

## DOCUMENT RESUME

ED 329 757

CE 057 325

**TITLE** Nevada Works: Building Bridges for Success. A Statewide Conference To Evaluate and Plan for Current and Future Labor Force Preparation in Nevada. Proceedings of the Governor's Conference on Employment and Training (Reno, Nevada, November 2, 1989).

**INSTITUTION** Employment and Training Administration (DOL), Washington, D.C.; Nevada State Job Training Coordinating Council, Carson City.; Nevada State Job Training Office, Carson City.

**PUB DATE** 2 Nov 89

**NOTE** 30p.

**PUB TYPE** Collected Works - Conference Proceedings (021) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)

**EDRS PRICE** MF01/PC02 Plus Postage.

**DESCRIPTORS** Agency Cooperation; Conference Proceedings; Cooperation; \*Cooperative Planning; Educational Planning; Educational Policy; Futures (of Society); \*Job Training; Labor Force; \*Labor Force Development; Labor Needs; Public Policy; \*Role of Education; School Community Relationship; Secondary Education; \*Statewide Planning; Two Year Colleges; \*Vocational Education

**IDENTIFIERS** \*Nevada

**ABSTRACT**

These proceedings begin with a general summary of a conference to encourage collaboration among those involved to prepare a labor force with which Nevada could continue to be economically competitive. Highlights are provided of these presentations: "Opening Remarks" (Jessie Emmett); "The Dynamic West: A Region in Transition" (Daniel Sprague); "Employment and Training: Can Nevada's Human Resource Development Programs Be More Effective?" (Eric Herzik); "Workforce and Family Issues: What the Future Can Tell Us About the Present" (Paul Shay); "Education for the Future: The Crisis of Human Resource Development" (Jerry Miller); "Luncheon Address" (Roy Romer); "Educational Preparation: Preparing the Teaching Workforce" (Mary Kennedy); and "Concluding Remarks" (Dorothy Gallagher). Group session responses are presented for five questions related to the presentations. Questions concern the following issues: (1) critical policy initiatives that will enable Nevada to effectively compete in the global economy; (2) higher level interagency planning for more cost effective use of the state's limited resources; (3) barriers to the training and education of Nevada's future work force; (4) role of occupational education in addressing labor market needs of employers and job readiness needs of students; and (5) whether the Colorado approaches are appropriate for Nevada. Lists of committees; state agencies, boards, and commissions; speaker introductions and facilitators; and recorders are appended. (YLB)

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*Proceedings of  
Governor's Conference on  
Employment and Training  
November 2, 1989  
Flamingo Hilton Conference Center  
Reno, Nevada*

# **Nevada Works: Building Bridges for Success**

*A statewide conference to evaluate  
and plan for current and future  
labor force preparation in Nevada*

Sponsored by:  
The State of Nevada  
The Honorable Bob Miller, Governor  
The State Job Training Coordinating Council  
The State Job Training Office  
The U.S. Department of Labor,  
Employment and Training Administration

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STATE OF NEVADA  
EXECUTIVE CHAMBER

Carson City, Nevada 89710

BOB MILLER  
Acting Governor

TELEPHONE  
(702) 885-5670

Dear Conference Participants and Concerned Nevadans:

Twenty years ago, our governor would have spoken of Nevada as the gaming capital of the world. Ten years ago, perhaps the governor would have referred to our state as the entertainment capital of the world. Although we are still proud of our prominence in the entertainment sector, we have begun to assert ourselves as the business and growth capital of the United States.

The 1980s have been very kind to our state. Economic development and diversification have been extremely productive. Recently, *Inc. Magazine* rated Nevada the "No. 1 entrepreneurial climate" in the United States. Our population growth figures for last year were almost 7%. To place that in perspective, our previous growth rate of 4% ranked first in the country. This unprecedented population increase, combined with our business climate, makes the availability of a skilled and educated workforce absolutely critical to accommodating and continuing Nevada's tremendous growth.

Clearly, we need to build a proper foundation of labor force preparation. To support this growth. What we are perhaps lacking are stronger bridges: bridges between public and private sectors, between schools and workplaces, between training agencies and trainees. With this need in mind, a special conference, *Nevada Works: Building Bridges for Success*, was conceived. More than 150 participants met to discuss how to build these essential bridges. Their recommendations have been summarized in this report and forwarded to the Human Resource Development Coordinating Committee, a group recently created by me and charged with guiding, assisting and supporting workforce preparation in our state.

Conferences like the one held on November 2 are examples of the hard work, innovation and creativity it will take to make an adequately prepared workforce a reality. Indeed, it is going to take a willingness and a desire to find new approaches to the problem. I am confident that those who participated in *Nevada Works: Building Bridges for Success*, working together with other concerned Nevadans, will continue to find those approaches. My thanks to the participants for their efforts, not only at this conference, but in the future.

Sincerely,

A handwritten signature in cursive script that reads "Bob Miller".

Bob Miller  
Governor

# Table of Contents

General Summary	1
Speech Highlights	2
Group Session Responses: Where do we go from here?	14
Committees	20
List of State Agencies, Boards and Commissions	21
Speaker Introductions and Facilitators	24
Recorders	25

# General Summary

*Nevada Works: Building Bridges for Success* was initiated by the State Job Training Coordinating Council to increase knowledge of the state's labor force preparation needs and resources, to formulate recommendations for the Governor's newly appointed Human Resource Development Coordinating Committee\*, and to encourage collaboration, among those involved, to prepare a labor force with which Nevada can continue to be economically competitive.

