

FY08 and FY09

Massachusetts' State Plan

Workforce Investment Act and Wagner-Peyser Funding

Submitted by:

**Executive Office of Labor and Workforce Development
One Ashburton Place
21st Floor
Boston, MA 02108**



Massachusetts State Plan for FY08 and FY09

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Public Process for State Plan

The process for development of the State Plan relied on input from many workforce stakeholders across the state. The key meetings that assisted in developing and solicited input on the State Plan are listed below:

In early February, the Secretary of Labor and Workforce Development initiated constituency meetings to begin work on the Administration's priorities for workforce development. The Governor's Transition Work Group on Workforce Development issued a white paper outlining the major workforce issues raised throughout the campaign. The Secretary convened members of the Massachusetts Workforce Investment Board met in focus groups to review the Work Group's recommendations and raise top priorities with the Secretary. The Executive Office of Labor and Workforce Development analyzed major themes and designed the three priority areas. These priorities were vetted with all major state partner agencies, Workforce Boards, One-Stop Career Centers and Title I Administrators. Finally, the Secretary met with the Governor to finalize the information on the Administration's workforce development priorities presented in the State Plan. An abbreviated timeline is below:

- | | |
|---------------------------|--|
| January | Governor's Transition Work Group on Workforce Development issued a white paper outlining the major workforce issues raised throughout the campaign. |
| January – February | Focus groups with Massachusetts Workforce Investment Board. |
| March 7 | Massachusetts Workforce Partners Meeting discussion of the effectiveness of the 3 current waivers and an exercise to solicit input on other waiver requests. |
| April 27 | Initial meeting with EOLWD departments to review and discuss workforce priority areas. |
| May 24 | Meeting with representation from the Mass Workforce Board Association and Workforce Investment Association (an open invitation to participate was sent to all workforce Partners). |
| June 4 | Secretary of Labor and Workforce Development re-convened the members of the Governor's Workforce Transition Team and interested MWIB members to discuss the Administration's workforce priorities. |
| June 9 | Massachusetts Workforce Partners Meeting - Presented an overview of the Administration's workforce priorities and content of the State Plan for FY08 & FY09, which included small group discussions on priorities. |
| June 13 | Presented at Mass Workforce Investment Board (MWIB) - Overview of the Administration's workforce priorities and content of the State Plan for FY08 & FY09 to gain endorsement of the State Plan. |
| June 20 | Posting of Draft State Plan FY08 & FY09 on massworkforce.org for review and comment. Notice of posting sent to all Massachusetts workforce partners. Comments received were incorporated into the final document. |

State Plan Content

I. Describe the Governor's vision for a Statewide workforce investment system. Provide a summary articulating the Governor's vision for utilizing the resources of the public workforce system in support of the State's economic development that address the issues and questions below. States are encouraged to attach more detailed documents to expand upon any aspect of the summary response if available. (§112(a) and (b)(4)(A-C).)

A. What are the State's economic development goals for attracting, retaining and growing business and industry within the State? (§112(a) and (b)(4)(A-C).)

The Patrick Administration took office in January 2007. In the short months in office, a new set of economic goals are emerging. The Massachusetts economy was hard hit through the recession. A key goal for the Governor is to recover the 100,000 jobs lost since 2001. Attracting new business is as important as growing the businesses in the state. Thus one of the first priority areas for the Administration is an "all hands" approach to coordinate economic, infrastructure, workforce and capital investments to stimulate job growth. Below is an outline of emerging economic and workforce goals.

1. Coordinate Business and Job Growth Across the State

■ **Coordinate and Streamline Growth Policies.**

The work of government, too often, is performed in silos. Within days of taking office, the Governor created a Development Cabinet to organize the work of the Governor's Office, Energy and Environmental Affairs, Housing & Economic Development, Labor & Workforce Development and Transportation & Construction. The Cabinet meets weekly and is chaired by the Governor. The Cabinet focuses on projects of specific importance to regional and statewide development and encourages cross-cabinet collaboration on permitting and complex initiatives. Currently, the Development Cabinet is tackling a revitalization plan for the City of Springfield and the South Coast Rail Line proposal for the New Bedford region.

■ **Coordinate and Streamline Business Permitting Regulations.**

The Governor appointed a permitting ombudsman to create a single point of contact for business to ensure state permitting for development projects within six months. In addition, the State is working on a website as a single source for all businesses to access all resources including permitting, license requirements, and payment of fees.

■ **Coordinate and Streamline Business Services**

The new Administration continues to support the "Business Resource Team"(BRT) as a one-stop shopping option for small to large businesses, which was described in the prior plan. The BRT developed a coordinated voice for state government to use in outreach with businesses. The BRT also worked on coordinated marketing packages, 800 phone lines, websites, business events, technical assistance services and state oversight of various employer services. The BRT in many ways coordinated the "face"

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of state services as well by creating a “triage” system or internal referral and follow up system across multiple economic development programs. The BRT works with the workforce development system to respond to the business and job needs that arise.

Results-To-Date Performance Measures	Actual FY 05	Goal FY 06	Actual FY 06	Change from FY05
Jobs Created	3,760	4,150	10,286	6,526
Jobs Retained	11,219	12,300	12,218	999
Private Investment (\$ mil)	\$814	\$900	\$4,454	\$3,640
Total Project Wins	134	134	172	38
Calendar Days from Start to Decision	187	180	155	-32

The new Administration is proposing to add the next level of capacity to the Business Resource Team and the state’s ability to coordinate services for business. The following initiatives started up in Spring of 2007.

- **Massachusetts Sales Force (6 to 14).** The Massachusetts office of Business Development is assisting the private sector in job creation and economic expansion. This is done in part through financial incentives and the creation of a sales force team to support existing businesses as well as market the Commonwealth to attract new companies. Through the state budget process, the Commonwealth expanded its “sales force” to work with small businesses to grow in size and strength, to keep large businesses here and encourage new ones to make their homes here. Previously, the state employed 6 business representatives, the same as South Dakota. The team now supports 14 individuals who cover our various regions and industries. We are currently working very closely with life sciences and renewable energy (see Sector Strategies below).
- **Ramp Up Small Business Initiative (House 1).** The Governor’s budget proposes to expand the **office of small business and entrepreneurship**. There are \$2 million in technical assistance grants available through that office, which is vital since the majority of employees in this Commonwealth are employed by small businesses.
- **Broadband Access Statewide.** A major challenge for business and job growth statewide is the uneven coverage of high speed internet access and broadband access.

The Administration intends to take on a “whole” state approach and raise the level of priority for developing broadband access in Western parts of the state -- which boast attractive housing costs and low cost of living -- in order to encourage business growth, expansion and relocation.

- **Public Accountability for Business Assistance.** The Executive Office of Housing and Economic Development is creating a “Job Growth” Report Card: We are working to recover the 100,000 jobs lost since 2001 by the end of the Administration’s first term. Progress will be measured on a regular basis through a quarterly report card. The Report Card will be sharing with the Legislature and media outlets.

2. Prioritize Housing & Impact on Economy

A significant economic development theme emerged from the Governor’s Transition Team process, which gathered public testimony on key areas before the Governor took office. Specifically, the Commonwealth is facing a monumental challenge created by the high price of housing currently threatening the financial stability of the existing and future workforce base. Despite a highly educated population, first rate post-secondary schools attracting new graduates each year, and high average wages compared to other parts of the US, the ability to afford housing is a major concern for many individuals.

The Administration reorganized several state agencies to integrate the work of housing development and economic growth. The newly formed Executive Office of Housing and Economic Development was created to examine and address the sizable impact of housing supply and pricing on overall economic growth trends.

The Office will coordinate the Business Resource Team and Sales Force with housing access and development. By aligning the state’s housing & economic development agencies, and better coordinating our policies & programs, we can retain and attract the best and brightest people and keep this state competitive for many years to come.

In the last few years, partners across the state have worked together to build transit-oriented development projects, pass new “Smart Growth” policies and ramp up the stock of affordable housing. The Executive Office will deepen these efforts in partnership with the Business Resource Team/Sales Force to encourage business expansion and location in lower cost areas of the state through state development projects. The goal is to connect affordable housing with job creation generated by the Sales Force.

Thanks to the reorganization, we can effectively create more housing while stimulating a robust economy and business climate which, in turn, will generate new jobs. Over the next four years, the Governor will focus on a critical challenge facing the state: a large number of people leave the state due to the high cost of living. Together, agencies are working to harness the wealth of resources currently available in quasi-public agencies like MassDevelopment, MassHousing and the Massachusetts Housing Partnership to ensure that they are all working in a coordinated fashion toward a common goal of expanding our economy.

3. Prioritize Government Support and Investment in Strategic Industry Sectors

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The Administration is currently reviewing ways to identify policies and initiatives to support priority industry sectors critical for economic growth in the Commonwealth. The Executive Office of Labor and Workforce Development will spearhead various initiatives to enhance existing data tools on skill shortages in the economy, described in other sections of this Plan. These data will not only be used to inform regional education and training program design, but also to inform economic development policy. Early on, the Governor announced a commitment to invest in two key sectors, namely, alternative energy and the life sciences. A major priority for the workforce system is to assist the Administration in developing workforce strategies to meet the needs of these two sectors. A key challenge in working with these two sectors is the need to focus on skill development along the continuum of worker need – from low skilled to high skilled. Both sectors are known for a focus on scientific and quantitative skill. A goal for the public workforce system is to also identify strategies and programs that expand jobs for low-skilled to semi-skilled workers while we develop solutions to support the sectors' need for engineers, researchers, and scientists.

In summary, the Patrick/Murray Administration is set to announce an economic development agenda, titled in draft as “*Innovation Massachusetts 2010: An Agenda for Growth and Prosperity*”, which will launch the strategic initiatives described above. This agenda will serve as the administration's roadmap for sustained economic development across the entire Commonwealth.

State leadership for the public workforce system will engage regional partners in this agenda and dialogue. Regional partners are a key element to success in the rollout of the economic priorities described above. Locally, Workforce Boards, Mayors and economic development organizations also work on setting economic development goals that incorporate workforce development strategies. In many of the 16 Workforce Investment Areas of the state, mayors or economic development organizations are represented on Workforce Boards. In some areas, workforce development partners are part of the review process for commercial development projects in order to ensure a connection between business growth and job creation. In Boston, new commercial development projects pay into a “Job Linkage” fund to assist with job training and local development. Thus, it is incumbent upon state leaders to fully engage regional partners in the broad economic and workforce priorities set by the Administration.

B. Given that a skilled workforce is a key to the economic success of every business, what is the Governor's vision for maximizing and leveraging the broad array of Federal and State resources available for workforce investment flowing through the State's cabinet agencies and/or education agencies in order to ensure a skilled workforce for the State's business and industry? (§112(a) and (b)(4)(A-C).) DWD

The state's vision for **leveraging workforce development resources** is incorporated into the overall vision for the broader workforce development system. The major workforce development partners in the Commonwealth convened in 2000 to develop a vision for the workforce development system. The Commonwealth's plan for implementing the Workforce Investment Act was and continues to be guided by the following vision and guidelines:

1. *All Massachusetts residents will have the competencies, employment skills, and education to support themselves and their families and to live a quality life.*
2. *Massachusetts's employers will have access to the skilled and educated workforce necessary to remain competitive in a dynamic global economy.*

Guiding Principles

The pursuit of this vision will be guided by the following principles.

- The Massachusetts workforce investment system will be built on and guided by a genuine partnership between the public and private sectors and between state and local stakeholders.
- A common strategic vision will guide the entire workforce investment system, which each partner will translate into concrete goals that complement the goals of all other partners.
- The Massachusetts workforce investment system will be responsive to its customers and provide them with the opportunity to make informed choices.
- The workforce investment system will help workers focus on those skills that improve their employability and earnings in the labor market.
- Programs and services will be developed based on an ongoing assessment of firm's' needs and workers' skills.
- The workforce investment system will provide a coordinated progression of services that is easily understood by, and accessible to, the Massachusetts workforce and employers.
- The workforce investment system will encourage the pursuit of education and lifelong learning in order to enhance earnings and improve workers' employability, productivity, and competitiveness in the changing economy.
- The workforce investment system will be run efficiently: customers will have access to a range of services that can accommodate those most job ready, and intensive services will be reserved for those most at risk of suffering unemployment, serious income loss, or poverty.
- The workforce investment system will be accountable to its customers and for continuous quality improvement.

The newly formed Executive Office of Labor and Workforce Development (EOLWD), is the state level agency responsible for the oversight of the workforce investment funding received by the state through the US Department of Labor Employment and Training Administration. The Department of Workforce Development, the Division of Career Services and the Commonwealth Corporation are designated by EOLWD to implement specific initiatives related to the workforce development system. Since the inception of WIA, Massachusetts adopted a statewide strategy to maximize and leverage workforce development resources in the state through our Workforce Investment Boards and One-Stop Career Centers. In Massachusetts, the One-Stop Career Center system is the *cornerstone of service delivery* for job development and placement, training referrals and placements, employer outreach on workforce development services. Our goal is to make

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tightly coordinated information and/or services related to all state and federal workforce services available for individuals or business through this system.

For example, the state does not have stand alone unemployment insurance offices or Wagner-Peyser services. The Workforce Boards, through One-Stop Career Centers, directly manage funding and services for the Workforce Investment Act Title I; Workforce Investment Act Title III, Wagner Peyser; National Emergency Grants; TRADE; Veteran's DVOP and LVER; Reemployment grants; "walk-in" services for unemployment insurance benefits; input on products and services developed from LMI grants; and, state funding support for One-Stop Career Centers.

In addition to funding from USDOL, multiple state agencies in the state receive both state and federal funding to support these types of services. In the first years of WIA, the Department of Labor and Workforce Development worked with state partners to establish Memorandum of Understanding (MOU) to coordinate services for job seekers and employers through the One-Stop Career Centers at the state level, in addition to the MOUs developed in each workforce investment area. For example, each year the Department of Transitional Assistance (DTA) contracts through an MOU with the Division of Career Services using performance-based contracts to serve individuals receiving TANF through the One-Stop Career Centers. Career Centers are paid for each customer placement. In addition, DTA contracts directly with local workforce investment areas to provide TANF recipients with skills training. The Department of Transitional Assistance (DTA) also contracts with the One-Stop Career Center system to implement a portion of their Employment Services Program (ESP), which provides skills training and education followed by job placement services for TANF recipients. Training programs are predominantly short-term (4-12 weeks).

The Massachusetts Rehabilitation Commission (MRC) creates MOUs with individual local workforce areas to assist individuals with disabilities in obtaining employment. MRC staff either work out of a OSCC or create integrated referral and service delivery structures. The Massachusetts Department of Education's (MDOE) Adult and Community Learning Services program, responsible for all Title II adult education funding and state funding, also formally commits resources to the Workforce Investment Boards and One-Stop Career Centers to pay for coordination and referrals of customers or learners with adult education centers. MDOE-funded staff often works on-site at many of the One-Stop Career Centers to assist with customers with skills assessments and referrals to basic education and ESOL classes. The Workforce Boards also participate in the selection of adult education vendors through a state process managed by the Department of Education.

Another key state partner in Massachusetts is the Executive Office of Health and Human Services (EOHHS), which oversees several state agencies responsible for clients and customers with employment needs. The Department of Transitional Assistance and Massachusetts Rehabilitation Commission are included in this umbrella. The Executive Office of Labor and Workforce Development continues to be a key member of the EOHHS Employment Committee brought together to better coordinate all services across its agencies under the EOHHS umbrella. Employment was identified as a strategy that needed

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to be emphasized within each of its departments' goals. The Department of Workforce Development (DWD) worked with the leadership from EOHHS, the Commissioner of the Massachusetts Rehabilitation Commission (MRC), key individuals from EOHHS agencies and other Secretariats involved with employment services to review their current employment programs, identify gaps and opportunities, and set goals and objectives for achieving improvement and cross agency collaboration. Through this process they developed a Health and Human Services (HHS) Employment Strategic Plan and vision.

***EOHHS Employability Vision:** The EOHHS believes that all people have the right and should be encouraged to pursue employment opportunities that provide a means of economic independence. It is recognized that an individual's employment status has a significant influence on quality of life and can contribute to a sense of personal fulfillment, enhanced self-esteem, and opportunities for social relationships and community participation.*

This past year DWD partnered with the Institute for Community Inclusion at UMASS Boston, and the Massachusetts Infrastructure Comprehensive Employment Opportunities Grant to sponsor a one-day meeting for job developers from DWD/DCS, EOHHS and community agencies. The purpose:

- To hear directly from job developers about their ideas for strategies at the state and local level to improve linkages with the business community
- To provide job developers with new / current information and resources that will be useful in their day to day practice
- To provide an opportunity for cross agency staff who work with job development and engaging employers to network with others in their region.

The individual user – job seeker or employer – need not understand the array of funding streams or requirements. The One-Stop Career Centers provide key services or linkages to major resources. For workforce professionals, knowledge and information about available resources in a region is a key element in leveraging and linking resources among partners. For many policy makers and elected officials, the array of employment related programs managed by various state agencies can be overwhelming. For this reason, DWD initiated a project called the *Workforce Investment Profiles* (WIP) to document all education, training and employment resources by each of the 16 workforce investment areas across multiple sources.

This document can be found at <http://commcorp.org/cre/documents/WIPResources.pdf>. WIP describes all of the resources that contribute to the continuum of service dollars that exist in the state.

Lastly, the Legislature recently created a Workforce Accountability Task Force with similar membership to the Massachusetts Workforce Investment Board. The new Board is

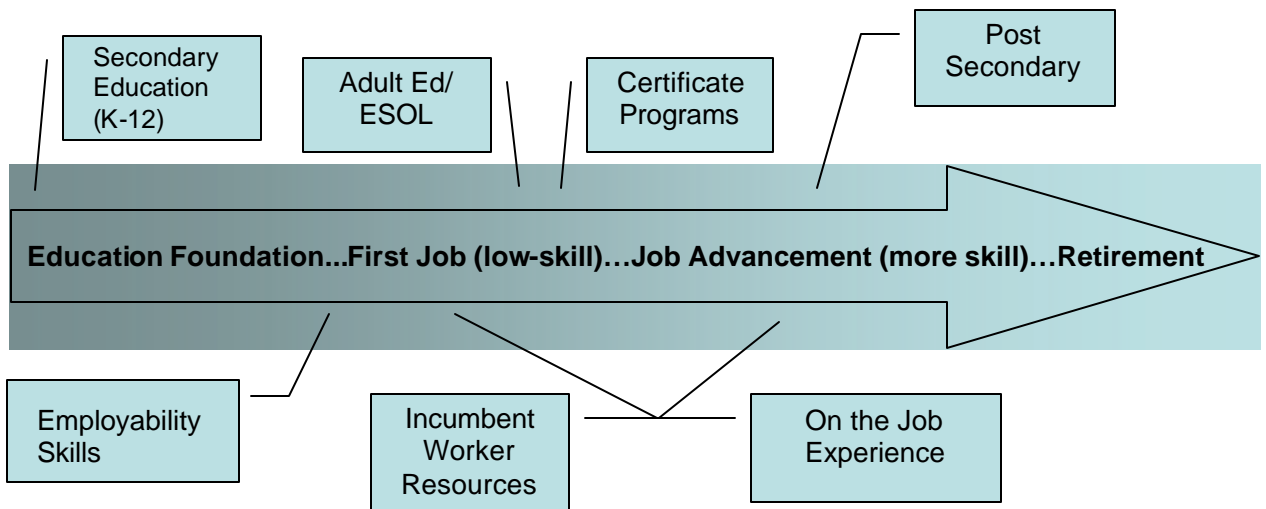
charged with looking at governance and accountability issues for the broader workforce system.

- C. Given the continuously changing skill needs that business and industry have as a result of innovation and new technology, 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)(A-C).)

The education and skill needs of the labor market are in constant motion, requiring today’s worker to access additional learning opportunities along a career lifetime. In today’s world, it is no longer economically viable for business if workers stagnate at the bottom end of the skill continuum. Individuals, families and businesses rely on the economic growth of the economy often fueled by increasing the skills of the workforce. The Commonwealth’s vision for the workforce development system includes a statement that *all Massachusetts residents will have the competencies, employment skills, and education to support themselves and their families and to live a quality life*. Businesses rely on workers with the competencies, employment skills and education to meet the requirements for job skills. Therefore it is even more important in today’s economy that workers can access a continuum of education and training along their life and job span.

Diagram 1 below represents a continuum from the perspective of a worker. In many ways, an individuals “job span” is a road with a series of off ramps and on-ramps that lead to additional education and job training. One-Stop Career Centers focus on each customer to better understand where they are on this road and develop services to accelerate their careers. Therefore, “case management” is a *vital tool* in supporting the vision of a *continuum of education and training opportunities* in the state.

WORKER EDUCATION AND TRAINING CONTINUUM



One-Stop Career Centers play a key role in counseling job seekers on job decisions, training opportunities etc. Front-line staff use labor market information on job vacancies

and skill requirements, knowledge of the job seekers' skill sets, and information on available jobs in the region to help customers make informed choices along this continuum. In Massachusetts, additional education and training opportunities can be understood through the resources described below:

SECONDARY EDUCATION

In the Commonwealth, the Governor's vision for an education and training continuum begins with early education, standards-based secondary education, a strong post-secondary system and a Career Center system that understands the various needs of a diverse group of customers. In Massachusetts, one of the most important *workforce development* strategies is the standards-based education or school reform initiative. The public K-12 system has a fundamental impact on the pipeline of workers in the state. Many initiatives are currently in play to align K-12 with the requirements of entrance into post-secondary education.

BASIC EDUCATION, EMPLOYABILITY SKILLS

Although public post-secondary education represents the greatest investment in education and training opportunities for adults, many individuals do not take a direct educational path from secondary to post-secondary education. Many youth and adults need interim or transitional education and training opportunities along their career path. For example, some young people leave K-12 and later return to alternative education programs or enroll in a job training program to enter the workforce. Adults often lack basic English skills or education credentials to move along the continuum or to enroll in post-secondary education. Through federal and state resources, basic education and skill development is offered through adult education classes. Adult basic education and English as a Second Language (ESOL) classes are managed by the state's Department of Education. More than \$38 million in state and federal funding supports ABE and ESOL classes provided by community-based organizations, community colleges, and other organizations through a competitive bid process implemented every 5 years. However, given the levels of immigration in the state, demand for Adult Education and ESOL outpaces supply with more than 20,000 people on the waiting list for classes.

POST-SECONDARY EDUCATION

The combination of private and post-secondary schools represents the largest resource of education and training opportunities for adults. The Commonwealth's public post-secondary education system is comprised of 15 community colleges, nine state colleges, and five campuses of the University of Massachusetts. In addition, Massachusetts is home to many world-class private post-secondary institutions. Massachusetts Public Higher Education is a system with a distinguished past demonstrating increasing and measurable accomplishments. The system exists to provide accessible, affordable, relevant, and rigorous programs that adapt to meet changing individual and societal needs for education and employment. The public system is committed to continuous improvement and accountability in all aspects of teaching and learning. The Board of Higher Education, together with each respective Board of Trustees, expects all students, faculty, and staff to be held to exacting standards in the performance of their roles and responsibilities. In FY2006, 30,380 degrees were awarded by the 29 campuses representing higher education.

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See the table below for a further breakdown of type of degree and certificates awarded.
(source: Board of Higher Education).

DEGREES AND CERTIFICATES AWARDED BY PUBLIC MASSACHUSETTS POST-SECONDARY INSTITUTIONS

TYPE OF DEGREE	2002	2003	2004	2005	2006
Certificate (0-1 Year)	1,606	1,559	1,825	1,778	1,922
Certificate (1-2 Years)	382	448	505	576	564
Associate	7,049	7,253	7,764	8,085	8,123
Bachelor	12,621	13,190	13,289	13,753	13,974
Post-Bacc. Certificate	260	422	417	432	476
Master	4,045	4,364	4,624	4,636	4,674
Certificate of Adv. Grad. Study	139	184	175	230	276
Doctoral	358	322	407	389	371
System Total	26,460	27,742	29,006	29,879	30,380

In 2006, the Legislature created a new resource for students seeking certificate and degrees in “high demand” occupations called the Education Reward Grant program. Many workforce development stakeholder groups worked with the Legislature to create this program. It follows the Education Rewards Loan program, which proved to be less attractive to individuals because the loans had interest rates higher than subsidized federal student loans. The current Grant program is targeted to low income students who will receive up to \$3,000 toward education costs if enrolled in a program matching the “high demand” list. The initial funding commitment was \$1.5M. The program begins on July 1, 2007. One-Stop Career Centers will play a key role in marketing this program.

INCUMBENT WORKER RESOURCES

Workforce Training Fund (WTF): WTF provides grants on a one-to-one matching basis to large and small employers, labor, and business organizations in Massachusetts to pay for training to upgrade the skills of their workers. Typically, WTF is an \$21 million dollar annual appropriation of employer tax mandated by state legislation overseen by the Executive Office of Labor and Workforce Development. The WTF has three separate components: the General Program; the Express Program, and the Hiring Incentive Training Grant Program. Since its creation in 1999, all three programs combined have awarded 3,782 grants totaling more than \$145 million to train 203,736 workers. A list of companies and award amounts can be found at <http://www.mass.gov/wtf>

General Program:

The WTF General Program provides training grants of up to \$1 million (recently increased from \$250,000) to employers, employer organizations, and training providers to train their incumbent workers. Effective February, 2005, applicants may apply for the General Program on-line. Grants must be matched dollar for dollar by the applicant. The

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match may be cash or in kind. Since 1999, the WTF General Program has awarded 1,955 grants totaling \$139 million to train more than 196,000 workers in the Bay State.

Workforce Training Fund Express:

The Workforce Training Fund Express program is targeted toward employers with 50 or fewer employees. Training exercises must be chosen from a pre-approved list of training courses or programs. A dollar for dollar cash match is required. The Express grants are accessed through an easy-to-complete online application, online training directory, open application period and quick turnaround. The maximum grant amount is \$15,000. Since its inception in 2000, WTF Express has awarded 799 grants totaling \$3.4 million to train 5,438 workers.

Hiring Incentive Training Grant Program: The Hiring Incentive Training Grant Program provides grants of up to \$2,000 per employee and up to \$30,000 per company per year. The program, launched in the fall of 2004, assists in paying training costs for newly hired employees who have been unemployed for over a year or do not have a call back date from their employer. To date, 1,028 grants totaling more than \$3 million has been awarded to train 1,782 new workers.

On-the-Job Training: OSCCs work with employers to provide funding for on the job training for new hires. Local areas work with employers in their region to increase training opportunities for individuals. MA does not have a mandated statewide best practice on OJT or customized training. OJTs are not widely used across the state. In many cases, employers find they value the support by the OSCC staff for the new employee more than the financial support of OJT resources. Local partners often report that OJTs are therefore best leveraged for lower skilled employees. Whereas the Hiring Incentive Training grants (referred to above) are more appropriate for higher skilled individuals recently hired by a company.

Sector Strategy Models: Massachusetts has invested both financial and staff resources in sector or industry-driven initiatives, which utilize a number of focused strategies to effect change in a particular targeted industry. A successful sector initiative has positive impacts for the both the industry and targeted populations. Sector employment initiatives target a specific industry or group of related occupations. They build relationships, expertise, and understanding of the challenges in the industry to develop strategies that meet the needs of workers and employers. Sector employment initiatives can strengthen the competitiveness, productivity or human recourse practices in the industry.

Sector employment initiatives:

- Can create new access points to growing occupational sectors that pay livable wages.
- Can improve conditions of entry level work (i.e. higher wages, better training, increased training).
- Can even create new jobs.
- Can change employer practices and positively impact the bottom line.

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Specific write-ups on various sector initiatives, or industry-driven training initiatives, are included in the following sections of this document (Section V. B) describing the Massachusetts strategies in place to address the national strategic direction of transforming the public workforce system into a demand driven practice.

In summary, the information above describes the resources available to individuals and companies to address skill development needs along a customer-centric continuum. One of the Governor's three workforce priorities described in Section II is framed from the perspective of tightening up that continuum to shift training and higher education investments toward demonstrated skill vacancies in the economy.

For example the table below look at the number of graduates by occupational type (public and private higher education) compared to job vacancies.

2002 – 2005 (Data Source: National IPEDs Database)

ALL* PUBLIC AND PRIVATE COLLEGE COMPLETIONS BY INDUSTRY TYPE

CIP* CODE	CIP Description	2005 Total
52	Business Management and Administrative Services	17,496
51	Health Professions and Related Sciences	14,270
13+25	Education (13) AND Library Science (25)	10,728 (10,486+242)
45	Social Sciences and History	7,170
14 + 15 + 4	Engineering (14) AND Engineering Related Technologies (15) AND Architecture/Related Programs (4)	6,144 (4,084+1,477+853)
50	Visual and Performing Arts	5,395
42	Psychology	4,549
11+27	Computer and Information Sciences (11) AND Mathematics (27)	4,183 (3,320+863)
24	Liberal Arts and Studies, General Sciences and Humanities	3,754
22	Law and Legal Studies	3,281
9	Communications	3,044
44	Public Administration and Services	3,008
26	Biological Science/Life Sciences	2,958
43	Protective Services	2,665
23	English Language and Literature/Letters	2,541
12	Personal and Miscellaneous Services	2,475
54	History (new)	1,555
40	Physical Sciences	1,496
39	Theological Studies and Religious Vocations	968
30	Multi/Interdisciplinary Studies	926
16	Foreign Languages and Literatures	888
31	Parks, Recreation, Leisure and Fitness Studies	669
38	Philosophy and Religion	647
5	Area, Ethnic and Cultural Studies	640
10	Communications Technologies	376
47	Mechanics and Repairers	372
19	Home Economics, General	343

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CIP* CODE	CIP Description	2005 Total
3	Conservation and Renewable Natural Resources	298
1	Agricultural Business and Production	275
49	Transportation and Material Moving Workers	91
46	Construction Trades	54
41	Science Technologies	41
48	Precision Production Trades	26
2	Agricultural Sciences	NA
	Total	103,596

*To better align with SOC codes, several CIP categories were combined.

