



## **Maine's Workforce Investment Act Strategic Plan Modification July 1, 2009 – June 30, 2010.**

Submitted to the United States Department of Labor – Employment and Training  
Administration

By  
Governor John Elias Baldacci

Prepared by the  
Maine Jobs Council  
Maine Department of Labor

This Modification addresses 24 questions selected by the United States Department of Labor, Employment and Training Administration. The questions focus on new strategies and activities related to the American Recovery and Reinvestment Act funding. Additional information contained in the current plan provides the complete picture of Maine's Workforce Investment Act Strategic Plan, and can be viewed at;

[www.state.me.us/labor/mjc/documents/strategicplan07.pdf](http://www.state.me.us/labor/mjc/documents/strategicplan07.pdf)

Maine's Workforce Investment Act Strategic Plan Modification can be viewed at:

<http://www.state.me.us/labor/mjc/wia/index.htm>

# Table of Contents

<b>Section I: Context, Vision and Strategies .....</b>	<b>3</b>
A. Economic and Labor Market Context .....	3
B. State Vision and Priorities .....	6
C. Overarching State Strategies .....	9
<b>Section II: Service Delivery .....</b>	<b>10</b>
A. Service Delivery Strategies, Support for Training.....	10
B. State Governance and Collaboration.....	10
C. Reemployment Services and Wagner-Peyser Act Services .....	12
D. Adult and Dislocated Worker Services .....	16
E. Youth Services.....	23
F. Veteran’s Priority of Service .....	27
G. Service Delivery to Targeted Populations .....	31
<b>Section III: System Operations and Attachments .....</b>	<b>32</b>
A. Transparency and Public Comment .....	32
B. Increasing Services for Universal Access .....	32
C. Local Plan Development Process .....	33
E. Procurement.....	34
F. Technical Assistance .....	35
G. Monitoring and Oversight.....	35
H. Accountability and Performance.....	36
<b>Attachment A: ETA Regional Administrators.....</b>	<b>38</b>
<b>Attachment B: Program Administration / Signatures .....</b>	<b>39</b>
<b>Attachment C: Public Comments.....</b>	<b>41</b>
<b>Attachment D: Maine Department of Labor Guidance Letter .....</b>	<b>49</b>
<b>Attachment E: Commercial Web-Based Products and Applications .....</b>	<b>.....</b>

## **Section I: Context, Vision, and Strategy**

### **A. Economic and Labor Market Context**

**Question IV in PY 2009 Stand-Alone Planning Guidance: Provide a detailed analysis of the state's economy, the labor pool, and the labor market context. (§112(b)(4).)**

#### **IV. Maine's economy, labor pool, and labor market context.**

Economic conditions in Maine have deteriorated precipitously during the recession, paralleling the national downturn. From the beginning of the recession in December 2007 through March 2009 the number of unemployed people surged 72 percent to 56,900, raising the unemployment rate from 4.7 to 8.1 percent.

The economic downturn has continued to drive unemployment up throughout the state. The manufacturing and natural resource sectors that have long been the economic backbone of the rim regions have been hit especially hard by the downturn. Forest products industries including logging, paper mills, and saw mills have experienced a large number of temporary and permanent layoffs, business closures, and reductions in work schedules and benefits. The imminent closure of the Naval Air Station in Brunswick will have a significant impact on the mid coast area.

Most forecasts call for an end to the recession in the coming months. When job growth returns Maine will continue to face profound workforce challenges. Demographic trends in the population are slowing labor force growth; restructuring of employment is causing knowledge and skill gaps between the needs of employers in growing industries and the experience of displaced workers; and the geographic divide between where many workers displaced from declining industries live and where businesses in stable and growing industries are located continues to complicate re-employment prospects for thousands of individuals and families.

Maine has a number of important initiatives under way to address this complicated dynamic. Investments in green and clean jobs, in areas such as organic farming, renewable energy, and energy efficiency are being made across the spectrum of economic and human capital development. Community colleges have developed programs to train and certify windmill technicians; the University of Maine's engineered wood composites center has developed and patented a range of important products and technologies, a number of which have directly led to the creation of new businesses; and a number of businesses are on the leading edge of wind and ocean energy development, bio fuels. The Maine Technology Institute has fostered the growth of innovative technologies that are directly leading to job creation in a wide range of small businesses in Maine.

To address skills gaps and assist unemployed and under-employed workers to transition to in-demand occupations, the Maine Department of Labor recently invested in a new tool known as TORQ, short for Transferable Occupation Relationship Quotient. TORQ is an analytical tool that produces intelligent comparisons between occupational characteristics in

order to determine effective workforce transition strategies that are aligned with economic demand. It measures the transferability of workers among and between different occupations based on the workforce competency of jobs in terms of knowledge, skills, abilities, education, and experience to identify new career options, define knowledge and skill gaps that may need to be addressed to successfully make the transition to a certain occupation, and identify available education or training programs.

The Department of Labor is also exploring utilizing other new tools for use by program participants and will work with the Local Workforce Investment Boards to determine which tools would be most beneficial in the Career Centers.

The recession has exacerbated the workforce development challenges Maine faces, but from a long-term perspective, the challenges of demographic trends, shifting employment structure, and geographic divide between job displacement and job growth remain the same as those outlined in the 2007 to 2009 WIA plan modification.

The following sections, A through H, refer to the response contained Maine's Workforce Investment Act Strategic Plan Modification, July 1, 2007 – June 30, 2009.

**a. Composition of Maine's economic base by industry:**

As outlined in the 2007 to 2009 plan modification, Maine's economic base is similar to the nation. We continue to have higher than average concentrations of jobs in industries impacted by tourism, including relatively low-paying, highly seasonal industries such as retail trade and leisure and hospitality services. Due in part to our older, less well-educated, less prosperous population than the nation, we also have higher than average concentrations of jobs in state government, health care, and social services. Maine has lower than average concentrations of jobs in high-paying sectors such as professional & business services and manufacturing.

**b. Industry and Occupational Projections:**

The outlook outlined in the 2007 to 2009 plan modification is largely the same. Since the two year mod, the forecast for jobs among industries and occupations has been updated. The outlook for the 2006 to 2016 period is much the same as it was for the 2004 to 2014 period. The primary difference is that slower labor force growth is expected – just five percent for the 10 year period – and rates of growth or decline for individual occupations have been adjusted. On the whole, the outlook to 2016 is largely for a continuation of trends that have been on-going in the labor market for many years. As with the 2014 projections highlighted in the 2007 to 2009 plan modification, health care and social assistance, retail trade, leisure and hospitality, and professional and business services sectors are expected to create most net new jobs. The manufacturing sector is expected to continue to shed jobs.

The mix of jobs by occupation continues to shift along with the industry structure and changing work practices, new technologies, and new ways of delivering products and services. The fastest job growth is expected be at the upper end of the organizational hierarchy in managerial, professional, and technical occupations, and at the lower end in service and retail sales occupations. Slow growth or out-right decline is expected in many production, construction, administrative support, farming, forestry, and fishing occupations.

Many of those occupations have long been the bastion for middle-class earnings among those who do not have a degree.

**c. Industries and Occupations Demand for Skilled Workers:**

The issues outlined in the 2007 to 2009 WIA plan modification largely continue to persist, though there has been significant progress toward on some fronts. The shortage of nurses is likely to be alleviated in time as our educational establishment develops new programs and expands others. Similarly, the development of two pharmacology programs in the state should alleviate the shortage of pharmacists in the years ahead.

The imperative to upgrade the education and skills of the unemployed, under-employed, and those in low-paying jobs with no clear career path is as important today as ever. The imbalance between the staffing needs of employers and the education and skill sets of a broad group of workers continues to be an enormous missed opportunity to advance the economic well-being of our state.

**d. Jobs/Occupations Most Critical to the State's Economy:**

The 2007 to 2009 WIA plan modification outlined critical and emerging industries and Governor Baldacci's strategy to develop a workforce geared to meet the needs of those industries. Those remain important to workforce development in Maine. Since then additional focus has turned to the dual imperatives to deliver better health care more efficiently at lower cost, and to transform our economy from one based on fossil fuels that endanger our planet to renewable, more efficient forms. The ARRA includes a range of initiatives on these fronts. Rapid growth in health care demand has created shortages in a number of health professions. Maine's educational community has responded with expansion of existing programs, particularly nursing, and development of new programs in pharmacology.

Less easily defined by specific occupations is the critical need for workers and workforce development of green and clean jobs. Maine is part of a consortium of states that have joined together to grapple with questions around how to define what is or is not a green job, and the specific knowledge and skill requirements for which the education and training communities should develop curriculum to meet needs of employers in this growing, important field. Many green jobs are not new: heavy equipment operators and structural construction workers erecting wind mills or architects and engineers designing composite bridges. Some are traditional occupations that require new skills such as solar panel installation by plumbers.

Issues around defining and measuring green jobs and development of training programs to meet the needs of the rising green economy will continue to be fleshed out in the months and years ahead.

**e. Skill Needs of Critical and Projected Jobs:**

The skill needs of critical and projected jobs outlined in the 2007 to 2009 WIA plan modification remain the same today.

#### **f. Current and Projected Workforce Demographics:**

The current and projected workforce demographics outlined in the 2007 to 2009 WIA plan modification are largely unchanged, though more recent labor force projections call for even slower growth through 2016 than was previously expected through 2014.

#### **g. “In-migration” or “Out-migration” Trends:**

Maine experienced a net in-migration of population between 2000 and 2006, but since then there has been a net out-migration. Between 2007 and 2008 Maine had the eighth fastest rate of out-migration among the states.

There has been a natural decrease in population (more deaths than births) in seven of the 16 counties since 2000. As the population ages, the share of people in their prime childbearing years is declining and mortality rates are rising.

As outlined in the 2007 to 2009 WIA plan modification Maine continues to grapple with the workforce challenges presented by an influx of Somalis, Sudanese, Togolese, and others from under-developed nations who require intensive education and training to meet the needs of employers.

#### **h. Skill Demand and Gap:**

The knowledge and skill gaps associated with rising foreign competition, business restructuring, technological innovation, and other factors that are shifting and evolving the processes involved in production and service delivery outlined in the 2007 to 2009 WIA plan modification continue to persist today. In addition, the rise of the green economy is creating demand for new skills, often characterized as new skills for traditional occupations.

### **B. State Vision and Priorities**

#### **Question I.C. What is the Governor’s vision for ensuring a continuum of education and training opportunities that support a skilled workforce? (§112(a) and (b)(4).)**

##### **The Governor’s Vision, direction and priorities**

Governor Baldacci’s future vision for Maine includes that state would become the renewable energy leader in New England. To this end he has directed our workforce development system to focus the use of Recovery funds on the areas of Energy and “Green jobs”, and weatherization. He is further directing the use of the funds toward the growing sectors of IT and Healthcare. He also expects us to develop and implement a robust training pathway for computer literacy. The Governor requests that we look to maximize opportunities to leverage these valuable resources with other funding sources and related programs. He directs us to look for opportunities to partner with existing programs and leverage other resources to carry out the intent of the ARRA workforce funding. The future of our workforce and the Maine economy are dependent upon the efficient and effective use of these resources.

Governor Baldacci has established the Young Mainer Weatherization Corps as a priority for a portion of Recovery Act summer Youth funds. The Maine Youth Weatherization Corps will be a component of the WIA Summer jobs program. There will be 100 slots across the state allocated by formula that will combine a work experience with a work readiness skills program. The Weatherization Corps will partner with entities such as Maine Housing, Youthbuild, the CAP agencies and work readiness providers such as Jobs for Maine's Graduates, Adult Ed etc. to implement the program for the summer of 2009. The program will consist of a pathway of training experiences leading to a credential.

The Governor has stated that no less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training; supportive services and needs based training. Although ARRA - WIA funds can be combined with other WIA funding, Recovery Act investments must be tracked and accounted for separately.

The Governor will be directing the 10% set aside monies into programs that will directly impact Maine citizen's ability to seek additional training and support. He expects to do that through existing programs like the Competitive Skills Scholarship Fund.

The ARRA – WIA 5% funds reserved for administration will be used primarily for administrative support functions such as contract execution, required reporting, monitoring and evaluation of statewide Recovery Act activities.

**Question I.E. What is the Governor's vision for ensuring that every youth has the opportunity for developing and achieving career goals through education and workforce training, including the youth most in need of assistance, such as out-of-school youth, homeless youth, youth in foster care, youth aging out of foster care, youth offenders, children of incarcerated parents, migrant and seasonal farm worker youth, youth with disabilities, and other youth at risk? (§112(b)(18)(A.))**

The Governor's vision for ensuring that every youth has the opportunity for developing and achieving career goals through education and workforce training is supported by both new and ongoing collaborations between MDOL Career Centers, and local staff of the Departments of Education, Corrections, Health and Human Services and other youth and family serving agencies, employers and organizations such as Job Corps, Maine Conservation Corps, Jobs for Maine's Graduates, Committees on Transition, local adult education and high schools, housing providers and homeless shelters, alternative schools and others.

The Governor has provided direction to the Departments of Labor and Education to expand the successful Maine Lap Top Initiative, which will provide technology to Maine's students and their parents. The agreement between Labor and Education will make the lap tops available for home use and will have software and links that will be helpful to students as they progress through the Education system, planning for their futures, as well as adults who may need basic computer literacy skills or are searching for new employment opportunities in this changing economy.

Governor Baldacci has been instrumental in providing Maine with opportunities to ensure education and workforce training to every young person. Through the support of the Governor's Children's Cabinet, chaired by Maine's First Lady, the ETA's Shared Youth

Vision initiative has been developed into the Maine Shared Youth Vision Council <http://maine.gov/cabinet/syv/index.htm> with representation from a wide range of adults and youth who are actively working to positively affect Maine's youth.

The Governor has also directed the Workforce Development System to establish a Young Mainers Weatherization Corps that will begin the work of weatherizing every residential dwelling in Maine by 2020. Working with the Community Action Agencies that serve as the Local Weatherization Agencies, the Weatherization Corps will provide Maine's youth with a work experience that could lead to further education and training in the energy efficiency field or "green" construction sector. Local Workforce Investment Boards are encouraged to connect with Youth Service Providers who are already connected to the populations targeted for service by Recovery Act funds. The goals for the Weatherization Corps include assuring that 95% of the Weatherization participants exiting the program attain work readiness certificates, and transitioning 95% of exiting participants into Registered Apprenticeship, On the Job Training, post secondary school or unsubsidized employment.

Each of Maine's Local Workforce Investment Boards contains a separate Youth Council, comprised of youth and adult representatives from the private and public sectors with an interest in youth. Youth Councils set the direction and oversee local WIA youth programs provided to young people through Maine's CareerCenter system.