More than 150 attended the conference held on November 2, 1989 at the Flamingo Hilton Conference Center in Reno. Participants were given an overview of education, labor force and economic trends confronting the nation and western region, in general, and Nevada, in particular. They were then asked to respond to and make recommendations concerning five related issues.

The conference was planned by representatives from a variety of state agencies including the University of Nevada System, the Commission on Economic Development, the Office of Community Services, the Employment Security Department, the Welfare Division, the Department of Education, the Department of Commerce, and the State Job Training Office.

According to the planning committee and participant evaluation forms, the conference successfully communicated the importance of "learning to learn" as preparation for labor force entry, increased overall awareness of Nevada's labor force needs, and opened the door to essential communication and cooperation between the public and private sector, between state agencies and the educational system and among the state agencies themselves.

*\*Governor Miller recently established the committee, a panel of agency directors responsible for assuring development of an adequately skilled labor force.*

# Speech Highlights

**Opening Remarks – Jessie Emmett, Chairwoman, State Job Training Coordinating Council (SJTCC); Public Relations Officer, PriMerit Bank, Las Vegas, NV**

Ms. Emmett welcomed the participants to what she termed a "unique conference" and announced that conference results would be presented to the Governor's newly appointed Human Resource Development Coordinating Committee. She commended those attending for their desire to learn more about the future to "gain a measure of control." She also emphasized the conference's potential for increasing cross-agency knowledge and interagency collaboration in the public sector as well as public-private sector cooperation, enabling Nevada to use its limited resources more effectively.

**Keynote Address – The Dynamic West: A Region in Transition – Daniel Sprague, Ph.D., President of Westroads, Executive Director of the National Office of the Council of State Governments, Lexington, KY**

Historically the West has been a region of change and growth. In recent years, the fundamental nature of the region has begun to shift. Ten key demographic, economic and political trends are evident today. These trends will affect labor force preparation strategies. Nevada is significantly experiencing all ten.

**Fastest Growing Region of the United States –** Between 1980 and 1987, the West grew at 2.5 times the rate of the rest of the country. Nevada experienced 26% growth. This increase in population can be attributed to higher birth rates, relatively high migration rates and very high immigration rates. Western growth in the next decade is predicted to be three times that of other regions.

**Highest Dependency Ratio –** The dependency ratio, the burden placed on wage earning taxpayers between the ages of 18 and 64 to finance services for older and younger age groups, is higher in the West than in other regions. The percentage of the population under 17 in the western region is the largest in the country. This promises a strong labor pool and makes education a critical issue.

**Greater Ethnic Diversity –** Between 1970 and 1980, the West experienced the greatest increase in black population among the U.S. regions. That increase, in addition to the highest rate of immigration by Hispanics and Asians, has contributed to an increasingly diverse ethnic composition.

**Metropolitization of the West –** The growth in population and changes in metropolitan areas contribute to the shifting landscape of the West. The region

is no longer a network of small towns; instead, it is largely comprised of sprawling metropolitan areas and newly suburbanized communities separated by large open spaces. In 1986, the West ranked above the national average, with 83.7% of the population residing in metropolitan areas, second only to the northeastern region at 88%. This metropolitan growth brings a shift in political and economic emphasis from rural areas to urban centers.

**Importance of Natural Resources** – Western states continue to rely upon natural resource industries for revenues and employment well above the national average. The creation of value-added activities associated with natural resource production and processing will increase employment and productivity. Nonconsumptive uses of natural resources, such as tourism and recreation, are increasingly important revenue producers in the region. The continued importance of natural resources to the West is best understood in the context that the region does not have to import these basic commodities and, indeed, they offer significant value-added export opportunities for the future.

**Increasing Manufacturing and Service Jobs** – Although the West still employs below the national average in manufacturing and service industries, the region experienced a significant increase in these jobs between 1980 and 1986 while the rest of the U.S. recorded a net decline. In nine of the thirteen western states, the strongest growth sector was tourism which employed 33% of Nevadans.

**Pacific Rim Powerbase** – In the area of trade flows, there continues to be a serious deficit with East Asian trade. However, by virtue of its location within the Pacific Rim, the most dynamic sector of the global economy, the West stands to be a key player in unprecedented economic growth by the year 2000 and beyond.

**Changing Workforce Composition** – The demographic and economic changes the West is experiencing underscore the need for a highly educated, well-trained labor force. Minorities and women will constitute an increasingly larger share of the western labor force, and they must be equipped with relevant skills to maintain the region's economic competitiveness. The West currently has the highest percent of high school graduates and the highest participation of women in the labor force among U.S. regions. The West, with the highest percent of population under age 18, has a sizeable labor pool for the future; however, the region has a significant challenge ahead in educating an increasingly diverse population for more highly skilled service sector employment.

**Challenges to Environmental Quality** – The West is also faced with the political question of economic development versus environmental quality. Because the region needs both, a trend is developing toward better planning. Westerners need to be particularly attentive to the vital role of updating the region's

infrastructure – highways, water storage facilities, mass transit, etc. – to provide for sound economic expansion and environmental protection.

**Less Regional Cohesiveness** – The states in the western region are a study in contrasts, i.e., large versus small, urban versus rural, Pacific versus intermountain. A trend toward separatism and an immaturity in our ability to be strategic in our region create a need to find more common ground.