2006 CRITICAL¹ JOB VACANCIES IN THE STATE (BY 2 DIGIT STANDARD OCCUPATIONAL CLASSIFICATION (SOC) CODE)

SOC*	SOC Title	Number of Critical Vacancies (Q2, 2006)
43 + 11	office & administrative occupations (43) and management occupations (11)	10,777 (6,491+4,286)
29 + 31	healthcare Support (31), healthcare practitioner & technical occupations (29)	9215 (2,550+6,665)
25	education, training, and library occupations	2,551
15	computer & mathematical occupations	2,341
13	business & financial operations occupations	2,036
53	transportation & material moving occupations	1,407
17	architecture & engineering occupations	1,291
19	life, physical & social occupations	1,545
41	sales & related occupations	1,239
33	protective service occupations	714
37	buildings & grounds clearing & maintenance occupations	635
47	construction & extraction occupations	595
21	community & social service occupations	584
49	installation, maintenance, & repair occupations	520
35	food preparation & serving related occupations	934

¹ In an effort to better understand the trends produced by the Massachusetts Job Vacancy (JVS) and the implications for workforce development policy, the EOLWD worked with its divisions to utilize the JVS data in a way that prioritized certain occupational vacancies over others. We call this the "Skills Gap" analysis. Essentially, the job vacancies reported in the 3 previous surveys (Q2 2005, Q4 2005, and Q2 2006) were filtered by the following criteria. If an occupational vacancy met the criteria below, it remained in our spreadsheet of vacancies. (NOTE: Excludes occupational codes/categories with "all other" in occupational name (ex. *Engineers, All Other*))

- Median Salary is greater than or equal to \$25,000; **and**
- Occupational Employment is greater than or equal to 1,000; **and**
- Number of Vacancies is greater than or equal to 200; **or**
- Vacancy Rate is greater than or equal to 5%; **or**
- Avg. Number of Vacancies beginning with Q2, 2004 is greater than or equal to 300

The filter criteria attempt to prioritize job vacancies that repeat on the survey tool multiple quarters and pay a higher wage. These criteria can be considered a proxy for a lack of skilled workers in that they "persist" in the economy over multiple cycles and the higher wage paid by the private sector market is an indicator of required skill for the vacancy.

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SOC*	SOC Title	Number of Critical Vacancies (Q2, 2006)
39	personal care & service occupations	301
23	legal occupations	261
27	arts, design, entertainment, sports, and media occupations	139
TOTAL NUMBER OF "CRITICAL VACANCIES"		37,085

**To better align with CIP codes, several SOC categories were combined.*

**COMPARISON OF GRADUATES AND VACANCIES
TOP 10 RANKED BY VOLUME**

RANK	VACANCIES	NUMBER	GRADUATES	NUMBER
1	office & administrative occupations (43) and management occupations (11)	10,777 (6,491+4,286)	Business Management and Administrative Services	17,496
2	healthcare Support (31), healthcare practitioner & technical occupations (29)	9215 (2,550+6,665)	Health Professions and Related Sciences	14,270
3	education, training, and library occupations	2,551	Education (13) AND Library Science (25)	10,728 (10,486+242)
4	computer & mathematical occupations	2,341	Social Sciences and History	7,170
5	business & financial operations occupations	2,036	Engineering (14) AND Engineering Related Technologies (15) AND Architecture/Related Programs (4)	6,144 (4,084+1,477+853)
6	transportation & material moving occupations	1,407	Visual and Performing Arts	5,395
7	architecture & engineering occupations	1,291	Psychology	4,549
8	life, physical & social occupations	1,545	Computer and Information Sciences (11) AND Mathematics (27)	4,183 (3,320+863)
9	sales & related occupations	1,239	Liberal Arts and Studies, General Sciences and Humanities	3,754
10	protective service occupations	714	Law and Legal Studies	3,281

The Administration and the Governor’s Transition Work Group places a high priority on expanding our ability to understand the “skill gaps” in the economy as expressed by the number of job vacancies requiring skills not present in our supply of unemployed workers. Despite Massachusetts stature as one of the most highly educated states in the nation, a significant portion of the 120,000+ unemployed people do not have the skills to go after the

jobs openings available. In order to provide information and political will to shift our investments, the Administration intends to support three main areas of focus: (1) enhance the data tools on job trends available to workforce intermediaries and education institutions, (2) convene major sectors (business, higher education institutions, workforce intermediaries etc) to outline critical skill needs, and (3) align public investments in skill development to meet all labor market needs along the continuum (incumbent worker training, sector initiatives, number of graduates with certificate and degrees in high demand occupations).

- D. *What is the Governor's vision for bringing together the key players in workforce development including business and industry, economic development, education, and the public workforce system to continuously identify the workforce challenges facing the State and to develop innovative strategies and solutions that effectively leverage resources to address those challenges? (§112(b)(10).)*

The new Administration developed the use of grassroots organizing as the foundation of its election campaign. This philosophy continued into office as a key method to bring together key stakeholders. The Governor organized multiple focus groups across the state to convene interested parties on Labor and Workforce issues (along with many other issues). The *Governor's Transition Team on Labor and Workforce* put out a white paper to set the stage for major policies and initiatives for the Administration. These goals have been presented in various settings, including the Massachusetts Workforce Investment Board (MWIB). In addition, the Administration made a renewed commitment to utilizing the MWIB to engage a diverse set of stakeholders to discuss workforce policy for the broader system. (More detail is included in the section on the MWIB.)

The Legislature also created a mechanism to bring together key players in workforce through an appointed Performance Accountability Task Force. The new Board is charged with looking at governance and accountability issues for the broader workforce system.

To address issues more frequently, the Administration organized a Development Cabinet including the Governor and the Secretaries of Energy and Environmental Affairs, Housing and Economic Development, Labor and Workforce Development and Transportation and Construction to integrate the expertise of several agencies in solving specific economic challenges.

Setting workforce development policy for the state system of Boards and One-Stop Career Centers is done by the Executive Office of Labor and Workforce Development (EOLWD) in concert with our state and local partners. Local Workforce Investment Boards set regional policies for local area resources. Given the number of stakeholders, EOLWD and local Boards must rely upon a collaborative and cooperative process working with other key state agencies and stakeholders. There are several ways in which key players are brought together to inform policy.

EOLWD often convenes *interagency strategy teams* of key partners as needed to develop policy on *special issues* or to design new grant programs that support policy goals. For

example, EOLWD and Commonwealth Corporation brought together a large group of representatives to design and implement a new “sector initiative” called the Workforce Competitiveness Trust Fund.

Below is a listing of Advisory Councils, Task Forces etc. with representation and or leadership from EOLWD:

- Pathways to Success by 21
- Executive Office of Health and Human Services Employment Committee
- Workforce Accountability Task Force
- Advisory Councils for Sector Initiatives (Trust Fund, ECCLI, SkillWorks)
- Rehabilitation Council – VR and MA Commission for the Blind
- Interagency Council on Housing and Homelessness
- Adult Education Strategic Planning
- Task Force on Community College Graduation Rates
- STEM Advisory Council
- Board of Higher Education Nursing Initiative
- Governor’s new Education Task Force
- Massachusetts Special Commission on After School and Out of School Time

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, 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, and other youth at risk? (§112 (b)(18)(A).)

The Administration sees youth as a key labor resource and future pipeline of highly skilled workers to grow the economy. Massachusetts has lost native born population in the last decade. Immigrants and youth transitioning into the workforce are critical sources of labor for Massachusetts. The new Governor recently announced an education vision spanning cradle to career. This new vision includes standards based testing such as MCAS and seeks to incorporate other methods of assessment. The Governor’s vision begins with early education and continues through the attainment of at least 2 years of post-secondary education. The Governor’s Advisor on Education is leading these efforts and coordinating new policy design and rollout with various agencies, including Labor and Workforce Development. The Governor launched the “Readiness Project” to design and rollout the education policies required to support this vision.

One of the Governor’s top three workforce priorities is to enhance the youth pipeline. Currently, this priority is taking shape through the following initiatives (all three priorities are described in more detail in Section II following).

- **Continued Implementation of Pathways to Success by 21 (P21)** (cross-agency). In alignment with the White House and federal youth vision, Massachusetts created an organizing effort to bring youth serving agencies together to improve cross-

program service design and partnerships. P21 was described in the FY06 and FY07 State Plan.

The new Administration recognized the organizing efforts of a prior statewide initiative called Pathways to Success by 21 (P-21) launched in 2004 by the Department of Workforce Development and the Department of Education in partnership with the Departments of Social Services, Youth Services, Mental Health, Public Health and Transitional Assistance as well as the Board of Higher Education and the Massachusetts Rehabilitation Commission. P-21 is facilitated by the Executive Office of Labor and Workforce Development and the Commonwealth Corporation on behalf of agency partners and “seeks to dramatically improve the future prospects for vulnerable youth across the Commonwealth—those aged 16-24, who are out-of-school, without diplomas, unemployed, or without the necessary skills to access good careers and to become productive citizens. Additional information can be found at www.p21.us.

State Level Activity

The P-21 Statewide Steering Committee is focusing on the following on-going objectives:

- Work with local communities across the state to measure, benchmark and plan for addressing the issues raised by P-21, focusing on small and disconnected efforts across the state that show promise but lack scale.
- Further develop state level and business community commitment to and action in addressing the barriers to success faced by vulnerable youth.
- Identify the state and local level political, legal and operational barriers to successfully working with vulnerable youth and potential solutions to these barriers.
- Begin raising funds for a 3-5 year commitment to redesign workforce development and social service systems to work more effectively for vulnerable youth in the Commonwealth.

The state steering committee developed nine statewide action steps below. In addition, the State Steering Committee oversees the 16 regional actions plans and implementation grants. To understand the level of activity associated with the nine statewide strategies, a list of the strategies and high level action steps is below. All strategies will be implemented across partners. www.p21.us has detailed action steps for each strategy.

STRATEGY #1: PUBLIC AWARENESS. Create broader public awareness with youth and families on consequences of dropping out and resource opportunities in community.

- Create Youth Portal on secondary and post-secondary education, career readiness and community resources by consolidating existing websites for Department of Education, Board of Higher Education and Department of Workforce Development

- Create searchable web database of resources for at-risk youth (building off of United Way 211 connect project), 1 800 hotline (211 Connect project) and hard copy 'Phone Book'
- Conduct a statewide Public Awareness Campaign targeting key information that affects at-risk youth. *Ready, Set, Go* campaign to promote higher education

STRATEGY #2: EARLY IDENTIFICATION. Work with partners to coordinate and align use of *Assessment and Early Identification* techniques of at-risk youth informed by dropout indicator data to inform interventions, programming and referrals. Build capacity at the Department of Education and schools to track early indicators using SIMS and new dropout data.

- Analyze statewide data to find warning signs (absenteeism, suspension, performance).
- Create share list of "risk indicators"
- Train schools to identify "high risk" students for early intervention.

STRATEGY #3: EARLY INTERVENTION. Identify effective intervention models and resources to support increased implementation. Scan of techniques.

STRATEGY #4: OUTREACH AND SUPPORT. Create outreach mechanism for dropouts and struggling students and coordinate cross-agency, systemic transitional supports for youth both in school and in the community.

- Gap analysis of state/federal resources supporting case management
- Eligibility analysis across funding streams – reduced barriers to enrollment
- Align service connections, case management and referrals for transitioning youth

STRATEGY #5: INCREASE ALTERNATIVE EDUCATION AND TRAINING OPTIONS. Increase the number of alternative educational pathways for struggling students and dropouts.

- Resource Map to describe gaps in funding
- Build state support for increased funding

STRATEGY #6: WORK-READINESS ASSESSMENT FOR YOUTH.

Disseminate existing core employment readiness competencies recognized by employers, and expand their use across the state.

- New work readiness assessment tool to improve youth employment outcomes
- Based on streamlined Work-Based Learning Plan
- Expand use of standard tool beyond MDOE and DWD

STRATEGY #7: UNIFIED STAFF DEVELOPMENT. Create a common approach to recruitment and professional development of front line youth workers across P-21 agency partners.

- Cross-agency trainings at the field level
 - 101 forums
 - CORI, Case Management, etc

- Integration of multi-agency focus in professional development
- Statewide Calendar of PD
- Long-term: Core competencies for youth workers

STRATEGY #8: ADDRESS PERSISTENT BARRIERS. In a Support Services Sub-Committee, address a) housing, b) transportation, c) CORI, and issues that affect at-risk youth.

- Work with Lt. Governor's Council on Homelessness and Housing
- CORI trainings across youth workers to address (jointly sponsored)
- Long-term: Transportation Issues

STRATEGY #9: SHARE DATA. Collaborate across agencies to share relevant data to inform program design and investment in services for at-risk youth. Build measures for P21 planning process to demonstrate effectiveness of partnership.

- Measures for statewide P21 – Process and Outcome
- Identification of statewide youth indicators across agencies - discrete projects
- Build off of K-16 data warehouse to add human service and workforce program data

The Patrick Administration was recently accepted as a 21st Century Skills Initiative state. The Partnership, a national network of states backed by 30 leading businesses and organizations, is working to ensure that every child masters content standards as well as the skills and competencies needed to be engaged and productive citizens and employees in an increasingly competitive global society. The work of P21 will support and integrate with the goals of this national movement, which brings a deeper school curriculum and standards focus to the organizing work of P21. The Executive Office of Labor and Workforce Development will work with the Governor's Office to execute this work.

Regional Activity

Both regional and state partners agreed: youth serving agencies needed to design strategies to support youth across transitions and build the capacity of existing services to better meet the needs of youth. To that end, the Department of Workforce Development awarded planning grants to the regional workforce areas to support the development of regional Strategic Action Plans. The goal of each strategic plan was to bring together representatives of the relevant youth serving agencies in the region to define three to five strategies to increase the region's capacity to meet the needs of at-risk youth. Each P21 Local Partnership lead organization facilitated an in-depth process with multiple stakeholders that resulted in a Regional Strategic Action Plan that articulates how they will work together to serve their most at-risk youth. The information from all of the plans was used by P21's state-level Steering Committee to inform the State's Strategic Action Plan, and to develop a set of organizing principles for future activity. Membership matrix of each local team is in Attachment D.

Regions continue to implement their Action Plans. Additional resources (primarily through Incentive Funding) is available for each area to work on action steps and also implement new services models that demonstrate partner integration.

- **Jobs for Youth Campaign.** The Governor’s commitment to enhancing the Youth Pipeline extends to a personal commitment to recruit a larger number of Massachusetts businesses as youth employers. He kicked off a “Jobs for Youth” campaign, putting out this public call to employers to hire youth for the summer, at the initial launch of the Commonwealth’s YouthWorks program. The Governor’s Office will work with the workforce system to design a series of events to engage business and ramp up hiring rates.
- **Expand Connecting Activities and Subsidized Employment.** A major factor in enhancing the youth pipeline is the expansion of “school to work” activities and subsidized employment to encourage employers to open their doors to young people. In the Governor’s first budget proposal, he expanded subsidized employment for youth by \$2M. In addition, the Administration is committed to finding ways to expand “Connecting Activities” efforts (school-to-career) to increase the number of high schools and youth who can participate (about half the high schools in MA work with a Connecting Activities program now). Expansions in these programs will also benefit from the Jobs For Youth Campaign and the goal of increasing the number of internships and jobs for *all* youth.
- **Support Governor’s Education Reform Vision.** On June 1, Governor Patrick called for a comprehensive, child-centered public education system that begins before kindergarten, continues through grade 12 and higher education, and extends to work force development and lifelong learning. The vision provides a clear platform for policy and practice developments that will deliver the best education to all students and that will enable our state be competitive in the 21st century.

The Readiness Project was launched to guide the implementation of the Governor’s plan. The Project members will focus specifically on how best to implement the Governor’s vision, including recommendations for fundamental, systemic change to:

- Deliver universal early education and care for 3-4 year olds as well as Full-Day Kindergarten;
- Expand time for teaching and learning;
- Improve teacher licensing and certification on a broad scale;
- Enhance and improve teacher mentoring, induction and professional development;
- Align curricula throughout the entire system;
- Position and support charter schools, pilot schools, and traditional district schools so they are cooperative components of a comprehensive system;
- Improve MCAS and introduce additional standards and assessments;
- Universally extend education an additional two-years; and
- Fund the education system as envisioned adequately, equitably, and reliably.

The Readiness Project will include a Leadership Team of well-known, national and local leaders of stakeholder communities including but not limited to the early education and care community, K-12 education community, community college community, higher education community, human services community, workforce development community, and business community.

II. State Workforce Investment Priorities

Identify the Governor's key workforce investment priorities for the State's {public} workforce system and how each will lead to actualizing the Governor's vision for workforce and economic development. (§§111(d)(2) and 112 (a)).

Since the campaign, the Patrick Administration developed the use of grassroots organizing to outreach to disengaged citizens, gather public support on issues and identify key areas of priority for newly elected Governor Patrick. This philosophy continued into office as a key method to develop public policy and civic engagement. As a result, the Governor organized multiple focus groups across the state after his election and before taking office in an effort to convene interested parties on Labor and Workforce issues (along with many other issues such as housing, education, economic development etc.). The *Governor's Transition Workgroup on Labor and Workforce* drafted a white paper to set the stage for major policies and initiatives for the Administration.

The Executive Office of Labor and Workforce Development worked with the Administration to convene and integrate feedback from multiple stakeholder groups to formulate the Governor's workforce priorities described below. Beginning with the initial recommendations of the Governor's Transition Workgroup, the EOLWD obtained input from state level leadership, the Massachusetts Workforce Board (MWIB) members, the regional Workforce Boards, the One-Stop Career Centers and Title I Administrators, the Executive Office of Housing and Economic Development, the Governor's Policy Advisors on Education and Workforce. The draft list of refined priorities was further discussed with Governor Patrick and a presentation of the three priority areas was presented again to the MWIB.

Over the next four years of the Administration and potentially beyond, these areas will mature, change and deepen. The Governor's major priorities are focused on 1) raising the capacity of the public workforce system to address the needs of workers and business, 2) closing the "skill gaps" in the existing labor force, and 3) enhancing the youth pipeline and our prospects for the future workforce.

PRIORITY ONE: Build Capacity of the Workforce System

The Massachusetts public workforce system initiated by creation of the Workforce Investment Act leads the nation in many ways. The system demonstrates high levels of program, service and systems integration within and across regions. Innovative program design continues to grow in many areas of the Commonwealth. The organizations implementing Workforce Boards and One-Stop Career Centers are moving into the "next phase" of implementation – moving from "start up" into capacity building and maturation cycles. A key goal for the Massachusetts workforce system is to ensure consistency of quality in baseline services. In

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fact, moving from a pure focus on “regional” implementation to a “systems” view of how each Career Center or Board operates within a larger statewide network. Job seekers and employers should expect a high degree of quality and consistency in the most basic of services.

Several workforce regions in Massachusetts developed extensive Board criteria, performance standards, continuous quality improvement process and chartering processes of One-Stop Career Centers. Our goal over the next two to four years will be to design and roll out a process to ensure that *every* workforce region – and by extension state or federal workforce service offered in an area – is engaged in certification processes based upon meaningful expectations for Boards and One-Stop Career Centers.

The FY06 and FY07 State Plan outlined a goal to implement a OSCC Certification Process anticipating similar requirements in WIA reauthorization. Massachusetts initiated this process and ultimately embarked on a revised baseline certification for Workforce Investment Boards instead of OSCC certification. In addition, other time consuming endeavors occurred within the last two years including preparation for Common Measures, data validation, and the state’s Connecting Claimants Initiative and Pathways to Success by 21.

Raising the capacity of the public system is a statewide priority for the new Administration. The set of initiatives described below interlock with each other and must move together to ensure successful movement on any. State and regional leaders support each area.

■ **Re-engage the Massachusetts Workforce Investment Board (MWIB):**

Upon taking office, the new Governor quickly populated the MWIB with new private sector members. The Secretary of Labor and Workforce Development convened MWIB members to listen to feedback on the most critical workforce issues from their perspective. The first meeting with the new Governor created new committees to reflect key issues heard in the listening sessions. Additional information on the State Board and new committees is contained in Section III.B.

■ **Certification of High Performing Boards :**

Massachusetts will work with the MWIB and regional partners to design criteria that underscore the state’s vision for a high performing *Workforce Innovation Board* as defined by leaders in the Commonwealth. In reviewing the work of the Commonwealth of Pennsylvania, Massachusetts has the opportunity to implement a similar process. We intend to interview PA workforce leaders to also get an understanding of the impact of the process to date.

Massachusetts is home to several Workforce Investment Boards that serve as models for that nation. Our goal is to have high quality consistency for all of our workforce areas. *Workforce Innovation Board* criteria will build off of the statutory requirements for Workforce Investment Boards under the Workforce Investment Act to better define the role of a Board. In PA, their criteria heavily focus on a Board’s knowledge and engagement with critical industry sectors. A significant amount of activity in “sector initiatives” has occurred in Massachusetts, often promoting Workforce Investment Boards as lead conveners. Thus, criteria for Workforce Innovation Boards could

include the Boards overall engagement in the public system, the level of private sector participation, the Boards understanding of critical sectors and use of data to support policy goals, the mechanisms put in place to ensure accountability of public sector staff, fundraising capacity, role of the Board as a workforce intermediary and capacity to convene major partners etc. Ultimately, our areas of focus will be determined through a process led by the Administration and the Executive Office of Labor and Workforce Development to ensure input from key stakeholders, including the MWIB and regional partners.

■ **Certification of One-Stop Career Centers:**

Similar to the rationale described above, the Administration and other state leaders will work with the MWIB and regional partners to define baseline criteria for our statewide One-Stop Career Center service delivery model. Criteria will be developed and reviewed at the state level for integration with the local Workforce Investment Board processes to charter and review One-Stop Career Center services already in place. Criteria will build on the existing state policy outlining “core services” and would further define expectations for service definitions for job seekers (including those with intensive service needs such as disabilities, low-income etc) and business, case management and referrals, training availability, baseline staffing patterns, data quality and tracking, financial tracking and cost sharing, customer satisfaction measures and continuous quality improvement tools etc. The areas of focus will ultimately be determined through a process lead by the Administration and the Executive Office of Labor and Workforce Development to ensure input from key stakeholders, including the MWIB and regional partners.

■ **Professional Development.**

The state of Massachusetts does not have a comprehensive plan for professional development to support expectations for the local/regional partners. Following the lead of several other states, we will review ways in which states have supported regions and the areas of training and support currently offered. Specifically, the new Administration intends to target training and support for Career Counselors and Business Service Representatives. This goal builds off of a dialogue from the 2006 Workforce Summit in Massachusetts. A specific “strand” of the Summit focused on professional development. The certification processes described above must be supported by information, training and resources from the state to assist regional partners in meeting criteria.

■ **Data Access and Analysis**

The Department of Workforce Development will kick off a set of initiatives to improve access and analysis of existing administrative data, wage record data and other sources. In addition, we will begin a campaign to improve data entry, consistency and quality in order to assist regions in measure their success. In addition, the Department of Workforce Development is setting up a continuous improvement process for centralized state staff that will also focus on state staff in One-Stop Career Centers in the future.

■ **Measure Success Across Agencies**

The state legislature launched a Performance Accountability Task Force to review the governance, performance and oversight of all state and federal workforce funding. The work of this Task Force will take place over the next year to year and a half. A key issue for this group of leaders is the ability to develop the same data definitions and measures across programs to compare results or describe overall trends and program impacts. Although Massachusetts secured agreements with state agencies on data definitions and measures, the state has not had the appropriate resources to begin sharing data for cross agency analysis. This is a key area of opportunity for the Task Force, which is chaired by the Legislature.

PRIORITY TWO: Align Education and Training investments with Employer Need

The Administration and the Governor's Transition Work Group placed high priority on expanding our ability to understand the "skill gaps" in the economy as expressed by the number of job vacancies requiring skills not present in our supply of unemployed workers. Despite Massachusetts stature as one of the most highly educated states in the nation, a significant portion of the 170,000+ unemployed people do not have the skills to go after the 86,000+ jobs job vacancies available. The Administration intends to support three main areas of focus as articulated by the initiatives below: (1) enhance the data tools on job trends available to workforce intermediaries and education institutions, (2) bring major sectors together to outline critical skill needs, and (3) align public investments in skill development to need.

■ **Regional Data from Job Vacancy Survey (JVS):**

The Administration will invest in the expansion of the statewide Job Vacancy Survey to increase the sample size in order to release occupational vacancy data at a regional level. Workforce Boards and their partners will have occupational level data on job vacancies by broad regions of the state. This information can be compared to types of business targeted for employer outreach, training enrollments, career counselor skill sets, available education and training certificate and degree programs in the region etc.

■ **Convene business/industry, higher education and workforce partners:**

In collaboration with the Massachusetts Board of Higher Education, the Administration will support the Commonwealth Corporation to bring together these major partners in a region of the state for the following purposes:

- Review Labor Market Needs (JVS);
- Discuss ways to align the number of graduates with certificates and degrees in critical occupations or those with persistent job vacancies. This is also a focus of the new "Sector Strategies" Committee of the Massachusetts Workforce Investment Board; and,
- Build out customized trainings based upon Job Vacancy and other data to use with regional workforce development, education, and business partners.

■ **Align Public Workforce Investments with Skill Needs based on Data**

Utilizing new information from data tools and regional dialogues with business, education and workforce development, the state will examine steps to better align the grants issued from the Workforce Training Fund (WTF), the Workforce Competitive Trust Fund and local formula funding etc. For example, the \$21M a year appropriation to the WTF could be used to target critical occupations/industries based upon regional analysis of JVS.

PRIORITY THREE: Enhance the Youth Pipeline:

The detail of this priority is described in Section I.E. The major initiatives under this priority are:

- **Continue Implementation of Pathways to Success by 21 (P21)**
- **Jobs for Youth Campaign**
- **Expand Connecting Activities and Subsidized Employment**
- **Support Governor’s Education Reform Vision**

III. State Governance Structure (§112(b)(8)(A).) - DWD

A. Organization of State agencies in relation to the Governor:

- 1. Provide an organizational chart that delineates the relationship to the Governor of the agencies involved in the public workforce investment system, including education and economic development and the required and optional One-Stop partner programs managed by each agency.*

ORGINIZATIONAL CHART IN ATTACHMENT A—Includes, the Governor’s Office, Executive Office of Housing and Economic Development, Executive Office of Labor and Workforce Development, Department of Workforce Development, Division of Career Services, Division of Unemployment Assistance, Commonwealth Corp, Board of Higher Education, Dept of Education (adult education and Voc Ed), Dept of Transitional Assistance, Dept of Housing and Community Development, Department of Social Services, Department of Youth Services, Mass Rehabilitation Commission, Mass Commission for the Blind, Executive Office of Elder Affairs, Department of Veteran’s Services.

- 2. In a narrative describe how the agencies involved in the public workforce investment system **interrelate on workforce and economic development issues** and the respective lines of authority.*

The answers provided in Section I. B and D describes the ways in which agencies generally interrelate on workforce development issues. In review, the public workforce development partners interrelate through the Governor’s Development Cabinet, Massachusetts Workforce Investment Board, a newly created, short-term Performance Accountability Task Force, the Local Workforce Investment Boards, and cross-agency collaborations on specific policy issues. Attachment A demonstrates the larger organizational chart for workforce development beyond Workforce Investment Act and Wagner Peyser. Attachment C demonstrates the communication relationships for the public workforce investment system.

B. State Workforce Investment Board (§112(b)(1).)

1. Describe the organization and structure of the State Board. (§111.)

The Massachusetts Workforce Investment Board (MWIB) is established under Executive Order number 413, as amended by Executive Order 430. In 2003, the Massachusetts General Court adopted statutory language concerning the organization and structure of the Board, which was similar to, though not identical to the executive orders. The text of Executive Orders and statute are included in **ATTACHMENT B**. The MWIB membership is described in the next question.

The MWIB has an executive committee and several teams to help it accomplish its mission.

As the MWIB is a very large board, the Executive Committee, consistent with its name, is responsible for taking executive action whenever a decision is needed before the next regularly scheduled meeting of the full board. The Executive Committee will routinely meet to discuss and set the agenda for the full board. The Executive Committee is also governed by state law:

MGL Ch 23H Sec. 7: State Workforce Investment Board: (d) There shall be an executive committee of the state workforce investment board.

i) The executive committee shall be chaired by the director of workforce development, and include the following members: a community college president with expertise in workforce development issues, selected by the Massachusetts Community College Association; the director of adult basic education in the department of the Board Education; the commissioner of the department of transitional assistance; two individuals who, because of their vocations, employments, occupations, or affiliations, shall be classed as employers; and two individuals who, for like reasons, can be classed as employees. Said members shall be, by virtue of their membership on the executive board, also members of the State Workforce Investment Board.

ii) Said executive committee shall develop legislative and regulatory proposals and identify administrative impediments to the efficient delivery of workforce development programs throughout the commonwealth, including, but not limited to assisting the Governor, or his designee, in preparing the strategic plan for the development of the Massachusetts Workforce Investment System for Massachusetts residents and businesses pursuant to the Workforce Investment Act of 1998. The executive committee shall also carry out such additional responsibilities as the Governor may from time to time require. The executive committee shall consult with the entire Workforce Investment Board in developing such proposals.