**Question II. Identify the Governor's key workforce investment system priorities for the state's workforce investment system and how each will lead to actualizing the Governor's vision for workforce and economic development. (§§111(d) and 112(a).)**

As previously stated in the 2007 – 2009 WIA State Plan Modification, *Investing in People* and *Focusing on Key Sectors* of the economy continue to be priorities for the Maine workforce development system. Governor Baldacci has provided direction for expending WIA-ARRA funds related to both priorities.

Investing in people; The Governor is expanding Maine's Competitive Skills Scholarship Program (CSSP) by utilizing the WIA 10% for statewide activities to increase the funds available for training Maine's citizens that are most in need. CSSP can pay for training that results in certificates, two or four year degrees and targets high wage, in-demand occupations. Additionally CSSP provides wrap around supports such as child care, transportation, books, supplies, equipment, remedial and prerequisite training. Mainers can access the CSSP at any of the CareerCenters.

Also, the Governor has stated that no less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training and support services. This represents a substantial increase in available resources that can be utilized for participants compared to historical spending. Maine's four LWIB's have included this in their local plans and have made CareerCenter Service Providers aware of this new Policy.

Focus on key sectors; Throughout the country statewide strategies that support industry driven sector projects are at the center of workforce and economic development activity. Maine will focus ARRA – WIA funding on four sectors; Energy, Green Jobs, Health Care,

and Information Technology. These sectors, identified as having growth potential and above average wages, will provide an opportunity for workers who are interested in employment in emerging sectors. Maine's four LWIBS have included his new strategy in their plans and have made their Career Center Service Providers aware of this new Policy for ARRA Funds.

Maine's Sector strategies will:

- Address the needs of Maine's Employers by focusing on skills needed for a specific occupation or a set of occupations in that industry
- Address the needs of workers by promoting career paths
- Align Education and Economic Development planning and activities with Workforce Development planning and activities
- Engage new partners in community/regional economic development.

### **C. Overarching State Strategies**

**Question V.B. What strategies are in place to address the national strategic direction discussed in [Section 4] of this guidance, the Governor's priorities, and the workforce development issues identified through the analysis of the State's economy and labor market? (§112(b)(4)(D) and 112(a).)**

As stated in the Governor's vision, Maine's workforce Development system will focus ARRA-WIA funds on specific sector based initiatives, recognizing that a skilled workforce is the single most important factor in the State's future prosperity. Understanding how to leverage investments to strengthen the workforce connected to key industries will be critical in providing employers the workers they need as well as creating more opportunity for Maine's people. These sectors, identified as growth industries and having high wage in-demand occupations, are Energy, Healthcare, Information Technology, and Green Jobs. Through these emerging industry partnerships, Career Centers will connect those most impacted by the recession to education and training opportunities aligned with industries and jobs important to Maine's economy. Using a dual customer approach, the workforce development system will connect job seekers and workers with business in need of skilled employees, in effect "growing our own" workforce.

Given the recent changes in Maine's economy, the Maine Jobs Council and the Center for Workforce Research and Information will be hosting a series of Listening Sessions in cooperation with major employer/industry associations to capture employer input so as to better determine industry workforce needs and projections. While anecdotes of hiring difficulties are useful in learning more about Maine employer experiences with hiring the workers they need, they are not sufficient to alter policies or redirect limited funding for skill training investments. Through these structured listening sessions, we will gather well constructed evidence on what occupations and skill requirements Maine employers have had difficulty in locating applicants and hiring workers. Such evidence when combined with traditional occupational projections will provide Maine with better information around which to plan education and training investments.

## **Section II: Service Delivery**

### **A. Service Delivery Strategies, Support for Training**

**Question IX.G. Describe innovative service delivery strategies the state has or is planning to undertake to maximize resources, increase service levels, improve service quality, achieve better integration or meet other key state goals. (§112(b)(17)(A).)**

The State of Maine's strategy for increasing services to workers under the ARRA include:

- a requirement that a minimum of 80% of WIA program funds are for direct training and supportive services for participants, with no more than 20% of program funds to be devoted to staffing and overhead costs for service providers;
- tactical focus upon key economic sectors, targeting ARRA training resources to the areas of energy/weatherization/"green jobs," health care, and information technology and computer literacy;
- the State's requirement that ALL ARRA-related employment opportunities are posted on the Maine Department of Labor's web-based job bank, "Maine's Job Bank,"
- the utilization of the entire WIA 10% Set Aside/ARRA to enhance the State's successful Competitive Skills Scholarship Program (CSSP). CSSP provides training and support services in high wage in-demand occupations for individuals at 200% or less of the federal poverty level. Under the ARRA effort, Governor Baldacci has required that CSSP enhancement efforts be devoted to recipients of unemployment compensation;
- the utilization of the WIA 5% Administrative funds to develop a layoff aversion and training program using valuable lessons from the Governor's Training Initiative. This will not supplant state budget cuts that may affect GTI.
- that the Maine Department of Labor, the Maine Jobs Council, and Maine's four Local Workforce Investment Boards convened a conference of potential youth providers for the development of an accelerated Summer Youth Employment Program. The Summer Youth Employment Program will include the deployment of a "Young Mainers Weatherization Corps" to work in conjunction with the Maine State Housing Authority, Community Action agencies, and others;
- that the Maine Department of Labor, the Maine Jobs Council, and the LWIB's convene a meeting of significant training providers in Maine, including the Community Colleges, Adult Education, and the Career/Technical Education to explore "bulk purchasing" of training slots in targeted sectors, and potential capacity expansion for providers

### **B. State Governance and Collaboration**

**Question III.A.2. Describe how the agencies involved in the workforce investment system interrelate on workforce, economic development, and education issues and the respective lines of authority. (§112(b)(8)(A).)**

The Governor's Workforce Cabinet, which is Chaired by Labor Commissioner Laura Fortman, and has representatives from Education, Economic Development, Workforce

Development, Community Colleges, University System, Maine State Housing Authority and Finance Authority of Maine, supports state and local efforts to improve our education and training system through expansion of programs that promote high achievement and which align workforce training with the new skill-set requirements of the 21st century global economy.

The Maine Jobs Council, (MJC) which serves as the State Workforce Investment Board, also has representatives from Education, Workforce and Economic Development, and is connected to the Workforce Cabinet by virtue of the fact that the MJC Director is the Staff to the Workforce Cabinet.

Representatives of the MJC have been asked to participate in the Department of Education's 21<sup>st</sup> Century Advisory Council. The 21<sup>st</sup> Century Partnership uses a framework which presents a holistic view of 21st century teaching and learning that combines a discrete focus on 21st century student outcomes (a blending of specific skills, content knowledge, expertise and literacies) with innovative support systems to help students master the multi-dimensional abilities required of them in the 21st century.

Another new effort underway in Maine is Mobilize Maine, which will align Community Economic Development Strategies with the Local Workforce Investment Act plans. Mobilize Maine will identify and develop strategies to address Maine's unique assets, which may be skills, businesses, activities or special places that have market-leverage in the global economy, but may not have been previously recognized.

**Question III.C.1. Describe the steps the state will take to improve operational collaboration of the workforce investment activities and other related activities and programs outlined in section 112(b)(8)(A) of WIA, at both the state and local level (e.g., joint activities, memoranda of understanding, planned mergers, coordinated policies, etc.). How will the State Board and agencies eliminate any existing state-level barriers to coordination? (§§111(d)(2) and 112(b)(8)(A).)**

The Maine Jobs Council, the LWIBs and the Maine Department of Labor continue to work in close consultation and collaboration for the effective delivery of ARRA-related service. The MDOL has convened meetings of ALL Executive Branch agencies in receipt of ARRA funds to coordinate ARRA-related employment opportunities and potential training needs. Governor Baldacci has designated the Commissioner of Labor as the "HR Director for ARRA in Maine." Again, we are vigorously enforcing the Governor's directive that ARRA jobs be posted on Maine's Job Bank, providing rapid employment opportunities for unemployed workers in the state.

MDOL is also working in close collaboration with the Maine Department of Education on Governor Baldacci's laptop initiative, which is providing up to 100,000 laptop computers to high school students statewide, with easy access also available to adult workers seeking employment and training information and opportunities. MDOL and MDOE have signed a Memorandum of Understanding with MDOE to facilitate successful implementation of this initiative.

MDOL also is utilizing a close working relationship with the Governor's Office of Health Policy, and the Dirigo Health Agency, which provides supplemental support to workers eligible for the Health care Tax Credit under the Trade Act.

Also, MDOL's Bureau of Employment Services and Bureau of Unemployment Compensation Program work closely on re-employment efforts through REA, profiling, and Job Search Express for unemployment compensation recipients.

### **C. Reemployment Services and Wagner-Peyser Act Services**

**Question IX.C.4.b. Describe the reemployment services the state provides to Unemployment Insurance claimants and the worker profiling services provided to claimants identified as most likely to exhaust their Unemployment Insurance benefits in accordance with section 3(c)(3) of the Wagner-Peyser Act. (§112(b)(17)(A)(iv).)**

The MDOL plans to utilize our successful experience with the Reemployment and Eligibility Assessment (REA) program to effectively deploy ARRA Reemployment Services (RES) funds. In accordance with the Recovery Act, **RES funding will only be used to provide services to UI claimants**, as opposed to regular Wagner-Peyser funding that is used to provide services to the universal population.

RES funding may be used to provide services to both profiled UI claimants (UI claimants identified by the Bureau of Unemployment Compensation as mostly likely to exhaust their benefits or as most likely to have extended duration of unemployment) and non-profiled UI claimants. The RES model is based on identifying individuals who are profiled by the UI system. Claimants who have been issued a first payment are then profiled using a two-step approach. Claimants who are on recall or who use a union hiring hall are excluded. Maine will target reemployment services to **all** other claimants. Notification is sent by mail each week to the claimant advising them that they must contact the CareerCenter closest to their residence to participate in a Reemployment Services workshop. Claimants who file their initial claim online will also be notified during the claim process of the opportunity to participate in Reemployment Services offered by the CareerCenters. Maine's Job Bank currently has more than 100,000 registrants, approximately one half of whom have filed unemployment compensation claims on line. During the initial filing for benefits, the applicant has the opportunity to register on the Job Bank and utilize the job match functionality to search for employment.

Maine's RES model is based on UI claimant focused services combining job search assistance in group sessions, individual job search planning and targeted job development. Based on the REA curriculum which includes, Job Search Express, profiling, and "First Pay" workshops will be conducted in our CareerCenters and at our itinerant sites statewide (see map, attached). The model dedicates twelve staff from around the state to intensive outreach, group session facilitation, individual guidance and consulting, and business outreach all centered on rapid reemployment of the UI population. The initial contact with claimants involves participation in a 2-4 hour Reemployment workshop designed to provide information and assessment services. During the initial interview, information is delivered in large group workshop setting. Claimants are provided with the following:

- An introduction to all of the services the CareerCenter has to offer, including self-directed options and specific program eligibility

- Provide relevant labor market information on the availability of employment opportunities within region where they are searching as well as statewide possibilities.
- High demand, high growth employment by key sectors, as appropriate.
- Access to the online Maine Job Bank and the Guide to Job Hunting in Maine
- Tools, tips and strategies on conducting a successful job search.
- Information on how to obtain further skill assessments and individualize job search services.
- Claimants are provided the opportunity to develop an individualized job search action plan.

While participating in Reemployment Services workshops claimants are offered other services which are appropriate, including information on other CareerCenter programs they may be eligible for. Those determined appropriate are immediately engaged in a standard curriculum containing four elements.

- Self-understanding - an examination of one's skills, interests, barriers, job readiness
- Getting a job - job search strategies, resumes, interviewing skills
- Developing staying power - help in understanding factors that are likely to lead to employment retention
- Developing a transition strategy - developing short-term steps for immediate employment combined with developing longer-term steps leading to a career goal

ARRA Reemployment Service funds will not be used to provide training. Individuals who require additional assistance including intensive career counseling or skills training are referred to either ARRA WIA, Formula WIA or Trade Adjustment Assistance services as appropriate. Claimants who participate in Reemployment Services who need further assistance with retraining may be referred to the Competitive Skills Scholarship Program (CSSP). As mentioned earlier, the Governor has earmarked the WIA 10% Set Aside under ARRA to supplement CSSP efforts, focused upon unemployment compensation recipients, provides a strong re-employment link.

Maine also plans to enhance re-employment efforts by utilizing new technological tools that perform resume building, job matching, skill assessment, career ladder, career “lattice” and other functions to significantly improve our services in the CareerCenters and on the web. The Bureau of Employment Services anticipates that approximately \$300,000 from the ARRA Wagner-Peyser 5% administrative monies will be used to procure software and applications aimed at providing all job seekers with self-directed online services. In conjunction with Maine’s four Local Workforce Investment Boards the BES has identified its priorities for procuring commercial web-based products and applications (**Attachment E**).

Reemployment Service and Wagner-Peyser funds under ARRA will also be used to enhance staffing levels in our CareerCenters on a limited period basis. A portion of Wagner-Peyser funds under ARRA will be expended to enhance the Maine Job Bank on the web with tools such as a resume’ builder and talent search engine, online skills assessment and skills transferability analysis and career/education pathway mapping

Responding to the President's new initiative concerning approved training for Unemployment Insurance recipients, Maine has sent 38,000 letters to notify UI beneficiaries of their potential eligibility for Pell Grants and other financial aid for education and training opportunities. Additional letters (100 – 200) will be mailed out each week to new registrants.

Also in response to the President's initiative, Maine's Unemployment Insurance Commission has granted a blanket waiver, for the next twelve months, for new training plans that are the same as previously approved WIA training programs. The Maine Department of Labor will be contracting with the Maine Educational Opportunities Center (MEOC) to provide service to recipients of the above referenced letter. MEOC will provide assistance with financial aid forms, college applications (including waivers for application fees) and personal budgeting.

**Question IX.C.1.b. Describe how the State will ensure the three-tiered service delivery strategy for labor exchange services for job seekers and employers authorized by the Wagner-Peyser Act includes: (1) self-service, (2) facilitated self-help service, and (3) staff assisted service, and is accessible and available to all customers at the local level. (§112(b)(17)(a)(i).)**

Maine will continue to use WIA and W-P funds to assist targeted populations, including veterans, people with disabilities, low income individuals, and recipients of public services. Maine's LVER/DVOP team has significantly increased outreach to veterans, Maine is pleased to continue the Disability Navigator Program, and to enhance CSSP. MDOL is also working with the Maine Department of Health and Human Services to assist in the effective use of employment and training funds under the Food Stamp Program. Finally, Maine will use ARRA funds to upgrade our Rapid Response efforts and provide additional training and support services to dislocated workers.