The foregoing trends are most likely to have sustaining impact on the economic, social and political future of the western region to the year 2000. Together these trends present "good news – bad news" scenarios. Each brings positive values to the region and each presents risks, or at least missed opportunities, if not appropriately addressed. The challenge for state leaders is to build upon an extraordinary set of positive attributes embodied in the people and the land. With a comparatively youthful, well-educated and enterprising population, the West continues to be a land of opportunity and is strategically positioned to have an era of sustained prosperity as part of the Pacific Century ahead. Whether the region will in fact realize this bright promise will be determined largely by the extent to which state leaders are willing and able to tackle the tough allocation choices immediately ahead – educating the young, maintaining environmental quality, anticipating the capital needs of fast growth, providing for the elderly, and strengthening regional ties and cooperation with neighboring states.

**Employment and Training: Can Nevada's human resource development programs be more effective?** – *Eric B. Herzik, Ph.D., Associate Professor, Political Science, University of Nevada, Reno, NV*

During the months preceding the conference, Dr. Herzik interviewed state agency administrators and key staff involved in employment and training and labor force preparation issues. His presentation summarized his findings:

The agencies responsible for delivering job training in Nevada have recognized the need for a comprehensive approach to "labor force preparation." In addition to specific skill training, these agencies generally strive to prepare individuals with an understanding of how the labor market works and to give workers a set of technical, educational, social and psychological skills to better the probability for long-range success and advancement within the labor force.

The range of agency efforts – including the entire educational system, traditional social service and social welfare agencies, corrections, technical and administrative departments, even the Commission on Economic Development – reflect the comprehensiveness of labor force preparation in Nevada and the acknowledged vital link between a prepared labor force and the future of the state's economy.



The bulk of effort is obviously performed by those agencies for whom labor force preparation is a primary goal; but there is considerable interaction between all agencies in the system. The range of activities runs from fairly general to quite specific. The total number of clients served by Nevada state agencies is most impressive, nearly 500,000 per year. While there is some overlap in this total, it is reasonable to conclude that somewhere between a third to a half of the state's residents have some contact with labor force preparation programs.

There are four key components to the Nevada system: general service providers, targeted service providers, resource sharing and the community colleges.

The general service providers – the educational system, Employment Security and the Labor Commission – are largely state funded though there is some private sector effort. They are the primary vehicle by which most Nevadans receive labor force preparation and information. Continued economic growth, as well as their sphere of influence, demand that these general service providers analyze and adapt to changing economic needs.

Where general service providers leave off, targeted service providers – Welfare, Rehabilitation, Industrial Insurance, the correctional system – take over. For the most part, these agencies deal with individuals who face serious barriers to employment and are often receiving some form of public assistance. Without proper labor force preparation, these people will continue to be an expensive and chronic drain on government resources.

The system depends on good informal communication between administrators. Such communication presently exists, but can be enhanced. Utilizing specific agency skills and expertise – letting agencies do what they do best – can extend the reach and effectiveness of the system while eliminating duplication of effort. Nevada's limited resources make duplication of effort doubly costly. (It should be noted that very little duplication of effort exists in today's Nevada labor force preparation system.)

The one area in which duplication may be problematic is in client assessment procedures. For example, there is no commonality in procedures for client identification, leading to both a potential for duplication and interfering with effective client tracking and program evaluation.

More so than any other agency, the community colleges crosswalk with all other agencies in the system. They are the public agency providing specific job skill training to the largest number of people, in addition to offering advanced basic education. Despite their expanding relationship with the state universities and their primary position as provider of specific job skills, the community colleges are under-funded. If they are expected to continue to fill their central

role, they must be more effectively integrated into agency planning, supported and recognized.

The community college situation illustrates the critical need for ongoing planning efforts that coordinate agency labor force preparation. Currently, there is virtually no comprehensive planning done across agencies. This lack can lead to some basic failures in inter-agency communication. A more formal program planning effort is needed to promote even greater sharing of resources and to reduce the number of service delivery problems before they develop.

In addition to the need for more comprehensive planning, Nevada's labor force preparation efforts face the problem of changing federal and state guidelines which often place agency administrators in a strictly reactive position and disrupt program continuity. At one level, there is little state agencies can do about this problem as control rests largely with federal decision-makers. However, recognition of differing federal demands on agencies can be incorporated in development of inter-agency program efforts.

Agencies can also promote success in state labor force preparation programs by recognizing the importance of occupational training. Most Nevadans will enter the labor force not through the universities but in distinct occupations. An attitudinal shift, recognizing that occupational training is complementary to the university system and putting job skills training and college preparation on the same level, is necessary.

Agencies must also eliminate any vestiges of inter-agency "provincialism." Though Nevada's limited resources have minimized this problem, every agency can better serve its clients by learning from what other agencies do best.

An evaluation system must be developed to analyze what agencies do best. Currently, there is no systematic effort to track clients and evaluate programs, largely a result of staff and resource shortages. Evaluation is viewed as a luxury. However, the state may incur longer term costs if ineffective programs are left unmodified.

Even without structured evaluation methods, and given the operating constraints already identified, Nevada's efforts in labor force preparation can be judged successful. To ensure the continued availability of an adequately strengthened skilled labor force, Nevada's efforts need to be advanced.

*Dr. Herzik's report is available through the State Job Training Office.*

**Workforce and Family Issues: What the future can tell us about the present – Paul Shay, member of Stanford Research Institute, magazine editor, noted futurist, Cupertino, CA**

The future always casts its shadows before. If we can read the shadows correctly, we gain a measure of control over the future...we do not have to become its helpless victims. At any period in history, there are key driving forces of change. Today, there are three: 1) new technologies, 2) new values and lifestyles and 3) the new, hotly competitive global economy. Let's take a closer look at these driving forces in relation to the preparation of tomorrow's workforce.