MWIB Sub-Committees

At the April 11, 2007 meeting, the members of the Massachusetts Workforce Investment Board created three sub-committees to address economic opportunity, the shortage of skilled labor and the Adult Basic Education system. The three sub-committees are:

1. ABE/ESOL; the mission of the ABE/ESOL sub-committee is to investigate effective models to better link these programs with workforce training and actively work to forge greater partnerships that build the best possible ABE/ESOL model. The committee has begun a plan that involves researching ABE/ESOL work place/education best practice models, researching effective models of integration, workforce education grants that are geared toward low skilled, low income and constituents of limited English proficiency, and understanding employer needs. The end result is to provide policy recommendations to establish ABE/ESOL programs with worker training.
2. Links to Education: The mission of the Links to Education sub-committee is to determine how to better integrate workforce development into Vocational/Technical Schools and the public/private higher educational system. The committee has started a plan that involves: defining the issue (the number of grads private/public, researching the needs of state employers, defining the gap, defining the barriers (basic skills, flexibility of higher education, industry needs, high end workforce needs, courses that are not transferable to the skills needed, etc), defining solutions (models of collaboration with employers and higher education), and formulating recommendations. The end result for the sub-committee is to provide recommendations to strengthen the alignment of the workforce public/private higher education systems with employer skilled labor needs.
3. Sector Priorities: The mission of the Sector Priorities sub-committee is to explore high growth industries and advance sector professions while incorporating regional strategies to address our jobs/skills mismatch, upgrading the skills of existing employees and filling labor market needs. The sub-committee has chosen three industries to start with; Science/Bio-Tech, Healthcare and Hospitality. The Sector Priorities sub-committee is first starting with the allied health sector. They have developed a plan that uses the Job Vacancy Survey for allied health definitions, they will look at trends of employers who hire in Allied Health and track progress over time. After the trends have been researched, the sub-committee will define success to reduce the skills gap, define role of Government/Education industry, research information resources (industry/public) to create models to reduce the skills gap, monitor measures of success. The steps previously mentioned will produce the end point: providing recommendations to the Governor and the Secretary of Labor & Workforce Development that lead to a reduction in percentage of the skills gap.
4. Performance Accountability: The MWIB recently voted (Summer 2007) to create a Performance Committee to oversee an annual performance report on behalf of the broader workforce system. In addition, this committee will discuss and move forward votes to the full Board on the “Workforce Innovation Board” Certification process and

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One-Stop Career Center Certification process discussed in the section of the Administration’s priorities.

As sub-committees complete their work, new teams can and will be created. The next team under discussion will possibly be dealing with workforce training needs of special populations, i.e. high school dropouts, elder workers, immigrants, and people with disabilities.

Sub-Committees of the Massachusetts Workforce Investment Board were created in 2007 to specifically to meet the U.S. DOL requirement that states make their workforce development systems demand driven.

2. *Identify the organizations or entities represented on the State Board. If you are using an alternative entity which does not contain all the members required under section 111(b)(1), describe how each of the entities required under this section will be involved in planning and implementing the State’s workforce investment system as envisioned in WIA. How is the alternative entity achieving the State’s WIA goals? (§111(a-c), 111(e), and 112(b)(1).)*

Using the membership language contained in the Workforce Investment Act, the following tables identify how the Massachusetts Workforce Board is in compliance with all membership requirements established under federal law.

(a) In General.--The Governor of a State shall establish a State workforce investment board to assist in the development of the State plan described in section 112 and to carry out the other functions described in subsection (d).

(b) Membership.--

(1) In general.--The State Board shall include—

Federal WIA requirement	<i>Massachusetts Workforce Investment Board requirement/ compliance</i>
(A) the Governor;	<i>The Governor is not only a member of the Board, but also is co-chair, by executive order</i> 1. Governor Deval L. Patrick
(B) 2 members of each chamber of the State legislature, appointed by the appropriate presiding officers of each such chamber; and	<i>In addition to the two members of each chamber appointed by the presiding officer, Massachusetts also requires, by executive order and state law, a third member of each chamber be appointed to the board by the minority leader</i> 1. Senator Thomas McGee (Senate President’s designee) 2. Senator Edward M. Augustus (Senate President’s designee) 3. Representative Daniel Bosley (Speaker’s designee) 4. Representative Michael Rodrigues (Speaker’s designee) 5. Representative Bradley Jones (Minority Leader’s designee) 6. Senator Bruce Tarr (Minority Leader’s designee)
(I) Owners of businesses, chief executives or operating officers of businesses, and other business executives or employers with	<u>Private Sector 1 through 14</u> 1. Lisa Guscott, President, Long Bay Management 2. Edward Diamond, President, Snelling Personnel 3. Glynn Lloyd, president/CEO City Fresh Foods

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Federal WIA requirement	Massachusetts Workforce Investment Board requirement/ compliance
optimum policymaking or hiring authority, including members of local boards described in section 117(b)(2)(A)(i);	<ol style="list-style-type: none"> 4. Gerald Maurerti, Founder & CEO, Engineered Yarns Company 5. Jame Powell, President, The Baybery Inn 6. William Zammer, Principal, Cape Cod Restaurants 7. Alfred Cotton, Jr, Public Affairs Manager, Nypro, Inc 8. Lisa Zankman, Senior Vice President, Human Resources, Beth Israel Deaconess Medical Center 9. Joshua Boger, Ph.d, CEO, Vertex Pharmaceuticals, Inc 10. Anthony R. Sapienza, President, Joseph Abboud manufacturing Corp. & Chair, Greater New Bedford WIB 11. John Kovach, Vice President, Raytheon Company 12. Martin Madaus, CEO, Millipore 13. Thomas Poppey, Vice President, State Street Corporation 14. Randall Shepard, CEO, Eye Health Services ----- 15. Don Anderson, Director Workforce Central Career Center
(II) represent businesses with employment opportunities that reflect the employment opportunities of the State; and	<i>MWIB membership is designed to represent a cross section of employers with employment opportunities. Currently, members represent financial services, real estate, manufacturing, bio tech, health care, professional services, science & engineering, labor unions, commercial construction companies, food services, engineering consultants, community based organizations, public education organizations, hotel services and elder services, and job training corporations.</i>
(III) are appointed from among individuals nominated by State business organizations and business trade associations;	1. Warren Pepicelli, Business Manager, UNITE HERE
(ii) chief elected officials (representing both cities and counties, where appropriate);	<ol style="list-style-type: none"> 1. Mayor Michael Sullivan (Lawrence) 2. Mayor Richard Sullivan (Westfield)
(iii) representatives of labor organizations, who have been nominated by State labor federations;	<ol style="list-style-type: none"> 1. Art Sisko, Business Manager, Carpenters Local 107 2. Robert Haynes, President, AFL-CIO 3. Lou Mandarin, Business Manager, Laborers Local 22
(iv) representatives of individuals and organizations that have experience with respect to youth activities;	<ol style="list-style-type: none"> 1. Elmer Bartels, Commissioner, Mass. Rehabilitation Commission 2. Margaret McKenna, President, Lesley College
(v) representatives of individuals and organizations that have experience and expertise in the delivery of workforce investment activities, including chief executive officers of community colleges and community-based organizations within the State;	<ol style="list-style-type: none"> 1. Joan Cirillo, Executive Director, Operation A.B.L.E. 2. Anne Serino, Director of Adult Basic Education 3. Ali Noorani, Executive Director, Mass. Immigrant Refugee Advocacy Coalition 4. David Driscoll, Commissioner, MA Department of Ed 5. Suzanne M. Bump, Secretary, Executive Office of Labor and Workforce Development 6. Patricia Plummer, Chancellor, MA Board of Higher Ed 7. Carol Cowan, President Middlesex Community College 8. David Mackley, Director, Department of Workforce Development.

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Federal WIA requirement	<i>Massachusetts Workforce Investment Board requirement/ compliance</i>
	<p>9. David Hartleb, President, Essex Community College 10. Jerome Rubin, CEO, Jewish Vocational Services 11. Edward Malmborg, Director, Division of Unemployment Assistance, 12. Judyann Bigby, MD Secretary, Office of Health and Human Services 13. Robert Coughlin, Undersecretary, Economic Development 14. Jennifer James, Undersecretary, Executive Office of Labor and Workforce Development 15. Daniel O’Connell, Secretary, Executive Office of Housing & Economic Development 16. Julia Kehoe, Commissioner, Department of Transitional Assistance (DTA)</p>
(vi)(I) the lead State agency officials with responsibility for the programs and activities that are described in section 121(b) and carried out by one-stop partners; and	<i>The lead State agency officials and several tangential officials with responsibility for the programs and activities that are described in section 121(b) and carried out by one-stop partners are all members of the MWIB.</i>
(II) in any case in which no lead State agency official has responsibility for such a program, service, or activity, a representative in the State with expertise relating to such program, service, or activity; and	<i>Not applicable, as all lead state agency officials are members of MWIB</i>
(vii) such other representatives and State agency officials as the Governor may designate, such as the State agency officials responsible for economic development and juvenile justice programs in the State.	<i>Both by executive order and by state statute, numerous other agency officials have been added to the MWIB</i>
(2) Authority and regional representation of board members.-- Members of the board that represent organizations, agencies, or other entities shall be individuals with optimum policymaking authority within the organizations, agencies, or entities. The members of the board shall represent diverse regions of the State, including urban, rural, and suburban areas.	<i>With several members of the Governor’s cabinet, and numerous agency heads, the individuals clearly have optimum policymaking authority. MWIB also has representatives of the diverse regions of the state.</i>
(3) Majority.--A majority of the members of the State Board shall be representatives described in paragraph (1)(C)(i). [<i>private sector business</i>]	<p>1 through 14 listed above [<i>(I) Owners of businesses, chief executives or operating officers of businesses, and other business executives or employers with optimum policymaking or hiring authority, including members of local boards described in section 117(b)(2)(A)(i)</i>] 15. Joseph Bevilacqua, President, Merrimack Valley Chamber of Commerce 16. Chris Cooney, President & CEO, Metro South Chamber of Commerce</p>

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Federal WIA requirement	<i>Massachusetts Workforce Investment Board requirement/ compliance</i>
	17 Harvey Leong, Harvey Leong LLC 18. John Lipa, Vice President of Operations, N. Adams Steeplecats & Chair, Berkshire Workforce Investment Board 19. Philip Polimeno, Director, Corporate Technology Recruiting & Staff Development 20.. William Spring, Vice President, Federal Reserve of Boston 21.. Michael Tow, President, New Boston Financial 22. Patricia Williams, Senior Vice President, Harbor One Credit Union 23. Alan McDonald, President, Ma Business Roundtable 24. Cora Beth Abel, Executive Director, Mass State Science & Engineering Fair 25. Charlene Allen, President, CDM 26. Carolyn Blanks, Vice President, Mass Extended Care Foundation 27. James Boyle, Assistant Director of Economic Development, Greater Boston Chamber of Commerce 28. Kevin O’Sullivan, President/CEO, Mass Biomedical Initiative 29. John Schneider, President, MassInc 30. Jack Healy, CEO, Mass Manufacturing Partnership 31. Vacant 32. Vacant 33. Vacant
(c) Chairman.--The Governor shall select a chairperson for the State Board from among the representatives described in subsection (b)(1)(C)(i).	<i>The Governor has selected a chairperson for the State Board from among the representatives described in subsection (b)(1)(C)(i), and will continue to do so.</i> 1. Joseph Bevilacqua, President, Merrimack Valley Chamber of Commerce, co-chairs with the Governor

3. *Describe the process your State used to identify your State board members. How did you select board members, including business representatives, who have optimum policy-making authority and who represent diverse regions of the State as required under WIA? (20CFR 661.200).*

The process used to identify State board members was developed to comply with both the Executive Order creating the board, as well as the state law that was similar, but not identical, to the existing Executive Order.

To institute this process, invitations were sent to all the required organizations, and several that were not required, inviting them to nominate people for consideration. For example, the AFL-CIO, the Massachusetts Workforce Board Association, and the Massachusetts Extended Care Federation all sent in the names of nominees to be considered. Members mandated by nature of their position, either by executive order or state law, were notified they were automatically members by nature of the position they held.

With the election of a new Governor, 13 members were sworn in by the Governor on April 11, 2007. Attention was paid to geographic, industry, and other factors to ensure that

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diverse interests were represented on the board. The majority of the board members have terms that expire in May of 2008. Members will be reviewed for possible re-nomination.

4. *Describe how the board’s membership enables you to achieve your vision described above. (§§111(a-c) and 112(b)(1).)*

The membership of the Massachusetts Workforce Investment Board allows the Board to assist the Governor in achieving the Administration’s priorities by drawing on the diverse private sector experience represented on the Board, as well as the expertise of the public sector. Massachusetts, by both executive order and state law, has a very large state workforce investment board (65 Members). While this presents some challenges in organization, it also allows the Commonwealth to draw on a greater breadth and depth of experience.

The MWIB also takes on initiatives with its membership to support the vision of the workforce development system and the goals of the Administration. For example, MWIB leadership has participated in events related to articulation signing agreements with Vocational High Schools, State Workforce Partners Meetings, and Workforce Training Fund Activities.

The Massachusetts Workforce Investment Board created three sub-committees (Links to Education, Sector Initiatives, ABE/ESOL), to support the Administration’s goal of strengthening workforce development, analyzing regional workforce priorities, improving the matching of workers and jobs, and closing the labor skills gap.

5. *Describe how the Board carries out its functions as required in sec. 111 (d) and 20 CFR 661.205. Include functions the Board has assumed that are in addition to those required. Identify any functions required in sec. 111 (d) the Board does not perform and explain why.*

All of the functions of the Board, as directed by federal law, involve various ways to “assist” the Governor. At the Governor’s direction, the Board works with many departments, as their department leader, for example, a cabinet secretary, has been designated the lead individual in that area by the Governor. Thus our assistance is in the form of discussions and dissemination of information or new initiatives.

Federal WIA requirement	<i>Massachusetts Workforce Investment Board Initiative / Requirement / Compliance</i>
Making Workforce Development “Demand Driven”	<i>Creation of Industry-focused Sub-Committees (Links to Education, Sector Initiatives, ABE/ESOL)</i>
Conducting outreach to key employers throughout the state, to match needs of the employers hiring with services of state	<i>Asking key employers and community based organizations to participate in Sub-Committees meetings</i>
111(d) Functions.--The State Board shall assist the Governor in--	

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Federal WIA requirement	<i>Massachusetts Workforce Investment Board Initiative / Requirement / Compliance</i>
(1) development of the State plan;	<i>The state board assisted the governor in the development of the five year state plan after passage of WIA in 2007. While re-authorization of WIA is pending during 2005, the executive committee and the full board will assist the governor in developing the state plan providing feedback on Plan drafts to state workforce development staff, and reviewing the two-year interim state plan.</i>
(2) development and continuous improvement of a statewide system of activities that are funded under this subtitle or carried out through a one-stop delivery system described in section 134(c) that receives funds under this subtitle (referred to in this title as a "statewide workforce investment system"), including-- (A) development of linkages in order to assure coordination and non-duplication among the programs and activities described in section 121(b); and (B) review of local plans;	(2) <i>The Massachusetts Workforce Investment Board is assisting the Governor in the development and continuous improvement of the workforce development system by creating and utilizing the sub-committees outlined above.</i> (A) <i>The state board has created and participated in projects designed to assure coordination and prevent duplication among programs. Examples include the Workforce Investment Profiles describing all WFD resources by region.</i> (B) <i>In past years, the state board has assisted the governor in review of state plans, by helping to develop the review standards that are currently used by the Division of Career Services to conduct those local plan reviews.</i>
(3) commenting at least once annually on the measures taken pursuant to section 113(b)(14) of the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C 2323(b)(14));	<i>The MWIB has not recently commented on these measures.</i>
(4) designation of local areas as required in section 116;	<i>In previous years, the state board assisted the governor in designation of local workforce areas. The same designations are in place today.</i>
(5) development of allocation formulas for the distribution of funds for adult employment and training activities and youth activities to local areas as permitted under sections 128(b)(3)(B) and 133(b)(3)(B);	<i>Approved by MWIB at inception of WIA. Allocations have not changed.</i>
(6) development and continuous improvement of comprehensive	<i>Performance measures for the workforce development system include the 17 Workforce</i>

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Federal WIA requirement	<i>Massachusetts Workforce Investment Board Initiative / Requirement / Compliance</i>
State performance measures, including State adjusted levels of performance, to assess the effectiveness of the workforce investment activities in the State as required under section 136(b);	<i>Investment Act standards. Given the burden of data collection, additional measures have not been imposed by the MWIB.</i>
(7) preparation of the annual report to the Secretary described in section 136(d);	<i>The annual report is prepared by DCS on behalf of DWD and the MWIB.</i>
(8) development of the statewide employment statistics system described in section 15(e) of the Wagner-Peyser Act; and	<i>The state board assisted the governor in developing statewide employment statistics by working with other workforce related state agencies to create the “Workforce Labor Market Profiles” which delineates major LMI sources by the 16 WIB areas and the state as a whole.</i>
(9) development of an application for an incentive grant under section 503.	<i>Massachusetts has been eligible for three years of incentive funding. The SWIB played a role in designing use of funds through inter-agency discussions on committing the funding to youth programming.</i>

All of the functions of the Board, as directed by federal law, involve various ways to “assist” the Governor. At the Governor’s direction, the Board works with many departments, as their department leader, for example, a cabinet secretary, has been designated the lead individual in that area by the Governor. Thus our assistance is in the form of discussions and dissemination of information or new initiatives.

6. *How will the State board ensure that the public (including people with disabilities) has access to board meetings and information regarding State board activities, including membership and meeting minutes? (20 CFR 661.205)*

Local Workforce Investment Boards: The state ensures that all Local Workforce Investment Boards follow public meeting law regulations by making this a requirement in the WIB certification process and the annual monitoring of local areas by reviewing the way they conduct board meetings. *Language on the Massachusetts Open Meeting is include in Attachment H.*

Massachusetts Workforce Investment Board: All MWIB meetings are public forums and are posted through the Secretary of the Commonwealth’s Massachusetts State Publications and Regulations. In addition, notices are sent out to all Board members and workforce development partners via direct mail and email list servers. All meetings are governed by the Massachusetts open meeting laws (see below for description). Meetings are scheduled months in advance and notice is sent to all

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workforce partners on the MWIB mailing list. In addition, minutes to our meetings are electronically transferred and a hard copy is mailed to each of our Board members. Furthermore, all of our full Board meetings are recorded on a digital voice recorder.

Each MWIB meeting assembly is held in a facility that is wheelchair accessible. Meetings for 2007 & 2008 are scheduled at Board member's work sites across the state. Meetings are operated in accordance with the following language in MA Open Meeting Law.

Place and Time of Meetings; Disabled Access

Under a ruling issued jointly by the State Office on Disability and the Attorney General, all open meetings of governmental bodies must be accessible to persons with disabilities. The ruling was based on a number of federal and state civil rights statutes and a provision of the state constitution, read in conjunction with the Open Meeting Law's requirements that meetings be "open to the public" and that "any person" be permitted to attend open meetings.

Under this ruling, all open meetings must be held in locations accessible by a wheelchair without the need for special assistance. If the town or city hall does not yet have such space, another location that is accessible must be found. Additionally, sign language interpreters for deaf or hearing-impaired persons must be provided, subject to reasonable advance notice.

7. *Identify the circumstances which constitute a conflict of interest for any State or local workforce investment board member or the entity that s/he represents, and any matter that would provide a financial benefit to that member or his or her immediate family. (§§111(f), 112(b)(13), and 117(g).)*

The *Massachusetts Workforce Investment Board* adopts and incorporates the requirements of the Massachusetts Conflict of Interest Law, M.G.L. Chapter 268A into these By-Laws. Members of the Board are provided with a copy of Chapter 268A upon appointment to the Board and members must acknowledge their receipt and awareness of the law's requirements by signature upon receipt. All members of the Board must attend a training session approved by the co-chairs or provided by the Massachusetts State Ethics Commission within one year of appointment to the Board. The Director of the MWIB typically arranges and schedules a group training session in conjunction with the State Ethics Commission at least once per year for the convenience of members.

Each *local workforce investment board* must develop a fair and impartial review process which incorporates in its by-laws a conflict of interest statement in compliance with the Commonwealth of Massachusetts conflict of interest laws (MGL Chapter 268A and B). The Conflict of Interest Law regulates the conduct of all state, county and municipal employees and volunteers, whether paid or unpaid, full or part-time, intermittent or temporary (<http://www.mass.gov/ethics/web268A.htm>). General Law chapter 268A governs what public officials and employees may do on the job, what they may do after hours, or on the side, and what they may do after they leave public service. The Financial

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Disclosure Law, G.L.c. 268B, requires certain individuals, officials and candidates for elected office to file statements of financial interests, or a S.F.I., with the Ethics Commission (<http://www.mass.gov/ethics/web268B.htm>). LWIB member may not participate in discussions or vote on proposals in which they have a financial or other interest as described in the statement. Signed Conflict of Interest Statements for each member must be kept on file.

In addition to any matter that would provide a financial benefit to that member or his/her immediate family, State and/or local Board members may not engage in any activity determined by the Governor to constitute a conflict. Members must notify the Chair or Executive Director of the State WIB or LWIB of any situation they believe has the potential of being in conflict or the appearance of being in conflict. Members are provided with copies of the following General Laws of Massachusetts: Chapter 268A. Conduct of Public Officials and Employees and, Chapter 268B. Financial Disclosure by Certain Public Officials And Employees.

8. *What resources does the State provide the board to carry out its functions, i.e., staff, funding, etc.? 15% funding for Executive Director and Associate Director; agency staffing for committees etc.?*

Funding support for the MWIB Executive Director is from 15% funding. The State provides office space for the Executive Director and also phone, fax, internet, photo copying and related support services. The State also provides meeting areas for the board, the executive committee, and the various teams. State staff from various agencies contribute heavily to preparation materials, agendas and presentations for the MWIB and its committees.

- C. *Structure/Process for State Agencies and State Board To Collaborate and Communicate With Each Other and With the Local Workforce Investment System (§112(b)(8)(A).)*

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), 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 Governor has empowered the MWIB to work collaboratively with all state and local agencies to promote operational collaboration. The MWIB identifies workforce development issues, sector and regional priorities and barriers to engage its private sector membership to promote the workforce development system. The committees of the MWIB are cross-agency and often raise issues considered politically difficult to discuss. Private sector leadership of the committees often allows public partners to move beyond “turf” issues and focus on the issue or problem to solve.

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2. *Describe the lines of communication established by the Governor to ensure open and effective sharing of information among the **State agencies** responsible for implementing the vision for the public workforce system and between **the State agencies and the State workforce investment board**.*

As stated in Section I. D. the Massachusetts Workforce Investment board, the local workforce investment boards, and various ad-hoc inter-agency strategy teams were established by the Governor to ensure lines of communication among state agencies.

3. *Describe the lines of communication and mechanisms established by the Governor to ensure timely and effective sharing of information between the **State agencies/State Board and local workforce investment areas** and local Boards. Include types of regularly issued guidance and how Federal guidance is disseminated to local Boards and One-Stop Career Centers. (§112(b)(1).)*

The State communicates with local workforce investment areas through several mechanisms. First, Workforce Partner Communications are issues to announce information and policy related to the workforce development system. Second, the Executive Office of Labor and Workforce Development sponsors a monthly meeting with all local workforce investment partners to discuss policy and operational issues. Third, the state relies on the Massachusetts Workforce Board Association (membership is composed of the 16 Workforce Investment Boards) and the Massachusetts Workforce Investment Act Association (membership composed of the One-Stop Career Center Directors and the WIA Title I Administrators) to disseminate information and vet policy or operational questions. A diagram of communication is included in **ATTACHMENT C**.

4. *Describe any cross-cutting organizations or bodies at the State level designed to guide and inform an integrated vision for serving youth in the State within the context of workforce investment, social services, juvenile justice, and education. Describe the membership of such bodies and the functions and responsibilities in establishing priorities and services for youth. How is the State promoting a collaborative cross-agency approach for both policy development and service delivery at the local level for youth? (§112(b)(18)(A).)*

A statewide initiative called Pathways to Success by 21 (P-21) was launched in 2004 by the Department of Workforce Development and the Department of Education in partnership with the Departments of Social Services, Youth Services, Mental Health, Public Health and Transitional Assistance as well as the Board of Higher Education and the Massachusetts Rehabilitation Commission. P-21 is facilitated by the Commonwealth Corporation on behalf of agency partners and “seeks to dramatically improve the future prospects for vulnerable youth across the Commonwealth—those aged 16-24, who are out-of-school, without diplomas, unemployed, or without the necessary skills to access good careers and to become productive citizens.” Vulnerable youth are defined as “youth 16-24 years old who are out-of-school and out of work, who may be in foster care, court involved, persons with disabilities, a teen parent, or otherwise disconnected from mainstream work and learning opportunities.”

IV. Economic and Labor Market Analysis (§112(b)(4).)

As a foundation for this strategic plan and to inform the strategic investments and strategies that flow from this plan, provide a detailed analysis of the State's economy, the labor pool, and the labor market context. Elements of the analysis should include the following:

A. What is the current makeup of the State's economic base by industry?

Recent Labor Market Trends

After enjoying robust employment growth in the late 1990s, Massachusetts lost 205,100 jobs between the peak and the trough of the latest downturn (February 2001 to December 2003) or 6.1 percent of its nonfarm jobs. This was the largest statewide percentage decline in the nation. Although Massachusetts suffered greater job losses in the recession of the early 1990s, losing about 360,000 jobs (an 11.4 percent job loss), the state recovered all job losses by 1998 and reached a peak employment level of 3,384,000 in February 2001. In contrast to the nation as a whole, the state has not fully recovered from the 2001 recession. Massachusetts total non-farm employment stood at 3,271,300 as of April 2007, a gain of 92,400 since the December 2003 low-point, but 112,700 below the February 2001 cyclical high.

The majority of the job losses were concentrated in three sectors: manufacturing (about 112,000), professional and business services (about 68,000), and information technology (about 30,000). The rate of job loss in information was 26 percent and employment is essentially unchanged since the low-point. Manufacturing has been in a secular downturn for decades and continues to shed employment even during the recovery period, albeit at a slower rate. Professional and business services have recovered almost 42,000 jobs since June of 2003, but the sector is still over 26,000 below the January 2001 peak of 506,600. In general, the 2001 recession affected Massachusetts more severely than the U.S. due to its particular industry mix. The same industry mix that propelled the Massachusetts economy during the 1990s led to a longer and much sharper rate of job decline than the U.S. in the recent recession. Massachusetts has higher job concentrations than the U.S. in five key areas: Education and health services; professional, scientific, and business services; financial activities; information technology; and high tech manufacturing. Heavy losses in all of these areas except education and health services exacerbated its overall job decline.

From mid 2000 to mid 2003 the Massachusetts unemployment rate rose steadily to 5.9 percent. Despite the increase in unemployment, Massachusetts' unemployment rate was consistently lower than the U.S. rate throughout the economic downturn. Starting in mid 2003, the state's unemployment rate reversed direction and declined to 4.8 percent during most of 2005 and the first quarter of 2006. The Massachusetts rate started climbing again, peaking at 5.3 percent in early 2007 before dropping to 4.6 percent by April 2007. However, since January 2006, the Massachusetts unemployment rate has been higher than the U.S., except for two months when it matched the U.S. rate. On an annual average basis, Massachusetts averaged 5.0 percent in 2006, which was the third highest rate of eleven comparable large industrial states. Only the rust-belt states of Michigan and Ohio exceeded the Massachusetts unemployment rate. This was the first time since 1994 that the state annual average rate has exceeded the U.S. rate. In 2004, the state had the third lowest rate of the eleven comparable industrial states, lower than

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all except Florida and New Jersey. It is too early to determine whether the deteriorating unemployment situation, relative to the U.S., is the start of a new trend or a temporary anomaly. It should be noted that Massachusetts had consistently higher unemployment rates than the nation from 1989 until the high-tech. boom of the mid-nineties when the situation was reversed.

State's Economic Base by Industry – Growth and Decline

Based on 2006 annual averages, approximately one-half of Massachusetts' job base was concentrated in three industry super sectors: education and health services (18.7%); trade, transportation, and utilities (17.6%); and professional, scientific, and business services (14.5%). With employment expanding in education and health during the economic downturn as well as during the recovery, this sector increased its employment share from 16.4 percent in 2000 to 18.7 percent in 2006, and now surpasses trade, transportation, and utilities as the Commonwealth's largest super sector. Conversely, total manufacturing employment is becoming increasingly less important to the Massachusetts economy in terms of total employment. In 2000, manufacturing represented 12.1 percent of total employment. The level for 2006 stood at 9.2 percent. In 1990 manufacturing held a share of 16.3 percent.

The Massachusetts economy remains technology-based, and despite the job losses in high-tech during the downturn, these industries still employ a much greater-than-average proportion of the workforce. It should be noted that Massachusetts also continues to have a relatively higher proportion of employment in the high-tech component of manufacturing which includes computer and electronic products and medical equipment manufacturing.

Defense-related high-tech companies (in particular, those producing electronics and communications equipment) remain an important part of the Massachusetts economy. In FY 2006 Massachusetts ranked eighth in the nation in terms of Department of Defense prime contract awards totaling \$9.1 billion. 43.4 percent of all defense procurement dollars were for either electronics and communication equipment or missile and space systems.

Because Massachusetts has a higher-than-average concentration of firms in the high tech, finance, and health care industries, a greater-than-average proportion of its jobs are in professional and technical occupations.

Small employers dominated Massachusetts business enterprises. Among the 205,450 establishments reporting employment in March 2006, 86.9% had fewer than 20 employees. These firms accounted for 23.2% (726,218) of the total number of jobs (3,135,751) in the Commonwealth. In contrast, 4,954 establishments (2.4%) reported having at least 100 employees. These firms were responsible, however, for 48.7% (1,527,835) of all the jobs.

In 2005 Massachusetts real gross domestic product grew by only 1.7 percent, the 42nd fastest growth rate in the nation. In 2004 Massachusetts real GDP grew more than twice as fast at 3.6 percent.

B. What industries and occupations are projected to grow and/or decline in the short term and over the next decade?

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According to the latest Industry/Occupational Projections, the Massachusetts economy should expand by 7.8 percent, generating over 265,000 new jobs by 2014. An additional 799,000 job openings will result from the need to replace workers who retire or change careers. In total, nearly 1.1 million jobs will need to be filled by 2014. The U.S. economy is projected to grow by 13.0 percent over the same period.