One of the key elements of the CareerCenter reconfiguration strategy that occurred in July 2008 was to explore options for delivering CareerCenter services not dependent of the presence of "bricks and mortar". During the transition planning phase, Commissioner Fortman met with the Legislature, Local Boards, Chief Elected Officials, Service Providers and members affected communities to ensure that people would not go under served. She worked with the MJC ad hoc Service Delivery Committee (SDC) comprised of Local Workforce Boards, Chief Elected Officials and service provider representatives to devise a reorganization plan that included the delivery of services through several itinerate locations and begin the development of "virtual" services delivered through the Internet.

Throughout this transition, the challenge has been to create options for job seekers and employers to access to job matching services remotely via the Internet. By July 2008, Maine's CareerCenter system had just begun the process of transforming from 21 physical locations to 11 full service Centers, 5 WIA-only offices and 17 itinerate service points. To ensure that Maine had options for accessing services "virtually", Commissioner Fortman directed MDOL's Bureau of Employment Services and the Office of Information to begin work on the design and deployment of Maine's web-based CareerCenter services portal.

The system – **Maine’s Job Bank** - was launched in November 2008 to provide instant 24/7 access to job matching services without the need for staff assistance. The intent in building Maine’s Job Ban was to begin providing easy web access to an effective job matching service. Having an Internet-based system has enabled many more job seekers and employers to connect in a manner that is much more convenient (i.e., does not involve travel to a CareerCenter location during specified hours or require direct staff interaction). Since launching the Job Bank The Maine Job Bank has enabled the CareerCenter system to continue to operate on a “universal access” principle, which promotes a level of service for everyone. The service has been designed to include a direct interface between the Unemployment Insurance Internet claims process and LEON will reduce the length of time that workers will remain unemployed. Plans to enhance LEON to create more self-service options, for job seekers and employers will continue throughout 2008–2009. Since the Maine Job Bank was launched we’ve recorded over 130,000 Wagner-Peyser registrations and well over 300,000 job matches have occurred. Over 1,300 new employer accounts have been created in the online system. All ARRA hiring generated via contracts with Maine State Government and their contractors must be posted to the Maine Job Bank.

The Wagner-Peyser program is an important component to the CareerCenter labor exchange service delivery as the primary job finding source, especially for unemployment insurance (UI) claimants. The system provides quality information to the public about jobs, the dynamics of labor markets, available training and education opportunities, and links to other public and private service agencies. For these reasons, Maine sees the labor exchange system as part of the foundation to its employment and training delivery system.

Labor exchange services contribute to the workforce development system in the following ways:

- Significant financial contributions to core and intensive services that enable all customers (employers, job seekers and educators) to access universally the information needed to successfully navigate the labor market of the 21<sup>st</sup> century.
- Strong business connections between supply and demand side customers. The connections are manifested in the job matching and labor market information systems.
- Contributing to smooth functioning labor markets through its job matching and information capacity supports economic development goals. For example, CareerCenters are the universal entry-point whether a high school student looks into career options, or looks for a first job, or a high school dropout looks to find a way back into the education and training system for a second chance; or a dislocated worker looks to change careers, a public assistance recipient tries to enter the labor market, or for anyone else seeking employment.
- Labor exchange services contribute to the system by administering a number of statutorily mandated programs for targeted populations including veterans, migrant and seasonal farm workers, and individuals affected adversely by trade agreements.

Specific program design elements consist of tiered delivery, comprised of three flexible and adaptive service strategies that are consistent with and support overall CareerCenter system development.

- Self-directed access to products and services are available and are being expanded as system development continues. Customers can access products and services using Internet connections or by visiting a CareerCenter.
- Facilitated self-help is done through the Information Centers within each CareerCenter. This includes Core and Intensive Services as required under WIA §134.
- Staff-assisted services are provided one-on-one and in workshops.

Typical labor exchange services that contribute to CareerCenter products include common intake, job matching, general and employer-specific assessments, labor market information, job search assistance, specialized recruitment, case management, and customized job development.

Maine State employees will continue to provide the majority of labor exchange services within the CareerCenters. Self-directed and functionally supervised work teams may include non-state employees and state employees who all can contribute to providing WIA Title I services. Collective bargaining agreements and human resource development merit principles will not be adversely impacted by this integrated approach.

Under ARRA Wagner-Peyser staffing levels will be increased to handle the influx of laid workers who contact the CareerCenter. In addition to providing Reemployment Services support six of the twelve staff positions will be dedicated to providing workers with job development services.

#### **D. Adult and Dislocated Worker Services**

**Question IX.C.1.a. Describe state strategies and policies to ensure adults and dislocated workers have universal access to the minimum required core services as described in §134(d)(2).**

In Maine, the level of coordination between WIA, Wagner-Peyser, TAA, and many community-based partners is unprecedented. Relative to most states, Maine is small enough in size and has, for the most part, been successful at confronting the challenges of building a truly integrated system. The primary organizations involved in CareerCenter development have developed productive professional relationships for initiating incremental change.

The degree of coordination among partners housed within CareerCenter facilities is extensive. The description of how Maine's One Stop System is designed can be found in the WIA Strategic Plan for Program Years 2007-2009. Most of the services described in the Plan are provided jointly by WIA and Wagner-Peyser staff within the CareerCenter with a purpose:

- To provide integrated intake;
- To provide core services;
- To provide customers access to all partner programs and activities;
- To make intensive services accessible to adults and dislocated workers; and,
- To provide ITAs to adults and dislocated workers.

New program designs that have been implemented, such as the self-directed job registration system (Maine Job Bank) are automated and linked to all CareerCenter staff to serve common customers. The Employer Information System (EIS) is an example. EIS is a database of all business transactions between CareerCenters and employers. The system uses relational data from seven programs that up until now have functioned exclusive of and separately from one another. EIS promotes a coordinated approach for serving the needs of employers.

Maine will continue with the successful One-Stop Service Delivery strategies it has had in place to assure the seamless integration and coordination of various services. However, in determining the allocation mix among core, intensive, and training services funded with WIA Title I funds, MDOL will play a larger role in the course of approving local plans to assure that the Governor's emphasis on training is carried out statewide.

Local Memorandum of Understanding (MOU) will serve as the basis for defining specific program or financial contributions of all the partners who operate from the CareerCenter. The MOU will be developed that explicitly defines how each partner will provide Core, Intensive and Training services; essentially, the term "presence" will be defined according to electronic linkages, collocation of staff, and cross training. For each location, a budget will be developed that defines overall costs and how they will be funded. Additional resource allocation issues will be addressed and resolved as each new partner is added to the system. Examples include: defining Wagner-Peyser basic core services as job matching (i.e., making referrals based on comparing employer specifications in job orders to applicant skills) to avoid duplication of labor exchange services; aligning W/P funds to ensure universal access to Core and Intensive services; aligning training policies and subsidies from TAA, WIA Title I, and the Bureau of Rehabilitation Services to maximize resources and streamline service delivery.

There are three primary tools for coordinating and facilitating system delivery of common services, and providing access to partner and community programs. Each tool will be developed jointly and be freely available to all system partners. The first is common intake. All demographic and service-use information obtained from system users will be collected, based on informed consent, and be freely available to all partners. The second is common scheduling. Common scheduling will enable partners to provide activity and scheduling information to each other on an ongoing basis. The third tool is case management. Information pertaining to joint services to individual customers will be made available on a relational basis.

Taken together, the three tools promote seamless pathways and access to partner program services, eliminate unnecessary duplication of services, provide customers with a friendly interface, and provide economies of scale to reduce overall implementation costs.

In addition to providing regular Informational sessions about CareerCenter services, each Local Workforce Investment Board is doing more outreach than ever before, providing services at satellite locations in communities that previously did not have a CareerCenter presence. This is a result of reconfiguring the CareerCenter footprint that occurred last year in response to reduced federal funding.

A web-based platform to provide labor exchange activities has been developed and deployed, allowing rural citizens to access services when challenged by distance, transportation and geography.

Additional assistance is available at the Career Centers for people with disabilities through the Disability Program Navigator as well as to Veterans through the DVOP / LVER programs.

In an attempt to make more resources available for serving Maine's citizens, Governor Baldacci has directed the system to utilize the WIA 10% funds, for statewide activities, to be used to expand Maine's Competitive Scholarship Program, which focuses on low income individuals and training for high wage in demand occupations. Additionally the Governor is directing the system to expend at least 80% of the available funds on direct service to participants which represents a substantial increase for the system.

**Question IX.C.1.c. Describe how the state will integrate resources provided under the Wagner-Peyser Act and WIA Title I for adults and dislocated workers, as well as resources provided by required One-Stop partner programs, to deliver core services. (§112(b)(17)(a)(i).)**

See IX C1a, IX C4b, IX G

**Question IX.C.3.a. Describe the Governor's vision for increasing training access and opportunities for individuals including the investment of WIA Title I funds and the leveraging of other funds and resources. (§112(b)(17)(a)(i).)**

In the Governor's Vision, the 10% ARRA-WIA set-aside funds will be used for increasing the capacity of the Competitive Skills Scholarship Program (CSSP). CSSP serves low income individuals and focuses on training for High Wage In-Demand occupations identified by the Center for Workforce Research and Information.

Discussion are underway between the Department of Labor and the Department of Health & Human Services concerning the opportunity to expand CSSP even further, utilizing other training funds, which would allow more citizens to receive needed occupational training and meaningful employment in growth sectors. Similar conversations are occurring with Maine's Public Utilities Commission about using a portion of their ARRA training funds to focus on "green and clean" jobs.

Maine will focus its workforce investments on Key Sectors important to Maine's economy. Governor Baldacci has directed the system to partner with businesses and organizations connected to those sectors identified as having increased employment potential and that provide above average wages. By developing Industry led initiatives, Maine will train its citizens for available jobs in growth industries, while being responsive to the needs of Maine's employers.

Additionally the Governor is directing the system to expend at least 80% of the available funds on direct service to participants. This represents a substantial increase for the system.

**Question IX.A.5. What models/templates/approaches does the state recommend and/or mandate for service delivery in the One-Stop Career Centers? For example, do all One-Stop Career Centers have a uniform method of organizing their service delivery to business customers? Is there a common individual assessment process utilized in every One-Stop Career Center? Are all One-Stop Career Centers required to have a resource center that is open to anyone? (§§112(b)(2) and 111(d)(2).)**

In Maine, each CareerCenter has a Resource Center that is available to everyone. While there is some commonality between Career Centers with regards to assessment, there is no prescribed uniform process. Maine does not have a mandated method of delivering services to business customers.

All of the services described below are offered uniformly throughout the state by Maine's comprehensive CareerCenter delivery system;

Level 1, **Core Services** are basically informational in nature and are to be made available to anyone or any business requesting them. They include the following as examples, which may include services from partner programs for purposes of illustration:

#### **For Employers**

- Listing and marketing job orders.
- Access to the O\*NET Online Job Description Writer.
- Electronic access to the Maine and America's Job Banks.
- Information about several topics, including occupational licensing, processing work permits, health and safety, labor law information, OSHA regulations, industry-specific LMI, UI, and access to rapid response services.
- Business surveys regarding economic expansion, recruitment plans and workforce training needs.
- Referrals to private and public sector organizations regarding business-specific needs or problems.
- Information about acquiring economic development assistance

#### **For the General Public, including Job Applicants**

- Individualized staff assistance to help customers acquire needed services.
- Individual counseling that promotes the role that aspirations play in career decision-making, and promoting higher learning.
- Common intake and eligibility determinations for Title I and partner programs.
- Marketing and outreach for workforce development programs and services.
- Referrals to partner programs.
- Access to O\*NET Online Assessment Tools such as the Interest Profiler and Work Importance Profiler
- Access to computer applications such as word processing, spreadsheets, data base development and presentations.
- Performance information about Title I and partner programs.
- Information about Maine Labor Laws.
- Information about the availability of, and how to access Supportive Services, Intensive and Training Services, and all partner programs.
- Access to computer applications for personal and career development such as keyboarding, self-assessment and career decision-making.
- Internet access.
- Initial assessment to help customers link their vocational aptitudes and abilities to jobs.
- Career counseling unrelated to developing individual employment plans.
- Information about obtaining post-secondary financial aid.

Level 2, **Intensive Services** are intended to prepare people for successful participation in the labor market and can be provided in either group or individual settings. Regarding Title I supply side funds, services are limited to income-eligible job seekers who are unemployed, or are employed but are unable to obtain gainful employment. Partner program resources, such as Wagner-Peyser, can be used to provide Intensive Services to the general public to enhance universal access to those not income-eligible. Examples:

For Employers – Workshops and Seminars regarding:

- ADA effective practices and policies.
- Maine Labor Laws.
- OSHA and “Safety Works” (Maine Bureau of Labor Standards).
- Industry-specific labor market trends.
- Effective practices for recruiting and retaining workers.
- Writing effective job advertisements.
- Using O\*NET Online to write job orders and collect occupational skill profiles
- Understanding and navigating the UI system.
- Economic development proposals and grant writing.

### **For Job Applicants**

- Comprehensive and specialized vocational assessments.

- Development of employment plans.
- Career decision-making.
- Career counseling.
- Case management for people seeking training services.
- Short-term prevocational services such as job getting; life work management assistance; employer expectations of new employees [punctuality, personal maintenance, professional conduct, performance expectations, labor laws]; learning skills development; basic communication skills.
- Out-of-area job search assistance.
- Relocation assistance.
- Work experience.
- Internships.
- Basic literacy and adult basic education training not related to specific occupational skills training.

Level 3, **Training Services** are intended for Title I income-eligible customers who are unable to obtain or retain employment through Intensive Services, or whose jobs provide inadequate wages, and who can benefit from such training. On the demand side – Employer Assistance – services are highly specialized and customized to businesses’ needs without an eligibility test.

#### **For Employers**

- Apprenticeship development.
- Customized training for new hires.
- Incumbent worker development and training.
- OJT subsidies.
- Organizational analyses to identify workforce skill development needs.
- Out-placement rapid response information and services.
- Customized recruitment including marketing and applicant testing.
- On-site health and safety consultations and assessments.
- On-site consultations regarding job accommodations for applicants with special needs.
- WOTC consultations.
- Consulting services available to businesses such as economic development resources, environmental protection polices, international trade assistance.
- Advocacy assistance in linking employers and their needs with activities of local chambers and LWIBs.
- Providing technical assistance on developing supply side change management strategies.

#### **For Job Applicants**

- Programs that combine workplace training with related instruction, which could include cooperative education and employer-based training.
- Occupational skills training, including training for non-traditional occupations.
- Skill upgrading and retraining.
- Job readiness training.
- Adult education and literacy activities provided in combination with any type of occupational skills training.
- Follow up services.
- Entrepreneurial training.