In the industrial era, the goal of all advanced societies was to produce enough of the necessities of life so that everyone could survive and most people could prosper. Thanks to technology, we learned how to produce all the necessities of life at ever-lower costs.

Once people secured enough of the necessities of life, they began to seek other kinds of satisfaction. Material, outer-directed values gave way to inner-directed values – personal growth, self-fulfillment, quality of life, concern for the environment – to the extent that there is an unprecedented diversity of values in this society. There is no longer a single American value system.

America is also no longer automatically number one in the global economy. Instead, we face new and powerful competitors. If we do not succeed in competing in the new global economy, our standard of living will decline and our position in the world will deteriorate.

These three driving forces are interacting to produce a transformation in society. No industry, profession or individual can escape the impacts of the revolutionary changes that lie ahead. Here are seven predictions about some of those changes and their implications for tomorrow's workforce:

**The rate of technological change will increase.** The length of time before half of what a professional knows becomes obsolete – that professional's "half-life" – will continue to shorten. This means that education will become a lifelong process. Education and training will be carried on everywhere, not just in academic institutions, and the supreme goal will be "learning to learn."

**A new political system will emerge.** There is no longer a consensus in America on any major issue. As a result, leadership will not, cannot, come from Washington. Innovations in education and training will be made at the state and local level. The key will be new linkages, creative partnerships between the public and private sectors to accomplish what neither sector can accomplish alone.

Demand in jobs will outpace the supply of qualified workers. Not only will the number of new entrants into the workforce decline sharply in the 1990s, but the majority of the new entrants will be women and members of minority groups, many with minimal job qualifications. Women will become the key immediate resource and new ways will be found to make it possible for single parents to enter the fulltime workforce.

The "gold collar" worker will emerge. These are the intelligent, highly trained, creative people who make a difference to the bottom line. Gold collar workers demand a great deal of say in what they do, how they do it and what happens after they do it. As a result, new management approaches will be developed. They will focus on allowing people to act like entrepreneurs, to "own their jobs." These new approaches are already appearing in volunteer organizations and in some new, entrepreneurial companies.

The U.S. will become a two-tier society. This new society will be divided between the "knows" and the "know-nots" - those who know how to use the tools of education to survive and those who don't. New ways must be found to rescue the "know-nots" such as better early childhood education and better retraining programs for adults.

The nuclear family will no longer serve as a model for most people. Because some type of family arrangement is still a psychological necessity for children, the family will be redefined. New kinds of supportive arrangements - the "family of choice" or the "network family" - will be encouraged.

There will be three urgent needs among the new workforce. They are: quality daycare, some flexibility in working hours and continuous corporate training and retraining programs. Some companies will gain a strategic advantage by responding to the new needs.

To summarize, we are in an era of transformation. However, real progress will come only when individual businesses recognize that the human resource is the new, key strategic resource, replacing land, labor and capital. The bottom line: all of today's, and tomorrow's, economic issues really boil down to people issues. We need to develop new, entrepreneurial approaches to replace the old system of command and control from the top.

**Education for the Future: The Crisis of Human Resource Development - Jerry W. Miller, Ph.D.; experienced educator; Director, Washington Office, American College Testing Program, Washington, D.C.**

Human resource development (HRD) is a continuous process, beginning with the formative years and continuing through retirement. A basic component of

HRD is education. As such, education is becoming an economic issue and has become one of this country's top national issues.

Today's economy is international in scope and highly competitive. Investors, management, labor, government, even social activists have a stake in our international economic standing. As a result, they will recognize and work together to support education and HRD.

Maximizing early HRD requires an attention to standards. Today's students know less. They study less. Their parents and schools demand less. But the international economy demands more. Potential HRD problems are embedded in our social values - our kids spend more time with TV than studies. To remain competitive, we must demand more of our students.

A return to standards begins with an emphasis on the basic skills: reading, writing, computing. Basic skills training prepares future workers for potential retraining. In other words, basic educational skills are not niceties, they are actually vocational skills. The formal schooling system should emphasize these kinds of connections between learning and actual work. Along these lines, secondary schools should de-emphasize college preparatory programs, giving status to the relationship between education and work by offering alternative programs such as interactive apprenticeships.

At the college level, admission requirements need to be examined. Low requirements create low standards. Under the current system which allows schools to set their own standards, there are no national criteria and little or no quality control. Quality control should focus on the learner, and a related supplementary system for accreditation of high schools and colleges should be established nationwide.

A basic skills assessment program that is related to work is also needed. According to employers, the skills needed in the workplace, ranked in order of importance, are: 1) knowing how to learn, 2) reading, writing and computation, 3) listening and speaking, 4) adaptability, creative thinking and problem-solving, 5) personal management, including self-esteem and goal-setting, and 6) group effectiveness.

Alternative credentials based on competency in these areas should be available through the educational system. These credentials should be given the same prestige and stature as traditional college degrees.

In conjunction with alternative credentials, improved means of assessing and matching the needs of learners with educational programs and resources need to be developed. Current assessment and guidance at the high school level is inadequate and overly biased toward college preparatory programs. The

possibilities of independent assessment and/or the establishment of assessment centers should be explored.

Though the debate over standard and credentialing would seem to be the province of educators, business leaders are also highly involved. Business people feel their backs are to the wall in terms of human resource development. There is presently an over-emphasis on formal schooling and not enough focus on other aspects of HRD. To reverse this trend, non-educators must establish new national standards and objectives. There is little hope for this country to remain an international economic power unless broad-based concern is developed for much-needed reform in human resource development.