While job growth will vary widely by industry, several of the most rapidly growing sectors will be those in which Massachusetts has a comparative advantage relative to the nation as a whole. For example, the proportion of workers in the important and high paying professional and technical services sector is 32 percent higher in Massachusetts than in the nation as a whole. Employment is projected to grow by 24.3 percent which is over three times the state's projected 7.8 percent growth rate. Within this sector, growth will be particularly strong in management and technical consulting services, scientific research and development services, computer systems design services and accounting and bookkeeping services.

Health services will also continue to be a major source of job growth in Massachusetts. Employment is expected to grow 17.1 percent and generate 63,570 new jobs – more than 25 percent of all new nonfarm wage and salary jobs – by 2014. Among the forces driving this growth are: an aging population requiring more care; a wealthier and more informed population that can afford better health care; and advances in medical technology that increase demand for their use.

Within the information sector, software publishing is expected to be the state's fastest growing job producer between 2004 and 2014 with a projected job growth rate of 49.5 percent. Over 92 percent of the 10,380 projected new information jobs will come from this one detailed industry.

With more emphasis on improving workplace skills and raising the level of education in general, employment in private education should expand by 12.4 percent representing 18,690 new jobs, most of which will occur in the post-secondary component of this sector. Many of the new jobs will be for part-time adjunct faculty.

Automation, deregulation and mergers and acquisitions will limit employment increases in the finance, insurance and real estate sector to 4.9 percent during the projection period. Nevertheless, even with this low rate of growth, approximately 10,700 new jobs should result, the bulk of which will be in investment and securities.

In view of these projections, nearly all of Massachusetts' employment growth is expected to be generated by the service-producing sector, reflecting its relatively large size.

The historic decline in manufacturing is expected to continue in the long run and, as a result, the proportion of Massachusetts workers employed in manufacturing industries will decline even further. In 1990 manufacturing accounted for 16.3 percent of the state's nonfarm wage and salary jobs and 9.2 percent in 2006. In 2014 the percent is expected to fall to 8.2 percent. Despite the overall decline, modest growth is expected in certain manufacturing industries

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important to Massachusetts, including medical equipment and supplies, electronic instruments and aerospace products.

Long term economic and demographic factors will dampen growth in construction from the extraordinary pace seen during the 1990s and cause employment to fall by 2.8 percent by 2014. The wrap-up of the Big Dig and the slump in the residential real estate market will likely result in little or no growth in this industry in the short term as well.

Job opportunities result from new economic growth as well as replacement demand caused by workers who retire or change careers. Based on the industry projections the number of job openings will vary widely among the various occupational groups. Professional and technical workers are projected to have 328,600 total job openings by 2014, the most total openings overall. This category will also have the largest number of new jobs (184,800) or 54 percent of all projected new jobs.

Service jobs will also increase at a rapid rate of 12.7 percent and will gain the second largest number of openings overall (271,300). Seventy percent of this total will result from replacement demand, based on the fact that many service workers tend to change jobs more frequently than workers in other occupations.

Total production jobs and office and administrative jobs are projected to decline by 13,900 and 6,500 respectively. However due to replacement demand there will be over 172,000 openings in these two occupational groups.

C. In what industries and occupations is there a demand for skilled workers and available jobs, both today and projected over the next decade?

In the near term, Business hiring demand rose sharply in several industry sectors according to the Commonwealth's latest job vacancy survey (2nd quarter of 2006). Total job vacancies in professional and technical services increased by 36.7 percent from 2nd quarter 2005 to 2nd quarter 2006, virtually double the total industry average of 18.5 percent. The total of 8,418 open positions in this fast-growing and high-paying sector was the fourth largest of the state's 20 major industries. Accommodation and food services and retail trade also increased significantly faster than the statewide average. The largest number of vacancies occurred in healthcare and social services where total job openings increased from 16,203 to 19,150 over the year, an increase of 18.2 percent. Although the long term trend in the manufacturing sector is downward, the number of 2nd quarter 2006 job vacancies increased by 20.3 percent (5,270 to 6,340) over the previous year. With the housing market cooling off, the number of job vacancies in construction fell 21.0 percent over the year, the sharpest decline recorded by any of the state's major industries. Hiring also fell off in telecommunications and software publishing, resulting in a 12.4 percent decline in the information sector.

Among the 10 subgroups within the managerial, professional and technical occupational group, demand was particularly high in the life, physical and social sciences subgroup. Demand for healthcare practitioners (RNs and LPNs, medical lab technologists, etc.) also remained strong during the 2nd quarter of 2006. Fueled in large part by increased demand for environmental

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and industrial engineers, job postings for architects and engineers rose 29 percent over the year to 2,701. As with the industry, job vacancies for construction trades and extraction workers fell 32 percent, the largest drop among the 22 major occupational groups.

D. What jobs/occupations are most critical to the State's economy?

Critical job/occupations

Given the state's knowledge-intensive industry base, employment in professional and technical occupations is expected to increase the fastest and add the most jobs over the next 10 years. Of the 30 fastest growing occupations, 19 are concentrated in health care and information technology. The remaining 11 are related to the growth of biotechnology, environmentalism, education and forensic science. Service occupations should also grow rapidly and are expected to generate the second largest numbers of new jobs. These two major occupational groups, which are on opposite ends of the earnings spectrum, should account for 85 percent of the state's job growth. While jobs will continue to exist for workers at all levels of education and training, the educational requirements and skill content will change for many occupations.

In addition to job projections, the Commonwealth has undertaken a series of analyses of the Job Vacancy Survey produced twice a year. During the 4th quarter of 2006 (October to December), the Massachusetts Executive Office of Labor and Workforce Development (EOLWD) conducted a survey of 6,100 employers across the state. More than 76 percent of those contacted submitted responses. In the JVS stratified random sampling methodology, all Massachusetts business establishments covered by ES 202 Employment and Wages Program are divided into subgroups or strata [in this case by 2 digit NAICS Industry, Region of the state, and Size of the business Establishment,] and a random sample is then selected from each subgroup. However, establishments employing an average of 250 workers in each strata are sampled with certainty, i.e. these establishments, because they are such an important barometer of labor demand, are sampled with 100% probability.

In an effort to better understand the trends produced by the Massachusetts Job Vacancy (JVS) and the implications for workforce development policy, the EOLWD worked with its divisions to utilize the JVS data in a way that prioritized certain occupational vacancies over others. We call this the "Skills Gap" analysis. Essentially, the job vacancies reported in the 3 previous surveys (Q2 2005, Q4 2005, and Q2 2006) were filtered by the following criteria. If an occupational vacancy met the criteria below, it remained in our spreadsheet of vacancies. (NOTE: Excludes occupational codes/categories with "all other" in occupational name (ex. *Engineers, All Other*))

- Median Salary is greater than or equal to \$25,000; **and**
- Occupational Employment is greater than or equal to 1,000; **and**
- Number of Vacancies is greater than or equal to 200; **or**
- Vacancy Rate is greater than or equal to 5%; **or**
- Avg. Number of Vacancies beginning with Q2, 2004 is greater than or equal to 300

The filter criteria attempt to prioritize job vacancies that repeat on the survey tool multiple quarters and pay a higher wage. These criteria can be considered a proxy for a lack of skilled

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workers in that they “persist” in the economy over multiple cycles and the higher wage paid by the private sector market is an indicator of required skill for the vacancy.

These critical vacancies are included in the table below.

**2006 CRITICAL JOB VACANCIES IN THE STATE
(BY 2 DIGIT STANDARD OCCUPATIONAL CLASSIFICATION (SOC) CODE)**

SOC*	SOC Title	Number of Critical Vacancies (Q2, 2006)
43 + 11	office & administrative occupations (43) and management occupations (11)	10,777 (6,491+4,286)
29 + 31	healthcare Support (31), healthcare practitioner & technical occupations (29)	9215 (2,550+6,665)
25	education, training, and library occupations	2,551
15	computer & mathematical occupations	2,341
13	business & financial operations occupations	2,036
53	transportation & material moving occupations	1,407
17	architecture & engineering occupations	1,291
19	life, physical & social occupations	1,545
41	sales & related occupations	1,239
33	protective service occupations	714
37	buildings & grounds clearing & maintenance occupations	635
47	construction & extraction occupations	595
21	community & social service occupations	584
49	installation, maintenance, & repair occupations	520
35	food preparation & serving related occupations	934
39	personal care & service occupations	301
23	legal occupations	261
27	arts, design, entertainment, sports, and media occupations	139
TOTAL NUMBER OF “CRITICAL VACANCIES”		37,085

**To better align with CIP codes, several SOC categories were combined.*

These results support the implications of job projections as a critical need for individuals with the skills to work in professional technical occupations, especially management, and technical positions (requiring certificates or degrees) in health care, information technology, life sciences, as well as professional in the education industry. Not found in the job projections is a current need for transportation or commercial drivers, skilled trades and other occupations with several hundred vacancies across the state.

E. What are the skill needs for the available, critical and projected jobs?

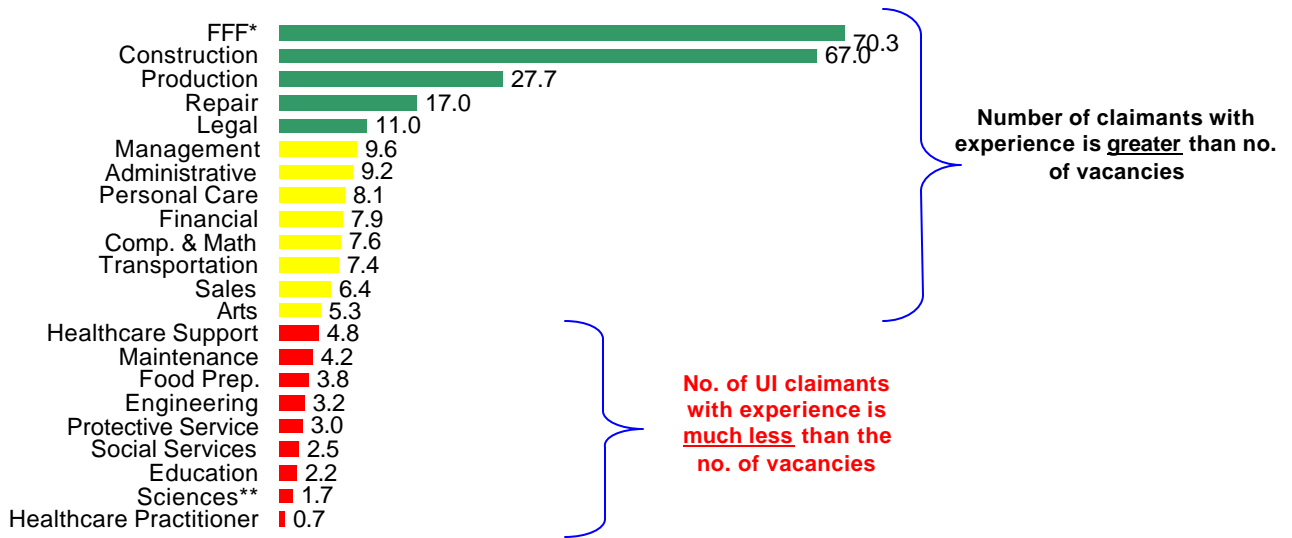
Workforce Development Needs: Education and Retraining

Although the Massachusetts economy has been expanding since bottoming-out in December 2003, the rate of recovery lags far behind the US and is not likely to significantly increase in the short term. Nevertheless, the job openings that are expected in the future will have higher education and skill requirements. In the job vacancy survey conducted in 2003, only 28 percent of job openings required an associate’s degree or higher. The latest survey as of 2nd

quarter 2006 shows that 43 percent of all openings required an associate’s degree or higher. The percent is even higher in the Greater Boston and Northeast regions where such jobs are approximately 50 percent of all openings. Of the “critical” vacancies in FY06, 59% required a post-secondary certificate or higher. 41% required less education with some amount of job experience.

The latest job vacancy survey results show that Massachusetts employers had approximately 86,300 unfilled job openings at a time when over 170,000 residents were unemployed. This indicates a possibly significant education and skills mismatch that may intensify in the long run as more job opportunities arise in knowledge-intensive high-tech industries than in goods producing industries. The skills of workers in the goods producing industries are not easily transferable. The chart below shows a comparison of occupational vacancies and the work histories of UI claimants.

Number of UI Claimants for every 10 vacancies in each Major Occupations



A focus on healthcare, sciences, education and social services are key trends for Massachusetts. More so, in this age of rapid technological and economic change, the importance of education and training and indeed lifelong learning cannot be overstated. Jobs will continue to exist at all levels of education and training, but jobs for more highly skilled workers are expected to increase faster than jobs for less skilled workers. All jobs, moreover, will require more technological know-how as companies make more extensive use of technology. Identifying and helping to meet the education and training needs of Massachusetts workers will be a continuing challenge for the state’s employment and training system.

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F. What are the current and projected demographic characteristics of the available labor pool (including the incumbent workforce) both now and over the next decade?

Population Characteristics

Massachusetts' population grew by only 5.5 percent, or about 333,000 to 6,349,097, between 1990 and 2000, and its rate of growth has declined further since the 2000 census. Between April 2000 and July 2006, Massachusetts population grew by only 1.4 percent and ranked 45th in the nation. Among comparable large industrial states, only Ohio and Pennsylvania had lower rates of growth. Massachusetts was the only state in the nation to lose population from July 2003 to July 2004 and one of only three states to lose population from July 2004 to July 2005. However, the state did experience a slight increase of 3,826 from July 2005 to July 2006.

U.S. Census Bureau projections predict that, as a result of the aging of baby boomers, Massachusetts will see its population of 55 to 64 year olds jump from 546,407 in 2000 to 792,380 in 2010. The actual number of workers in this age cohort in 2005 (the latest available) was 672,169. At the same time, there is a projected reduction in the population of 25 to 44 year olds, i.e., people in their prime working years.

Social Indicators

Massachusetts had a 10.1 percent poverty rate in 2005, lower than the U.S. poverty rate of 12.6 percent.

Only about one of ten (10.7 percent) Bay State residents were without health insurance in 2005, compared to 15.7 percent nationally.

G. Is the State experiencing any "in migration" or "out migration" of workers that impact the labor pool?

Impact of In/Out Migration on the Labor Pool

The foreign born population in Massachusetts included 772,983 residents in 2000 and represented 12.2% of the total population. This was an increase of almost 200,000 or 34.7% from 1990. The foreign born population was responsible for 60% of the population growth in Massachusetts between 1990 and 2000. Separate estimates from the 2005 American Community Survey (ACS) show that the foreign born population is now 891,184 or 14.4% of the population. The comparable percent for the nation as a whole is 12.4%.

Between July 2000 and July 2006, Massachusetts had a net negative inflow of 89,812 persons. The contrast between domestic and foreign migration was dramatic. While net international in-migration over the six year period was 200,155, net domestic out-migration for the same period was -289,967. Net domestic out-migration, was exacerbated, in part, by the severity of the 2001 recession and the subsequent sluggish recovery.

In view of sluggish population growth and net out-migration, the Massachusetts labor force has become more reliant on immigrants in recent years. According to data from the 2000 Census, the educational background of immigrants to Massachusetts was quite diverse. While 29

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percent held a bachelor's degree or higher, another 30 percent lacked a high school diploma or equivalent. More recent data from the 2005 American Community Survey (ACS) show that 33 percent of immigrants held a bachelor's degree or higher and 25 percent lacked a high school diploma or equivalent. Most new immigrants come from non-English speaking countries and many have limited English speaking ability.

The state's growing dependence on foreign immigration for the growth of its population and labor force will pose serious challenges to the workforce delivery system as many immigrants will be hindered in competing for good jobs and good wages by their lack of formal education and English language skills.

H. Based on an analysis of both the projected demand for skills and the available and projected labor pool, what skill gaps is the State experiencing today and what skill gaps are projected over the next decade?

Potential Future Labor Shortages and Skill Gaps

Shifting age demographics, i.e. aging baby boomers nearing retirement and fewer workers in their prime working years, may have serious implications for Massachusetts businesses seeking to hire new employees so that they can expand. Employers will need to devise creative strategies to keep skilled and educated older workers in the labor force as well as to recruit and train other segments of the population that may attempt to enter the labor force without the necessary preparation (e.g., youth, minorities, the disadvantaged, the disabled, veterans, and immigrants).

Results from the Massachusetts job vacancy surveys suggest a serious imbalance between the skills of current jobseekers and the skills required by the Commonwealth's employers. Employers are having difficulty finding qualified workers and often times express dissatisfaction with the technical expertise and problem solving skill of their job applicants. Other surveys from Manpower Inc. and the Citizens Bank/UMass Donahue Institute, echo similar themes regarding a talent shortage and an insufficient number of qualified applicants. The Commonwealth Corporation's Skills Gap report addresses the concerns that the skills required for sectors that have lost jobs tend to differ from those required for the technology driven growth sectors, thus leading to fewer opportunities for displaced workers.

Among adults 25+, the number of High School dropouts in Massachusetts fell by 141,564, or -17.9%, between 1990 and 2000. The total number of dropouts, 651,093, represented 15.2% of the Commonwealth's adult 25+ population.

The number of individuals possessing a bachelor's degree or higher increased by 339,296 or 31.4% during the 1990-2000 period. One third (33.2%) of the Massachusetts adult 25+ population held at least a bachelor's degree in 2000, the highest percentage in the nation, compared to less than one-fourth (24.4%) nationally. Separate 2005 estimates from the American Community Survey place Massachusetts' share at 36.9 percent, well above the national estimate of 27.2 percent.

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I. Based upon the labor market analysis, what Workforce Development issues has the state identified?

Combined with section J below.

J. What workforce development issues has the State prioritized as being most critical to its economic health and growth?

Expansion of Commuter Economy

Massachusetts and most of New England are switching to a commuter economy, and the trend toward longer trips between home and job is not likely to abate. A young and mobile workforce is increasingly moving to housing developments far removed from the metropolitan areas. Equipped with the latest communication tools, these modern workers can travel anywhere and remain connected to their jobs.

Massachusetts continues to draw workers from adjacent states into its labor market. Commuting pattern data from the 2000 U.S. Census indicate that the net inflow of workers from other states was over 75,000, with the largest numbers commuting from New Hampshire and Rhode Island. Massachusetts had an inflow of 81,500 workers from New Hampshire versus an outflow of only 23,500. Likewise, the inflow from Rhode Island was 56,100 versus an outflow 31,500. Nearly 83% of all workers drove to work. About 74% of all workers drove to work alone while 9% car-pooled. Fewer than 9% of all workers used Public Transportation. Further road improvements and increased commuter rail transportation will likely increase interstate and long distance commuting as lack of available land and housing close to the urban job centers drive housing development further away.

Globalization

Massachusetts' economic future is inextricably tied to global markets. Although the state's presence in these markets has grown substantially over the last decade, our rate of expansion has recently dropped below the national rate. Massachusetts ranked 12th in the U.S. in international trade with more than \$24 billion in foreign exports in 2006. However, our ranking has dropped from 9th in 2004 and 10th in 2005. Massachusetts export volume grew by 10.1% since 2004 whereas the nation as a whole increased 26.8%.

The state's most important export sectors are: electric machinery; instruments; industrial machinery, including computers; pharmaceutical products; and organic chemicals. Reaching global markets requires not only fast Internet connections via the World Wide Web, but also a transportation infrastructure that can move people and goods efficiently to all corners of the globe.

This infrastructure is also necessary to attract foreign tourists and students to Massachusetts and New England. Our hospitality industries as well as our universities and colleges have captured a growing share of the U.S. market. With a 4.0 percent market share of overseas visitors in 2005, Massachusetts ranked ninth in the nation, while the share of foreign students enrolled in Massachusetts colleges and universities for the 2005/06 academic year was 5.0 percent, fourth in the nation. In contrast, Massachusetts' share of the national population is less than 2.2 percent.

Business Prospects

Recent independent studies indicate that Massachusetts continues to enjoy an advantageous position in its ability to adapt to the increasing global, knowledge- and innovation-based New Economy. However, these advantages do not automatically lead to increased job growth in the short run.

The 2007 State New Economy Index, released by the Information Technology and Innovation Foundation (ITIF) designated Massachusetts as the state farthest along the path to the New Economy. After topping the list in 1999 and 2002, Massachusetts increased its lead over other states in 2007. The rating is based on a weighted index of 26 indicators grouped into 5 broad categories including; Knowledge Jobs (1st), Globalization (4th), Economic Dynamism (11th), Transformation to a Digital Economy (2nd), and Technological Innovation Capacity (1st). The ranking is based, in large part, on the state's concentration of software, hardware, and biotech firms, which are supported by world class universities.

The American Electronics Association "Cyberstates 2007" report: ranked Massachusetts 2nd among the top ten cyberstates in terms of the total proportion of high tech employment. The state ranked 3rd in the previous year's report. The only state with a higher concentration of high tech workers is Virginia. In terms of total level of employment, Massachusetts remained 6th, employing over 237,000 workers in the high tech sector. The rankings are based on several factors, including a state's proportion and absolute level of high tech employment, which includes such industries as software development, electronics manufacturing and electrical engineering.

A March 2004 Milken Institute study ranked Massachusetts first in its State Technology and Science Index, the same ranking it held in the prior survey in 2002. The index is derived from a variety of technology and scientific assets that can potentially improve economic development.

An October 2004 Milken Institute study of the bio-pharmaceutical industry ranked Massachusetts 1st in its Innovation Pipeline Index. The study noted that "among states with existing clusters of biopharmaceutical activity, Massachusetts and Maryland stand out as the projected top growth performers over the next decade." An earlier Milken study in June 2004 ranked Boston second in its metro area Biotech Index and first in the broader Life Sciences Index.

A recent report by LUX Research entitled "Benchmarking U.S. States for Economic Development from Nanotechnology" ranks Massachusetts first in terms of its ability to develop its economy through nanotechnology. The report states "Massachusetts has excelled in nanotech because of its leading universities and high concentration of technology entrepreneurs, but does not have a coordinated statewide initiative."

The latest Massachusetts Technology Collaborative's 2006 Index of the Massachusetts Innovation Economy presents a mixed picture for Massachusetts. The *Index*, first published in 1997, analyzes twenty economic indicators across ten key industry clusters for Massachusetts

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and its nine competing Leading Technology States (LTS). The state remains strong in many of its traditional areas of economic advantage and it appears that prospects are more positive than anytime since 2001. Some of the positive highlights include: positive growth in the software sector for the first time since 2001; large shares of Venture Capital and R&D investment; highest educational attainment of workforce; and a growing level of exports as a percent of Gross State Product (GSP).

Despite these positive signs, there are still areas of concern regarding future workforce development. While employment is starting to pick up, the rate of job growth lags comparable (LTS) states. Massachusetts is adding high tech start-ups, but at a lower rate than other states such as California and Virginia. Although the state has the 2nd highest level of venture capital, the share has declined for the 2nd straight year. Perhaps most troubling is the persistent out-migration of population, particularly in the critical younger cohorts. If these trends continue, it will adversely affect the labor pool necessary to fill Innovation Economy jobs.

Cost of Housing

Affordable housing is one element in the ability to attract and retain the type of workers needed in the new economy. However, according to the US Census Bureau, Massachusetts has the smallest percentage of affordable housing of any of the Leading Technology States. Home ownership actually declined from 2004 to 2005 and the rate of new housing starts is barely one-half the US rate. While not the only reason, the high cost and relatively low supply of housing have a negative impact on job growth, business location decisions and overall population trends. The impact of housing costs can be seen not only in the migration of people out of state but also within the state. Recent population trends show a decline or stagnation in the Boston metro area and a corresponding increase south and west, into Plymouth and Worcester counties in particular. Increasing the stock of entry-level housing will help stem the flow of younger workers and retain more graduates of our colleges and universities. However, to do this will ultimately involve overcoming the traditional resistance of local communities to the development of more affordable housing.

V. *Overarching State Strategies*

- A. *Identify how the State will use WIA Title I funds to leverage other Federal, State, local, and private resources in order to maximize the effectiveness of such resources and to expand the participation of business, employees, and individuals in the Statewide workforce investment system? (§112(b)(10).)*

The Department of Workforce Development works with the Administration to utilize WIA 15% Governor's Discretionary funding to address national and state priorities for the workforce development system. As described in detail throughout other sections of our state plan, the following initiatives are currently supported at state agencies at the direction of the Executive Office of Labor and Workforce Development. EOLWD specifically uses 15% Governor's Discretionary funding for EOLWD staff in oversight of: workforce development policies; state agencies administering federal resources; initiatives of the Administration to achieve Governor's priorities; compliance with DOL-ETA requirements, mandated system changes and correspondence; response to state legislative priorities; initiatives focused on systems-change etc.; providing Incentive Grants to eligible local areas that achieve performance goals; and, staff for the Massachusetts Workforce Investment Board.

Specific initiatives and objectives are carried out through EOLWD's agencies. In prior years and going forward, a list of these initiatives is below.

Commonwealth Corporation:

- Oversight of the **P-21 Initiative** to better serve vulnerable youth in the Commonwealth (including local planning grants)
- **MA Research & Evaluation Activities** (including the Workforce Investment Profiles, evaluation of sector initiatives, SkillsGap Study, etc)
- Management and technical assistance for **Industry-driven Training Initiatives** – ECCLI, BayStateWorks, Workforce Competitiveness Trust Fund, etc.
- Oversight and technical assistance for the **WIA Title I youth programs**.

Department of Workforce Development/Division of Career Services:

- **Statewide business outreach**, including Jobs First Day, statewide marketing plan and materials, Public Service Announcement for OSCCs etc.
- **Data and LMI activities** (job vacancy survey; Labor Market Information Profiles for 16 local workforce investment areas; Employ-on contract to enhance job search database available in the state etc)

Massachusetts Workforce Investment Board (MWIB)

- Staff and Initiatives:

Resources to the Field

- Supplemental funding for Sector Initiatives (leveraged resources)
- P21 grants to regions

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- Incentive awards for 16 regions
- Data tools (Employ On, Job Vacancy Survey)

At the local level, WIA Title I funds are leveraged through the development of integrated budgets by local Workforce Investment Boards and Chief Elected Officials. In many cases, Title I resources are leveraged with TRADE, NEG and other resources through co-enrollment for customers and cost-sharing at the OSCC level to ensure that employer service are offered through the OSCCs.

*B. What **strategies** are in place to address the **national strategic direction** discussed in Part I 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), 112(a).)*

All of the initiatives described in the previous questions are aligned with the national strategic direction discussed in Part I of the planning guidance, the Governor's priorities, and workforce development issues identified through LMI. Additional strategies for the state beyond oversight of the public workforce system and the federal formula focus on the creation of new skill development opportunities to address employer demanded skill training and improve the skills of the workforce. Below is a detailed description of a few key strategies to raise investments in occupational training and education.

Over the last five to eight years, the Commonwealth of Massachusetts created several resources to fund additional training for unemployed and incumbent workers to help boost skill levels and meet the labor market demand created by employers. The Workforce Training Fund, an employer grant program, provides significant resources each year (\$21M) to train workers on the skills needed by employers. In addition, the Commonwealth slowly grew its grant making for sector initiatives as well.

A major difference between the WTF and sector initiatives is that the WTF funds training plans using existing curriculum at various private and public education and training institutions. WTF does not fund staff support for grant activities, partnership development or new curriculum design. WTF grants are highly efficient and less complicated to manage from an employer's perspective. Sector initiatives are utilized in the Commonwealth to address common skill needs across multiple employers in a sector and often support the creation of new curriculum to ensure alignment between education and training providers and the workplace and workers support services, for example, career coaching. Some sector grants choose to focus only on low-skilled workers.

Details of each program are described below.

Workforce Training Fund (WTF): WTF provides grants on a one-to-one matching basis to large and small employers, labor, and business organizations in Massachusetts to pay for training to upgrade the skills of their workers. Typically, WTF is an \$21 million dollar annual appropriation of employer tax mandated by state legislation overseen by the Executive Office of Labor and Workforce Development. The WTF has three separate

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components: the General Program; the Express Program, and the Hiring Incentive Training Grant Program. Since its creation in 1999, all three programs combined have awarded 3,782 grants totaling more than \$145 million to train 203,736 workers. A list of companies and award amounts can be found at <http://www.mass.gov/wtf>

General Program:

The WTF General Program provides training grants of up to \$1 million (recently increased from \$250,000) to employers, employer organizations, and training providers to train their incumbent workers. Effective February, 2005, applicants may apply for the General Program on-line. Grants must be matched dollar for dollar by the applicant. The match may be cash or in kind. Since 1999, the WTF General Program has awarded 1,955 grants totaling \$139 million to train more than 196,000 workers in the Bay State.

Workforce Training Fund Express:

The Workforce Training Fund Express program is targeted toward employers with 50 or fewer employees. Training exercises must be chosen from a pre-approved list of training courses or programs. A dollar for dollar cash match is required. The Express grants are accessed through an easy-to-complete online application, online training directory, open application period and quick turnaround. The maximum grant amount is \$15,000. Since its inception in 2000, WTF Express has awarded 799 grants totaling \$3.4 million to train 5,438 workers.

Hiring Incentive Training Grant Program:

The Hiring Incentive Training Grant Program provides grants of up to \$2,000 per employee and up to \$30,000 per company per year. The program, launched in the fall of 2004, assists in paying training costs for newly hired employees who have been unemployed for over a year or do not have a call back date from their employer. To date, 1,028 grants totaling more than \$3 million has been awarded to train 1,782 new workers.

Industry-driven Training Initiatives: Massachusetts has invested both financial and staff resources in sector or industry-driven initiatives, which utilize a number of focused strategies to effect change in a particular targeted industry. A successful sector initiative has positive impacts for the both employers\industries and workers. This approach targets a specific industry or group of related occupations and creates education, training and other supports customized to meet the needs of the industry's employers, incumbent workers, the underemployed and the unemployed. The public-private partnerships created by the ECCLI, BEST and BayStateWorks programs, along with other sector initiatives in Massachusetts and across the country have reaped success including reduced turn-over, improved operations and cost savings for businesses and higher salaries, promotional opportunities and access to education for workers. Sector initiatives build relationships, expertise, and understanding of the challenges in the industry to develop strategies that meet the needs of workers and employers.