Customers are expected to be able to transition between and among the three levels. The delivery of these services is intended to be seamless among the program partners. No time limits exist before applicants can move to Intensive or Training services. Staff representing programs currently housed in CareerCenter facilities has had experience with learning how to structure their services to ensure that customer needs for more structured counseling and training are identified and met.

The State has emphasized ARRA provisions related to priority of services and eligibility criteria to the Local Workforce Investment Boards.

Maine is adjusting its approach to delivering services with ARRA funds. Given that the ARRA funds effectively double the available resources represented by the WIA programs in Maine, we expect that the number of individuals served will increase proportionally.

Maine is also looking at investing in new tools to serve Adults and Dislocated Workers. We are developing a web based platform that will allow Mainers to access services on-line.

The Governor and the MJC will promote increased access to training, particularly for low-wage, low-skilled workers, in some very specific ways, including:

- Establishing policies that guide the CareerCenter programs toward brokering and significantly leveraging training related resources for workers. Local WIA Planning Guidelines will request that Local Workforce Boards establish policies that encourage CareerCenter service providers to effectively package training plans that provide workers with increased access to income supports such as childcare, transportation, housing and healthcare. MDOL will work with other state agencies and non-profits to provide technical assistance to the Career Centers in helping customers access these resources.
- The MJC and MDOL will strongly encourage, through the issuance of local WIA planning guidelines, that each of Maine's four Local Workforce Boards set minimum training expenditure levels for Adults, Dislocated Workers and Youth.
- The MJC will utilize the WIA 10% allocation to provide incentives for Local Workforce Boards and CareerCenter service providers who successfully leverage greater amounts of non-MDOL resources to augment training plans supported by WIA, Trade Adjustment Funds, and National Emergency Grants.

With many of these efforts part of the ongoing commitment to produce system alignment we are now entering into a new period marked by a fresh set of challenges and opportunities. The Council is committed to working with the local boards and their partners to promote a stronger workforce support system and to further streamline and improve the delivery of services through the Career Centers over the next few years.

Also at this time the MJC Service Delivery Committee is working with the four LWIBS and their service providers to establish state goals related to serving Women, People with Disabilities, Veterans, Youth and Older Workers. The Committee will focus objectives and strategies that increase the awareness, access and outcomes for each targeted population in Maine.

## **E. Youth Services**

### **Question IX.E.1. Describe the state's strategy for providing comprehensive, integrated services to eligible youth, including those most in need. (§112(b)(18).)**

Governor Baldacci's vision for Maine is that the state will become the renewable energy leader in New England. To this end he has directed our workforce development system to focus the use of Recovery funds on the areas of Energy and "Green jobs", and weatherization. He is further directing the use of the funds toward the growing sectors of IT and Healthcare. He also expects us to develop and implement a robust training pathway for computer literacy. The Governor requests that we look to maximize opportunities to leverage these valuable resources with other funding sources and related programs. He directs us to look for opportunities to partner with existing programs and leverage other resources to carry out the intent of the ARRA workforce funding. The future of our workforce and the Maine economy are dependent upon the efficient and effective use of these resources.

The Governor's vision and sector priorities as articulated in this State Plan modification includes specific consideration for the state's Youth. Maine's Governor Baldacci has established the Young Mainer Weatherization Corps as a priority for a portion of Recovery Act summer Youth funds. Specific guidance and support on the Young Mainer Weatherization Corps has been issued to the four Local Workforce Boards. The Maine Youth Weatherization Corps will be a key component of the WIA Summer jobs program. There will be 100 slots across the state allocated by formula that will combine a work experience with a work readiness skills program. In terms of numbers of youth who will be enrolled in the Young Mainers Weatherization Corps, it was agreed upon by each of you that the enrollments will be set according to the percentage of WIA-ARRA Youth funds allocated to each local area. The minimum number of enrollments are:

Local Area 1: **18**  
Local Area 2: **25**

Local Area 3: **35**  
Local Area 4: **22**

This breakdown includes services for youth ages 18 through 24.

The Weatherization Corps is partnering with entities such as MEHousing, Youthbuild, the Community Action Program (CAP) agencies and work readiness providers such as Jobs for Maine Graduates, Adult Ed etc. to implement the program for the summer of 2009. The program will consist of a pathway of training experiences leading to a credential. MDOL will assist you in carrying out the Governor’s vision and convening the appropriate parties. It will be your role to incorporate his vision and contract with the providers in your region to implement this program.

In an effort to serve to those most in need, the MDOL convened an informational meeting concerning the ARRA Youth programming. Specific outreach was done to youth service providers connected to targeted populations including homeless youth, youth with disabilities, youth offenders, veterans and minorities.

In addition, the Governor promotes open and effective sharing of information and resources around youth in need between State agencies, through the mission of the Governor's Children's Cabinet and several of its initiatives, including Maine’s Shared Youth Vision Council. The Children's Cabinet, chaired by First Lady Karen Baldacci, oversees and coordinates the delivery of services to children, youth and families in Maine. It is composed of the Commissioners of Labor, Corrections, Education, Health and Human Services and Public Safety and representatives from the Governor’s Office, Communities for Children and Youth, and the Institute for Public Sector Innovation at the Muskie Institute/University of Southern Maine. The Children's Cabinet uses the important leadership role of the Commissioners to promote both a seamless service delivery system for children and families and the need to pool funding to maximize limited resources.

ARRA WIA Youth funds will be distributed to each Local Workforce Board by formula. The Local Boards will issue Requests for Proposals (RFP) for both regular Summer Youth Employment worksites and the Young Mainer’s Weatherization Corps to identify meaning work opportunities for youth. The Local Boards may also issue an RFP for Work Readiness credential training. Maine has targeted 100% of the ARRA WIA Youth allocation to be spent on the Summer Employment Program Year 2009.

The total number of ARRA Summer Youth Employment enrollments (included Weatherization Corps) is projected to be:

<b>Total Sites:</b>	<b>Youth by LWIBs:</b>	
320	<b>Region 1</b>	196
	<b>Region 2</b>	153
	<b>Region 3</b>	220
	<b>Region 4</b>	149
	<b>Total Youth</b>	718

The Maine Jobs Council and the Local Workforce Investment Boards have requested three waivers for the WIA Youth Program:

- Request to waive Procurement Requirements for the Youth Summer Jobs Program Providers under ARRA. Granting this particular waiver will enable the Local

Workforce Boards to conduct a limited targeted Request for Proposals for summer youth work sites AND enable some youth to remain in a work experience component through March 31, 2010.

- Request to waive WIA Performance Standards and use only the Work Readiness indicator for youth age 18 through 24 who participate in Work Experience outside the summer months under ARRA.
- Request to waive three Service Requirements for the Youth Summer Jobs Program under ARRA.

**Maine’s Youth Activities will comply with the following program guidelines:**

**I. Program Goals:**

Summer work experience, work readiness skills<sup>1</sup>, and transition to jobs - especially “Green” jobs - or further education/training such as post secondary, on-the-job training, Apprenticeship, Military or Job Corps.

- Congress and ETA encourages states and local areas to:
  - Use as much of these funds as possible to operate expanded summer youth employment opportunities during the summer of 2009
  - Develop work experiences and other activities that expose youth to opportunities in “Green” educational and career pathways.
- LWIB’s are responsible for the summer youth employment program administration, and must RFP unless they have received a waiver to provide services themselves or they provide sole source justification.

**II. Timeframe**

- For youth served through summer employment with Recovery Act funds, the time period is May 1, 2009 – September 30, 2009. Maine requested under WIA section 136(b)(2)(A) and WIA Regulations 20 CFR 664.620 be waived to allow the Local Boards to appropriately serve youth for up to six months beyond the summer program, beginning October 1, 2009 and ending March 31, 2010, and establish a work readiness performance outcome.

**III. Eligibility**

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<sup>1</sup> Work Readiness Skills Goal – a measurable increase in work readiness skills including world-of-work awareness, labor market knowledge, occupational information, values clarification and personal understanding, career planning and decision making, and job search techniques (resumes, interviews, applications, and follow-up letters). They also encompass survival/daily living skills such as using the phone, telling time, shopping, renting an apartment, opening a bank account, and using public transportation. They also include positive work habits, attitudes, and behaviors such as punctuality, regular attendance, presenting a neat appearance, getting along and working well with others, exhibiting good conduct, following instructions and completing tasks, accepting constructive criticism from supervisors and co-workers, showing initiative and reliability, and assuming the responsibilities involved in maintaining a job. This category also entails developing motivation and adaptability, obtaining effective coping and problem-solving skills, and acquiring an improved self-image.

- To receive any enrolled youth services - youth must be income eligible, between 14 and 24 inclusive, and have a barrier: basic skills deficient, school dropout; homeless, runaway, youth in foster care, pregnant or parenting, offender, youth with a disability or needs additional assistance to complete an educational program or secure and hold employment.
- Participants aged 18 through 24 can be co-enrolled into the Adult WIA program.
- **Out of school definition:** and eligible youth who is a school dropout, received a secondary school diploma or equivalent but is basic skills deficient, is unemployed or underemployed; is enrolled in post-secondary school and is basic skills deficient; is attending Maine Job Corps in occupational training and is basic skills deficient; or is enrolled in adult education.

#### IV. Priority of Service

- **Priority of Service for Veterans and Eligible Spouses.** Given the expanded age range to 24 under the Recovery Act, states and local areas may encounter an increased volume of veterans. States and local areas are required to provide priority of services for veterans and eligible spouses. Income earned while on military active duty status is not included in eligibility determination.
- LWIB's may serve ages 14 through 24 BUT priority is: age 16 through 24; veteran; eligible spouse of 100% disabled veteran; out of school; youth in care; offender; homeless/runaway; child of incarcerated parents; migrant youth; Tribal youth; youth with disabilities. Special consideration is expected to serve youth most in need.
- **Out of School Youth.** The requirement that local areas expend a minimum of 30 percent of funds on out-of-school youth applies to the Recovery Act funds.

#### V. Program Components

- All Youth participating in the summer work experience must be WIA Youth Program eligible.
- LWIB's are required to expend at least 30% of Youth Recovery funds on out of school youth.<sup>2</sup>
- A work experience is required.
- The Young Mainer's Youth Weatherization program must be one of your program offerings.
- Summer jobs can not be in casinos, aquariums, zoos, golf courses or swimming pools.
- Wages must be provided for work.
- Stipends OR wages may be provided for classroom and training activities.
- Local Areas need a policy for payment of classroom and training wages or stipends.
- The type and extent of assessment and ISS are to be locally determined. Basic skills testing not required.

#### VI. Workplace Guidelines

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<sup>2</sup> Out of school definition: and eligible youth who is a school dropout, received a secondary school diploma or equivalent but is basic skills deficient, is unemployed or underemployed; is enrolled in post-secondary school and is basic skills deficient; is attending Maine Job Corps in occupational training and is basic skills deficient; or is enrolled in adult education.

- ETA encourages States to develop policies to ensure local areas adhere to current workplace safety guidelines and applicable federal/state wage laws. MDOL Safetyworks! staff can assist you and employers with this program component.
- Pre-apprenticeship and Maine Registered Apprenticeship are program priorities that provide a clear pathway for learning and earning experiences for youth.
- Work experience jobs can be public, private, non-profit sectors as well as community service learning projects.
- Work Opportunity Tax Credit can be used for disengaged youth 16 through 24.
- Summer employment is expected to lead to a job or further training.
- Academics linked to jobs not required.
- Assist with GED/diploma attainment as needed.
- Leveraging the resources of existing youth providers is an important element in program design. Many Maine organizations currently serve youth that meet our program requirements. Developing and strengthening partnerships with them will assist you in meeting the expectations of your summer youth program in an efficient and effective manner.

## **VII. Measurement**

- If an 18-year-old who is enrolled for Summer 09 and continues past September 30, 2009 is co-enrolled into the WIA Adult program, he or she will be counted in both the WIA youth and the WIA adult measures.
- Not required to make all 10 youth program elements available.
- 12-month follow up not required.
- Work readiness is the single performance measure that applies to youth served with only Recovery Act funds that participate in summer employment only.
- Youth served with Recovery Act funds not in summer employment, or served before or after summer employment, are included in regular WIA reporting and subject to WIA Youth measures.

## **VIII. Reporting**

- Must track number of Youth served and completion rate.
- Youth served with Recovery Act funds will be tracked in a separate youth Recovery Act report. Actual reporting requirements TBD based on pending guidance from USDOL.

### **F. Veterans' Priority of Service**

**Question IX.C.5.b. What policies and strategies does the state have in place to ensure that, pursuant to the Jobs for Veterans Act (P.L.107-288) (38 USC 4215), priority of service is provided to veterans (and certain spouses) who otherwise meet the eligibility requirements for all employment and training programs funded by the Department of Labor?**

Maine will implement the Veterans' priority of service as defined and required by 38 U.S.C 4215(b) and 20 CFR Parts 1001 and 1010. The Maine one-stop delivery system (CareerCenters) is the core mechanism that will be used to support, expand and maintain

services to our Veteran population throughout the State. Disabled Veterans and eligible spouses are the group(s) that will receive “top priority.” Veterans and eligible spouses of 100% disabled veterans are noted as the highest priority for youth and adult services under ARRA.

Priority of service applies to Workforce Investment Act Adult, Dislocated and Youth Grants, National Emergency Grants, Demonstration Grants, Trade Adjustment Assistance, Wagner-Peyser, American Recovery and Reinvestment Act (ARRA) and other core programs funded by the U.S. Department of Labor and administered in Maine by the MDOL. Accordingly, MDOL has issued guidance to the State’s Local Workforce Boards (LWIBs) requiring local policy issuance to providers of the above applications to include priority of service for Veterans requirements in *agreements* (plans, contracts and subcontracts).

MDOL, in conjunction with our DVET, will *monitor* LWIB issuance, implementation and compliance of the priority of service statute and policy. LWIBs are subsequently required to conduct the same monitoring with any and all contractors receiving Department of Labor funds. DVOP Specialists and LVERs are responsible for advocating for Veterans and monitoring the priority of service principle within the Maine’s CareerCenter network. Any case where a Veteran or eligible spouse is denied services over a Non-Veteran will be documented and brought to the attention of the Bureau of Employment Services for review and further action as appropriate.

Priority of service for Veterans and eligible spouses will support the tenets of “precedence” and “awareness” as defined in 20 CRF 1010. With regard to precedence for all U.S. DOL core-funded programs, Maine Veterans and eligible spouses will receive access to services earlier than non-covered persons. Indeed, if limited resources restrict a particular service, then, a Maine Veteran or eligible spouse will receive access instead of or before Non-Veterans. Again, precedence will apply to every qualified job training program funded, in whole or in part, by the U.S. Department of Labor.