*Luncheon Address - The Honorable Roy Romer, Governor of Colorado and noted business leader, Denver, CO*

The first order of business for every state is employment and training. In recent years, skill levels and discipline in a number of other countries have come to exceed those of the United States. Today, we are dealing with a global marketplace. In order to compete globally, as well as within our own country, we need to address this immediate problem by providing the educational resources which will allow individuals to achieve fundamental skills required for economic independence. Although it is too early to determine their success or failure, Colorado has initiated several innovative programs in response to employment and training issues.

*Jobs for Colorado's Future* is a joint effort by the public and private sector to determine state and local economic trends, the kind of jobs which will be needed to respond to these trends and the skills required for these jobs. The program is also examining the current inventory of education and training resources in relation to what is needed to prepare for the future and is identifying what changes need to be made to close the gap(s) between the two.

In conjunction with the vital role education will play in accomplishing these changes, self-examination by educational institutions is essential. Through the recently implemented *Creative Schools Initiative*, individual schools have been asked to develop master plans which describe present and future educational objectives, identifying any barriers to their accomplishment. State representatives will work with designated schools in an attempt to remove those barriers.

By establishing performance contracts between participants and the state, the *Self-Sufficiency Plan* gives individuals currently receiving public assistance the opportunity to achieve the basic skills necessary for full employment. Multi-agency involvement removes the obstacles of lack of medical coverage, transportation, child care, etc. which could prevent successful participation.

From state efforts like these, to federal programs, to public-private partnerships, to primary and secondary education, no matter whose program, our primary objective should be the same – to provide the training and resources which will allow citizens to achieve self-reliance, independence and self-esteem.

**Educational Preparation: Preparing the teaching workforce – Mary Kennedy, Director, National Center for Research on Teacher Education, Michigan State University, East Lansing, MI**

Our school teachers have a tremendous impact on our future. It is their responsibility to educate our children for tomorrow's opportunities. There are three major challenges facing us today related to the kind of teachers we are hiring: 1) getting a representative population of teachers, 2) ensuring that those entering the teaching profession possess a high enough ability level, and 3) ensuring that quality teaching is provided.

The representation problem is the result of a dramatically changing student population. Hispanics are replacing Blacks as the dominant minority. The minority population, in general, represents a substantial portion of the total population and, in some areas, Caucasians are now a minority. Yet the teaching population, for the most part, continues to be white, middle class, suburban and female.

National evidence suggests that those who enter teacher education programs score lower on academic achievement tests than those who choose other career tracks. This trend toward lower tested ability continues among those who become certified and take teaching positions as well as among those who stay in the field. Two factors seem to be responsible: the lower salaries and unattractive working conditions associated with teaching and the diverse opportunities, especially for women, available in other higher salaried fields.

On the subject of quality, the consensus is that current teaching strategies do not challenge, engage or prepare students for the workplace. Today's students, tomorrow's workforce, must learn to work in teams, to solve problems, to be flexible and adaptable. This kind of preparation requires a different kind of teaching which, in turn, requires a different kind of teacher education.

To what extent do these problems influence educational effectiveness? The importance of demographic representation depends on how you define the teacher's task. If it is to convey important content and engage students with that content, the relative demographic characteristics shouldn't matter. If the teacher also acts as a role model, it is important for the student to be exposed to one who resembles them. Even with adjusted representation, however, most students will usually work with demographically different teachers.

The tested ability problem has received more attention from education policy-makers than either of the other two problems. However, its seriousness is hard to estimate because society decides, to some extent, how to allocate our talent. To evaluate the problem, we need to examine the level and range of abilities we are willing to tolerate, given the tradeoffs, and we need to learn more about the relationship between test scores and actual teaching practice.

Recent research findings point to the extent of the quality of teaching problem. National and international assessments show that American students perform basic skills fairly well, but are not doing well (worse than half the other countries) in cognitive areas like reasoning, analyzing, predicting, estimating or problem-solving.

Examination of elementary school textbooks shows that no attention is given to big ideas, analysis or challenging questions. Any intellectual challenge must come from the teachers but, in fact, teachers tend to avoid thought-provoking work and stick to routines because students are easier to manage.

Teachers teach content mainly for exposure with almost no intellectual stimulation. This teaching style is perpetuated because people are most likely to teach in the same way they were taught. We are caught in a vicious circle of bad practice modeled after bad practice.

What can be done about these problems? Demographic representation can be improved by providing minority and low-income students with financial and other assistance which will allow them to complete college educations. Combining this assistance with an incentive program, such as loan forgiveness in exchange for teaching in a less desirable area for a specific period of time, should make the teaching population more representative.

Unfortunately, the tested ability problem is not as easy to approach. Though most states include some form of teacher assessment in certification requirements, none are rigorous or selective enough to improve teachers' tested abilities due to the probability of lawsuits and the difficulty of demonstrating the relevance of the test content to the tasks of teaching.

Many states have also offered alternative routes to certification in the hope of attracting more capable people. Current research suggests, however, that these new recruits do not differ substantially in tested ability from those who have entered teaching with traditional course work and certification. Interestingly, though, alternative certification routes are attracting a more diverse population to teaching, possibly contributing to solving the representation problem.

Even if we could successfully improve tested ability, we would still be faced with the quality of teaching problem. The most popular current solution is the



induction program in which districts provide first-year teachers with guidance or assistance in the form of mentors or seminars. This practice is unlikely to alter teaching quality as those providing the guidance often teach in the traditional way.

Professional development schools, in which school systems and universities combine their efforts to develop new teaching methods, have also been proposed as a means to improving teaching quality. Unfortunately, no example is currently fully formed, making evaluation of this solution premature.