Extended Care Career Ladder Initiative: The Extended Care Career Ladder Initiative (ECCLI) provides competitive grants to licensed nursing homes and home care organizations to improve staff retention and overall quality of care. ECCLI has

provided resources to long term care organizations to innovate new organizational structures, create care practice improvements, develop and deliver staff and manager skills development, and design and institutionalize career ladders of opportunity for their workers. Since 2000, Commonwealth Corporation has made grants to 158 nursing homes and home health agencies (25% of the long term care industry in Massachusetts) to train over 7,500 staff members. The results of these efforts have been higher worker skills, dramatic improvement of employee morale, introduction of new care philosophies, increased wages, and improved communication among staff, supervisors and residents. ECCLI facilities have reported lowered cost of agency fees (temporary labor) and improved retention rates among ECCLI participants and among all other workers. Specifically:

- Over 3,700 participants received basic skills training
- In the last two years, 341 workers have been prepared to sit for nursing school entrance exams
- Over 2,500 participants have received wage increases and promotions
- The average wage increased \$1.05 per hour
- ECCLI sites have seen decreases in persistent job vacancies from 11.4% in 2001 to 1.4% in 2003, a 33% lower rate than a non-ECCLI comparison group
- ECCLI employers reported cost savings of about \$47,000 per year per facility as a result of the decrease in turnover

Additional ECCLI grants will be awarded during Fiscal Year 2008, with a focus on reaching out to long-term care organizations that have not yet participated in this project.

BayStateWorks: BayStateWorks, funded through economic stimulus state legislation and resources from the MA Department of Transitional Assistance, was created to help businesses and industries address their workforce development needs, while fostering collaborations with the state's workforce development system and having a positive economic impact on a region with high levels of unemployment or a high concentration of low-skilled workers.

Eleven (11) Workforce Investment Board (WIB) led projects delivered education and training reflecting the needs of the participating employers in order to increase the skills, education, and ability of workers and contribute to the economic vitality of their communities. Nine (9) Community Based Organization (CBO) led projects helped the unemployed (particularly low-income unemployed) find employment, improve employment for low income individuals or low wage workers, and improve wages to a level sufficient to support a family or place individuals on a career path leading to such employment and wages. Projects were funded in the following industries: healthcare, human services, education, manufacturing, hospitality, and transportation. This initiative ends on June 30, 2007.

Workforce Competitiveness Trust Fund (WCTF): Created through the Workforce Solutions Act that was passed by the state legislature in 2006, the WCTF will support the next generation of industry-driven partnership sector projects in Massachusetts. The WCTF will build on the foundation of previous and current sector initiatives

(BEST, BayStateWorks, ECCLI). Grants will be provided to partnerships of companies, employer associations, labor unions, higher education, education/training providers, non-profits, one-stop career centers, and workforce investment boards that have designed and will implement projects that improve the competitiveness of Massachusetts businesses by improving the skills of workers, while increasing access to well-paying jobs and long-term career success for workers.

Objectives of the WCTF include ensuring that:

- A broad range of residents (including older workers, low-wage workers, low-income individuals, disabled citizens, vulnerable youths, incumbent workers and the unemployed) gain access to employment, education and the skills necessary to move forward along a career path that leads to economic self-sufficiency
- Critical industries are supported
- Vital public-private partnerships thrive at the local level
- All regions of the Commonwealth benefit from the WCTF

The WCTF is to be funded at the level equal to employer contributions to Workforce Training Fund. Given the “trust” nature of this funding vehicle, funds will not revert back to the legislature at the end of the fiscal year. This will allow grant periods sufficient to achieve project goals.

Sharing sector work promising practices. To share what is being learned through ECCLI among and beyond the funded project sites, the ECCLI Virtual Library at www.commcorp.org/eccli/virtuallibrary.html was created. This tool is a popular site (600 hits each week) for ECCLI partners, practitioners, and people from Massachusetts and across the country wanting to learn more about this work in long-term care. Additionally, an Industry Sector Strategy webpage has recently been created that features tools, resources, announcements, information on what we are learning about sector work, and links to sector initiatives from around the nation. While still new, this site has been receiving over 300 hits each week and can be found at www.commcorp.org/sectorstrategy/index.html. Eventually, these sites will be merged to create a single, rich resource to support sector work.

SkillWorks: SkillWorks is a workforce development initiative begun in 2003 as a partnership among local and national foundations, the City of Boston, and the Commonwealth. Its goal is to apply the lessons from successful workforce programs on a scale that can impact both the skill needs of employers and the employment needs of the City’s disadvantaged. The Commonwealth has been involved in SkillWorks from the beginning. It is a model we hope can be emulated around the state.

The programs funded by SkillWorks bring together the best practices in the field: a dual customer focus, career ladders and pathways, capacity building for service providers, and efforts to integrate the components of workforce development into a seamless system. All of the programs are partnerships – with and among employers, between city and state, and among community based organizations. Since the starting point is

employer demand, SkillWorks programs link directly to the area's economic development priorities.

- C. *Based on the State's economic and labor market analysis, what **strategies** has the State implemented or plans to implement to **target industries and occupations within the State** that are high growth, high demand, and vital to the State's economy? (§112(a), 112(b)(4)(A).) The State may want to consider:*
1. *Industries projected to add a substantial number of new jobs to the economy; or*
 2. *Industries that have a significant impact on the overall economy; or*
 3. *Industries that impact the growth of other industries; or*
 4. *Industries that are being transformed by technology and innovation that require new skill sets for workers; or*
 5. *Industries that are new and emerging and are expected to grow.*

The local workforce investment boards (LWIB) develop local strategies to target regional high growth, high demand industries. These industries are typically identified in the LWIB's Blue Print. Additional labor market information for each of the LWIB regions is produced by the Division of Career Services in a data series called the state and regional LMI Regional Profiles. The front-line staff at One-Stop Career Centers use LMI data and real-time information on trends in job listings to advise customers on education/training opportunities and career choices or to outreach to specific employers with strong, consistent job openings.

At the state level, Massachusetts has invested both financial and staff resources in sector or industry-driven initiatives, which utilize a number of focused strategies to effect change in a particular targeted industry. A successful sector initiative has positive impacts for the both the industry and targeted populations. Sector employment initiatives target a specific industry or group of related occupations. They build relationships, expertise, and understanding of the challenges in the industry to develop strategies that meet the needs of workers and employers. Sector employment initiatives can strengthen the competitiveness, productivity or human recourse practices in the industry.

Sector employment initiatives:

- Can create new access points to growing occupational sectors that pay livable wages.
- Can improve conditions of entry level work (i.e. higher wages, better training, increased training.)
- Can even create new jobs.

Specific write-ups on various sector initiatives, or industry-driven training initiatives, are included in the previous question of this section as well as other sections of this document (Section V. B).

Again, the Workforce Training Fund, WTF Express Program ,the Hiring Incentive Training Grant Program and the Workforce Competitiveness Trust Fund are examples of training resources available through state appropriations to meet the skill needs of employers.

- D. *What **strategies** are in place to promote and develop ongoing and sustained **strategic partnerships** that include business and industry, economic development, the public workforce system, and education partners (K-12, community colleges, and others) for the purpose of **continuously identifying workforce challenges and developing solutions** to targeted industries' workforce challenges? (§112(b)(8).)*

Again, specific strategies to promote and develop ongoing and sustained strategic partnerships with multiple workforce development partners are in the form of Industry-driven Training Initiatives or Sector Strategy to target ed/training for key employer sectors. As discretionary funding is available, EOLWD has and will continue to promote these types of partnerships. The new Administration three workforce priorities is to “close the skill gap” by utilizing our quasi public agency, Commonwealth Corporation to kick off statewide regional sessions between business, education and workforce partners. These dialogues will focus on labor market data for the region, ways to build partnerships and potential industry partnerships to put forward for Workforce Training Fund or Workforce Competitiveness Trust Fund grants. Each of these is described in Section V.B.

- E. *What State **strategies** are in place to ensure that sufficient system resources are being spent to **support training of individuals** in high growth/high demand industries? (§112(b)(17)(A)(i), and 112(b)(4)(A).)*

Each year, the Annual Business Planning Instructions for local areas encourages maximum commitment of resources for training opportunities. Local areas are asked to describe their local strategies for maximizing resources for training and to describe funding reserved for training in the area's integrated budget. At the state level, the Department of Workforce Development continues to work with the Administration and the Legislature to encourage additional funding for Industry-driven Training Initiatives to supplement overly burdened WIA resources.

In addition, the Commonwealth of Massachusetts created several resources to fund additional training for unemployed and incumbent workers to help boost skill levels and meet the labor market demand created by employers. The Workforce Training Fund, an employer grant program, provides significant resources each year (\$21M) to train workers on the skills needed by employers. In addition, the Commonwealth slowly grew its grant making for sector initiatives as well.

- F. *What workforce strategies does the State have to support the **creation, sustainability, and growth of small businesses** and support for the workforce needs of small businesses as part of the State's economic strategy? (§§112(b)(4)(A) and 112(b)(17)(A)(i).)*

No segment of the Massachusetts economy better expresses the enterprising characteristics of the Commonwealth than small businesses. They create jobs, develop new products that expand the economy, and provide critical services in their local regions.

Small employers dominate Massachusetts' business enterprises. Businesses with 20 or fewer employees represent 87 percent of Massachusetts businesses and employ more than 1

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million people in the Bay State. Therefore, it is critical that the Commonwealth focuses on the economic and workforce development needs of small business. The Governor supports efforts to make it faster, easier, and better to start and grow a business in Massachusetts. To that end, the Administration created an agenda for small business aimed at the elimination of the barriers for small business and promotion of stronger partnerships with government. The Governor implemented permitting reform to help Massachusetts move at the speed of business, and are committed to deciding on state permitting approvals in 6 months or less. A permitting ombudsman will serve as a “one-stop shop” for business permitting needs. Recognizing that permitting also occurs at the local level, the 2008 budget proposes \$4 million dollars to help cities and towns streamline their permitting processes, and provide businesses with consistent, predictable regulations at the local level as well.

Other strategies which support small businesses are focused on small business start up. Since most jobs in our Commonwealth are created by small business, the 2008 budget proposal provided \$2 million in grants to help community development organizations and small business get off the ground. MassDevelopment has also agreed to provide \$5 million in new capital for small business.

Access to One-Stop Career Centers (OSCCs) is especially helpful for small businesses given their lack of highly structured human resources departments. All workforce development services for job seekers and employers are integrated within the One-Stop Career Centers. Employer service representatives across the OSCC system meet regularly to discuss best practices and new strategies to engage employers. In FY06, employer services will again be a statewide priority focus for the system. Employer service representatives within the Career Centers provide the primary link between, employers, job seekers and other Career Center services and programs that may benefit local business.

The state also uses rapid response funding to support individuals interested in starting their own business. This is called the Entrepreneurial Training Program. Since 1989 Massachusetts has been sponsoring Entrepreneurial Training Programs (ETP) for dislocated workers statewide using job training funds provided by the U.S. Department of Labor. Initial funding for the first demonstration project came under the Job Training Partnership Act (JTPA). The demonstration project, begun in Pittsfield at Berkshire Enterprises, was so successful that the program was replicated throughout the state and continued with funds from the same source until the Workforce Investment Act (WIA) replaced JTPA in 2000. The program then became part of the statewide Rapid Response effort to provide re-employment services to dislocated workers under WIA.

ETP provides intensive training and technical assistance to people with a promising business idea and a desire to start their own businesses. The curriculum includes seminars on market research, marketing tools, strategic planning, networking and community resources, sales techniques, presentation skills, and financial management as well as legal, insurance, human resource, time management and commercial real estate issues. The business use of technology and the internet is also thoroughly explored. The objective of the program is to assist participants in the preparation and implementation of a specific, comprehensive Business Plan

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tailored to each individual entrepreneur's needs. Classroom training is followed by a period of one-on-one consulting to help each entrepreneur during the implementation of the Business Plan. Another important component of the program is to facilitate connections between the entrepreneur and all of the resources and services he or she may need to successfully launch and sustain a business that ultimately creates jobs and contributes to the economic health of the Commonwealth.

ETP differs from other business assistance programs in several key ways:

- Using an established and tested curriculum, the program ties all of the various aspects of the plan together in an integrated fashion;
- The program is offered in six locations throughout the state and services are procured competitively;
- Financial basics are stressed, enabling participants to gain the financial knowledge necessary to effectively control their businesses;
- Program staff have cultivated partnerships with many community, business and government entities so that program participants can be linked to the resources they need to establish and grow their businesses;
- Each instructor is or has been a successful business owner providing an important perspective on the unique issues faced in start-up and growth situations.

Since 2004, these programs have graduated more than 674 clients statewide of which approximately 78% have either opened new businesses (382) or have successfully found jobs with other employers (142) at an average annual salary of \$49,918. The combined total projected gross revenue (Reportable for FY07) for the business starts is \$ 3,699,317. Even those who decide not to start a business benefit significantly from skills gained in the program. Our follow-up surveys indicate that 83% of those who found jobs following the program had wages at least as high or higher than their pre-layoff wage. This figure includes many laid off workers who had considerable barriers to re-employment including declining industry experience and lack of marketable skills. Since 2004, the state more closely aligned the program with the Massachusetts One-Stop Career Center system to strengthen the link between workforce and economic development, the program has been redesigned.

The program has been in high demand and aligns with the Governor's design for economic growth. Massachusetts will continue to offer this program contingent on appropriate resources for FY08. In FY07 the state funded 6 programs, 2 cycles each, 180 customers.

G. How are the funds reserved for Statewide activities used to incent the entities that make up the State's workforce system at the State and local levels to achieve the Governor's vision and address the national strategic direction identified in Part I of this guidance? (§112(a).)

The Department of Workforce Development works with the Administration to utilize WIA 15% Governor's Discretionary funding to address national and state priorities for the workforce development system. As described in detail throughout other sections of our state plan, the following initiatives are currently supported at state agencies at the direction of the Department of Workforce Development. DWD specifically uses 15% Governor's

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Discretionary funding for DWD staff in oversight of: workforce development policies; state agencies administering federal resources; initiatives of the Administration to achieve Governor's priorities; compliance with DOL-ETA requirements, mandated system changes and correspondence; response to state legislative priorities; initiatives focused on systems-change etc.; providing Incentive Grants to eligible local areas that achieve performance goals; and, staff for the Massachusetts Workforce Investment Board.

Specific initiatives and objectives are carried out through EOLWD's agencies. In prior years and going forward, a list of these initiatives is below.

Commonwealth Corporation:

- The **P-21 Initiative** to better serve vulnerable youth in the Commonwealth (including local planning grants)
- **MA Research & Evaluation Activities** (including the Workforce Investment Profiles, evaluation of sector initiatives, SkillsGap Study, etc)
- Management and technical assistance for **Industry-driven Training Initiatives** – ECCLI, BayStateWorks, Workforce Competitiveness Trust Fund, etc.
- Oversight and technical assistance for the **WIA Title I youth programs**.

Department of Workforce Development/Division of Career Services:

- **Statewide business outreach**, including Jobs First Day, statewide marketing plan and materials, Public Service Announcement for OSCCs etc.
- **Data and LMI activities** (job vacancy survey; Labor Market Information Profiles for 16 local workforce investment areas; Employ-on contract to enhance job search database available in the state etc)

Massachusetts Workforce Investment Board (MWIB)

- Staff and Initiatives:

Resources to the Field

- Supplemental funding for Sector Initiatives (leveraged resources)
- P21 grants to regions
- Incentive awards for 16 regions
- Data tool (Employ On, Job Vacancy Survey)

H. Describe the State's strategies to promote collaboration between the public workforce system, education, human services, juvenile justice, and others to better serve youth that are most in need and have significant barriers to employment, and to successfully connect them to education and training opportunities that lead to successful employment. (§112(b)(18)(A).)

The information contained in Section I.E on the *Pathways to Success by 21 (P-21)* also describes the State's strategies to promote collaboration between the public workforce system, education, human services, juvenile justice, and others to better serve youth.

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Information on state and regional strategies and action steps related to P21 can be found in this section.

Recent developments on P21 on collaboration and the development of our partnership include:

Shared Youth Vision: Massachusetts participated in the Shared Vision for Youth Forum in Philadelphia (2004) as well applied for and was selected to participate in the Shared Vision Advanced Level Technical Assistance Forum in Atlanta, GA (2006). Massachusetts applied for recognition as a Pilot state for the Federal Youth Vision and its application has been approved for the first phase of the pilot project. In addition, Massachusetts remains committed to the Shared Youth Vision and will be involved with future activities. For example, a team will be attending a Region I technical assistance session in Enfield, CT in June 2007 as well as the July 2007 Workforce Innovations pre-conference activities in Kansas City, MO.

Connections to Juvenile Justice: Massachusetts has in recent years and will continue to focus on making better connection for youth in state care to mainstream workforce systems. In partnership with the Massachusetts Department of Youth Services (DYS), Commonwealth Corporation is developing a comprehensive education and training system for the thousands of young people every year who are placed in DHS custody by the juvenile courts. The goal of this partnership is to create a continuum of options and opportunities--comprehensive case management, high-quality education and training, mentoring programs, and other services--that will give these young people the knowledge, skills, and confidence they need to build a better future.

Improved Reporting Youth in State Care: Massachusetts intends to improve the collection of data for youth in state care through its Massachusetts One Stop Employment System (MOSES) Massachusetts management information system for workforce development. Changes are currently being designed to foster better reporting of the youth barriers especially for youth in foster care and juvenile justice. Currently, we know anecdotally that local programs are increasing access to Title I services for youth in state care however the systems currently does not adequately capture this information. A new build in MOSES will provide better reporting capabilities determined the level of access provided to youth in state care. Massachusetts plans to better utilize that data for research, planning and reporting.

Cross Agency Training/Planning: Participation in P21 has provided and umbrella under which several high profile activities have occurred in 2007. Massachusetts' Department of Education (MDOE) held its first ever Graduation Rate Summit "The Power of Community Partnerships" in 2007 drawing more than 700 individual from across the Commonwealth to attend a day-long training and planning session(s). The purpose of the event was to support schools in addressing the serious problem of youth not graduating in four years, and in many cases, dropping out. This activity differed from previous MDOE events in that the P21 state steering committee members helped plan the Summit and the P21 local teams were enlisted to assist in recruiting

participants to the event. The audience for the Summit was nearly 50/50 school leaders and other organizations who serve youth. The diversity of opinion and richness of discourse played an important role in the Summit's success as noted by the MDOE.

In addition there were several other opportunities for cross agency collaborative training and meeting. The Title I WIA I Youth Program partnered with the Department of Youth Service and the Communities and Schools for Success to do three statewide WIA Youth Forums in 2006 -2007 focused on 1). improving youth worker ability to understand youth cultural competence, 2). Improving outcomes for youth with criminal records (CORI), 3). A two part training on developing mentoring programs and highlighting local programs that are improving connections between workforce and juvenile justice. Also, as part of this process, the P21 steering committee developed a website to improve communication among the partners. The most recent and planned cross agency activities are posted on the P21 website www.p21.us.

A series of regional "meet and greets" are planned for early FY 2008. These activities are intended to bring people together to further the dialogue about at-risk youth and promote building better connections to improve youth outcomes. Massachusetts is currently planning to pilot a professional development series in one or two regions of the state bringing together youth workers from different agencies. The training will be focused on improving youth worker core competencies of youth development. This pilot is in the design phase and is being explored through an interagency workgroup of P21.

Connecting Activities (CA):

The state funded *Connecting Activities* program calls on local partners to build partnerships with business to place youth in jobs and supported educational curriculum. Connecting Activities (CA) is a Massachusetts Department of Education (MDOE) initiative designed to drive and sustain the statewide school-to-career system. The CA state line item leverages the initial federal School-to-Work investment in Massachusetts which created self-sustaining Local Partnerships throughout the Commonwealth. Despite oversight by MDOE, the implementation of Connecting Activities flow through the 16 local Workforce Investment Boards working in concert with their local Youth Councils and One-Stop Career Centers to implement school-to-career policy and programming.

Through the local Workforce Investment Boards, CA funds pay for staff to recruit employers; prepare and place students in brokered work-based learning opportunities; and structure those experiences through the use of Massachusetts Work-Based Learning Plan.

Through CA, students achieve more learning hours by extending the classroom to the workplace while providing more adults who can support these students in one-to-one relationships.

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During fiscal year 2006, Connecting Activities invested \$4.1 million and generated some of the following outcomes:

- Employers invested \$36,804,581 in wages to support students in structured internships.
- 12,612 students were placed in brokered internships at 5,610 employer sites.
- 10,368 (82%) students utilized the Massachusetts Work-Based Learning (WBL) Plan on the job. The MA WBL Plan structures learning and productivity at the worksite and formally connects classroom lessons (MA Curriculum Frameworks) to work.
- 13,152 students participated in Job Shadowing experiences at 2,573 employer sites.
- 490 teachers participated in teacher externships.

In January 2003, the Massachusetts Department of Education working in collaboration with the Workforce Development System established an initiative, called “*Pathways for MCAS Success*” to provide comprehensive services to exiting students who have not yet met the state required competency determination for high school graduation.

The goal of the initiative was to address the unique academic, employment and career needs of exiting students. Partnerships to ensure these service deliverables include school districts and One-Stop Career Centers working in conjunction with their local Workforce Investment Board. Additional partners include community colleges, community based organizations and other education and training entities. Through “Academic Support” funds (Fund Codes 627/626), the Department of Education typically funds 8 to 9 regions (\$650,000) depending upon resources to continue this collaboration between the K-12 and the Workforce Development System to serve exiting seniors. “Pathways” services through the participating One Stop Career Centers broker education, training and employment opportunities and connect resources that provide academic, technical/technological and employability skill development for these academically at-risk young adults. To date, more than 2,000 youth exiting the 12th grade have been enrolled in the workforce development system (the MOSES MIS system) to appropriate received services ranging from career counseling, case management, connections to MCAS remediation and retesting, college visits, life skills and occupational training etc.

I. Describe the State’s strategies to identify State laws, regulations, policies that impede successful achievement of workforce development goals and strategies to change or modify them. (§112(b)(2).)

The identification of state laws, regulations or policies that impede successful achievement of workforce goals is accomplished through the legal counsel in the Executive Office of Labor and Workforce Development, through input from state and local partners, and through the research of collaborations or initiatives brought together to achieve specific goals.

J. Describe how the State will take advantage of the flexibility provisions in WIA for waivers and the option to obtain approval as a workflex State pursuant to § 189(i) and §192.

The Commonwealth of Massachusetts will apply for the following state waivers articulated in **ATTACHMENT E**.

The language below is a summary of the requested waivers:

The following waivers were approved as part of the prior State Planning process for FY06 and FY07. They resulted in increased flexibility of services for the local areas; therefore Massachusetts will reapply for these waivers:

- Transfer authority up to 50% of adult and dislocated worker funds to increase the flexibility and responsiveness of the workforce system to local labor market needs.
- Allowance of ITAs for older youth with older youth funding without the requirement of co-enrollment with adult programs.
- Allowance of “follow up” as a framework service for youth programming.

The following is a summary of newly requested waivers:

- Request for exclusion from local performance calculations for individuals who receive entrepreneurial training with WIA funds.
- Waive language limiting use of local formula funding for adult, dislocated worker and youth in order to allow local areas to utilize up to 10 % of these resources for allowable statewide employment and training activities, including flexible training design for unemployed and incumbent worker training activities.
- Allow the use of 25% rapid response funding for incumbent worker training as part of the state created rapid response “set aside” fund to assist regions, workers and companies anticipating layoffs to retain workers or retrain workers for new companies.
- Request for a waiver from USDOL to recognize the "Applied Math" portion of the TABE or the "Computation" portion of the TABE as stand alone assessments to meet the requirements for assessment on the common measure for numeracy.

VI. Major State Policies and Requirements

Describe major State policies and requirements that have been established to direct and support the development of a Statewide workforce investment system not described elsewhere in this Plan as outlined below. (§112(b)(2).)

- A. *What State policies and systems are in place to support **common data collection and reporting processes, information management, integrated service delivery, and performance management?** (§§111(d)(2) and 112(b)(8)(B).)*

The Massachusetts One-Stop Employment System (MOSES) client/server application is a unified management information and client tracking system, used by staff at career centers and other workforce development service providers throughout Massachusetts. MOSES encompasses a broad range of job training and job placement programs operated/managed by local Career Centers, Title I Administrators, Division of Career Services (DCS) program managers, Commonwealth Corporation and Local Workforce Investment Boards. MOSES is used in 150 locations by almost 1,000 professionals across the state in support of 28 Employment and Training Programs. A case management module is featured in the MOSES system.

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MOSES unifies the usage of information and technology across the 16 workforce areas and 32 One-Stop Career Centers. The MOSES Internet applications used by the public and local workforce partners are: 1) Massachusetts JobQuest (MJQ) that provides job seekers access to job vacancies listed by Massachusetts firms and career centers; 2) Massachusetts TalentQuest (MTQ) that permits employers to post job orders and match to qualified job candidates; 3) Training Pro that allows Training Providers to post information about and receive approval for courses that they offer; 4) Workforce Training Fund Grant application programs that permit employers to apply for training grants for their incumbent workers and allow staff to manage applications and contracts; 5) an On-Line Customer Evaluation module that training participants can complete to provide information relevant to their experiences for view by the public and other interested parties; and 6) an On-Line Evaluation module for completion by employers who have participated in Workforce Training Fund Grant programs. Additionally, Massachusetts has contracted for an internet based service from Employ-On to supplement MJQ that permits career center staff and customers, as well as the general public to conduct an intelligent, easy to use search that matches job seeker skills to openings found on different internet based job boards, private company websites and OSCC job listings.

Upgrades to the MOSES application are communicated to all users via the statewide *MassWorkforce Issuance* communication series posted on www.massworkforce.org.

The MOSES system does not provide a fiscal management tool for Career Centers or other local workforce development program managers. Each Workforce Investment Board must have a financial system that is certified by the state. Central financial management is handled through the state's centralized Massachusetts Management, Accounting and Reporting System (MMARS).

DCS has established a position of Regional Director for Workforce Integration. The Regional Director works with WIBs, Chief Elected Officials and other workforce investment partners and stakeholders to ensure that information, policies and new initiatives both at the state and local levels are conveyed, supported and understood across the system. As the primary state liaison, the Regional Integration Director participates in quarterly performance reviews and ensures the delivery of needed labor market information and other materials that will assist local partners in assessing program performance and future planning. The Regional Integration Director also works hand-in-hand with our 16 Workforce Investment Boards to facilitate access to state level assistance, troubleshooting, policy development, and/or access to data, performance or labor market information as regions continue to work on developing high-performing systems at the local level.

- B. *What State policies are in place that promote **efficient use of administrative resources** such as requiring more co-location and fewer affiliate sites in local One-Stop systems to **eliminate duplicative facility and operational costs** or to require a single administrative structure at the local level to support local boards and to be the fiscal agent for WIA funds to avoid duplicative administrative costs that could otherwise be used for service delivery and training? The State may include administrative cost controls, plans, reductions, and targets for reduction if it has established them. (§§111(d)(2) and 112(b)(8)(A).)*

At the inception of the Workforce Investment Act, a decision was made by the Commonwealth to integrate all Wagner-Peyser and WIA Title I services as well as existing UI walk-in centers within the One-Stop Career Centers. Currently, there are 32 full service One-Stop Career Centers in the Commonwealth, which house WIA Title I and Wagner-Peyser services in addition to other partner services under an integrated management structure. The state does not have stand-alone UI walk-in centers or Wagner-Peyser services. The State continues to encourage the use of one administrative structure at the local level which will support the activities of the local Board as well as the fiscal agent for WIA funds.

The Commonwealth encourages local areas to develop “cost-sharing” models in the area’s integrated budget to streamline budgeting. The State’s cost-sharing policy can be found in WIA Communication 01-51 (10/25/01) on www.massworkforce.org.

C. *What State policies are in place to promote universal access and consistency of service Statewide? (§112(b)(2).)*

EOLWD and its agencies typically craft MassWorkforce Issuances (previously named WIA Communications) to implement statewide policy. The main goal of developing a statewide policy is to promote consistency of services for job seekers and employers across all LWIBs and OSCCs and works in conjunction with policies developed by local areas. Thus, the majority of MassWorkforce Issuances and WIA Communications) issued by the state were put in place to promote universal access, consistency and quality of services. All of the active state policies can be viewed at www.massworkforce.org

In particular, **MassWorkforce Communication 04-46 on Core Services at OSCCs** provides guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the definition and identification of specific *core services* for job seekers and employers to be provided by all Massachusetts One-Stop Career Centers in order to assure greater consistency of services across the system.

MassWorkforce Communication 01-34 on Intensive Services provides clarification and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the required documentation for establishing customer eligibility for intensive program services under WIA Title I for Adults, Dislocated Workers and Youth. The issuance covers documentation requirements under the Workforce Investment Act pursuant to Case Management; the need for Intensive and/or Training Services; participation in Training, and Job Placement Services; and Follow-up Services.

MassWorkforce Communication 00-58 on Support Services (currently under revision) for specialized populations provides guidance to Local Workforce Investment Boards regarding development of local policies for the provision of Support Services and Needs-Related Payments for Adults, Dislocated Workers and Youth under the Title I of the Workforce Investment Act.

MassWorkforce Communication 04-08 on the Connecting Claimants to the Career Centers Initiative provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the implementation of policies and procedures under the “Connecting Claimants” initiative to increase the connectivity of unemployment insurance claimants to the Commonwealth’s One-Stop Career Center system. This policy established the Career Center Seminar as a required One-Stop Career Center activity to more effectively market services to Massachusetts UI claimants.

MassWorkforce Communication 04-34 on Case Management for Job Seekers provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding policies and procedures to assure the consistent application of case management services across the Commonwealth’s One-Stop Career Center system. It also established parameters for reporting case management activities in the Massachusetts One-Stop Career Center system database.

MassWorkforce Communication 04-53 Referral Process between Career Centers and Adult Education providers includes instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding policies and procedures for the effective referral of One-Stop Career Center Customers to Massachusetts Department of Education (MADOE) Adult Basic Education Programs and, conversely, the referral of MADOE customers to One-Stop Career Center services. The issuance also covers service reporting procedures related to such referrals.

