUSEHOLD TYPE

B15002. EDUCATIONAL ATTAINMENT FOR THE POPULATION 25 YEARS AND OVER

B16001. LANGUAGE SPOKEN AT HOME BY ABILITY TO SPEAK ENGLISH FOR THE POPULATION 5 YEARS AND OVER (NOTE: no data for York County in 2006 due to small sample size)

B23001. AGE BY EMPLOYMENT STATUS FOR THE POPULATION 16 YEARS AND OVER

B24010. OCCUPATION FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER

B24030. INDUSTRY FOR THE CIVILIAN EMPLOYED POPULATION 16 YEARS AND OVER

B25056. CONTRACT RENT, RENTER-OCCUPIED HOUSING UNITS

B25075. VALUE, OWNER-OCCUPIED HOUSING UNITS

It is the intention of the Census Bureau to issue the survey annually. Thus it could provide an accessible source of information on the demographics of the York County workforce. As survey data, the variables have a certain amount of uncertainty built into them. Nonetheless, the Census Bureau publishes the confidence interval associated with each variable, thereby allowing users to determine if year to year changes are due to sampling differences or actual changes in the total population.

As indicated above, the Office of Workforce Development of the YCEDC would publish an annual “state of the York County workforce” report. As part of that report, the Office would review the metrics for the previous years and make recommendations for revising the metrics based upon changes in the goals and/or activities set for the Office in the coming years.

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