Current popular policy responses to the three teaching workforce challenges we've looked at deal more with the aspect of quantity than quality. But it's obvious we need to address the question of who, not how many, we bring into teaching as we give special attention to each of these problem areas.

*Concluding Remarks – Dorothy Gallagher, Chairwoman, University of Nevada Board of Regents, Elko, NV*

Today's presentations have emphasized that Nevada is faced with great changes. We must assess those changes and the labor force preparation they require. Our resources are limited, however, and we must invent ways to make them go farther to ensure Nevada's economic progress. The University of Nevada system, in particular the community colleges, can play a major role in the process.

By the year 2000, the average worker will change jobs up to seven times, requiring continual retraining. Community colleges will need to respond, providing classroom and onsite training as they do today. By maintaining a close relationship with business and industry and continuing to participate in special programs, i.e., Quick Start, community colleges can also promote business development in Nevada.

The University of Nevada system must also continue to expand cooperative efforts between the local school districts, the community colleges and the universities to improve overall teaching quality and ensure the availability of a trained labor force resource to promote and support economic growth.

## Group Session Responses: Where do we go from here?

As the final item on the conference agenda, participants formed groups to discuss specific employment and training issues. Both the private and public sectors were represented in each group. The groups considered five questions related to the day's presentations. Each group submitted a report of their deliberations, identifying general areas of agreement. The following is a summary of their responses:

*1) What are the critical policy initiatives that will enable Nevada to effectively compete in the global economy?*

Areas targeted by the discussion groups for policy changes/initiatives included: strategic planning, interstate cooperation, economic diversification, education, private industry incentive and decentralization.

Nevada needs to develop a goal-oriented strategic plan which will identify what the state intends to market, i.e., an economic workforce, natural resources or natural beauty, and dictate appropriate initiatives in other areas such as education and labor force training. Though we need to concentrate on our strengths, we must also diversify our development. We cannot count on gaming alone.

To be globally competitive, the state also needs to avoid isolationism and develop cooperative efforts with other western region states.

Perhaps the greatest policy changes are needed in education: we need to emphasize participation in K-12 classrooms, teach parents to stress the value of good academic performance, involve teachers in the workplace and the business community, give more stature to technical and vocational education, and emphasize the concept of "learning to learn" in our schools.

Businesses must become more involved in education. They need to better communicate their requirements for a productive, effective workforce and become more directly involved in creating that workforce. Tax credits or other incentives should be developed/expanded to encourage this involvement.

All of these policy changes must be initiated at the local level. We need a grass roots movement, starting with the family unit, expanding to the community, the city, the county and the state.

2) *It has been suggested that a higher level of interagency planning could provide more cost-effective use of the state's limited resources. Should the state respond? If yes, in what way?*

Though the comment was made that no social service can be immediately measured as cost-effective, the consensus was that efforts should be made toward increased interagency planning and coordination to avoid duplication of efforts and maximize limited resources. The Governor's Human Resource Development Coordinating Committee was viewed as a step in the right direction. Other recommendations included:

- Establishing a statewide data base for assessment and tracking,
- Conducting a legislative review of conflicting policies regarding the exchange of information among agencies,
- Pooling agency resources to serve more people at less cost,
- Establishing an interagency committee to promote communication and cooperation,
- Centralizing information on the functions and responsibilities of each agency (perhaps by publishing a current directory of agencies, their services and personnel), to facilitate matching a client's needs with the appropriate agency,
- Publishing an interagency newsletter,
- Holding periodic interagency meetings,
- Encouraging interagency transfer, and
- Including a residency period at each agency as part of the management training program.

3) *What are the barriers to the training and education of Nevada's future workforce? What actions must be taken to overcome them?*

This question generated the greatest response from the discussion groups. Training and education were considered separately. Here is a summary of the barriers listed. Each is followed by suggested corrective action:

#### **Education**

- Students are lacking in basic skills.
  - Establish higher state standards.
  - Group students by ability.
  - Begin basic skill instruction at an earlier age.
  - Put students on a year-round schedule.

- Limited funding and resulting class size, student/counselor ratio, teacher salary and program limitations
  - Improve communication between the public and private sector to encourage funding.
  - Establish a state lottery, dedicating funds from ticket sales to education.
  - Increase the room tax and devote the funds to education.
  - Reallocate funds to the programs which benefit the majority of students (less to college preparatory, more to occupational education).
- Students are unprepared for the "real-life" workforce.
  - Put more emphasis on occupational education, giving it more prestige and stature.
  - Teach job survival skills.
  - Allow teachers to take sabbaticals to spend time in the workforce.
  - Create a summer business apprenticeship program for teachers.
  - Establish a job trading program for teachers and business people, including provisional teaching certificates for those involved.
  - Educate school counselors about the types of jobs available in the community.
  - Include career awareness classes in the mandatory curriculum.
  - Establish better communication with the private sector regarding their workforce requirements.
  - Involve employers in reviewing/designing competency tests.
  - De-emphasize college preparatory programs.
- Lack of parental support/participation in the child's education
  - Develop a media campaign to raise parent awareness.
  - Offer parenting classes.
  - Give "latch key" programs more educational emphasis.
  - Promote the establishment of alternative "network family" systems within the community. Tap seniors as a resource.
- The prevalence of rural areas in the state
  - Increase communication to rural areas.
  - Make better use of alternative technologies – teleconferencing, VCRs, public access TV, radio, etc.
- Continually changing and expanding graduation requirements
  - Create a media campaign to emphasize the importance of individuality and flexibility in educational programs.
  - Empower individual school boards to establish graduation requirements.
  - Use competency tests as an alternative to specific course requirements.
- The abundance of job opportunities which do not require completion of a secondary education
  - Increase awareness of the "dead-end" nature of many jobs.