- D. *What policies support a demand-driven approach, as described in Part I. “Demand-driven Workforce Investment System”, to workforce development – such as training on the economy and labor market data for local Board and One-Stop Career Center staff? (§§ 112(b)(4) and 112(b)(17)(A)(iv).)*

In addition to the input from employers derived from their membership on local boards, the state makes labor market information available to local areas to inform local policy and decision making. The Economic Analysis Office within the Division of Career Services has the responsibility of ensuring the appropriate development and dissemination of labor market, career and economic information to all state and local workforce development partners. Its key focus is on identifying and serving the needs of local Workforce Boards, One-Stop Career Centers and partner organizations, educators, and the job seekers, employers, students and parents served by local workforce providers. The strategies employed include: ensuring availability of all information via the Internet, developing specific targeted products, training (such as our LMI 101 course for staff of WIBs and One-Stop Career Centers), providing technical assistance in the use and availability of information, and making presentations to inform and educate.

State and local workforce development partners at the local level have access to a wide variety of national and state data. We are especially proud of our bi-annual statewide Job Vacancy Survey that captures employer demand for labor by occupational type. The state also produces an annual publication titled the *Regional Labor Market Profiles* for the state

and each of the 16 local workforce investment areas, which is a compilation and analysis of the most valuable LMI data sources including employment patterns, unemployment insurance claimant characteristics, Census data related to population demographics, employer characteristics and job vacancy data. Training sessions on the various tools available on data analysis and use are available through DCS's training unit.

As cited above, the Division of Career Services has developed a training course for counselors with input from the local Workforce Boards and One-Stop Career Centers, called LMI 101. This series provides instruction on the utilization of labor market information for program planning, job development, placement and career counseling. Workshops focusing on the use of LMI data for specific regions with data specific to users is provided throughout the year upon request. Principal customers are Workforce Boards, One-Stop Career Centers and workforce development service providers. Staff from our Economic Analysis office are available to provide assistance to all callers and to individuals who visit the Research Library.

- E. *What policies are in place to ensure that the resources available through the Federal and/or State **apprenticeship programs and the Job Corps are fully integrated with the State's One-Stop** delivery system? (§112)(b)(17)(A)(iv)).*

MassWorkforce Communication 04-46 related to required core services and MassWorkforce Issuance 06-78 on LWIB Certification each contain language that requires the coordination of these services where available in the One Stop System. All of the active state policies can be viewed at www.massworkforce.org. *Click on Issuances at the top of the Home page.*

VII. Integration of One-Stop Service Delivery

*Describe the actions the State has taken to **ensure an integrated One-Stop service delivery system** Statewide. (§§112(b)(14) and 121.)*

The Commonwealth has developed numerous policies and procedures which ensure quality service delivery and maximum integration of services and operational structures within our One-Stop Career Center System. All 32 comprehensive career centers include the integrated provision of all WIA and Wagner Peyser services on site, access to employment and training services for TANF recipients through funding from the State's Division of Transitional Assistance, direct access to and assessment for Adult Education programs, access to UI services, Trade and Rapid Response as well as access to all services provided by the required WIA partners present in a local area who may not be on site at the Center. Policies and Informational guidance are issued to all system partners through the MassWorkforce Issuance communication series. All currently active policies can be accessed through the internet at www.massworkforce.org under issuances in the content menu on the home page.

- A. *What State policies and procedures are in place to ensure the **quality of service delivery through One-Stop Centers** such as development of minimum guidelines for operating*

comprehensive One-Stop Centers, competencies for One-Stop Career Center staff or development of a certification process for One-Stop Centers? (§112(b)(14).)

The major policies supported by the state to promote quality of services implemented by local areas include:

MassWorkforce Communication 04-46 on Core Services at OSCCs provides guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the definition and identification of specific *core services* for job seekers and employers to be provided by all Massachusetts One-Stop Career Centers in order to assure greater consistency of services across the system.

MassWorkforce Communication 01-34 on Intensive Services provides clarification and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the required documentation for establishing customer eligibility for intensive program services under WIA Title I for Adults, Dislocated Workers and Youth. The issuance covers documentation requirements under the Workforce Investment Act pursuant to Case Management; the need for Intensive and/or Training Services; participation in Training /Job Placement Services; and Follow-up Services.

MassWorkforce Communication 00-58 on Support Services (currently under revision) for specialized populations provides guidance to Local Workforce Investment Boards regarding development of local policies for the provision of Support Services and Needs-Related Payments for Adults, Dislocated Workers and Youth under the Title I of the Workforce Investment Act.

MassWorkforce Communication 04-08 on the Connecting Claimants to the Career Centers Initiative provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the implementation of policies and procedures under the “Connecting Claimants” initiative to increase the connectivity of unemployment insurance claimants to the Commonwealth’s One-Stop Career Center system. Established the Career Center Seminar as a required One-Stop Career Center activity to more effectively market services to Massachusetts UI claimants.

MassWorkforce Communication 04-34 on Case Management for Job Seekers provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding policies and procedures to assure the consistent application of case management services across the Commonwealth’s One-Stop Career Center system. It also established parameters for reporting case management activities in the Massachusetts One-Stop Career Center system database.

MassWorkforce Communication 00-04 on Partnering and Memorandum of Understandings outlines the State’s minimum state requirements for the content and process for developing Memoranda of Understanding (MOU) between the partners and the Local Board. This document and MOU template is provided as guidance for the development of a local MOU. This, when combined with the policy on Core Services,

insures that each local area has the information it needs to make decisions on how to develop its existing One-Stop system to meet both WIA requirements and local needs. MOU's are updated annually as necessary through the Annual Business Plan process.

Integrated Management –As one of the original Career Center implementation sites for OSCCs, Massachusetts operates both competitive and collaborative Career Center models. However, State policy issued prior to the implementation of WIA requires that, regardless of the model selected, all One-Stop Centers must be managed in an integrated manner. That is, the operating partners must come to agreement on a system where one Center Director is selected and is responsible for overall delivery of One-Stop Center services. This further requires that Center services are supervised and managed according to the functions performed, rather than solely based on the organizational affiliations of the staff assigned to perform the functions.

- B. *What policies or guidance has the State issued to support **maximum integration of service delivery through the One-Stop delivery system** for both business customers and individual customers? (§112(b)(14).)*

As indicated above, at the inception of the One-Stop Career Center initiative, the Commonwealth has promoted and encouraged the seamless delivery of services to all customers, both employers and job seekers by designing the operational structure to ensure the integration of like services across funding streams, reducing duplication, providing one point of contact for employers accessing the system, and ensuring that job seekers have access to the full range of employment and reemployment services for which they might be eligible.

Core services for customers include those for employers as well as job seekers. Much emphasis has been given to improving and streamlining services for employers. The Commonwealth's economic development agency and its Business Resource Team have aggressively marketed the resources available to employers through the One-Stop Career Centers.

- C. *What actions has the State take to promote **identifying One-Stop infrastructure costs and developing models or strategies for local use that support integration?** (§112(b)(14).)*

Through the Annual Business Planning process and ongoing fiscal meetings the State promotes the concept and provides technical assistance encouraging resource sharing among the system partners wherever possible. WIA Communication 01-51 provides policy and information on cost sharing and resource allocations.

The Massachusetts legislature and Governor recognize the need for infrastructure support and have each submitted language in each year's State budget to provide support for the Centers. For fiscal year 2008, the Governor requested more than \$6,000,000 in support for the One-Stop Career Centers. The annual local Business Plan Instructions for local areas requires each area to identify how it promotes integration at the local level to reduce

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administrative costs and prevent duplication of effort and activity. We will continue to analyze systems and operational models at both the state and local level in order to identify opportunities to reduce inefficiency and to support and encourage additional integration of resources.

D. How does the State use the funds reserved for Statewide activities pursuant to §129(b)(2)(B) and 134(a)(2)(B)(v) to assist in the establishment and operation of One-Stop delivery systems? (§112(b)(14).)

The State has used the Governor's discretionary 15% funding to support state staff responsible for oversight, data collection, reporting and monitoring of programs. In addition, this funding source underwrites special initiatives across the system, provides support for the MOSES MIS system, defrays the cost of system wide supports like Employment, and provides funding for system evaluations, meeting and conferences, and the development of marketing tools and information.

E. How does the State ensure the full array of services and staff in the One-Stop delivery system support human capital solutions for businesses and individual customers broadly? (§112(b)(14).)

At the local level, Workforce Investment Boards and Chief Elected Officials design annual integrated budgets to support the necessary staffing structures to meet the needs of job seekers and employers. Local areas often seek out additional resources to supplement services to specific job seeker customers and/or employers depending upon the flexibility and availability of state and federal WIA and other program funding.

VIII. Administration and Oversight of Local Workforce Investment System

A. Local Area Designations

1. Identify the State's designated local workforce investment areas and the date of the most recent area designation, including whether the State is currently re-designating local areas pursuant to the end of the subsequent designation period for areas designated in the previous State Plan. (§§112(b)(5).)

The State's Workforce Investment areas for FY08 and FY09 remain as described in the previous two year State Plan submitted in 2006. They are as follows:

1. Berkshire County Workforce Investment Area
2. Boston Workforce Investment Area
3. Bristol County Workforce Investment Area
4. Brockton Workforce Investment Area
5. Cape Cod, Martha's Vineyard and Nantucket Workforce Investment Area
6. Central Massachusetts Workforce Investment Area
7. Franklin/Hampshire Workforce Investment Area
8. Greater Lowell Workforce Investment Area
9. Greater New Bedford Workforce Investment Area

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10. Hampden County Workforce Investment Area
11. Lower Merrimack Valley Workforce Investment Area
12. Metro North Workforce Investment Area
13. Metro South/West Workforce Investment Area
14. North Central Workforce Investment Area
15. South Coastal Workforce Investment Area
16. North Shore Workforce Investment Area

Merit Staffing Demonstration

As part of a One-Stop Career Center implementation grant, the Secretary authorized, under Section 3(a) of the Wagner-Peyser Act, the Commonwealth of Massachusetts to conduct a demonstration of alternative service delivery methods in local One-Stop Career Centers for Wagner-Peyser funded employment services. As part of this demonstration, there are currently eight One-Stop Career Centers in four local workforce investment areas (listed below) currently not required to deliver Wagner-Peyser services using state merit staff. However, in two of the eight One-Stop Career Centers state merit based staff provide services to customers. Massachusetts will continue to allow these demonstration projects and will continue to review progress. Due to Massachusetts' participation in the merit staffing demonstration, assurance #13 as it pertains to merit-based staff is not applicable to Massachusetts in four of the sixteen Massachusetts workforce investment areas which participated in the original One-Stop Career Center demonstration pilots.”

Massachusetts will continue to work with the U.S. Department of Labor and its contractor, WESTAT, to evaluate this demonstration in the following One-Stop Centers authorized as demonstrations:

- Boston Workforce Area
 - Boston Career Link
 - Jobnet
 - The Workplace
- Metro North Workforce Area
 - Career Source
 - The Career Place
- Hampden County Workforce Area
 - CareerPoint
 - Future Works
- Brockton Workforce Area
 - Career Works

2. *Include a description of the process used to designate such areas. Describe how the State considered the extent to which such local areas are consistent with labor market areas: geographic areas served by local and intermediate education agencies, post-secondary education institutions and area vocational schools; and all other criteria identified in section 116(a)(1) in establishing area boundaries, to assure coordinated*

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planning. Describe the State Board's role, including all recommendations made on local designation requests pursuant to section 116(a)(4). (§§112(b)(5) and 116(a)(1).)

The 16 workforce investment areas, as originally designated in the Commonwealth's initial five-year WIA State plan remain in effect for the new two-year period. These designated regions have a proven track record of coordinating workforce development planning consistent with local labor market needs, education and training providers and post secondary educational institutions and systems.

3. *Describe the **appeals process used by the State** to hear appeals of local area designations referred to in §112 (b)(5) and 116(a)(5).*

In the event that a unit of local government wishes to appeal the designation of an area the following appeals process has been established by the Commonwealth:

Any unit of general local government or grant recipient that requests, but is not granted, designation as a local area by the Governor has the right to a hearing before the Secretary of the Executive Office of Labor and Workforce Development upon written application to the Secretary. This request must be received by the Secretary no later than 10 days after notice of denial of designation. If no written request for a hearing is received within 10 days of notice of denial, the decision regarding designation shall become final.

If a hearing request is received within 10 days of notice of denial, the Secretary shall schedule said hearing no later than 14 days after receipt of the request and shall issue a final decision no later than 14 days after the date of the hearing. The provisions of Chapter 30A of the Massachusetts General laws shall govern the conduct of the hearing.

Any party aggrieved by a final decision of the Governor may appeal directly to the Massachusetts Workforce Investment Board. Said appeal must be received by the Chair of the State Board no later than 14 days after the date of the final decision issued by the Secretary.

Upon receipt of an appeal, the Chair of the Massachusetts Workforce Investment Board shall schedule a hearing no later than 14 days after the date of receipt of said appeal. Said appeal shall be heard by a panel of seven members of the State Workforce Investment Board consisting of the Chair who shall also chair the panel, and six additional private sector members selected by the Chair. The panel shall issue its final decision no later than 14 days after the hearing date.

Any party aggrieved by a decision of the State Board shall have the right of appeal to the Secretary of the U.S. Department of Labor pursuant to Sec. 166(a)(5) of the Workforce Investment Act.

- B. *Local Workforce Investment Boards -- Identify the **criteria** the State has established to be used by the chief elected official(s) in the local areas for the appointment of local board members based on the requirements of section 117. (§§112(b)(6), 117(b).)*

In order to ensure the creation of a demand-driven workforce development system that is focused on assuring Massachusetts' competitiveness in the 21st Century, the Commonwealth has established the following criteria for use by the Chief Elected Official in the appointment of local WIB members and the establishment of youth councils:

CRITERIA FOR LOCAL WORKFORCE INVESTMENT BOARD MEMBERSHIP IN THE COMMONWEALTH OF MASSACHUSETTS

The implementation of the Workforce Investment Act of 1998 provides the Commonwealth, through its designated Local Workforce Investment Boards (LWIBs), the opportunity to develop a comprehensive and locally designed Workforce Investment System. LWIBs will be responsible for the planning and oversight of activities that prepare adults and youth to enter the workforce and encourage local employers to continue and expand their investments in the skill development of their employees. The LWIB will also be responsible for the establishment of a Youth Council.

The following paragraphs are intended to both describe the legal requirements of the Act and provide guidance as to additional considerations for membership criteria at the local level.

Section 117(b)(2)(A) of the Workforce Investment Act requires that at least 51% of the members of the LWIB represent business that are representative of the primary employers in the region. The LWIB must elect a chairperson from among the business representatives on the board (WIA sec. 117(b)(5)).

The balance of the membership shall represent education, organized labor, community-based agencies, and the One-Stop Career Center partners.

As required by the Workforce Investment Act, representatives from each sector shall be individuals with optimum policy making or hiring authority.

Additional Required Criteria:

The Commonwealth has established additional required criteria relative to LWIB membership as follows:

- Local Workforce Investment Board members who have been appointed by the Chief Elected Official as required under the Workforce Investment Act shall constitute the official voting membership of the Board;
- A minimum of four voting members of the LWIB must also serve on the Youth Council;

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- Boards are required to establish a diversity goal to the extent possible within the diversity of its population and within the requirement that mandatory representatives to the LWIB be CEOs or optimum decision makers. Each LWIB must submit a plan as part of its certification package that demonstrates how the LWIB will ensure the broadest diversity possible;
- LWIB membership must be reasonably representative of the entire geographic region and its critical and/or emerging industries;
- Each LWIB must develop a fair and impartial review process and incorporate, within its by-laws a conflict of interest statement that complies with the Commonwealth of Massachusetts conflict of interest laws (MGL Chapter 268A and B). This statement will ensure that no LWIB member may participate in discussions or vote on proposals in which he/she has a financial or other interest as described in the statement. Signed Conflict of Interest Statements for each member must be kept on file;
- Each LWIB must ensure that it will conduct business in an open manner consistent with Section 117(e) of the Workforce Investment Act and consistent with the Massachusetts Open Meeting Law.

Additional Certification Requirements:

- The LWIB may, in accordance with the CEO/ LWIB Agreement, choose to employ LWIB staff directly or contract with another appropriate organization to provide staffing services, including the designated CEO, or its fiscal agent and/or subgrant recipient. The LWIB must ensure that LWIB autonomy is maintained.
- The LWIB, LWIB staff and any organization that directly provides staff to the LWIB may not directly provide services in the local workforce investment area, i.e. core, intensive, training or participate in the management or operations of the One-Stop Career Center(s).
- The fiscal agent, as designated by the CEO, (if not the LWIB or LWIB staff) may provide services in the local area, including the management/operation of the local One Stop Career Center(s).
- The CEO has the responsibility and liability for WIA Title I funds and may administer funds directly or designate a fiscal agent and/or subgrant recipient, including the LWIB or any existing local fiscal agent or grant subrecipient.
- The LWIB may manage its funds directly or contract with another appropriate entity or agent to manage its funds, including the CEO, its fiscal agent or grant recipient or One Stop operator/partner.
- The LWIB will develop a WIA Title I budget as described in the WIA, subject to the approval of the CEO to carry out its duties in accordance with the CEO/LWIB agreement.

- The LWIB with the agreement of the CEO, shall designate or certify the One Stop Career Center operator(s) as described in section 121 (d)(2)(A); and may terminate for cause, the eligibility of such operators.

Additional Required Criteria-Youth Council

The Commonwealth has established the following required criteria relative to the membership of the Youth Council:

- A minimum of four voting members of the LWIB must also serve on the Youth Council.

C. How will your State *build the capacity of Local Boards to develop and manage high performing local workforce investment system?* (§§111(d)(2) and 112(b)(14).)

The State assists in the development and management of a high-performing workforce development system at the local level through the creation and distribution of enhanced information about the labor market on a state and regional level as well as providing training to local staff regarding the effective interpretation and use of labor market information. The provision of state and regional economic data allows local areas to better understand both the economic drivers and labor market needs of their area and the impact of programs on the regional economy. In addition, the state has created new resources through Sector Initiatives to assist Workforce Boards and local partners in bringing together business to identify, design and implement training needs for the region.

Access to Labor Market Information:

State and local workforce development partners at the local level have access to a wide variety of national and state data. Additionally, a focus of the Division of Career Services' Economic Analysis Office (EAO) is to respond to the specific needs of the workforce development community for labor market and economic information. The EAO offers training and presentations, publications, technical assistance and customized data and information.

We are especially proud of our bi-annual statewide Job Vacancy Survey that captures employer demand for labor by occupational type. The state also produces an annual publication called the *Regional Labor Market Information Profiles* for the state and each of the 16 local workforce investment areas; this publication is a compilation and analysis of the most valuable LMI data sources including employment patterns, unemployment insurance claimant characteristics, Census data related to population demographics, employer characteristics and job vacancy data. Labor Market Information Profiles can be accessed at <http://lmi2.etma.org/Lmi/FPlmiforms1.asp> . Labor market economists from the DCS Economic Analysis Office are available to assist with additional information. Training sessions on the various tools available for data analysis and use are available through DCS's training unit [described on page 84 of this plan]. As described under the Governor's priorities, the JVS will be expanded.

The Division of Career Services has developed a training course titled “LMI 101” for career center staff with input from the local Workforce Boards and One-Stop Career Centers. This training series provides instruction on the utilization of labor market information for program planning, job development, placement and career counseling. Upon request, workshops for local staff that specifically focuses on the use of relevant regional LMI data are provided throughout the year. Principal customers are Workforce Boards, One-Stop Career Centers and workforce development service providers. DCS Economic Analysis Office staff are available to assist customers with their labor market information needs.

Access to Performance Information and Technical Assistance:

The DCS Regional Director for Workforce Integration works with WIBs, Chief Elected Officials and other stakeholders to ensure that information, policies and new initiatives both at the state and local level are conveyed, supported and understood across the system. The Regional Workforce Integration Director, together with staff of the DCS Information and Performance Reporting Department, works with local workforce boards, Title I administrators, and One-Stop Career Center operators to facilitate access to state level troubleshooting and policy development assistance and access to data, performance or labor market information as regions continue to work on developing high-performing systems at the local level.

In addition, Massachusetts continues to work on developing state policy and processes that promotes consistency and quality of services across local areas. For example, the state will work with the local workforce investment boards and other partners, including the Massachusetts Workforce Investment Board, over the next two years to develop a OSCC Certification Process for the state. The draft reauthorization language for the Workforce Investment Act includes a new requirement for states to develop such a process. As new legislation takes shape, EOLWD will carefully follow the new developments related to this process to ensure our activity is aligned with federal legislation.

D. Local Planning Process -- Describe the State mandated requirements for local workforce areas' strategic planning. What assistance does the State provide to local areas to facilitate this process, (112(b)(2) and 20 CFR 661.350(a)(13).) including:

- 1. What **oversight of the local planning process** is provided, including receipt and review of plans and negotiation of performance agreements?*

The State provides a policy framework for local area planning by issuing planning guidance at the start of the annual planning cycle. This planning guidance, issued as **MassWorkforce Issuance No. 07-20** for FY 2008, describes the current local planning process, referred to in Massachusetts as the *Annual Workforce Development Business Plan*. The annual business planning process comprises the *strategic local planning process for the region*. The planning instructions include a framework of overarching federal and state policy goals and initiatives to ensure that the local planning document is a *joint* activity led by the LWIB in partnership with the Chief Elected Official that includes all key regional partners (Workforce Boards, Chief Elected Officials, Title I Administrators, One-Stop Career Center Operators,

education and training institutions, the Adult education network, community-based workforce organizations and other partners) and spans WIA and non-WIA workforce development programs, as appropriate. Once plans are received, a State level review team reads and analyzes the plans for content, financial soundness, required performance and service menus, examples of local initiatives and system integration, and alignment with federal and state policy initiatives. Local performance levels are determined based on negotiations with USDOL as well as any additional requirements determined by the local WIB.

2. *How does the local plan approval process ensure that local plans are consistent with State performance goals and State strategic direction?*

The State's Annual Business Plan process is built upon state priorities for a fiscal year to ensure that specific statewide objectives are reflected in the Annual Business Plans of a local area in addition to a region's priorities of the LWIB. Local areas reflect on progress made in each priority area described in its prior year's Business Plan and build on and refine those strategies. The Annual Business Planning process for the Workforce Investment Act (WIA) is led by the local Workforce Investment Board in partnership with the Chief Elected Official that includes all key regional partners (Workforce Boards, Chief Elected Officials, Title I Administrators, One-Stop Career Center Operators and other partners) and spans WIA and non-WIA workforce development programs as appropriate.

For FY 2008, regions will formulate their planning vision to demonstrate continued development of a demand-driven system that will respond quickly and effectively to close the skill gaps in the local workforce and to align strategies for high-demand sectors of the region. Local vision must encompass both short and long-term strategies designed to significantly contribute to establishing and sustaining a prosperous regional economy.

To encourage regions to focus their vision to meet the needs of what is being termed the "Innovation Economy," the Commonwealth has identified the following planning priorities for the state's workforce investment system:

- Support partnerships that strengthen the economic well-being of the regions and increase opportunities for the leveraging of funds.
- Align workforce investment services (especially training services) with high-growth, critical sectors in the region.
- Increase the efficiency in responsiveness to businesses by ensuring that employer services are integrated with other workforce or partner programs as appropriate.
- Assure that One-Stop Career Center front line staff are trained to be knowledgeable of high-growth occupations and critical job vacancies.
- Use formula and leveraged funds to close the "skill gap" through strategic talent development.

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- Enhance the effectiveness of youth programming, especially for out-of-school youth and youth categorized as “hard-to-serve”.

Using these priorities as a guide, each area is required to respond to the narrative questions listed in Part III, Plan Narrative of the Annual Workforce Development Business Plan.

E. Regional Planning (§§112(b)(2), 116(c).)

- 1. Describe any **intra-State or inter-State regions** and their corresponding performance measures.*

Massachusetts currently has no designated intra or inter State regions. Regional economies in Massachusetts are complex, dynamic and frequently overlapping due to the varied nature of the economy, small yet diverse geography, convergence of several Metropolitan Statistical Areas (and associated commuting patterns) within the Boston-Worcester-Manchester MA-RI-NH Combined Statistical Area, and the focus on strong, local government that is typical of New England.

However, much collaboration happens on a regional level throughout the state. As previously noted within this document, local areas frequently engage in regional collaborative talent development initiatives to meet employer needs, as well as regional strategic planning and partnership building. These focused, demand-driven economic development activities that concentrate on regional economies are initiated at both the local and state level. Below is a description of the regional funding mechanisms that encourage cross-regional collaboration.

Industry-driven Training Initiatives: Massachusetts has invested both financial and staff resources in sector or industry-driven initiatives, which utilize a number of focused strategies to effect change in a particular targeted industry. A successful sector initiative has positive impacts for the both employers\industries and workers. This approach targets a specific industry or group of related occupations and creates education, training and other supports customized to meet the needs of the industry’s employers, incumbent workers, the underemployed and the unemployed. The public-private partnerships created by the ECCLI, BEST and BayStateWorks programs, along with other sector initiatives in Massachusetts and across the country have reaped success including reduced turn-over, improved operations and cost savings for businesses and higher salaries, promotional opportunities and access to education for workers. Sector initiatives build relationships, expertise, and understanding of the challenges in the industry to develop strategies that meet the needs of workers and employers.

Extended Care Career Ladder Initiative: The Extended Care Career Ladder Initiative (ECCLI) provides competitive grants to licensed nursing homes and home care organizations to improve staff retention and overall quality of care. ECCLI has provided resources to long term care organizations to innovate new organizational structures, create care practice improvements, develop and deliver staff and manager

skills development, and design and institutionalize career ladders of opportunity for their workers. Since 2000, Commonwealth Corporation has made grants to 158 nursing homes and home health agencies (25% of the long term care industry in Massachusetts) to train over 7,500 staff members. The results of these efforts have been higher worker skills, dramatic improvement of employee morale, introduction of new care philosophies, increased wages, and improved communication among staff, supervisors and residents. ECCLI facilities have reported lowered cost of agency fees (temporary labor) and improved retention rates among ECCLI participants and among all other workers. Specifically:

- Over 3,700 participants received basic skills training
- In the last two years, 341 workers have been prepared to sit for nursing school entrance exams
- Over 2,500 participants have received wage increases and promotions
- The average wage increased \$1.05 per hour
- ECCLI sites have seen decreases in persistent job vacancies from 11.4% in 2001 to 1.4% in 2003, a 33% lower rate than a non-ECCLI comparison group
- ECCLI employers reported cost savings of about \$47,000 per year per facility as a result of the decrease in turnover

Additional ECCLI grants will be awarded during Fiscal Year 2008, with a focus on reaching out to long-term care organizations that have not yet participated in this project.

BayStateWorks: BayStateWorks, funded through economic stimulus state legislation and resources from the MA Department of Transitional Assistance, was created to help businesses and industries address their workforce development needs, while fostering collaborations with the state's workforce development system and having a positive economic impact on a region with high levels of unemployment or a high concentration of low-skilled workers.

Eleven (11) Workforce Investment Board (WIB) led projects delivered education and training reflecting the needs of the participating employers in order to increase the skills, education, and ability of workers and contribute to the economic vitality of their communities. Nine (9) Community Based Organization (CBO) led projects helped the unemployed (particularly low-income unemployed) find employment, improve employment for low income individuals or low wage workers, and improve wages to a level sufficient to support a family or place individuals on a career path leading to such employment and wages. Projects were funded in the following industries: healthcare, human services, education, manufacturing, hospitality, and transportation. This initiative ends on June 30, 2007.

Workforce Competitiveness Trust Fund (WCTF): Created through the Workforce Solutions Act that was passed by the state legislature in 2006, the WCTF will support the next generation of industry-driven partnership sector projects in Massachusetts. The WCTF will build on the foundation of previous and current sector initiatives (BEST, BayStateWorks, ECCLI). Grants will be provided to partnerships of companies, employer associations, labor unions, higher education, education/training

providers, non-profits, one-stop career centers, and workforce investment boards that have designed and will implement projects that improve the competitiveness of Massachusetts businesses by improving the skills of workers, while increasing access to well-paying jobs and long-term career success for workers.

Objectives of the WCTF include ensuring that:

- A broad range of residents (including older workers, low-wage workers, low-income individuals, disabled citizens, vulnerable youths, incumbent workers and the unemployed) gain access to employment, education and the skills necessary to move forward along a career path that leads to economic self-sufficiency
- Critical industries are supported
- Vital public-private partnerships thrive at the local level
- All regions of the Commonwealth benefit from the WCTF

The WCTF is to be funded at the level equal to employer contributions to Workforce Training Fund. Given the “trust” nature of this funding vehicle, funds will not revert back to the legislature at the end of the fiscal year. This will allow grant periods sufficient to achieve project goals.

Sharing sector work promising practices. To share what is being learned through ECCLI among and beyond the funded project sites, the ECCLI Virtual Library at www.commcorp.org/eccli/virtuallibrary.html was created. This tool is a popular site (600 hits each week) for ECCLI partners, practitioners, and people from Massachusetts and across the country wanting to learn more about this work in long-term care. Additionally, an Industry Sector Strategy webpage has recently been created that features tools, resources, announcements, information on what we are learning about sector work, and links to sector initiatives from around the nation. While still new, this site has been receiving over 300 hits each week and can be found at www.commcorp.org/sectorstrategy/index.html. Eventually, these sites will be merged to create a single, rich resource to support sector work.

SkillWorks: SkillWorks is a workforce development initiative begun in 2003 as a partnership among local and national foundations, the City of Boston, and the Commonwealth. Its goal is to apply the lessons from successful workforce programs on a scale that can impact both the skill needs of employers and the employment needs of the City’s disadvantaged. The Commonwealth has been involved in SkillWorks from the beginning. It is a model we hope can be emulated around the state.