For example, under the tenet of precedence, MDOL launched the Competitive Skills Scholarship Program, a state funded training program, a little over a year ago. Under the ARRA, Maine contributed its share of resources to expand this program to serve more Maine workers over the next 18 months. As such, Veterans priority and precedence will be in effect, allowing applicants who are Veterans and eligible spouses to rise to the top and seek training assistance before other candidates.

Under the tenet of “awareness,” Maine will focus on points of entry for services, both physical and virtual modes. All Maine CareerCenters and itinerant sites will have signage in their entry ways that defines priority of service for Veterans. At the initial point of contact with CareerCenter staff at reception, Veterans’ status will be determined and priority for services will be discussed. For all hard-copy products (pamphlets/brochures) describing U.S. DOL core-funded programs, priority of service for Veterans will be inscribed. On all MDOL web sites, priority of service for Veterans will be highlighted. This applies as well to the web sites of LWIBs, program operators and others receiving U.S. DOL core program funds. Early on in accessing the new Maine Job Bank, a screen will reflect what priority of service for Veterans means, particularly as it relates to precedence.

*How services are made available* to Veterans and eligible spouses within our CareerCenter network is standard practice. No Veteran or eligible spouse is turned away without receiving some service. DVOP Specialists and LVERs are stationed in each of our key CareerCenters. They are responsible for providing one-on-one assistance to Veterans and eligible spouses including case management, assessment, planning, advocacy, job development, job matching, referral to other state and federal programs and follow-up. To some degree, other CareerCenter staff assist in these functions as well. DVOP Specialists and LVERs work exclusively with Veterans and eligible spouses and facilitate their access to all programs and services for which they are eligible under the priority of service policy. Indeed, Veterans and eligible spouses may be referred to any available employment and training service open to the general public regardless of funding source. All CareerCenter staff are essential in supporting priority of service and expanding outreach to Veterans and eligible spouses through close-working partnerships with CareerCenter partners and by building and sustaining community-based partnerships and service networks.

Maine will take the necessary actions to ensure that priority of service opportunities are clearly visible and articulated to all customers who engage in CareerCenter services, but most importantly, to each and every Veteran and eligible spouse who inquires or accesses services. As such, Maine Department of Labor and Local Workforce Investment Board “priority of service to Veterans” *policy to service providers* will, at a minimum, include the methods of implementing Veterans’ priority of service as follows:

A. Outreach / Recruitment

- Inclusion of information regarding Veterans’ priority of service in printed materials targeted to customers and employers.
- Inclusion of information regarding Veterans’ priority of service in presentations made to customers and employers.
- Addition of Veterans’ priority of service information to LWIBs, service providers, Maine CareerCenters and Department of Labor web sites.
- Pro-active recruitment of Veterans by targeted contact strategies or other strategies, particularly when the region is not in compliance with Veterans’ priority of service performance measures.

B. Notification

- Addition of a Veterans’ priority of service rights statement to the complaint procedures provided to a Veteran customer; and/or
- Addition of a Veterans’ priority of service rights statement to the signature portion of the WIA (or other covered) program paper intake forms or applications.
- Inclusion of information regarding Veterans’ priority of service at front desk reception areas, as well as in universal access information center locations.
- Provide the opportunity for Veterans and eligible spouses to make known their Veteran status.

C. Intake/Registration for Services

- Written policies to establish that service providers who receive WIA funds for employment and training programs will be required to identify covered persons

at the point of entry to programs and/or services, so that Veterans and eligible spouses can take full advantage of the priority of service.

- Written policies and procedures will be required to ensure Veterans and eligible spouses understand their entitlement to priority of service and the full array of employment and training services available. Such policies will address eligibility requirements that Veterans and eligible spouses must meet in order to gain entry into programs and be provided applicable services.

#### D. Eligibility for Services

- Written policies and procedures will be required to ensure Veterans and eligible spouses meet the statutory eligibility requirements applicable to the specific employment and training program.
- Written policies and procedures will be required to ensure Veterans and eligible spouses are given priority of service where statutory or mandatory priorities are in effect and particularly, where LWIBs have instituted mandatory priorities due to limited funds.
- Written policies and procedures will be required to ensure that Veterans and eligible spouses receive access to services or resources earlier than non-covered persons, or before a non-covered person, if resources or services are limited.
- Written policies will be required that will target special populations of Veterans including Special Disabled Veterans, Campaign Badge Veterans, Disabled Veterans and eligible spouses when services or resources are limited.

Maine will coordinate with our sister organizations to help support Veteran service initiatives. We will incorporate Veterans' priority of service language into financial and non-financial working *agreements*. For example we have existing *agreements* with the Maine AFL-CIO, a key partner in the delivery of rapid response services and outreach to dislocated workers in Maine. We also have memorandums of understanding with local adult education and community college partners who all provide important career development services to Maine workers, including Veterans and eligible spouses of veterans. We will ensure that priority of service language is incorporated into these and additional working agreements as to go forward in "Keeping the Promise!"

Maine continues to attempt to improve priority of service to veterans. MDOL's Veterans team has increased outreach efforts in recent months. Providing employment and training service to veterans includes a Veterans component at Rapid Response sessions, utilization of our itinerant service sites, and specialized workshops for veterans at veterans' service organization locations.

To establish a priority of service for veterans through the Maine Job Bank the BES will be implementing significant changes to the timing and frequency which veterans versus non-veterans are notified by email of job openings. The new notification process will occur in conjunction with several planned application revisions that will occur throughout the 1<sup>st</sup> quarter of PY 09. The Maine Job Bank enhancements that will affect priority of service for veterans will include the following:

1. Job Match notifications for veterans will be sent out by email immediately upon approval of job orders beginning at the start of each day and will continue to be sent

as new orders are matched against the covered persons profile in intervals of every 2 hours. Initial Job match notifications for non-veterans will occur following the first batch of notifications to veterans and then at intervals of 3 to 4 times per day. The current notification process sends out email to all registrants when a job order matches their profile, every hour on the hour. This proposed change will allow veterans and other covered persons to be notified sooner and more frequently than non-covered persons.

2. The BES will be launching a redesigned “staff dashboard” from the Maine Job Bank to allow staff the opportunity to easily identify veterans and other covered persons who have registered and have completed a job match profile. The dashboard will allow staff to identify veteran’s characteristics (disabled, transitional, military spouse) to conduct outreach through email, phone call and regular mail. Staff will be able to customize and tailor communications with veterans by sending invitations to CareerCenter events, job fairs, personal appointments, other job leads, etc.
3. The BES is currently undertaking a redesign of the Maine CareerCenter home page that we are confident will improve Self-Service Resources and informational linkages for veterans. The website will be redesigned to prominent space dedicated to veterans and other covered persons. With input from the Veterans Program Manager, DVOPs, LVERs and others the dedicated web page(s) on the Maine CareerCenter home page will include, at a minimum, additional links to other programs that provide priority of service to veterans, sites that provide "veterans-only" job listings, and online e-mail links to veterans' representatives.

Based on the review of state websites, the following criteria will be used to evaluate the website utility and identifying areas for improvement:

- **Visibility of information.** Include the prominent display of veterans' services and information that stresses priority of service. The site will include relevant links, self-service information including assessment activities and
- **Types of information** (e.g., applicable legislation, job opportunities, training opportunities, other services) including specific program eligibility requirements and the ability to apply online for assistance, as applicable.
- **Active as well as passive features.** The user will be able to access e-mail for on-line assistance, receive electronic response and have access to a toll-free number posted on the website.
- **Evaluation component.** Include a user satisfaction survey on the site and will be encouraged to provide feedback and suggestions to the BES about how we can improve the website and online experience.

Our Veterans teams have also effectively utilized local media to promote services. Vet representatives also conduct pre-deployment and post-deployment survey for Department of Defense personnel, often in person on site.

The Maine Jobs Council recently established a Veterans Sub-committee to provide additional focus on veterans' services for the state board and the workforce development system.

## **G. Service Delivery to Targeted Populations**

**Question IX.C.4.a. Describe the state's strategies to ensure that the full range of employment and training programs and services delivered through the state's One-Stop delivery system are accessible to and will meet the needs of dislocated workers, displaced homemakers, low-income individuals, migrant and seasonal farm workers, women, minorities, individuals training for nontraditional employment, veterans, public assistance recipients and individuals with multiple barriers to employment (including older individuals, limited English proficiency individuals, and people with disabilities). (§112(b)(17)(A)(iv).)**

WIA 10% Set aside funds under ARRA will enhance successful efforts to provide training opportunities in high wage/high demand jobs through CSSP. New technological tools like videophones and webinars improve our service to people with disabilities. The Disability Navigator Program provides significant improvement to our system's service to disabled populations. MDOL also plans additional guidance to reinforce priority of service in this area.

Specific to people with disabilities, the Department of Labor, Bureau of Rehabilitation Services will use ARRA funds to eliminate the waiting list for service, and provide a new five day Career Exploration workshop to their clients, so they are better prepared to utilize the resources and services of the Career Centers.

Veterans and eligible spouses of disabled veterans are noted as the highest priority for youth and adult services under ARRA.

## **Section III: Operations**

### **A. Transparency and Public Comment**

**Instruction from Section II of State Planning Guidance Plan Development Process: Include a description of the process the state used to make the Plan available to the public and the outcome of the state's review of the resulting public comments. (§§111(g) and 112(b)(9).)**

The Maine Jobs Council, presented the Draft State Plan Modification document at the MJC's Policy Committee meeting on 4/24/09 for review and discussion. The meeting be followed a two week Public Comment period, from 4/25/09 to 5/08/09. Comments were reviewed and addressed (see **ATTACHMENT C**) and presented at the full Maine Jobs Council meeting on 5/29/09. The full Council voted to approve and recommend for the Governor's submission, or not, by the 6/30/09 deadline.

All interested parties will be made aware, via e-mail messages and websites, of the opportunity to provide comments concerning the Plan Modification. Information about the

MJC Policy Committee meeting, the Public Comment period and the full Council meeting will be posted on the MJC website at [www.state.me.us/labor/mjc/](http://www.state.me.us/labor/mjc/)

Interested parties receiving notification include representatives from; Education, Economic Development, Higher Education, Adult Education, Service providers (Women, Youth, Veterans, People with Disabilities, Older Workers, Apprentices), Workforce System Partners, Elected Officials including State Labor Committee, Industry Associations, Chambers of Commerce, Maine's Congressional Delegation, Businesses, Housing Authority, State Agencies, the Governor's Workforce Cabinet and others.

## **B. Increasing Services for Universal Access**

### **Question VI.C. What state policies are in place to promote universal access and consistency of service statewide? (§112(b)(2).)**

Over past several years the MJC has been reporting about the effects of steadily declining federal resources has had on our public workforce system. In 2007, the combination of both federal and general revenue cuts precipitated a realignment of the CareerCenters. In early 2007, Labor Commissioner, Laura Fortman presented the Appropriations Committee of the 123rd Maine Legislature with a proposal from MDOL for savings in response to the "Initiative to Streamline State Government," which involved addressing a \$10 million shortfall. This action resulted in a loss of General Revenue funds that had been primarily supporting the operation of CareerCenters in four communities -- Saco, Belfast, Ellsworth, and Houlton.

Soon after addressing the \$10 million gap, the State of Maine was faced with yet another projected revenue shortfall of \$95 million. All departments and agencies of state government were again directed to find savings to bridge the gap. In response to this second round of General Revenue cuts, Commissioner Fortman worked with the MJC, Local Boards and the service providers to develop a plan for further reducing the CareerCenter "footprint". As a result, on July 1, 2008, the number of CareerCenters was reduced from 21 full service centers to 12.

One of the key elements of this CareerCenter reconfiguration strategy was to explore options for delivering CareerCenter services not dependent of the presence of "bricks and mortar". When Commissioner Fortman met with the Legislature, Local Boards, Chief Elected Officials, Service Providers and members affected communities she vowed to ensure that people would not go under served. To that end the MJC formed a ad hoc Service Delivery Committee (SDC) comprised of Local Workforce Boards, Chief Elected Officials and service provider representatives to devise a reorganization plan that included the delivery of services through several itinerate locations and begin the development of "virtual" services delivered through the Internet.

Throughout the transition, the challenge had been to change the message from one that focused on downsizing and closing facilities to one that informs the public about a CareerCenter system that is expanding through multiple itinerate service points. Commissioner Fortman also wanted to create options for job seekers and employers to access to job matching services remotely via the Internet. MDOL's plan to vacate existing

locations in several Maine communities by the end of June 2008, was accompanied by the efforts to create service strategy for itinerate locations. By July 2008, Maine's CareerCenter system had just begun the process of transforming from 21 physical locations to 12 full service Centers, 5 WIA-only offices and 17 itinerate service points.

To ensure that Maine had options for accessing services "virtually", Commissioner Fortman directed MDOL's Bureau of Employment Services and the Office of Information to begin work on the design and deployment of Maine's web-based CareerCenter services portal. The system – Maine's Job Bank – was launched in November 2008 providing instant 24/7 access to job matching services without the need for staff assistance. The option of an Internet-based system enables many more job seekers and employers to connect in a manner that is much more convenient (i.e., does not involve travel to a CareerCenter location during specified hours or require direct staff interaction). Since launching the Maine Job Bank the will increase the number of job seekers and employers who use the system. The Maine Job Bank now enables the CareerCenter system to continue to operate on a "universal access" principle, which promotes a level of service for everyone. The service was designed to include a direct interface between the Unemployment Insurance Internet claims process and Maine Job Bank is helping to reduce the length of time that workers will remain unemployed.

### **C. Local Planning Process**

**Question VIII.D. Describe the state-mandated requirements for local areas' strategic planning, and the assistance the state provides to local areas to facilitate this process. ((§112(b)(2) and 20 CFR 661.350(a)(13).)**

The Maine Department of Labor hosted an informational session concerning the American Recovery and Reinvestment Act and the Summer Youth Employment program. Presenters included Maine's First Lady, Karen Baldacci, Chair of the Maine Children's Cabinet, who spoke about the Governor's vision for Maine's youth, Department of Labor Commissioner Laura Fortman who spoke about the goals and priorities for the ARRA and the summer youth program including providing meaningful employment and serving those youth most in need, and Commissioner Ryan Lowe who spoke about the fiscal reporting requirements emphasizing increased accountability and transparency.

Frequent and on-going meetings between the Department of Labor, the Local Workforce Investment Boards (LWIB), and the Maine Jobs Council are taking place to communicate ARRA information as it becomes available from the USDOL. Guidance letters have been issued from the Maine Department of Labor to the Career Center system, and from the Maine Jobs Council to its members and interested parties. The Department of Labor intends to provide on-going technical assistance to the field as well as weekly conference calls with the LWIBs and a bi-weekly update to frontline staff.

Two mandated requirements for Local plans include the 80% expenditure rate and the sector focus established by the Governor. Each LWIB plan must reflect the Governor's direction to expend at least 80% of the ARRA funds on direct service to participants. This new goal represents a substantial increase compared to current expenditure rates.