- Provide information to change the focus from today's limited earning power to potential future earning power.
- Initiate a work permit system preventing employers from hiring dropouts.
- Teacher attitude
  - Raise teacher salaries.
  - Use the media to improve the general public's attitude and to generate more support for public education.
  - Promote team teaching and cooperative practices.
  - Train teachers in professional development schools.

### Training

- Lack of communication and rivalry between agencies
  - Establish centralized planning at the state level.
  - Clarify jurisdictions.
- Agency-specific regulatory requirements which make it difficult to initiate training on a timely basis
  - Coordinate various agency regulatory requirements and related legislation.
- Lack of a clear definition of workforce needs
  - Involve the private sector in program definition and planning.
- Geographical barriers
- Lack of training programs designed for the disabled
  - Improve attitudes and awareness toward this group.
  - Provide needed transportation.
- Inability of those with lower incomes and single parents to afford to participate
  - Provide good, safe, free child care.
  - Offer training programs with flexible schedules.
- Lack of computer support for effective assessment and tracking in training programs
  - Utilize the Employment Security Department database.

*4) What role should occupational education have in the public schools and community colleges to address labor market needs of employers and the job readiness needs of ALL students?*

Keeping in mind that one of the primary goals of education is employment readiness, all the discussion groups agreed that occupational education should play a key role in the public schools. How they viewed the extent of that role depended on the group's definition of occupational education.

Those who defined it as exposure to the alternatives available in the workplace and the development of basic skills which contribute to employability in general, believed that occupational education should play a prevalent role beginning at the elementary school level. Non-specific classroom training in work ethics and approaches and general occupational skills will make students more attractive to employers. Inviting local business people to be a part of classroom instruction, as well as joining with the private sector to set up work-study and apprenticeship programs, will give students an awareness of career options.

Those who define occupational education as vocational education – training in specific skills for a specific job – did not agree as to who should receive the instruction and when and how it should be administered. Some felt that secondary schools should offer all students vocational education, splitting the school day to offer basic skills instruction in the morning and vocational skills instruction in the afternoon. Others felt that the vocational education option should be made available to more secondary students by minimizing the mandatory curriculum to allow them more elective time.

Those who believed vocational education should be a post-secondary option were divided as to how it should be offered. Due to the cost of equipment and facilities, some groups argued that a system of vocational education schools should be established/expanded. An alternate post-secondary solution was increased use of community colleges for specific skill training. Casting community colleges in the role of occupational/vocational educators would also mean establishing a partnership between the school districts, the community colleges and the private sector to ensure that community college graduates are job-ready and trained in skills that satisfy labor market needs.

In order for occupational education to be effective in either context, the consensus was that attitudes about career options must change. Currently, a majority of our high school students take academic classes that prepare them for college entry, but only about 14% of the available jobs require a college degree. Parents and students must be educated regarding the salaries, valid contributions and social acceptability of many non-college careers. Occupational education must be given status and prestige equal to academia.

5) *Are the Colorado approaches appropriate for Nevada?*

Overall, Colorado was praised for taking a pro-active position in relation to employment and training. However, only one of the three programs outlined by Governor Romer – *Jobs for Colorado's Future*, a survey of economic trends, labor force needs and education and training resources – was viewed as applicable to Nevada.

The *Self-Sufficiency Plan* was considered currently inappropriate because of a lack of leadership for coordination of multi-agency involvement in our state.

Though aspects of the *Creative Schools Initiative* were considered attractive – state funds for new educational programs, removal of regulations/restrictions to make education more effective, more community participation in classrooms and school administration – some groups expressed concern about an increase in state government involvement in local education.

As all three programs are new, it was also the consensus that Colorado's innovative employment and training activities should be reviewed again at a later date.

*Group responses and the preceding recommendations have not been edited for content. They are the collective opinions of the groups' participants, not those of the host organizations.*

# Governor's Employment and Training Conference

## 1989 Ad Hoc Committee

*Warren Fox*  
Vice Chancellor Academic Affairs  
University of Nevada System

*Eugene Paslov*  
Superintendent of Public Instruction  
Department of Education

*Andrew P. Grose*  
Executive Director  
Commission on Economic Development

*Linda A. Ryan*  
Administrator  
Welfare Division

*James P. Hawke*  
Director  
Office of Community Services

*Larry D. Struve*  
Director  
Department of Commerce

*Stanley P. Jones*  
Executive Director  
Employment Security Department

*Barbara Weinberg*  
Director  
State Job Training Office

## 1989 Core Planning Committee

*Anthony Calabro*  
President  
Western Nevada Community College

*George D. Ormiston*  
Deputy Director  
Commission on Economic Development

*Jackie Cheney*  
Chief, Eligibility & Payments  
Welfare Division

*Janet L. Pirozzi*  
Management Analyst  
State Job Training Office

*Renate Daniels*  
Assistant Chief of Field Operations  
Employment Security Department