The programs funded by SkillWorks bring together the best practices in the field: a dual customer focus, career ladders and pathways, capacity building for service providers, and efforts to integrate the components of workforce development into a seamless system. All of the programs are partnerships – with and among employers, between city and state, and among community based organizations. Since the starting point is employer demand, SkillWorks programs link directly to the area’s economic development priorities.

2. *Include a discussion of the **purpose of these designations** and the activities (such as regional planning, information sharing and/or coordination activities) that will occur to help improve performance. For example, regional planning efforts could result in the sharing of labor market information or in the coordination of transportation and support services across the boundaries of local areas.*

Not applicable in Massachusetts.

3. *For inter-State regions (if applicable), describe the **roles of the respective Governors and State and local Boards.***

Not applicable in Massachusetts.

F. Allocation Formulas (112(b)(12).)

1. *If applicable, **describe the methods and factors** (including weights assigned to each factor) **your State will use to distribute funds** to local areas for the 30% discretionary formula adult employment and training funds and youth funds pursuant to §§ 128(b)(3)(B) and 133(b)(3)(B).*

Not applicable. Massachusetts distributes 85% of its state allotments for Adult and Youth programs to local workforce investment areas. Massachusetts does not use the optional adult and youth discretionary methodology described in §128(b)(3)(B) and § 133(b)(3)(B).

2. *Describe how the allocation methods and factors help ensure that funds are distributed equitably throughout the State and that there will be no significant shifts in funding levels to a local area on a year-to-year basis.*

Not applicable.

3. *Describe the State's allocation formula for dislocated worker funds under §133(b)(2)(B).*

Massachusetts distributes 60% of its Dislocated Worker allotment to local workforce investment areas according to the formula developed by each state to meet the requirements of WIA Section 133(b). It is not the same as the formula used in the national-to-state distribution. The Act provides general guidance on the categories of information that should be used in the formula, but does not prescribe the specific factors. The following factors and weights, determined by the WIA Steering Committee, are used in the Commonwealth's Dislocated Worker formula distribution.

- A. **UI Claimants.** To meet category of insured unemployment data. Source: Statewide Survey of UI Claimants, CY04 monthly average. Weight: 20%.

- B. **Average Unemployment Rate.** To meet category of unemployment concentrations. Source: Local Area Unemployment Statistics CY04 average. Weight: 25%.
- C. **Claimants in Mass Layoff Events.** To meet the WIA category of plant closing and mass layoff data. Source: Mass Layoff Statistics, CY03Q4-CY04Q3. Weight: 25%.
- D. **Industries with 3 Year Job Loss.** To meet category of declining industries. Source: ES-202 annual data, 2001-2003. Weight: 10%.
- E. **Long-Term Claimants.** To meet category of long-term unemployment data. Source: Statewide Survey of UI Claimants, CY04 average. Weight: 10%.
- F. **UI Exhaustees.** To meet category of long-term unemployment data. Source: Statewide Survey of UI Claimants, CY04 annual data. Weight: 10%.

4. *Describe how the **individuals and entities on the State board were involved in the development of the methods and factors**, and how the State consulted with chief elected officials in local areas throughout the State in determining such distribution.*

As described in the initial 5 Year WIA Plan, the Commonwealth appointed an Allocation Subcommittee to make recommendations to the Governor and the State Board. Members of the Allocation Subcommittee were reflective of many state board members; representatives of local boards and local elected officials were committee co-chairs and members. The final recommendations were approved by the Governor.

G. Provider Selection Policies (§§112(b)(17)(A)(iii), 122, 134(d)(2)(F).)

1. *Identify the policies and procedures, to be applied by local areas, for **determining eligibility of local level training providers**, how performance information will be used to determine continuing eligibility and the agency responsible for carrying out these activities.*

The following issuances located at www.massworkforce.org outline the processes for determining local eligibility of providers, how performance information will be used, and how the State accepts applications from providers and the appeal process.

MassWorkforce Communication 04-68 (August 31, 2004): Process for Determination of Training Course Initial and Subsequent Eligibility for the Provision of Training Services to Individual Training Account Recipients Under Title I of the Workforce Investment Act

MassWorkforce Communication 05-31 (May 9, 2005): ITA Subsequent Eligibility Process for Fiscal Year 2006 *Note: The process described in this issuance remains in effect.*

MassWorkforce Issuance 06-32 (June 1, 2006): ITA Course Consistency with the Common Measures Certificate Definition *Note: This issuance describes the process to*

be undertaken with ITA approved training vendors to assure approved certificate programs are consistent with new Common Measures “Certificate” definition.

- 2. Describe how the State solicited recommendations from local boards and training providers and interested members of the public, including representatives of business and labor organizations, in the development of these policies and procedures.*

The Division of Career Services convened a workgroup comprised of all relevant stakeholders in the development of the policies described below for Initial and Subsequent Eligibility for training providers.

- 3. Describe how the state will update and expand the State’s eligible training provider list to ensure it has the most current list of providers to meet the training needs of customers.*

In Massachusetts the “Statewide List of Eligible Training Service Courses/Providers” is constituted and accessed through the staff view of MOSES. The training program record indicates whether or not the specific training program has, or has not been approved by an LWIB. If the training program record indicates that it has been approved by any of the Commonwealth’s local boards, the training program is to be considered included on the “statewide list”. Programs not approved by any local area are considered to be excluded from the “statewide list”.

Prospective WIA Title I training vendors must apply for course eligibility approval status for their programs electronically utilizing TrainingPro, a web-based, multi-program vendor eligibility software application. It has been specifically designed to enable prospective vendors to simultaneously apply for course approval status for any combination of the following training related programs:

- Initial Eligibility to Provide Training Services to WIA Participants Using Individual Training Accounts (ITAs)
- Trade Adjustment Act
- Training Opportunities Program (Section 30)
- Education Rewards Loan Program
- Skills Start
- Workforce Training Fund

The ITA initial eligibility application process is open and rolling. Prospective training providers may apply at any time on a year-round basis.

- 4. Describe the procedures the Governor has established for providers of training services to appeal a denial of eligibility by the local board or the designated State agency, a termination of eligibility or other action by the board or agency, or a denial of eligibility by a One-Stop operator. Such procedures must include the opportunity for a hearing and time limits to ensure prompt resolution.*

WIA Communication Issuances 04-68 Process for Determination of Training Course Initial and Subsequent Eligibility for Provision of Training Services to ITA Recipients Under Title I of the Workforce Investment Act and 05-31 Subsequent Eligibility Process at www.massworkforce.org outlines the process for determining local eligibility of providers, how performance information will be used, how the State accepts applications from providers and the appeal process.

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).)

The Executive Office of Labor and Workforce Development and its agencies follow federal and state procurement policies to manage grant awards, which are competitively bid for special initiatives. Each local area must identify and put in place a procurement process and policies that it will follow to ensure that all local, state and federal procurement rules and requirements are followed and how potential bidders will be advised of available grants and contracts. WIA Communications **01-28 and 01-52** provide guidance to local areas in the development of these policies. They can be found at www.massworkforce.org

6. Identify the **criteria to be used by local boards in awarding grants for youth activities**, including criteria that the Governor and local boards will use to identify effective and ineffective youth activities and providers of such activities. (§112(b)(18)(B).)

WIA funded grants are awarded on a competitive basis based upon the recommendation of the local Youth Council and approved by the LWIB, using procurement procedures that are in accordance with the Procurement Policy set forth by the Commonwealth. Youth Councils consider WIA performance data to be an indicator of program quality, and therefore as a factor in the decision to approve a youth service provider. The Commonwealth uses the following criteria to select either program framework service providers or youth service providers (these criteria were included in the initial five-year plan):

Youth service providers must demonstrate *organizational* capacity, including:

- adequate financial resources or the ability to obtain them;
- the ability to meet program design specifications at a reasonable cost, as well as the ability to meet performance goals;
- a satisfactory record of past performance, including information showing previous program outcomes;
- a satisfactory record of integrity, business ethics, and fiscal accountability,
- the necessary organization, experience, accounting and operational controls; and
- the technical skills to perform the work required.

Youth service providers must demonstrate *program* capacity, including:

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- the ability to offer youth a broad range of programmatic offerings selected from the WIA ten required program elements;
- the connection of program services to at least one of the four system outcomes (literacy skills, work-based learning, career development, or postsecondary readiness);
- prior experience working with disadvantaged youth; and
- where data is reasonably available, measures of effectiveness related to each youth provider.

Youth service providers must demonstrate *system* knowledge and capacity, including:

- the degree to which proposed services conform to the local area's goals and priorities (as articulated in the Youth Plan);
- demonstrated knowledge of community resources available and a commitment to work with other local youth programs and providers to meet the development needs of eligible youth;
- a description of current or proposed linkages with community organizations, state agencies, employers, etc., including a commitment to participate in efforts to map youth resources that are available within the community;
- an agreement to provide performance data necessary for the LWIB to provide required WIA performance measures;
- the agreement to use performance data as an element of continuous program improvement; and
- a plan for continuous program improvement.

H. One-Stop Policies (§112(D)(14).)

1. *Describe how the services provided by each of the **required and optional One-Stop partners will be coordinated and made available through the One-Stop system.** Include how the State will consolidate Wagner-Peyser Act funds to avoid duplication of core services. (§112(b)(8)(A).)*

The Commonwealth's overall vision of a workforce development system is driven by the underlying values of service integration, streamlining of processes and collaboration. These values are set at the state level, which has aligned all optional and mandatory partners into a well-integrated talent development system at the local level.

As described throughout this document, the Commonwealth has developed numerous policies and procedures which ensure quality service delivery and maximum integration of services and operational structures within our One-Stop Career Center System. All 37 comprehensive career centers include the integrated provision of all WIA and Wagner Peyser services on-site. The Commonwealth has fully integrated the delivery of Wagner-Peyser services within the One-Stop Career Center system. An integrated budgeting format included in the Annual Business Planning guidance and required for each local Annual Business Plan includes all funding available in the region and allows LWIBs and Career Center operators to develop an annual budget to maximize resources and eliminate duplication of core, intensive or training services or staff functions. An integrated management structure also ensures the seamless delivery of partner services

to customers. One-Stop Career Centers also provide access to employment and training services for TANF recipients through funding from the State's Division of Transitional Assistance, direct access to and assessment for Adult Education programs, access to UI services, Trade and Rapid Response as well as access to all services provided by the required WIA partners present in a local area who may not be on site at the Center.

Policies and Informational guidance are issued to all system partners through the MassWorkforce Issuance communication series. All currently active policies can be accessed through the internet at www.massworkforce.org under "Issuances" in the content menu on the home page.

- 2. Describe how the State helps local areas **identify areas needing improvement and how technical assistance** will be provided.*

The Commonwealth conducts Annual Quality Assurance and Compliance Management Reviews as well as ongoing meetings and quality reviews with all partners to assist in the identification of deficiencies and need for technical assistance. DCS staff in various departments meet regularly to identify common elements for suggested workforce investment system improvement and develop plans to provide relevant technical assistance.

As previously noted, the Regional Director for Workforce Integration works with WIBs, Chief Elected Officials and other stakeholders to ensure that information, policies and new initiatives both at the state and local levels are conveyed, supported and understood across the system. As the primary state liaison with local areas, together with staff of the DCS Information and Performance Reporting Department, the Regional Director participates in quarterly performance reviews and ensures the delivery of needed labor market information and other materials that will assist local partners in assessing program performance and future planning. The Regional Director works hand-in-hand with our 16 Workforce Investment Boards, Title I Administrators and One-Stop Career Centers to facilitate access to state level troubleshooting and policy development assistance and access to data, performance or labor market information as regions continue to work on developing high-performing systems at the local level.

- 3. Identify any additional State mandated One-Stop partners (such as TANF or Food Stamp Employment and Training) and how their programs and services are integrated into the One-Stop Career Centers.*

The Commonwealth's TANF agency, the Division of Transitional Assistance (DTA), has long been a partner with the workforce development system. Through a state level MOU with the Division of Career Services, DTA provides funding to OSCCs for expanded job placement and training opportunities for hundreds of public assistance and food stamp recipients to receive core, intensive, training and job placement services through the Career Center system.

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- I. *Oversight/Monitoring Process -- 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).)*

WIA Title I Program and Fiscal System Certification is conducted in all 16 workforce investment areas on a bi-annual basis. Program and Fiscal monitoring tools have been designed (based on regulatory requirements) and are used to conduct the certifications.

WIB certification is conducted on a bi-annual basis. A specific tool is used to conduct certification based on regulatory requirements. Policy guidance in concert with the state's vision is developed by a workgroup comprised of state and local area representatives. The WIB Certification Package, including by-laws and LWIB/CEO Agreement is reviewed by a state-level team and certification is completed based upon regulatory compliance.

Data Element Validation is conducted annually, utilizing specified forms and software provided by the U.S. Department of Labor (USDOL).

Quality Assurance Program and Fiscal Reviews are also conducted on a bi-annual basis for all 16 workforce investment areas and for each individual One-Stop Career Center. Program and Fiscal tools have been developed based on annual planning requirements, the local WIB plan and elements such as integrated management and streamlining services. Review of the local plan and desk audits of actual performance are conducted by QA staff prior to these annual reviews.

To summarize, a review is conducted on all 13 State and Federal programs operated through the MA One-Stop Career Center system, as well as, management structure, review of proper utilization of the MA One-Stop Employment System (MOSES) database, and actual performance. Based on the results of the bi-annual Systems Certification, bi-annual Quality Assurance Reviews, Data Element Validation, and WIB Monitoring efforts cited above, technical assistance needs are identified and provided.

- J. *Grievance Procedures. Attach a copy of the State's grievance procedures for participants and other affected parties (including service providers.) (§122(g) and 181(cc).)*

The current Unified Grievance and Complaint process for the Career Center system can be found at www.Massworkforce.org under **MassWorkforce Communication 07-34** as a Policy Issuance in 2007. It is included in ATTACHMENT F.

- K. *Describe the following State policies or procedures that have been developed to facilitate effective local workforce investment systems (§§112(b)(17)(A) and 112 (b)(2).):*

1. *State guidelines for the selection of One-Stop providers by local boards;*

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The State utilizes the language found in the Act and in the Final Regulations as well as the local procurement practices certified in each area to govern procurement of One-Stop Career Center providers.

- 2. Procedures to resolve impasse situations at the local level in developing memoranda of understanding (MOUs) to ensure full participation of all required partners in the One-Stop delivery system;*

The status of partner MOU's is reviewed each year as part of the Annual LWIB Business Plan submittal. Policy and procedures for dealing with impasse situations are outlined in **MassWorkforce Communication 00-18** found at www.massworkforce.org under issuances.

- 3. Criteria by which the State will determine if local **Boards can run programs in-house**;*

The State would entertain requests from local boards to run programs in house in the event that no local providers were available to operate needed services or training. Currently that is not the case in any Massachusetts LWIB area. Any request would require documentation of the lack of availability of suitable providers and the approval of the Governor.
- 4. Performance information that **on-the-job training and customized training providers must provide**;*

OJT and customized training providers are subject to the same performance criteria as all other training that leads to employment. **MassWorkforce Communication 00-41** provides policy and performance information for OJT and customized Training.

- 5. Reallocation policies;*

The Commonwealth's reallocation policy is **MassWorkforce Communication 01-05** provides guidance to Chief Elected Officials and Local Workforce Investment Boards regarding the timely obligation of WIA Title I funds and the Commonwealth's policy for recovering unobligated Title I funds from local workforce investment areas that have not met the required 80% obligation threshold for first year of WIA Title I funds. This document is located at www.massworkforce.org.
- 6. State policies for approving **local requests for authority to transfer funds** (not to exceed 20%) between the Adult and Dislocated Worker funding streams at the local level;*

MassWorkforce Communication 05-70 provides notification to Local Workforce Investment Boards and planners of the U.S. Department of Labor's granted permission for the decision for the Commonwealth to allow the transfer of up to 50% of WIA Title I Funds between the Adult and Dislocated Worker Programs. The latest policy guidance on WIA Fund Transfers between Adult and Dislocated Worker activities can be found at www.massworkforce.org

7. ***Policies related to displaced homemakers, nontraditional training for low-income individuals, older workers, low-income individuals, disabled individuals and others with multiple barriers to employment and training;***

There are numerous policy documents which ensure that individuals with barriers to employment as described above receive opportunities for employment and training services through our Career Centers. The following WIA Communications represent several major policies but not all:

MassWorkforce Communication 04-46 on Core Services at OSCCs provides guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the definition and identification of specific *core services* for job seekers and employers to be provided by all Massachusetts One-Stop Career Centers in order to assure greater consistency of services across the system.

MassWorkforce Communication 01-34 on Intensive Services provides clarification and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the required documentation for establishing customer eligibility for intensive program services under WIA Title I for Adults, Dislocated Workers and Youth. The issuance covers documentation requirements under the Workforce Investment Act pursuant to Case Management; the need for Intensive and/or Training Services; participation in Training /Job Placement Services; and Follow-up Services.

MassWorkforce Communication 00-58 on Support Services (currently under revision) for specialized populations provides guidance to Local Workforce Investment Boards regarding development of local policies for the provision of Support Services and Needs-Related Payments for Adults, Dislocated Workers and Youth under the Title I of the Workforce Investment Act.

MassWorkforce Communication 04-08 on the Connecting Claimants to the Career Centers Initiative provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the implementation of policies and procedures under the “Connecting Claimants” initiative to increase the connectivity of unemployment insurance claimants to the Commonwealth’s One-Stop Career Center system. Massachusetts has established the Career Center Seminar as a required One-Stop Career Center activity to more effectively market services to UI claimants.

MassWorkforce Communication 04-34 on Case Management for Job Seekers provides instruction and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding policies and procedures to assure the consistent application of case management services across the Commonwealth’s One-Stop Career Center system. It also established parameters for reporting case management activities in the Massachusetts One-Stop Career Center system database.

MassWorkforce Communication 04-53 on the Referral Process between Career Centers and Adult Education providers includes instruction and guidance to Local

Workforce Investment Boards and One-Stop Career Center Operators regarding policies and procedures for the effective referral of One-Stop Career Center Customers to Massachusetts Department of Education (MADOE) Adult Basic Education Programs and, conversely, the referral of MADOE customers to One-Stop Career Center services. The issuance also covers service reporting procedures related to such referrals.

MassWorkforce Communication 00-41 on OJT and Customized Training provides guidance to Local Workforce Investment Boards regarding the allowable duration of OJT and customized training services under the Workforce Investment Act. Under WIA the duration of OJT/Customized training is based on the requirements for the specific occupation for which an individual will be trained, whereas under JTPA the duration limit was fixed at 6 months, maximum.

MassWorkforce Communication 01-29 on Working with Victims of Domestic Abuse provides instruction and guidance to Local Workforce Investment Boards, One-Stop Career Center Operators and other workforce investment partners as to policies and procedures established for service providers by the Commonwealth to protect and maintain the address confidentiality of victims of domestic abuse, rape, sexual assault and stalking.

MassWorkforce Communication 01-35 Policy on Equal Opportunity and Non-Discrimination provides guidance to the Local Workforce Investment System administrators and practitioners of the Commonwealths policies and procedures regarding Equal Opportunity and non-discrimination under WIA Title I programs. This policy was updated by **WIA Communication 04-22** as a result of the transfer of Administrative responsibilities for WIA Title I programs from Commonwealth Corporation to the then Division of Employment and Training (now the Division of Career Services).

MassWorkforce Communication 07-34 on the Unified Complaint and Grievance Process provides guidance to Local Workforce Investment Boards, One-Stop Career Center Operators and other local workforce investment partners and service providers regarding the Commonwealth's policy to establish a single, "unified" local complaint system model for WIA Title I and Wagner-Peyser Job Service customers and practitioners, replacing the two distinct complaint systems (one for Title I and another for Wagner-Peyser Job Service) that were previously in effect. The "unified" model developed by DCS was approved by the U. S. Department of Labor in advance of the issuance of the Commonwealth's policy communication.

In addition to the above policies EOLWD, through DCS and Commonwealth Corporation, provides informational memoranda as well as training for Career Center staff related to the delivery of services to non-traditional populations on an on-going basis as well as providing several additional programs focused on services to the disabled, older workers, and limited English speaking customers.

The DCS New Perspectives Program offer a range of staff professional development workshops to OSCC staff including modules which train career center staff in basic counseling competencies needed to work with today’s diverse workforce (e.g. “Ethics and Boundaries for Career Center Staff”. They also include modules that provide specialized training to develop staff capacity to deal with key problem areas (e.g. “Job Seekers Under the Influence: A Counselor’s Guide to Working with Customers Who Use/Abuse Alcohol or Drugs”).

MassWorkforce Communication 07-18 on “Train-the-Trainer” Sessions provides information on a series of training sessions to be provided to OSCC staff to support strengthened participation of individuals with disabilities (including mature workers and welfare recipients) in the OSCC system by increasing their utilization of core employment services at the local level, as well as provide tools to OSCC for education and outreach to the business community.

Significant in-kind and grant resources have been invested in developing the OSCC system’s ability to serve customers with disabilities. EOLWD has worked with the Institute for Community Inclusion (ICI) to gauge the strengths and potentials of the state workforce system to provide effective career services for citizens with disabilities. In addition, the Commonwealth currently supports Program Navigators throughout the system through a USDOL federal grant. This grant is coming to an end, so funding raising to maintain these positions and continue to implement changes to the system to improve services for customers with disabilities will be and on going concern.

8. *If you did not delegate this responsibility to local boards, provide your State’s definition regarding the sixth youth eligibility criterion at section 101(13)(C)(iv) (“an individual who requires additional assistance to complete an educational program, or to secure and hold employment”). (§§ 112(b)(18)(A) and 20 CFR 664.210.)*

This is a local area responsibility.

IX. Service Delivery –

*Describe the approaches the State will use to provide direction and support to local Boards and the One-Stop Career Center delivery system on the **strategic priorities** to guide **investments, structure business engagement, and inform service delivery approaches** for all customers. (§§112(b)(17)(A) Activities could include:*

A. One-Stop Service Delivery Strategies: (§112(b)(2) and 111(d)(2).)

1. *How will the **services provided by each of the required and optional One-Stop partners** be coordinated and made available through the One-Stop system? (§112(b)(8)(A).)*

Massachusetts has developed an extensive network of One-Stop Career Centers (32 full service centers & 5 satellites) and will rely on this system as the foundation of its talent development system. The Career Centers, acting pursuant to the direction of the LWIBs and the terms of the MOUs, will provide core and intensive services including case management by staff, group services such as workshops, and/or the individual

training accounts. OSCCs serve as the *point of access* to a system of training providers catering to individual needs and career objectives. Services are provided according to individual need as well as local planning and implementation decisions, and feature a combination of core, intensive and training services. State led support is provided as needed to local areas including One-Stop Career Centers and local partners on a statewide, regional or individual basis.

Each comprehensive One-Stop Career Center will offer an extensive array of core services, which shall include:

- Determinations of whether individuals are eligible to receive assistance under WIA;
- Outreach and intake, including worker profiling and orientation to the information and other services available through the one-stop delivery system;
- Initial assessment of skill levels, aptitudes, abilities, and supportive service needs;
- Job search and placement assistance and career counseling;
- Provision of employment statistics information, including the provision of accurate information relating to local, regional, and national labor market areas, such as job vacancy listings in such labor market areas; information on job skills necessary to obtain the jobs available, and information relating to local occupations in demand and the earnings and skill requirements for such occupations; and provision of performance information and program cost information on eligible providers of training services;
- Provision of information regarding how the local area is performing on the local performance measures and any additional performance information with respect to that Career Center;
- Provision of accurate information relating to the availability of supportive services, including child care and transportation.
- Provision of performance data for training programs.

In order for Massachusetts businesses to thrive in the new global economy – and for our workers to prosper along with our industries – the Commonwealth must ensure that worker skills match business needs.

To that end, the 37 One-Stop Career Centers throughout Massachusetts form the foundation of the state’s delivery system for employment and training services, including talent development strategies and preparation for employment in high-demand occupations for job seekers, employers, and their workers.

Career Center core services for employers must be provided in a way that increases efficiency in responsiveness to businesses by ensuring that employer services are integrated with other workforce or partner programs as appropriate and allows employers to make the best use of career center resources. Career center staff are trained to be knowledgeable of high-growth occupations and critical job vacancies; they

- provide screening and referral of competitive applicants in a timely manner,
- conduct active employer outreach and solicitation of job openings,

- provide readily accessible information such as orientation to career center services,
- provide customer assistance with on-line listing of job orders and access to Talent Bank,
- provide basic labor market information, and listings of education and training programs and resources,
- provide referral services for employers to sources of funding for worker training, community service organizations, and if available, tax credit programs,
- provide assistance for significant employer downsizing or layoffs.

Many Career Centers offer customized services for employers to meet the unique needs of their communities. Some of these special services are considered “core services” and some may be intensive and therefore considered a “fee-for-service”.

2. *How are youth formula programs funded under §128(b)(2)(A) integrated in the One-Stop system?*

Decisions regarding how youth formula programs are integrated in the One-Stop system are issues for local policy, as developed by the Local Workforce Investment Boards and their Youth Councils. In ten of the sixteen workforce areas, the WIA Title I fiscal agent is the entity that both provides youth program design framework services and also serves as the One-Stop operator. In these locations, the One-Stop Career Centers have been used as the physical location where youth eligibility and service strategies are determined, and youth are provided appropriate referrals to competitively-procured youth service organizations. Four workforce areas have established special satellite one-stop centers that exclusively serve youth.

The Commonwealth has been working with LWIBs and Career Centers to ensure that:

- All One-Stop centers make certain that information and services are available for youth customers, since youth fall within the universal service mandate. This assurance includes the commitment to have counselors and other line staff who are specially trained to work with youth, and to have information and resources that are ‘youth friendly’ and readily accessible by all youth (not just those who are eligible for Title I services)
- LWIBs are developing appropriate local policies that help define when to serve a youth between the ages of 18 and 21 years as either an adult (in the career center, through WIA Title I adult or Wagner-Peyser activities) or a youth (through the WIA Title I youth program).
- WIA Title I youth program follow-up services, provided to every WIA youth, include referral to the One-Stop Career Center so that youth are made aware of all available resources and programs.

3. *What minimum service delivery requirements does the State mandate in a comprehensive One-Stop Centers or an affiliate site?*

The State requires all services outlined in number Section IX (A)(1), above to be available in each comprehensive Career Center. Affiliate (or satellite) locations must provide all core services and access either directly or remotely to other required WIA services.

4. *What **tools and products** has the State developed to support service delivery in all One-Stop Centers Statewide?*

The Commonwealth has developed numerous tools and products previously outlined in this plan including an integrated MIS system used by all career centers, that provides case management and service tracking capability for all customers including employers and job seekers. The state supports job bank and job matching systems and supports ongoing training and staff development activities. The Commonwealth meets monthly with all partners to provide informational and policy updates, forums for sharing best practices and opportunities for additional funding to support and expand One-Stop Career Center activities.

5. *What **models/templates/approaches** does the State recommend and/or mandate for service delivery in the One-Stop Centers? For example, do all One-Stop 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 Center? Are all One-Stop Centers required to have a resource center that is open to anyone?*

All One-Stop Career Centers are required to offer a minimum set of core services for employers and job seekers. A new addition to the core service menu is the Career Center Seminar developed by a group of Career Center and State staff. The seminar is provided for all permanently separated customers entering the system. Designed to more rapidly connect dislocated workers to the Career Center system the seminar provides an overview of all services available at all Massachusetts' One-Stop Career Centers and is conducted by all centers and conducted by the Rapid Response team during off-site sessions as well. Spanish and Portuguese language versions of the Career Center Seminar have also been developed and will be fully implemented throughout the One-Stop Career Center system for FY 2008.

The Commonwealth's career centers utilize a common logo on all materials, branding them as part of the Commonwealth's statewide One-Stop System. All career centers have resource areas which are open to the public. Career center customers receiving intensive or training services are actively case managed by career center staff. Agreements with the Adult Education system have standardized the tool used for educational assessments for career center customers. While operational models differ among centers, all centers have staff dedicated to the provision of career counseling, job skills preparation and job development for job seekers and the provision of services to employers.

B. Workforce Information

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A fundamental component of a demand-driven workforce investment system is the integration and application of the best available State and local workforce information including, but not limited to, economic data, labor market information, census data, private sources of workforce information produced by trade associations and others, educational data, job vacancy surveys, transactional data from job boards, and information obtained directly from businesses. (§§111(d)(8), 112(b)(1), and 134(d)(2)(E).)

- 1. Describe how the State will **integrate workforce information into its planning and decision making at the State and local level**, including State and local Boards, One-Stop operations, and case manager guidance.*

Massachusetts' Workforce Development system is overseen by the Executive Office of Labor and Workforce Development (EOLWD). Workforce information products and services are developed and disseminated primarily by EOLWD's Division of Career Services (DCS) and Division of Unemployment Assistance (DUA) in coordination with EOLWD. Commonwealth Corporation (an agency reporting to EOLWD) through its Center for Research and Evaluation, also contributes through targeted studies examining the responsiveness of policies and programs to changes in economic conditions.

LMI products and services are developed (utilizing the Workforce Information Grant as a primary funding source) in coordination with the EOLWD as well as the Executive Director of the Massachusetts Workforce Investment Board (MWIB), to ensure that our workforce information systems are consistent with the Commonwealth's workforce policy and customers' needs.

Our design and use of workforce information systems has always been guided by how effectively those systems support the state's strategic plan. The core products and services are designed to meet previously identified customer needs and offer the flexibility for adjustments with changes to the Commonwealth's strategic plan.

Additionally, the data and information produced through these systems in the form of labor market profiles, projected job vacancies and the identification of demand occupations provide the Governor and other state and local policy makers with valuable tools to assist them in planning and meeting the state's economic development goals.