## D. Procurement

**Question VIII.F.5. Describe the competitive and non-competitive processes that will be used at the state level to award grants and contracts for activities under title I of WIA, including how potential bidders are being made aware of the availability of grants and contracts. (§112(b)(16).)**

On April 2, 2009, the Maine Department of Labor issued Guidance Memo #1 to Maine's Local Workforce Investment Boards. (Attachment D) The Memo contained information concerning the American Recovery and Reinvestment Act and Youth Program guidance. The memo states that the Governor's vision and sector priorities will be fully articulated in the State Plan modification. His focus and direction should be included in the planning for the Youth activities monies and the implementation of the Summer Youth jobs program. Governor Baldacci has established the Young Mainer Weatherization Corps as a priority for a portion of Recovery Act summer Youth funds. Specific guidance and support on the Young Mainer Weatherization Corps is evolving. The Maine Youth Weatherization Corps will be a component of the WIA Summer jobs program. There will be 100 slots across the state allocated by formula that will combine a work experience with a work readiness skills program. The Weatherization Corps will partner with entities such as MEHousing, Youthbuild, the CAP agencies and work readiness providers such as JMG, Adult Ed etc. to implement the program for the summer of 2009. The program will consist of a pathway of training experiences leading to a credential. MDOL will assist in carrying out the Governor's vision and convening the appropriate parties. It will be the LWIB's role to incorporate his vision and contract with the providers in their region to implement this program.

The Maine Jobs Council and the Maine Department of Labor are encouraging Local Workforce Investment Boards to work with Education and training providers to expand current course offerings and on "bulk purchasing" of training slots. Meetings between the MDOL and Community Colleges, Adult Education programs and others have already occurred to make all stakeholders aware of this new opportunity. All four LWIBS have reported that this is occurring in each area to varying degrees. Some examples of the types of training are Basic Computer Skills, Medical Assistants and Literacy Training.

The Maine Department of Labor has hosted informational sessions concerning ARRA funds, timelines and program activities.

MDOL, the Maine Jobs Council and the Local Workforce Investment Boards meet in person regularly, and via teleconference as needed, as new program information and guidance becomes available.

Governor Baldacci has directed all State agencies to post ARRA information, guidance and contracts on Maine's Recovery Act Website;

[www.maine.gov/governor/baldacci/policy/Recovery2009.html](http://www.maine.gov/governor/baldacci/policy/Recovery2009.html).

The WIA State Plan Modification document and the public comment process will also serve as a communication vehicle to make citizens aware of what activities are being proposed with ARRA funding.

#### **E. Technical Assistance**

**Question VIII.G.2. Describe how the state helps local areas identify areas needing improvement and how technical assistance will be provided. (§112(b)(14).)**

The MDOL, through the Bureau of Employment Services, will provide ongoing technical assistance to local areas and providers throughout the ARRA period and beyond. BES plans to enhance monitoring staff to assure the proper use of ARRA funds.

MDOL, through the Bureau of Labor Standards, will also provide Employment Law training and health and safety training for participants in the Summer Youth Program.

#### **F. Monitoring and Oversight**

**Question VIII.H. Describe the monitoring and oversight criteria and procedures the state utilizes to move the system toward the state's vision and achieve the goals identified above, such as the use of mystery shoppers, performance agreements. (§112(b)(14).)**

All ARRA funds in Maine will be tracked and posted on the State web site, Recovery.gov.

Governor Baldacci's direction through the MDOL and the Maine Jobs Council that a minimum of 80% of program funds under WIA/ARRA be for direct training and support services will significantly increase the number of people served, as well as quality of service, in keeping with the letter and spirit of the ARRA.

MDOL will also be tightening contract procedures with the Local Workforce Investment Boards by requiring line item budgets and staffing plans to assure the proper expenditure of ARRA funds.

#### **G. Accountability and Performance**

**Question X.C.1. Describe the state's performance accountability system, including any state-system measures and the state's performance goals established with local areas. Identify the performance indicators and goals the state has established to track its progress toward meeting its strategic goals and implementing its vision for the workforce investment system. (§§112(b)(3) and 136(b)(3).)**

The details of Maine's Performance Management and Accountability system is explained in detail in the the current WIA Strategic Plan for Program Years 2007-2009 under Section X. State Administration (Pages 132-137). For the Program Year 2009-2010, MDOL has worked with the Local Workforce Investment Boards to establish performance standards that are articulated in the 4/15/09 letter to the USDOL-ETA, requesting to extend the

current State Plan for one year. The final negotiations of the Performance Standards are as follows:

<b>Adult</b>	<b>2008 Goal</b>	<b>2008 3<sup>rd</sup> Qtr Actual</b>	<b>2009 Goal (Requested)</b>	<b>2009 Goal (Actual)</b>
Entered Employment Rate	87%	77%	<b>82%</b>	<b>82%</b>
Employment Retention Rate	86%	85%	<b>81%</b>	<b>81%</b>
Average Earnings	\$10,000	\$9,569	<b>\$10,000</b>	<b>\$10,000</b>
Employment and Credential Rate	68%	57%	<b>68%</b>	<b>68%</b>
<b>Dislocated Worker</b>				
Entered Employment Rate	92%	84%	<b>87%</b>	<b>87%</b>
Employment Retention Rate	95%	90%	<b>90%</b>	<b>90%</b>
Average Earnings	\$12,000	\$12,690	<b>\$12,000</b>	<b>\$12,000</b>
Employment and Credential Rate	69%	63%	<b>69%</b>	<b>69%</b>
<b>Older Youth</b>				
Entered Employment Rate	85%	74%	<b>80%</b>	<b>80%</b>
Employment Retention Rate	83%	89%	<b>78%</b>	<b>80%*</b>
Earnings Change	\$4,000	\$4,797	<b>\$4,000</b>	<b>\$4,000</b>
Credential Rate	59%	52%	<b>59%</b>	<b>59%</b>
<b>Younger Youth</b>				
Skill Attainment Rate	99%	85%	<b>99%</b>	<b>99%</b>
Diploma or Equivalent Rate	66%	77%	<b>66%</b>	<b>66%</b>
Retention Rate	69%	69%	<b>69%</b>	<b>69%</b>
<b>Customer Satisfaction</b>				
Participant Satisfaction Score	80%	N/A	<b>80%</b>	<b>80%</b>
Employer Satisfaction Score	76%	N/A	<b>76%</b>	<b>76%</b>

The Maine Jobs Council, Local Boards and service providers are working together to develop specific targets for ARRA funded services for women (non traditional occupations), veteran's priority of service and services to people with disabilities. Targeted measures for these constituent groups have not been finalized.

The Performance and Accountability system under ARRA will include several additional programmatic and financial performance and compliance requirements:

- Not less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training; supportive services and needs based payments. Although ARRA - WIA funds can be combined with other WIA funding, Recovery Act investments must be tracked and accounted for separately. LWIB contracts written with service providers must reflect that 80% of the Program Fund commitments and expenditures meet this requirement. In addition, Governor Baldacci has established a goal of 30% training and placement of women in Non Traditional Occupations in four key sectors; Health Care, Green Jobs, Energy and Information Technology.

- Policy guidance to inform Local Boards and service providers of state priorities and to supplement USDOL/ETA guidance.
- Technical assistance and training to local programs to clarify and advance policy initiatives or to meet deficiencies identified in the monitoring process.
- A comprehensive monitoring system that includes desk reviews of progress reports and self-assessment reviews. Desk reviews will be supplemented by on-site visits by BES program and audit staff.
- MDOL has made modifications to the One Stop Operating System (OSOS) to ensure that all ARRA specific participant activities are recorded.

Local Boards and service providers must determine whether a measureable increase in work readiness skills has occurred. When determining this Local Boards should follow the definition for a work readiness skill goal (see Footnote<sup>1</sup>). Local Boards will choose from a variety of assessment tools including worksite supervisor evaluations, work readiness skill checklists administered by program staff, portfolio assessments, and any other relevant forms of assessing work readiness skills.

The MDOL will be hiring a Management Analyst under ARRA to oversee monitoring and evaluation activities. Additionally, the BES is developing a rigorous monitoring schedule that increases program monitoring from annually to quarterly.

## **ATTACHMENT A**

### **ETA REGIONAL ADMINISTRATORS**

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**ATTACHMENT B**  
**PROGRAM ADMINISTRATION DESIGNEES AND PLAN SIGNATURES**

**Name of WIA Title I Grant Recipient Agency:** Maine Department of Labor

Laura A. Fortman, Commissioner  
Maine Department of Labor  
Address: 45 Commerce Center Drive  
State House Station 54  
Augusta, Maine 04330  
Telephone Number: 207-621-5095  
Facsimile Number: 207-287-5292  
E-mail Address: Laura.A.Fortman@maine.gov

**Name of State WIA Title I Administrative Agency** (if different from the Grant Recipient):

Edmund J. McCann, Director  
Bureau of Employment Services  
Address: 45 Commerce Center Drive  
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Augusta, Maine 04333

Telephone Number: 207-623-7996  
Facsimile Number: 207-287-5933  
E-mail Address: Edmund.J.McCann@maine.gov

**Name of WIA Title I Signatory Official:**

Laura A. Fortman, Commissioner  
Maine Department of Labor  
Address: 45 Commerce Center Drive  
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Augusta, Maine 04330  
Telephone Number: 207-621-5095  
Facsimile Number: 207-287-5292  
E-mail Address: Laura.A.Fortman@maine.gov

**Name of WIA Title I Liaison:**

Edmund J. McCann, Director  
Bureau of Employment Services  
Address: 45 Commerce Center Drive  
State House Station 55  
Augusta, Maine 04333

Telephone Number: 207-623-7996  
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**Name of Wagner-Peyser Act Grant Recipient/State Employment Security Agency:**

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**Name and title of State Employment Security Administrator (Signatory Official):**

Laura A. Fortman, Commissioner  
Maine Department of Labor  
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Augusta, Maine 04330

Telephone Number: 207-621-5095  
Facsimile Number: 207-287-5292  
E-mail Address: Laura.A.Fortman@maine.gov

As the Governor, I certify that for the State/Commonwealth of Maine, the agencies and officials designated above have been duly designated to represent the State/Commonwealth in the capacities indicated for the Workforce Investment Act, Title I, and Wagner-Peyser Act grant programs. Subsequent changes in the designation of officials will be provided to the U.S. Department of Labor as such changes occur.

I further certify that we will operate our Workforce Investment Act and Wagner-Peyser Act programs in accordance with this Plan and the assurances herein.

Typed Name of Governor: John Elias Baldacci

Signature of Governor \_\_\_\_\_ Date \_\_\_\_\_

## ATTACHMENT C



### MAINE JOBS COUNCIL

Comments concerning Maine's Workforce Investment Act State Plan Modification, received 4/25/09 – 5/8/09

Comments submitted by;

- Central Western Maine Workforce Investment Board
- Western Maine Community Action, Inc.
- Coastal Counties Workforce Investment Board
- Maine Centers for Women Work and Community
- Commission on Disability & Employment (MJC)
- Women's Employment Issues Committee (MJC)
- Maine Women's Lobby
- Maine Equal Justice Partners
- Bureau of Employment Services (MDOL)
- Maine's HealthCare Workforce Forum
- Maine Center for Economic Policy
- Opportunity Maine

At the April 24, 2009 Maine Jobs Council Policy Committee meeting, a draft of Maine's Workforce Investment Act State Plan Modification, 7/1/09 – 6/30/09 was presented, and public comments were requested during the following two week period, 4/25/09 through 5/8/09.

Some of the comments were not related to the twenty four questions posed by the United States Department of Labor, Employment & Training Administration and as such did not require a response.

Other comments were specific to the questions and answers contained in the draft Plan, and will be responded to in this attachment, which will be included with the revised Plan.

*Question IV – Economic and Labor Market Context*

One comment was submitted related to the closure of the Naval Air Station in Brunswick, and the impact that will occur when the facility does in fact close. We agree with this comment and will include the imminent closure of BNAS in the response.

*Question I.C – State Vision and Priorities*

One commenter expressed concerns about the Governor’s directive that no less than 80% of ARRA-WIA funds will be spent on participant direct training and supportive services costs. The commenter suggested that the 80% policy only affects 75% of the funds and disproportionately impacts the non profit partners. The commenter also states that the 20% restriction policy only applies to the non profit partners.

This is not entirely accurate. The decision has been made to allocate 100% of the ARRA-WIA 10% setaside funds to expand services to participants through the Competitive Skills Scholarship Program. Additionally, the BES intends to allocate approximately 85-90% of the ARRA-WIA 5% administration to support a layoff aversion initiative. Further the 80% direct training expenditure requirement applies to ALL WIA funds, including the share that is allocated to Direct Delivery providers.

The ARRA Wagner-Peyser funds are 100% targeted to serve ALL job seekers under the universal access model. Re-employment Services funds are 100% targeted to serving recipients of unemployment compensation. As such, the majority of these funds will be expended on direct service staff in the CareerCenters for the limited duration that ARRA funds are available.

The commenter suggested that Maine Jobs Council release the Governor’s WIA 10% set aside funds to subsidize the CareerCenter operations for non profit partners. The Governor uses his authority to ensure that these funds are spent to enhance and support the statewide operation of the workforce system. As such WIA 10% funds are targeted to a variety of statewide capacity building efforts, including but limited to:

- Maine Jobs Council operations
- Workforce Cabinet staff support
- Improving Women’s Wages staff support and training initiatives
- Statewide Data Collection System
- Customer satisfaction data collection and evaluation
- WIA Performance Incentive Awards
- Staff development and training

*Question IE - State Vision and Priorities*

Two comments submitted were related to goal of having 95% of the enrolled Weatherization Corps participants attain work readiness certificates and also transitioned into training such as Registered Apprenticeship, On the Job Training, post secondary school or unsubsidized employment. We agree that this goal should be focused on exiters of the program, not enrollees.

### *Question II - Governor's Priorities*

One Local Workforce Board commented on the identification of the Governor's directive that ARRA funds must be spent on training and employment activities in four key sectors: "Green" jobs; Energy/Conservation; Health Care and Information Technology. The Maine Jobs Council fully expects the Local Workforce Boards to adopt this vision and to align regional workforce policies and services and sector approaches with the Governor's directive. The ARRA funds are to be a specifically focused, one-time investment directed toward "Green" jobs; Energy/Conservation, Health Care and Information Technology.

The Local Workforce Boards receive regular WIA funding that can be focused on other regional employment opportunities. We also note that many of the occupations and skills (i.e., information technology, energy, and "green") related to the four sectors span across many industries.