*Rex Jordan*  
State Fire Marshall  
Department of Commerce

*Sunny Minedew*  
Research Analyst  
University of Nevada System

*Gary Waters*  
Education Consultant  
Department of Education



# Governor's Employment and Training Conference

## State Agencies, Boards and Commissions

<i>State Agency</i>	<i>Board or Commission</i>
Michael L. Rask, Executive Director Nevada Council on Occupational Education	Advisory Council on Occupational Education
Robert A. Cavakis, Administrator Youth Services Division	Advisory Council on Youth
Mark H. Dawson, Chancellor University of Nevada System	Board of Regents
Robert Maxson, President University of Nevada, Las Vegas	
Joseph Crowley, President University of Nevada, Reno	
Paul Meacham, President Clark County Community College	
Ronald Remington, President Northern Nevada Community College	
John Gwaltmey, President Truckee Meadows Community College	
Anthony Calabro, President Western Nevada Community College	
Stephen A. Shaw, Administrator Rehabilitation Division	Bureau of Vocational Rehabilitation Advisory Board
Robert G. Mayhew, Commissioner Commission for Veterans Affairs	Commission for Veterans Affairs
Andrew Grose, Director Commission on Economic Development	Commission on Economic Development

## State Agencies, Boards and Commissions (continued)

<i>State Agency</i>	<i>Board or Commission</i>
John V. Griffin, Administrator Commission on Postsecondary Education	Commission on Postsecondary Education
	Employee's Management Relations Board
Stanley P. Jones, Director Employment Security Department	Employment Security Council
Delia E. Martinez, Executive Director Equal Rights Commission	Equal Rights Commission
Vacant Indian Affairs Commission	Indian Affairs Commission
Bonnie Parnell, Literacy Coordinator Nevada Literacy Coalition	Nevada Literacy Coalition
	Parole and Pardons Board
Glenn B. Rock, Director Department of Personnel	Personnel Board
Helen D. Myers, Director Nevada Office of Small Business	Small Business Advisory Council
Frank MacDonald, Commissioner Labor Commission	State Apprenticeship Council
Eugene T. Paslov, Superintendent Department of Education	State Board of Education
Larry D. Struve, Director Department of Commerce	State Board of Fire Services
Laury M. Lewis, General Manager State Industrial Insurance System	State Industrial Insurance System Board of Directors

**State Agencies, Boards and Commissions (continued)**

*State Agency*

*Board or Commission*

Barbara Weinberg, Director  
State Job Training Office

State Job Training Coordinating  
Council; Northern and Southern  
Nevada Job Training Boards;  
Northern and Southern Nevada  
Private Industry Councils

Linda A. Ryan, Administrator  
Nevada Welfare Division

State Welfare Board

Ron Angelone, Director  
Department of Prisons

James P. Hawke, Director  
Office of Community Services

Joan H. Kerschner, State Librarian  
Nevada State Library

John Slansky, Chief  
Parole and Probation Department

Valorie Hopkins, Executive Director  
State Occupational Information  
Coordinating Committee

# Governor's Employment and Training Conference

## Speaker Introductions

*Andrew P. Grose, Director  
Commission on Economic  
Development, Carson City*

*Stanley P. Jones, Executive Director  
Department of Employment Security,  
Carson City*

## Facilitators

*Audrey Arnold, Member  
State Job Training Coordinating  
Council, Las Vegas*

*Kathryn D. Kelly, Member  
State Job Training Coordinating  
Council, Reno*

*Anthony Calabro, President  
Western Nevada Community  
College, Carson City*

*Donny Loux, Acting Deputy  
Administrator  
Rehabilitation Division, Carson City*

*Jessie Emmett, Chairwoman  
State Job Training Coordinating  
Council, Las Vegas*

*Neldon Mathews, Member  
State Job Training Coordinating  
Council, Panaca*

*John W. Gwaltney, President  
Truckee Meadows Community  
College, Reno*

*Barbara Mello, Chairwoman  
State Welfare Board, Carson City*

*Paul Havas, Member  
Employment Security Advisory  
Council, Carson City*

*Yvonne Shaw, Member  
State Board of Education, Sparks*

*June Herrmann, President  
State Board of Education,  
Las Vegas*

*Tom Weir, Member  
State Job Training Coordinating  
Council, Chairman, Southern  
Nevada Private Industry Council,  
Las Vegas*

*John Hill, Member  
State Board of Education, Las Vegas*

*George Workman, Member  
State Job Training Coordinating  
Council, Fallon*

*Faith Hinton, Coordinator  
Business-Education Partnership  
Western Nevada Community  
College, Carson City*

# Governor's Employment and Training Conference

## Recorders

*Karen S. Crandall, Senior Auditor  
State Job Training Office*

*Jolene Rose, Deputy Director  
Department of Commerce*

*Renate Daniels, Chief  
Field Direction & Management  
Employment Security Department*

*Terry Toeubel, Assistant to  
the President  
Western Nevada Community  
College*

*Vicki DeKoekkoek, Supervising  
Grants Analyst  
State Job Training Office*

*Bonnie VreNon, Coordinator of  
Employment and Training  
Welfare Division*

*Lynn Finnigan, Copywriter  
Smith & Jones, Inc.*

*Nancy Wall, Grants Administrator  
State Job Training Office*

*Valerie Hopkins, Executive Director  
State Occupational Information  
Coordinating Committee*

*Novella Watson-Lee,  
Management Assistant II  
Department of Commerce*

*Robert C. Johnson, Chief of  
Fiscal Services  
State Job Training Office*

*Janie Young,  
Supervising Grants Analyst  
State Job Training Office*

*Sunny Minedew, Research Analyst  
University of Nevada Systems*

*George Ormiston, Deputy Director  
Commission on Economic  
Development*

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State Job Training Office  
400 West King Street, Suite 108  
Carson City, NV 89710  
(702) 687-4310

Barbara Weinberg, Director