### *Question V.B.*

One comment concerned the "Listening Sessions" referenced in the response. We agree that the system needs to be informed by employer needs related to workforce training. The Listening Sessions are in the development stage and will evolve as needed to be responsive and relevant.

### *Question III.C.1*

One comment express concern that the Plan focused too heavily on the Maine Department of Labor. Program funds flow through the Governor, to the Department of Labor and then to Local Workforce Investment Areas and Service Providers. Given the role of MDOL as the administrator of regular WIA funds, and given the increased emphasis on accountability and transparency for ARRA funds, it is necessary to focus on the increased demands of the administrator related to contracts, program guidance and policy.

### *Question IX.C.3.a*

One comment asked "What is ment by industry led initiatives?" Governor Baldacci has provided direction for the expenditure of ARRA funds, specifically that the system focus on key industry sectors; Information Technology, Health Care, Green Jobs and Energy. The resulting activity should be informed by the needs of these sectors, or be "demand driven".

### *IX.C.5.b – Veterans Priority*

One commenter offered that the response in the plan to veteran's priority of services was not strong enough pursuant to the Jobs For Veterans Act. The Maine Jobs Council, Maine Department of Labor, Local Workforce Boards and the Career Centers are equally committed to ensuring that ALL veterans receive the priority and service they are entitled to not only with

regard to the ARRA funds but through WIA Formula funding as well. The Maine Jobs Council has taken steps to establish a Veteran's Services committee. The committee will be charged with providing policy recommendations to the workforce system to improve access and quality of employment and training services for Maine veterans. The committee will also provide recommendations to the system help improved access through statewide outreach efforts that will improve the visibility of the CareerCenters as a "one-stop" service for veterans.

The CareerCenter programs and partners are well positioned to provide comprehensive and integrated approach to serving veterans. The Maine Jobs Council and MDOL will be working on strengthening the Veteran's Service Plan for PY 2009 through articulated agreements and policy development that ensure that priority of service for all workforce programs is effectively communicated and implemented.

#### *IX.C.4.a – Service Delivery to Targeted Populations*

Two commenters inquired about other initiatives, similar to use of the Governor's 10% set aside funds targeted to the Competitive Skills Scholarship Program, to enhance CareerCenter services. To that point, the Bureau of Employment Services intends to utilize a portion of ARRA- Wagner-Peyser funding to invest in new virtual service options through web based products and applications. In consultation with the LWIBs, service providers and other partners the BES will be exploring options for providing virtual services such as a resume builder and talent search program, skills assessment and skills transferability profiles as well as online workshops and webinars to assist job seekers.

In addition, BES is utilizing the vast majority of the WIA 5% administrative funds to develop a limited layoff aversion/targeted training.

#### *Question IX.G – Service Delivery Strategies*

Two comments were related to innovative service delivery strategies suggested including support for the Maine Enterprise Option (MEO) and entrepreneurship training. Several of the targeted industries and occupations including farming, energy efficiency, weatherization and other green jobs are very compatible with small business operation. We agree and will include MEO and entrepreneurship training in the response.

#### *Question VIII.D – Local Planning Process*

One commenter expressed reservations about the application of the Governor's policy that 80% of programs funds must be expended on direct participant training and support for the Youth Program. The Governor has stated that no less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training; supportive services and needs based payments. The decision to apply the 80% policy across the board to all funding streams (Adult, Dislocated Workers and Youth) will stand. Local area service providers may use up to 20% of their allocated ARRA-WIA funds to cover the cost of staffing and operations. The

Local Workforce Boards are encouraged to leverage some of the capacity available through existing WIA Formula funds.

*Question VII.H – Monitoring and Oversight*

One comment submitted concerned language contained in the response; “This language implies that current contract procedures are insufficient and lack accountability.” The response was not intended this way. The current contracts and procedures are sufficient for the Workforce Investment Act funds that we have received in the regular annual formula allocations. However the new American Recovery and Reinvestment Act Funds will require an increased level of accountability and transparency. This is stressed in the Training and Employment Guidance Letter #14-08. Both President Obama and Governor Baldacci are emphasizing transparency and accountability related to fiscal and program reporting.

*Question X.C.1*

One comment submitted concerned language contained in the response: “This language implies that current monitoring procedures are not rigorous enough and lack accountability.”

As stated in the response above, current procedures in place satisfy the requirements of the regular Workforce Investment Act funds. The new funding through the American Recovery & Reinvestment Act require an increased level of transparency and accountability, thus the increase in frequency of monitoring from annual to quarterly.

*Question VIII.H*

One commenter asked how the Maine Jobs Council will be involved with the monitoring and oversight process under ARRA. The BES intends to hire an ARRA dedicated staff to conduct frequent and intensive monitoring and evaluative activities. The position will report to the BES but will work closely with the Maine Job’s Council Policy Committee and the LWIBs to provide frequent and detailed performance reports related to the impact of ARRA investments.

*OTHER COMMENTS*

*1. “In order to successfully implement the directive that 80% of funds be allocated to training and support services, we recommend that procedures be adopted by local programs to ensure alignment of the notice, application and decision process with those of the Competitive Skills Scholarship Program”.*

The Department of Labor has recommended and encouraged Local Workforce Investment Boards to adopt similar tools for ARRA service delivery, such as a consistent and comprehensive support services and needs related payment policy.

2a. *“In order to evaluate the directive that 80% of funds be allocated to training and support services, we urge you to indicate reporting requirements on how the 80% of direct training funds have been used.”*

2b. *“... would suggest a requirement that LWIBs track and report back on training expenditures, completion rates, and subsequent wage improvements...”*

Increased accountability and transparency are front and center in the federal guidance for ARRA and Maine supports these provisions. Monitoring will be increased from annually to quarterly and performance reports will available in aggregate to insure individual privacy.

3a. *“... adopt a new performance standard for Local Workforce Investment Boards requiring that 30% of female youth, adult and dislocated workers be trained and placed in non-traditional occupations covered by the ARRA-targeted sectors and paying at or above the statewide average living wage.”*

3b. *“In order to ensure that women benefit from the services provided, the Maine Women’s Lobby endorses the Women’s Employment Issues Committee recommendation that a new performance standard for Local Workforce Investment Boards be adopted.”*

3c. *“We are in full agreement with the Maine’s Women Lobby (recommendation) that ...”*

The Training and Employment Guidance Letter # 14-08, section 6, Key Recovery Act Provisions and Emphases of Note, Emphasis on Serving Low-income, Displaced and Under-skilled Adults and Disconnected Youth, states “Particular populations have been heavily impacted by the recession, and have particular challenges in regaining employment. ETA encourages states and local areas to pay particular attention to these populations in the development of implementation strategies for Recovery Act funds. State, regional, and local workforce development strategies should include robust approaches to helping these workers access training and employment services that advance them along career pathways in high-growth industries, and help them gain access to and remain in the middle class.”

We support this provision and agree that the 30% goal of female NTO training and/or 30% of placement be adopted by Local Workforce Investment Boards. Please note we suggest adding “or” to the recommendation, so as to capture all activity. In addition, the MJC Service Delivery Committee will be asked to work with Local Workforce Investment Boards, Service Providers, the Department of Labor and MJC committees (Women’s Employment Issues, Disability and Employment, Youth Transitions and Older Workers) to establish performance goals, objectives and strategies related to serving Women, Youth, Older Workers and People with Disabilities with ARRA funds in key sectors identified in the Governor’s vision, specifically Health Care, Information Technology, Energy, or Green Jobs.

4. *“Establish clear definitions, methodologies, procedures, and reporting requirements to ensure that dollars are actually spent in accordance with the plan requirements.”*

Increase accountability and transparency are emphasized with ARRA funds. MDOL plans to dedicate staff exclusively to ARRA oversight, which will include tighter contract language, more frequent program guidance and increased fiscal and performance monitoring. The Maine Jobs Council will request regular updates from MDOL staff to the MJC Policy Committee.

5a. *“Prioritize data collection on gender breakdown of occupations within sectors.”*

5b. *“Examine demographic data, particularly gender, related to employment in the key sectors that will be the focus of ARRA-WIA funding—energy, green jobs, health care and information technology.”*

5c. *“Given that the Maine Jobs Council has several special interest groups as a part of its composition it would be helpful if all policy's and funds had a requirement to track each of the groups. These groups should include veterans, youth, older workers, women and persons with disclosed or reported disabilities.”*

We agree with all three comments related to data collection of ARRA participants. Given the focus on four growth sectors, we expect that enrollment and performance reporting data will include these breakdowns.

6. *“Extend provision of Employment Law Training to Adult and Dislocated Worker participants in addition to those enrolled in the Summer Youth Program.”*

We agree. Currently there is work being done by MDOL to address this request. Information related to Employment Law is posted on the MDOL website and workshops are being conducted at Career Centers and planned for on-line delivery.

7. *“...strongly encourages service providers, including the Bureau of Employment Services, to solicit direct input from low –income people by reaching out into communities through shelters, public housing, and other venues where low- income people live and congregate.”*

We agree and have taken steps to address this request. MDOL convened a Summer Youth Employment Program information session and specifically reached out to under served populations through the providers that serve these groups, including homeless, disabled, offenders and veterans.

Through the public presentation of this Plan Modification, and the following two week public comment period, all Mainers are invited and encouraged to provide input which will help shape this document.

Additionally, Local Workforce Investment Boards are encouraged to do outreach in their areas to under served populations, informing them of ARRA opportunities.

8. *“We would suggest that state capital funded projects (roads, schools, etc) include job quality requirements and give priority to companies that will set aside a portion of jobs for ARRA-WIA targeted populations. In turn, ARRA-WIA funds can be used to provide the specific training necessary for people to succeed in these quality jobs.”*

Governor Baldacci has required that all jobs created with ARRA funds be listed on the Maine Jobs Bank and be identified as such. No Employment and Training agreements have been required to date.

9. *“... we would suggest the plan specify increased funding for ESL programs, and that these ESL programs be linked to workplace literacy programs and to actual employment.”*

We are aware and sensitive to the issue of non English speaking people who access CareerCenter Services. MDOL has partnered with Adult Education to provide ESL training as needed. MDOL has bi-lingual staff in specific Career Centers and also has a contract with the Language Line to provide interpretive service when appropriate.

## ATTACHMENT D

### The American Reinvestment and Recovery Act 2009 MDOL Workforce Guidance Memo #1

To: Maine's Local Workforce Investment Boards (LWIB's)

From: Laura A. Fortman, Commissioner, Maine Department of Labor (MDOL)  
Ned McCann, Director, Bureau of Employment Services (BES)

Subject: Initial American Recovery and Reinvestment Act Guidance  
Workforce Investment Act Youth Program Guidance  
ARRA-WIA Allocation Summary

Date: April 2, 2009

As signed into law by President Obama on February 17, 2009, the fundamental purposes of the American and Recovery and Reinvestment Act of 2009 are:

1. To preserve and create jobs and promote economic recovery.
2. To assist those most impacted by the recession.
3. To provide investments needed to increase economic efficiency by spurring technological advances in science and health.
4. To invest in transportation, environmental protection, and other infrastructure that will provide long-term economic benefits.
5. To stabilize State and local government budgets, in order to minimize and avoid reductions in essential services and counterproductive state and local tax increases.

On March 18 2009, the United States Department of Labor (USDOL), Department of Employment and Training Administration (ETA) released Training and Employment Guidance Letter (TEGL) 14-08 with guidance for the American Recovery and Reinvestment Act (ARRA) funds that are to be dedicated to workforce training through the adult, youth, and dislocated formula grants authorized by the Workforce Investment Act. The document also includes guidance for funds being distributed for reemployment services authorized by the Wagner-Peyser Act. The document outlined the four guiding policy principles of worker training Recovery Act funding:

- Transparency and accountability
- Timely spending of the funds and implementation of activities
- Increasing workforce system capacity and service levels
- Using data and workforce information to guide strategic planning and service delivery

The TEGL highlights several key areas to be emphasized in implementing Recovery related activities and services:

## ATTACHMENT D

- Enabling Local Workforce Investment Boards to award contracts to higher education institutions, including community colleges, specifically for training in high-demand occupations.
- Emphasis on serving low-income, displaced and under-skilled adults and disconnected youth. Priority of the WIA adult formula funds is given to recipients of public assistance and other low-income individuals as well as priority to veterans and eligible spouses. The law further requires that supportive services and needs-related payments will be available to support the employment and training needs of these priority populations.
- The Recovery Act includes funding to provide reemployment services to Unemployment Insurance (UI) claimants; local areas are strongly encouraged to link UI claimants to the services provided through the CareerCenters.
- Recognizing the opportunities to train workers for employment opportunities as a result of other Recovery funding, including jobs in: transportation infrastructure construction, school renovation and construction, electronic medical record infrastructure development and implementing “green jobs” among several other areas. Local Workforce Investment Boards are encouraged to collaborate with local government agencies and employers in the industries with new employment opportunities due to the Recovery Act.

In addition to the elements above, the following principles further guide the workforce system in successfully meeting the goals of the Recovery Act:

- Substantially increasing the numbers of customers served and receiving training;
- Targeting investments connected to economic growth objectives through regional sector strategies aligned with economic development, education, including community colleges, business and labor organizations, and other partners for high-growth industries such as green jobs, healthcare and advanced manufacturing;
- Maintaining a dual customer focus: supply-side workers and demand-side business needs for skills and talent; and
- Developing approaches to reach low income and low skills customers so they may share in economic prosperity, including engaging with community-based organizations.

This guidance memo is one of the initial parts of our on-going effort to implement and refine an effective approach to the accountability and transparency requirements of the Recovery Act. This first communication is directed to Maine’s four Local Workforce Investment Boards as initial guidance for ARRA in general and for the initial guidance on WIA Youth Activities. This memo is intended to provide the groundwork for communicating the Governor’s Recovery strategy and ETAs requirements. We are beginning with preliminary guidance for WIA Youth programming. Subsequent communications of this type will include details of the eligible activities and recommended strategies for each of the WIA formula programs and the Wagner-Peyser Act Funding.

## ATTACHMENT D

**Attachment A provides the final the ARRA-WIA Allocation Distribution and formula summary.**

As more information related to the Act and the manner in which the federal government will be implementing its provisions become available to us, we develop a better understanding of the expectations the President, Congress, cognizant federal agencies and Governor Baldacci have relative to our use of recovery funds. As we move through the implementation of ARRA we are developing a deeper appreciation for the complexity of managing these monies in a manner that will ensure the degree of transparency and accountability demanded of us. Reporting on our use of ARRA funds will be more visible than ever on the Federal Recovery.Gov site and the State's own recovery website ([www.maine.gov/recovery/](http://www.maine.gov/recovery/)).

In addition to the general guidance to meet the intent and purpose of the Recovery Act, TEG 14-08 outlines the several essential requirements for implementing recovery efforts in the context of the Workforce Investment Act and Wagner-Peyser Act as follows:

### **I. Submission of Workforce Investment Act Plan Extension and Plan Modification:**

In accordance with the requirements of TEG 14-08, the Governor will submit a request by April 15, 2009 to extend the current WIA Strategic Plan for an additional year. The extension request must include the WIA and Wagner-Peyser performance goals for Program Year 2009. If each of the four LWIBs requests a change in performance goals a justification with the revised levels for each measure will need to be submitted with the April 15<sup>th</sup> letter. The letter must clearly identify each currently approved waiver that wishes to continue in PY 2009. Further guidance received from USDOL-ETA, Region I provides that if Maine the state wishes to request new waivers at this time, we must attach a complete waiver plan for each waiver request that is needed in **Program Year 2008** (February 17, 2009 to June 30, 2009). Waivers that will be need for **Program Year 2009** will require a detailed waiver request included in the WIA Strategic Plan Modification due on June 30, 2009

To respond to changes in economic conditions, delivery systems and the opportunities created by the Recovery Act, the Governor will submit a more detailed modification to the WIA/Wagner-Peyser Act State Plan, to be due no later than June 30, 2009. The State Plan modification will be the Governor's primary vehicle for communicating to the public how it will implement the WIA and Wagner-Peyser portions of the Recovery Act. This stand-alone document responds to the list of questions drawn from the State Planning Guidance (*see Attachment A of TEG 14-08*) and will include the Governor's priorities and key strategies for Recovery Act funds, along with a description on the use of the combined funds. In accordance with WIA regulations at 20 CFR 661.230(d) the plan is subject to public review and comment. ETA will publish the state's plan on its website. The plan modification will be posted on the Maine Jobs Council's website and through the Governor's Recovery website.

Maine's Local Workforce Investment Boards (LWIBs) will also be required to submit a WIA Plan Modification to the Maine Jobs Council to be due by June 30, 2009. The Local Plan modification will respond to a set of questions related to Local Area changes in both

## ATTACHMENT D

economic conditions and delivery systems. Similar to the Governor's requirement, the Local Workforce Boards will include in their plan modifications their priorities and strategies for Recovery Act funds along with a description on the use of the WIA funds. The Maine Department of Labor will be issuing detailed planning guidance to the LWIBs by April 20, 2009. Modifications to Local Plans are subject to public comment requirements (20 CFR 661.350(8)).

### **II. Recovery Act Compliance and Reporting Requirements:**

Transparency and accountability are the two guiding principles when thinking about reporting Recovery Act activities and expenditures. Peter R. Orszag, Director of the Federal Office of Management and Budget (OMB) in a memo to the USDOL requires the agency to provide: weekly updates; monthly financial reports; a "Recovery" plan by each agency and; a separate "Recovery Program Plan" for each Recovery Act program named in the legislation. The demands on USDOL will be passed on to the states and down to the LWIB's and service providers. OMB released the agency's proposed ARRA information collection requirements on April 2, 2009 (<http://edocket.access.gpo.gov/2009/pdf/E9-7317.pdf>). Although the proposed information collection requirements as published in the Federal Register are not yet final, the Federal Register provides some ideas of the type of data collection and reporting that states and its contractors can expect.

Governor Baldacci has already informed his Cabinet and agency heads that he will also have reporting requirements for all state agencies and all vendors and sub-contractors receiving ARRA funding. Suffice it to say that we will need to prepare for a thorough collection of information about all Recovery Act outreach, activities, funding, and results. The Governor's staff has already begun to develop policies and directive for state department and agencies to follow for procurement and reporting. **See Attachment B: American Recovery and Reinvestment Act – Procurement Guidance and Attachment C: Guidance Memo released by Commission Ryan Low (3/25/09)**

To help facilitate the connection of job opportunities through training and placement services ETA encourages all Recovery Act generated jobs to be listed on the State's Job Bank. Governor Baldacci and his administration have issued policy and guidance to state agencies that included the requirement that all ARRA vendor obligations creates or fills jobs will post those jobs to the Maine CareerCenter through the Maine Job Bank ([www.mainecareercenter.com](http://www.mainecareercenter.com)). LWIB contracting procedures will include additional language for Rider B and revised Rider C with instructions for completing a detailed Line Item Budget, Staffing Plan and Participant Implementation Plans. Detailed contracting forms and procedures will follow under separate cover.

### **III. Tracking and Reporting Recovery Act Expenditures**

Governor Baldacci has directed that all the allocation of WIA Recovery Act funds will be spent on providing employment and training services to eligible youth, adults and dislocated workers. As previously state ALL Recovery Act related hiring will require contractors / vendors to post jobs and report hiring results through the Maine CareerCenter Maine Job Bank website ([www.mainecareercenter.com](http://www.mainecareercenter.com)). This requirement will apply to

## ATTACHMENT D

LWIB and service provider hiring activity. Additional policies and directives related to compliance and reporting requirements will be issued as soon as they are available.

The Governor has stated that no less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training; supportive services and needs based training. Although ARRA - WIA funds can be combined with other WIA funding, Recovery Act investments must be tracked and accounted for separately. LWIB contracts written with service providers must reflect that 80% of the Program Fund commitments and expenditures must reflect this requirement. Note that that 80% Program Fund expenditure requirement does allow up to a maximum of 20% may be expended on service provider staff and overhead.

The Bureau of Employment Services (BES) is currently working with the Service and Employment Service Center (SESC) to develop detailed reports for tracking Recovery Act expenditures. Soon, you will be receiving revised forms Weekly Drawdown Request and a revised reporting form to replace the FR-10. The BES will be convening a meeting with the LWIBs, including service providers within then next few weeks to review additional options for weekly, monthly and quarterly expenditure reporting.

### **IV. Communication Planning and Public Review:**

Again, we must emphasize transparency and accountability. As already stated, the Maine Jobs Council and the LWIBs will be preparing a WIA Strategic Plan Modification to include Recovery Act activities for submission by June 30, 2009. The Plan Modification process will require that there is a public review of the Recovery strategies.

In anticipation of State and Local Plan development process we urge you and your board members to communicate to the public your plans and to present your ideas on the use of this funding. You can do this in variety of ways – posting your plans to your website, holding a public forum etc. to receive feedback. Please remember to do it in a way that promotes transparency and accountability. Over the next few weeks MDOL will develop a comprehensive communication strategy that would inform a variety of constituents about our plans for the ARRA funding its uses and accountability.

We look forward to working with you to help bring this vision to fruition. After ARRA funding has ended we would hope to have developed a stronger workforce development system for Maine - where we have formed stronger partnerships, increased our use of technology and taken every opportunity to leverage additional resources to best serve the needs of our clients.

Our intention is that these MDOL Guidance Memos will assist you in planning for the receipt, spending and reporting of ARRA funds. We welcome your ideas and suggestions for topics as well as for how to improve our communication with you and your boards.

## ATTACHMENT D

### **Initial Guidance on Maine's WIA Youth Programming, Including Summer Youth, American Recovery and Reinvestment Act of 2009**

#### **The Governor's Vision, direction and priorities**

Governor Baldacci's future vision for Maine includes that state would become the renewable energy leader in New England. To this end he has directed our workforce development system to focus the use of Recovery funds on the areas of Energy and "Green jobs", and weatherization. He is further directing the use of the funds toward the growing sectors of IT and Healthcare. He also expects us to develop and implement a robust training pathway for computer literacy. The Governor requests that we look to maximize opportunities to leverage these valuable resources with other funding sources and related programs. He directs us to look for opportunities to partner with existing programs and leverage other resources to carry out the intent of the ARRA workforce funding. The future of our workforce and the Maine economy are dependent upon the efficient and effective use of these resources.

The Governor's vision and sector priorities will be fully articulated in the State Plan modification. His focus and direction should be included as you are planning for the Youth activities monies and the implementation of the Summer Youth jobs program. Governor Baldacci has established the Young Mainer Weatherization Corps as a priority for a portion of Recovery Act summer Youth funds. Specific guidance and support on the Young Mainer Weatherization Corps is evolving and will follow. The Maine Youth Weatherization Corps will be a component of the WIA Summer jobs program. There will be 100 slots across the state allocated by formula that will combine a work experience with a work readiness skills program. The Weatherization Corps will partner with entities such as MEHousing, Youthbuild, the CAP agencies and work readiness providers such as JMG, Adult Ed etc. to implement the program for the summer of 2009. The program will consist of a pathway of training experiences leading to a credential. MDOL will assist you carrying out the Governor's vision and convening the appropriate parties. It will be your role to incorporate his vision and contract with the providers in your region to implement this program.

#### **Recovery Act Allocation and Spending Requirements:**

The Governor has stated that no less than 80% of the ARRA – WIA funds for each of the funding streams will be spent directly on participants for training; supportive services and needs based training. Although ARRA - WIA funds can be combined with other WIA funding, Recovery Act investments must be tracked and accounted for separately. LWIB contracts written with service providers must reflect that 80% of the Program Fund commitments and expenditures must reflect this requirement. Note that that 80% Program Fund expenditure requirement does allow up to a maximum of 20% may be expended on service provider staff and overhead

The Governor will be directing the 10% set aside monies into programs that will directly impact Maine citizen's ability to seek additional training and support. He expects to do that through existing programs like Competitive Skills Scholarship, etc.

## ATTACHMENT D

The ARRA – WIA 5% funds reserved for administration will be used primarily to support administrative support functions such as contract execution, required reporting, monitoring and evaluation of statewide Recovery Act activities.

### **Maine’s Youth Activities will comply with USDOL Program Guidelines:**

#### **IX. Program Goals:**

Summer work experience, work readiness skills<sup>3</sup>, and transition to jobs - especially “Green” jobs - or further education/training such as post secondary, on-the-job training, Apprenticeship, Military or Job Corps.

- Congress and ETA encourages states and local areas to:
  - Use as much of these funds as possible to operate expanded summer youth employment opportunities during the summer of 2009
  - Develop work experiences and other activities that expose youth to opportunities in “Green” educational and career pathways.
- LWIB’s are responsible for the summer youth employment program administration, and must RFP unless they have received a waiver to provide services themselves or they provide sole source justification.

#### **X. Timeframe**

- For youth served through summer employment with Recovery Act funds, the time period is May 1, 2009 – September 30, 2009.

#### **XI. Eligibility**

- To receive any enrolled youth services - youth must be income eligible, between 14 and 24 inclusive, and have a barrier: basic skills deficient, school dropout; homeless, runaway, youth in foster care, pregnant or parenting, offender, youth with a disability or needs additional assistance to complete an educational program or secure and hold employment.
- Participants aged 18 through 24 can be co-enrolled into the Adult WIA program.

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<sup>3</sup> Work Readiness Skills Goal – a measurable increase in work readiness skills including world-of-work awareness, labor market knowledge, occupational information, values clarification and personal understanding, career planning and decision making, and job search techniques (resumes, interviews, applications, and follow-up letters). They also encompass survival/daily living skills such as using the phone, telling time, shopping, renting an apartment, opening a bank account, and using public transportation. They also include positive work habits, attitudes, and behaviors such as punctuality, regular attendance, presenting a neat appearance, getting along and working well with others, exhibiting good conduct, following instructions and completing tasks, accepting constructive criticism from supervisors and co-workers, showing initiative and reliability, and assuming the responsibilities involved in maintaining a job. This category also entails developing motivation and adaptability, obtaining effective coping and problem-solving skills, and acquiring an improved self-image.

## ATTACHMENT D

- **Out of school definition:** and eligible youth who is a school dropout, received a secondary school diploma or equivalent but is basic skills deficient, is unemployed or underemployed; is enrolled in post-secondary school and is basic skills deficient; is attending Maine Job Corps in occupational training and is basic skills deficient; or is enrolled in adult education.

### XII. Priority of Service

- **Priority of Service for Veterans and Eligible Spouses.** Given the expanded age range to 24 under the Recovery Act, states and local areas may encounter an increased volume of veterans. States and local areas are required to provide priority of services for veterans and eligible spouses. Income earned while on military active duty status is not includable in eligibility determination.
- LWIB's may serve ages 14 through 24 BUT priority is: age 16 through 24; veteran; eligible spouse of 100% disabled veteran; out of school; youth in care; offender; homeless/runaway; child of incarcerated parents; migrant youth; Tribal youth; youth with disabilities. Special consideration is expected to serve youth most in need.
- **Out of School Youth.** The requirement that local areas expend a minimum of 30 percent of funds on out-of-school youth applies to the Recovery Act funds.

### XIII. Program Components

- All Youth participating in the summer work experience must be WIA Youth Program eligible.
- LWIB's are required to expend at least 30% of Youth Recovery funds on out of school youth.<sup>2</sup>
- A work experience is required.
- The Young Mainer's Youth Weatherization program must be one of your program offerings.
- Summer jobs can not be in casinos, aquariums, zoos, golf courses or swimming pools.
- Wages must be provided for work.
- Stipends OR wages may be provided for classroom and training activities.
- Local Areas need a policy for payment of classroom and training wages or stipends.
- The type and extent of assessment and ISS are to be locally determined. Basic skills testing not required.

## ATTACHMENT D

### **XIV. Workplace Guidelines**

- ETA encourages States to develop policies to ensure local areas adhere to current workplace safety guidelines and applicable federal/state wage laws. Our Safetyworks! staff can assist you and employers with this program component.
- Pre-apprenticeship and Maine Registered Apprenticeship are program priorities that provide a clear pathway for learning and earning experiences for youth.
- Work experience jobs can be public, private, non-profit sectors as well as community service learning projects.
- Work Opportunity Tax Credit can be used for disengaged youth 16 through 24.
- Summer employment is expected to lead to a job or further training.
- Academics linked to jobs not required.
- Assist with GED/diploma attainment as needed.
- Leveraging the resources of existing youth providers is an important element in program design. Many Maine organizations current serve youth that meet our program requirements. Developing and strengthening partnerships with them will assist you in meeting the expectations of your summer youth program in an efficient and effective manner.

### **XV. Measurement**

- If an 18-year-old who is enrolled for Summer 09 and continues past September 30, 2009 is co-enrolled into the WIA Adult program, he or she will be counted in both the WIA youth and the WIA adult measures.
- Not required to make all 10 youth program elements available.
- 12-month follow up not required.
- Work readiness is the single performance measure that applies to youth served with only Recovery Act funds that participate in summer employment only.
- Youth served with Recovery Act funds not in summer employment, or served before or after summer employment, are included in regular WIA reporting and subject to WIA Youth measures.

### **XVI. Reporting**

- Must track number of Youth served and completion rate.

Youth served with Recovery Act funds will be tracked in a separate youth Recovery Act report. Actual reporting requirements TBD to be based on pending guidance from USDOL.

**ATTACHMENT D**