The Economic Analysis office within EOLWD's Division of Career Services has the responsibility of ensuring the appropriate development of and dissemination of labor market, career and economic information to all state and local workforce development partners. Its key focus is identifying and serving the needs of local workforce boards, One-Stop Career Centers and their partnering organizations, as well as educators and the job seekers, employers, students and parents served by local workforce providers. The strategies employed include: assuring the availability of all information via the Internet, developing specific targeted products, staff training (such as our LMI training component directed to counselors and employer service staff of the One-Stop Career

Centers), providing technical assistance in the use and availability of information, and making presentations to inform and educate.

2. *Describe the approach the State will use to **disseminate accurate and timely workforce information** to businesses, job seekers, and employment counselors, in easy to use formats that are readily accessible within One-Stop Career Centers and at remote locations such as libraries, schools, worksites, and at home. DCS*

Specific LMI and data, and occupationally-specific LMI, are available online to Career Center staff working directly with customers and to the general public through our web sites. Employers, policy makers, workforce development partners and clients can access this information at home, in Career Center resource rooms, and at public libraries.

The state also delivers workforce and labor market information through a variety of search options at the EOLWD website: www.mass.gov/eolwd. Customers include the public, policy makers, economists, researchers, economic developers, employers, job seekers and state and local workforce development agencies.

The state disseminates customer-focused occupational and career information through our Massachusetts Career Information System (MASSCIS) which is managed by our Division of Career Services, in cooperation with the Massachusetts Department of Education. MASSCIS includes occupational skill requirements, user-friendly descriptions, wages, and current and forecast employment by occupation, plus links to web based job sites and to educational and training venues. These venues include colleges and universities nationwide, as well as proprietary training schools throughout Massachusetts. DCS develops the information on proprietary schools through an annual survey. MASSCIS is available on an Internet site free to all state residents. Training and technical assistance is provided to local One-Stop Career Center staff and educators. Materials are available to assist career center personnel, teachers and others, including a brochure targeted to parents. Principal customers for these products include career center planners, counselors, and administrators, elementary and secondary school career counselors, job seekers, employers, libraries, and parents.

For those accessing the web, an on-line customer service tool has been added to gather feedback and suggestions from customers accessing the LMI data pages and MassStats. Focus groups of customers are brought together to discuss specific information products, e.g. MASSCIS. Customer feedback is gathered following each LMI training session provided to career center and workforce partner agency staff. Our Workforce Information LMI Advisory Group, comprised of stakeholders, also provides useful feedback.

The Division of Career Services has developed a training course for staff with input from the local Workforce Boards and One-Stop Career Centers called "LMI 101". This series provides instruction on the utilization of labor market information for program planning, job development, placement and career counseling. Region-specific

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workshops focusing on the use of LMI data are conducted throughout the year upon request. Principal customers are Workforce Boards, One-Stop Career Centers and workforce development service providers. Economists in the DCS Economic Analysis Office are available to provide direct assistance to all individuals whether contact is made “in person” or via telephone or email.

3. *Describe how the State’s Workforce Information Core Products and Services Plan is aligned with the WIA State Plan to ensure that the investments in core products and services support the State’s overall strategic direction for workforce investment.*

Information produced through this grant’s funding provides the Governor and other state and local policy makers with labor market information profiles, expected job vacancies and likely demand occupations. In addition, the state’s workforce investment agency, EOLWD has been legislatively elevated to a Cabinet level to assure direct alignment of workforce investment policy and planning with the Governor’s Strategic Plan, and also with the vision of the State WIB.

Our design and use of workforce information systems has always been guided by how effectively those systems support the state’s strategic plan. The core products and services are designed to meet previously identified customer needs and offer the flexibility for adjustments with changes to the Commonwealth’s strategic plan.

4. *Describe how State workforce information products and tools are coordinated with the national electronic workforce information tools including America’s Career Information Network and Career Voyages.*

All core LMI and required ALMIS database tables will be populated for public use on date of release. The ALMIS database data and the occupational and industry projections data are primary information sets for the Career Information Network and Career Voyages. These nationally developed tools supplement web based tools that we have developed using these core tables. We acquaint customers with all these tools in our training sessions.

Additional tools and/or database formats will continue to be developed based on customer needs that are consistent with the Massachusetts strategic plan and the needs of policy makers and economic developers. Customer requests come from the web customer satisfaction tool and from the Division of Career Services which has responsibility for coordinating and providing information and services to workforce and One-Stop Career Center customers. New tools have been created for providing data for the regions and revised data series to the public, economists and policy makers will be developed based on information from these customers.

C. Adults and Dislocated Workers

1. *Core Services. §112(b)(17)(a)(i).*
 - 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).*

MassWorkforce Communication 04-46 (5/25/04) provides policy guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the assurance of customers' "universal access" to core services through the state's career center system. The guidance defines and identifies specific *core services* for job seekers and employers to be provided by all Massachusetts One-Stop Career Centers in order to assure greater consistency of services across the system.

- 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.*

The Commonwealth requires that each local area assure in its MOU with the Division of Career Services that it will meet the statutory requirement outlined above to provide a three-tiered services strategy for job seeker and employer customers. As part of its annual review, the compliance monitoring team verifies that these service strategies are in place and are being followed.

- 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.*

The Commonwealth provides timely, demand-driven workforce solutions through the integration of labor exchange and training services, as well as by leveraging OSCC partner programs, to meet the needs of businesses. By fully integrating all of these resources, Massachusetts is able to focus on meeting the labor needs of current and emerging industries critical to their competitiveness in a global economy.

As described in detail in prior sections of the State Plan, Wagner-Peyser services are the cornerstone of service delivery in all One-Stop Career Centers in the Commonwealth. Whether as a direct funding stream in our state's demonstration competitive-model centers or as an operational partner through the Division of Career Services in our collaborative-model centers, Wagner-Peyser resources support the provision of core and labor exchange services for *all* customers. Adults and Dislocated Workers in need of more intensive or training services are referred to WIA Title I or other partner services as appropriate. The goal is to maximize the availability of appropriate services for all customers through resource integration and administrative and operational efficiencies.

2. *Intensive Services. (§112(b)(17)(a)(i).) Describe State strategies and policies to ensure adults and dislocated workers who meet the criteria in §134(d)(3)(A) receive intensive services as defined.*

MassWorkforce Communication 01-34 on Intensive Services (7/25/01) and **MassWorkforce Communication 05-74 on Title I Eligibility Requirements (9/22/05)** provide clarification and guidance to Local Workforce Investment Boards and One-Stop Career Center Operators regarding the required documentation for establishing customer eligibility for intensive program services under WIA Title I for Adults, Dislocated Workers and Youth. The issuances cover documentation requirements under the Workforce Investment Act pursuant to Case Management; the need for Intensive and/or Training Services; participation in Training /Job Placement Services; and Follow-up Services.

3. *Training Services. (§112(b)(17)(A)(i).)*
- 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. DCS*

As previously described in prior sections of the State Plan, the Governor and State legislature have aggressively pursued options to expand opportunities for training including the State funded Workforce Training Fund, submitting applications for National Emergency Grants and for Trade Assistance, and utilizing 15% funds to leverage additional funding from businesses and other state agencies for sector initiatives that focus on specific employer training and basic education.

The Commonwealth has also recently established through legislation the Workforce Competitiveness Trust Fund (WCTF) that makes a total of \$21million in training funds available to local areas on a competitive grant basis to support sector based training partnerships. The WCTF is a three-year initiative focused on several critical industry sectors. It is designed to enable a broad range of residents—including older workers, low-wage workers, low-income individuals, disabled citizens, vulnerable youth, incumbent workers and the unemployed—to gain access to employment, education and the skills necessary to move forward along a career path leading to economic self-sufficiency.

The Extended Care Career Ladder Initiative (ECCLI) improves the quality of care for patients in long-term care while improving the work life for caregivers through education, training, and the creation of career ladders. Since 2001, ECCLI has helped more than 160 nursing homes and home health agencies train over 6,500 staff members, impacting about 25% of the Massachusetts.

The State also supports collaborative sector initiatives at the local level (comprising partnerships between workforce, civic, business, education, government, entrepreneurial and philanthropic organizations) that focus on specific employer training and basic education services to access additional funding from a variety of sources, both public and private.

- b. *Individual Training Accounts:*
- i. *What policy direction has the State provided for ITAs?*

MassWorkforce Communication 04-68 on Initial and Subsequent Eligibility of ITA Providers (8/31/04) provides policy and procedural guidance regarding the local determination of both initial and subsequent ITA eligibility for training programs and providers. The subsequent eligibility policy allows local workforce boards to establish higher levels of performance than the minimum statewide standards designated in the policy issuance. The policy also allows local boards to use additional verifiable program information than is minimally required by the State.

- ii. *Describe innovative training strategies used by the State to fill skills gaps. Include in the discussion the State's effort to broaden the scope and reach of ITAs through partnerships with business, education, economic development, and industry associations and how business and industry involvement is used to drive this strategy.*

As previously described, the Commonwealth has been fortunate in that it has obtained significant funding from National Emergency Grants, the Trade program, the State's Workforce Training Fund and Workforce Competitiveness Trust Fund and other initiatives to broaden the availability of training funds for Career Center customers in need of occupational training. The sector strategy approach is a workforce development intervention that has been highly successful at meeting the workforce needs of employers while creating access for workers to good jobs. Because of the availability of a variety of funds the state has been able to utilize WIA funded ITA's as part of our overall strategy of further engaging the business community and increasing involvement in economic development activities both at the State and local levels.

- iii. *Discuss the State's plan for committing all or part of WIA Title I funds to training opportunities in high-growth, high-demand, and economically vital occupations.*

The Commonwealth is committed to aligning workforce investment services (especially training services) with high-growth, high-demand occupations and to addressing skill gaps identified by our employers. Local boards have decision making authority to determine what level of WIA resources will be committed for ITA funding and for what occupational categories. These decisions are predicated on the local availability of alternative or additional training resources (either in cash or in-kind), the training needs of the local workforce, and the demands and needs of area employers.

- iv. *Describe the State's policy for limiting ITAs (e.g., dollar amount or duration)*

Massachusetts allows Local WIBs to establish parameters for ITA amounts and duration.

- v. *Describe the State's current or planned use of WIA Title I funds for the provision of training through apprenticeship.*

Apprenticeship programs are administered by EOLWD's Division of Apprenticeship Training (DAT). WIA Title I funds are not utilized for this purpose due to availability of state funding. The OSCCs and the DAT will continue to work on the expansion of apprenticeship opportunities, particularly for youth during the next two years.

- vi. *Identify state policies developed in response to changes to WIA regulations that permit the use of WIA Title I financial assistance to employ or train participants in religious activities when the assistance is provided indirectly (such as through an ITA) (20 CFR § 667.266(b)(1).) Note that the Department of Labor provides Web access to the equal treatment regulations and other guidance for the workforce investment system and faith based community organizations at <http://www.dol.gov/efbc/legalguidance.htm>.)*

EOLWD and its divisions transmit all national communications and guidance to local workforce investment boards regarding partnerships and grant funding with faith-based organizations.

- c. *Eligible Training Provider List.*

Describe the State's process for providing broad customer access to the statewide list of eligible training providers and their performance information including at every One-Stop Career Center. (§112(b)(17)(A)(iii).)

Access to the statewide list and performance information for all eligible training providers is available on line at every Comprehensive One-Stop Career Center through TrainingPro. In Massachusetts the "Statewide List of Eligible Training Service Courses/Providers" is constituted and accessed through the staff view of MOSES. The training program record indicates whether or not the specific training program has, or has not been approved by a Local Workforce Investment Board. If the training program record indicates that it has been approved by any of the Commonwealth's local boards, the training program is to be considered as included on the "statewide list". Programs not approved by any local area are considered to be excluded from the "statewide list". Additionally, **MassWorkforce Communication 04-68** (8/31/04) iterates the Commonwealth's policy that eligible Title I customers will make training program choices utilizing the statewide list of ITA approved training vendors and programs. Prospective WIA Title I training vendors must apply for course eligibility approval status for their programs electronically utilizing TrainingPro, a web-based, multi-program vendor eligibility software application. It has been specifically designed to enable prospective vendors to simultaneously apply for course approval status for any combination of the following training related programs:

- Initial Eligibility to Provide Training Services to WIA Participants Using Individual Training Accounts (ITAs)

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- Trade Adjustment Act
- Training Opportunities Program (Section 30)
- Education Rewards Loan Program
- Skills Start
- Workforce Training Fund

The ITA initial eligibility application process is open and rolling. Prospective training providers may apply at any time on a year-round basis.

- d. *On-the-Job (OJT) and Customized Training (§§112(b)(17)(A)(i) and 134(b).). Based on the outline below, describe the State's major directions, policies and requirements related to OJT and customized training.*

MassWorkforce Communication 00-41 on OJT and Customized Training (10/18/00) provides guidance to Local Workforce Investment Boards regarding the allowable duration of OJT and customized training services under the Workforce Investment Act. Under WIA the duration of OJT/Customized training is based on the requirements for the specific occupation for which an individual will be trained, whereas under JTPA the duration limit was fixed at 6 months, maximum.

- i. *Describe the Governor's vision for increasing training opportunities to individuals through the specific delivery vehicles of OJT and customized training.*

Local areas work with employers in their region to increase training opportunities for individuals. Massachusetts does not have a mandated statewide best practice on OJT or customized training.

- ii. *Describe how the State:*

- *Identifies OJT and customized training opportunities;*
- *Markets OJT and customized training as an incentive to untapped employer pools including new business to the State, employer groups;*
- *Partners with high-growth, high-demand industries and economically vital industries to develop potential OJT and customized training strategies;*
- *Taps business partners to help drive the demand-driven strategy through joint planning, competency and curriculum development; and determining appropriate lengths of training, and*
- *Leverages other resources through education, economic development and industry associations to support OJT and customized training ventures.*

The use of OJT and customized training varies across the Commonwealth. Because of the availability of funding through the Workforce Training Fund, Workforce Competitiveness Trust Fund and other specialized sector grants most LWIB areas choose to utilize limited WIA training dollars for ITA's.

4. *Service to Specific Populations. (§112(b)(17)(A)(iv).)*

- 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 such as migrants and seasonal farmworkers, women, minorities, individuals training for non-traditional employment, veterans, public assistance recipients and individuals with **multiple barriers to employment** (including older individuals, people with limited English-speaking proficiency, and people with disabilities.)*

The Commonwealth is committed to ensuring that the full range of services at the One-Stop Career Centers is provided to each of the specific groups described above. As previously stated specific activities have been designed to meet the needs of individuals who are permanently separated including the Career Center Seminars and the newly funded Reemployment Assistance Program demonstration. Funding from the Department of Transitional Assistance provides additional support to public assistance recipients in need of education and training services as well as intensive work and job search activities. Under formal agreements executed with the Adult Education system, on-site services ensure that referrals for ESL, basic skills and GED preparation are given priority for enrollment in locally available programs. The Program Navigator project has ensured that each career center has the services of a program Navigator who will support staff providing services to disabled customers. Each Center is wheelchair accessible and has adaptive equipment for use by customers who have physical impairments. Finally, veterans' representatives (DVOPs and/or LVERs) are assigned to each career center to ensure an appropriate level of service and priority in meeting the training and employment needs of former service men and women.

DCS also employs a team of clinical mental health professionals (New Perspectives). These clinicians provide personal counseling and training services to customers of the OSCCs. The counseling services are targeted for those customers who present with barriers to employment. These barriers may include the need for referral to concrete resources (e.g. fuel assistance, food pantries, health care programs, etc.), and/or may include emotional barriers, which would best be alleviated through short-term clinical counseling and/or referral to appropriate mental health community resources.

New Perspectives provides a comprehensive range of training services designed to enhance performance of career center customers in the areas of personal and professional development. Training to enhance personal performance improves the well being, goal achievement and personal growth of the participants (e.g. "Stress Management", "Coping with Job Loss", "Goal Setting", and "Overcoming Age Barriers").

New Perspectives also offers consultation and training services that build the capacity and enhance the professional development of the OSCC staff. Individual consultations with managers and staff may include discussions regarding program planning, strategies for working with difficult customers or challenging situations, interventions for working with specific populations, as well as the sharing of resources that may assist staff in working with their customers.

Group consultation services are provided via Best Practices Case Conference sessions, which offer a structured and facilitated opportunity for career center staff to develop best practices in their work with customers. These sessions assist career center staff who work together to develop their skills in dealing with difficult customers and related challenging situations.

Further, New Perspectives provides staff professional development workshops to OSCC staff including modules which train career center staff in basic counseling competencies needed to work with today's diverse workforce (e.g. "Ethics and Boundaries for Career Center Staff". They also include modules that provide specialized training to develop staff capacity to deal with key problem areas (e.g. "Job Seekers Under the Influence: A Counselor's Guide to Working with Customers Who Use/Abuse Alcohol or Drugs").

- b. Describe the reemployment services you will provide 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.*

As previously described, *all* recipients of unemployment insurance benefits who are determined to be permanently separated are required to participate in a Career Center Seminar within four weeks of their initial claim. The seminars provide an early introduction and connection with the employment and training system and the myriad services available to the customer. Participants who access information through Rapid Response are also provided with the same information and linked to a center. Initiated as a pilot project utilizing Reemployment Services Program funding, 100% of permanently separated customers are now called in for participation in the seminar as opposed to 30% who were profiled previously.

- c. Describe how the State administers the unemployment insurance work test and how feedback requirements (under §7(a)(3)(F) of the Wagner-Peyser Act) for all UI claimants are met.*

To maintain eligibility for Unemployment Insurance (UI) benefits, Massachusetts General Law requires that a UI claimant conduct an active search for work in each week for which benefits are claimed.

The Massachusetts Division of Unemployment Assistance requires that as a condition of eligibility a claimant must;

1. make a minimum of three work search contacts in each week that benefits are claimed;
2. keep a written log of those work search contacts;
3. provide a work search log to DUA upon request.

Compliance with the stated work search requirements is currently measured in the Benefit Accuracy Measurement program.

*d. Describe the State's strategy for **integrating and aligning services to dislocated workers** provided through the WIA rapid response, WIA dislocated worker, and Trade Adjustment Assistance (TAA) programs. Does the State have a policy supporting co-enrollment for WIA and TAA?*

The various WIA Dislocated Worker funding streams – WIA dislocated worker funds, WIA rapid response, Trade Adjustment Assistance and National Emergency Grant (NEG) funds – are integrated and coordinated to provide economic development solutions to flagging local economies that have been negatively impacted by globalization. Massachusetts' integrated approach focuses on providing demand-driven worker adjustment solutions that are specific, measurable, achievable, realistic and time-sensitive

EOLWD's Division of Career Services (DCS) has fully integrated and aligned services provided to Dislocated Workers through the One-Stop Career Center service delivery system including the WIA, Trade Adjustment Assistance (TAA), Rapid Response (RR) and National Emergency Grant (NEG) programs. Local Rapid Response coordinators are aligned with specified OSCCs. However, a state level RR Manager coordinates the company-specific RR events, including on-site meetings at employer locations. The RR Manager will utilize the services of the RR coordinator attached to the Workforce area where the employer resides. In FY 2005, the Commonwealth implemented the Connecting Claimants to Career Center (CCCC) program. This program requires that every permanently separated UI claimant attend a Career Center Seminar (CCS). The CCS was designed to inform all permanently separated UI claimants of the services provided through the Commonwealth's One-Stop Career Centers. To assure the accuracy and continuity of information presented, the CCS follows a standardized curriculum across the state whether it is conducted in a career center or as part of an on-site Rapid Response session.

All customer information, both job seeker and employer gathered through Rapid Response activities is entered into the MOSES database. If a particular layoff/closing event indicates the affected workforce might qualify for TAA certification, a petition is filed by the Rapid Response coordinator on behalf of the affected workers (if a petition has not previously been filed under one of the other acceptable filing options). If a group of workers becomes certified the information is shared with the state TAA Manager and the certification is also entered into the MOSES database for each registered worker. Local RR coordinators assist in gathering data that may result in the initiation of a request for National Emergency Grant funding on behalf of a group of workers. Any registered career center customer with an attachment to that company's workforce will be identified in MOSES as a potential TAA/Trade Readjustment Assistance (TRA) or NEG eligible customer. To improve accuracy, efficiency and timeliness in serving Rapid Response customers, the Commonwealth has automated the TAA/RR/NEG processes for receipt of services, training and/or benefits.

*e. How is the State's workforce investment system working collaboratively with business and industry and the education community to develop **strategies to overcome barriers to skill achievement and employment** experienced by the populations listed in paragraph (a.) above and to ensure they are being identified as a critical pipeline of workers?*

The Commonwealth is committed to ensuring a diverse workforce as well as a steady pipeline of high skilled workers that meet the needs of employers in current and emerging industries. Immigrants and low-skilled workers play an especially vital role in the State's economy and as a result, adult education providers and the community colleges are active participants in the workforce system in Massachusetts. Our system has a long history of building collaborations between businesses and the education community to ensure that pathways are developed that will provide job seekers, especially those with educational or other barriers to employment, with the training and skill sets they need to compete in the primary labor market. As described previously in this document, demand-driven sector initiatives like ECCLI (Extended Care Career Ladder Initiative) or the Workforce Competitiveness Trust Fund and employer specific grants through the Workforce Training Fund both funded through a variety of leveraged resources from various organization, link employers with Adult Basic Education programs and skills training providers incorporate a continuum of services for new and incumbent workers that benefit both employer and workers and are later institutionalized within the companies. Such initiatives build career ladders in specific industries that allow workers who have very low skill levels initially to advance up a career ladder to high skill and high wage jobs while retaining employment. This collaborative response to business needs ensures that Massachusetts will remain competitive in the 21st century.

*f. Describe how the State will ensure that the full array of **One-Stop services are available to individuals with disabilities** and that the services are fully accessible?*

The State has worked diligently with the LWIBs and career centers to ensure the full range of services are available to every customer in our career centers. All centers are handicapped accessible and equipped with adaptive tools for the physically impaired. A number of grants notably our Program Navigator and Youth with Disabilities programs have expanded access and provided staff training and tools to better serve disabled customers. A close relationship with the Massachusetts Rehabilitation Commission ensures that referrals for additional services are handled expeditiously.

The Disability Program Navigator (DPN) is a demonstration program funded by the United States Department of Labor and the Social Security Administration. The Disability Program Navigator is a program within the One-Stop Career Centers that provides employment and outreach to the disability community. Massachusetts has a total of 16 Disability Program Navigators working within the 32 One-Stop Career Centers.

Activities of the Disability Program Navigator

Each of the Disability Program Navigators provides services within the LWIB's service delivery area. The DPN serves as a resource coordinator to the Local Workforce Investment Boards and One-Stop Career Centers and assists people with disabilities in navigating the various programs/resources within the workforce development system.

As a resource coordinator within a LWIB's service area, DPNs:

- Develop linkages and collaborate to facilitate employment services and job placement for persons with disabilities.
- Coordinate training to One-Stop Career Center staff and Local Workforce Investment Boards on community services and resources available to the One-Stop System, through SSA (Social Security Administration) employment support programs and DOL demonstration projects.
- Maintain and develop linkages on an ongoing basis with employers and employer organizations, such as the Chamber of Commerce, Local Workforce Investment Boards and the Business Leadership Network to promote the hiring and placement of people with disabilities.
- Coordinate training to the One-Stop Career Center staff on disability etiquette, ADA facility regulation, communication program accessibility requirements, Americans with Disability Act (ADA), section 504 (Part 32) of the Rehabilitation Act, WIA section 188 assessment and evaluation tools and other SSA support programs.
- Provide the One-Stop Career Center staff with knowledge on how to work with individuals with disabilities on the following employment services: career counseling, job goal development, job seeking skills, job securing skills and job retention skills.
- Serve as a resource on SSA Work Incentive Programs, employment support programs and services provided through the Social Security Administration's employment-related work incentive programs.
- Maintain a working relationship with their disability partners and address the universal access needs of the One-Stop Career Center.

Each Disability Program Navigator has a Disability Action Team. The Disability Action Team is coordinated by the Disability Program Navigator in conjunction with their Local Workforce Investment Board. The focus of this team is to assist the local area with developing enhanced partnerships and collaboration to increase universal access to all programs and services provided at the One-Stop Career Center.

DCS also employs a clinical team (New Perspectives) who works with staff and customers of the Career Centers who may be in need of specialized counseling or referral services.

New Perspectives is a program unit within the Department of Workforce Development, Division of Career Services (DCS). The unit is comprised of clinical consultants who serve employed and dislocated workers throughout Massachusetts. Services provided by the New Perspectives staff help to eliminate barriers, improve employability and maximize the potential for all customers of the One-Stop Career Centers; inclusive of dislocated workers and disadvantaged populations, as well as front-line staff and managers of the centers.

Each member of the team has obtained an advanced degree (Master's or Doctoral), and is licensed at the highest level afforded them in their respective mental health disciplines. Each consultant adheres to defined standards for professional practice and has access to a wealth of information from the New Perspectives statewide team of consultants. DCS provides centralized supervision and administration of the program; however it is fully integrated within the One-Stop Career Center system and located regionally throughout the Commonwealth.

The New Perspectives team is comprised of highly trained seasoned clinical consultants who bring many years of professional experience to the table from a variety of traditional and non-traditional working environments. This clinical group also brings advanced level skills in the areas of psychotherapy with diverse populations, training and curriculum development, coaching and consultation. Members of the team also bring advanced level training, credentialing and certifications from a variety of specialty skill areas, such as crisis intervention, substance abuse, domestic violence, cultural diversity, MBTI, EAP and organizational development, supervision, program management, workplace safety and violence prevention.

The major components of New Perspectives Programming are:

- Training Services, (customer training workshops and staff professional development workshops);
- Psychological Services, (solution-focused brief therapy, assessment & referral, etc.); and,
- Managerial and Staff Consultation Services, (coaching, best practices case conferences, etc.).

MassWorkforce Communication 07-18 on “Train-the-Trainer” Sessions concerns a series of training sessions for OSCC staff to support strengthened participation of individuals with disabilities (including mature workers and welfare recipients) in the OSCC system by increasing their utilization of core employment services at the local level, as well as provide tools to OSCC for education and outreach to the business community.

g. Describe the role LVER/DVOP staff have in the One-Stop Delivery System. How will the State ensure adherence to the legislative requirements for veterans' staff? How will services under this Plan take into consideration the agreement reached between the Secretary and the State regarding veterans' employment programs? (§§112(b)(7), 112 (b)(17)((B); 322, 38 U.S.C. Chapter 41; and 20 CFR §1001.120.)

Career Center partners and their staff who provide services under other USDOL programs such as the Workforce Investment Act (Title I, Older Youth, Wagner-Peyser, Dislocated Workers, Rapid Response) work closely together with DVOP specialists and LVER staff to promote employment, training and placement services for veterans throughout the Commonwealth.

Veteran customers are identified through the local intake/registration process or through direct referral from one of the partnering organizations or TAP/ACAP sessions. Veteran customers are then introduced to the DVOP or LVER on site at each Career Center. The DVOP or LVER provide case management services to all veteran customers which includes assessment of their skills, interests and potential barriers to employment and referral to additional services as necessary.

All services to veteran customers are documented utilizing the automated case management tool of the Massachusetts One-Stop Employment System (MOSES). Eligibility for the various federally-funded workforce development programs can be determined using the MOSES case management tool.

*h. Department of Labor regulations at 29 CFR 37, require all recipients of Federal financial assistance from DOL to provide meaningful access to limited English proficient (LEP) persons. Federal financial assistance includes grants, training, equipment usage, donations of surplus property, and other assistance. Sub-recipients are also covered when Federal DOL funds are passed through from one recipient to a sub-recipient. Describe how the State will **ensure access to services through the State's One-Stop delivery system by persons with limited English proficiency** and how the State will meet the requirements of ETA Training and Employment Guidance Letter (TEGL) 26-02, (May 29, 2003) which provides guidance on methods of complying with the Federal rule.*

Immigrants are critical to Massachusetts' competitiveness and continuing economic vitality and the Commonwealth's OSCCs are committed to ensuring that this important labor pool has access to services.

First, OSCCs located in regions with large populations of non-native speakers have also developed multi-lingual materials and hire bi-lingual staff as designed and supported by the regional WIB and OSCC partners.

The Commonwealth's Employment and Training and Adult Education systems have a long history of working together to ensure the needs of job seekers requiring basic skill or ESL services are met. Specialized programs combining ESL with vocational

training are available throughout the system. MOUs are in place in every LWIB area that outline how customers will be referred between One-Stop Career Centers and adult education providers. Two years ago, the Department of Education and Department of Workforce Development with the Division of Career Services developed an MIS cross-walk or integrated database that allows the transfer of information between DOE and OSCC customers to be referred, tracked and followed up on between the OSCCs and adult education programs.

*i. Describe the State's strategies to **enhance and integrate service delivery** through the One-Stop delivery system for migrant and seasonal farm workers and agricultural employers. How will the State ensure that **migrant and seasonal farm workers** have equal access to employment opportunities through the State's One-Stop delivery system? Include the following:*

The number of Migrant and Seasonal Farmworkers (MSFWs) the State anticipates reaching annually through outreach to increase their ability to access core, intensive, and training services in the One-Stop Career Center System.

WIA Title III funds form the basis for the universal access to services, including those for labor exchange, training and related support, provided to both job seekers and employers under the Massachusetts's One-Stop Career Center System. This forms the foundation on which the integration and coordination of other services under WIA Title I and other partner programs are seamlessly blended.

The universal and seamless nature of the Massachusetts's service delivery model ensures that agricultural workers, including migrant seasonal farm workers (MSFWs), and agricultural employers have (as would any job seeker or employer) access to the full range of services through the One-Stop Career Center system.

The State Monitor Advocate (SMA) works in conjunction with state and local level management to provide technical assistance to One-Stop Career Center staffs, including training in identification and referral of Migrant and Seasonal Farmworkers (MSFWs) to agricultural and non-agricultural job opportunities and in the coordination of services with the New England Farm Workers Council (NEFWC – the WIA §167 Grantee) in order to improve services to MSFWs.

As in the past, the State Monitor Advocate continues to seek ways to increase the ability of those involved in servicing MSFW to be able to exchange ideas in order to develop and/or to determine the appropriate technical assistance necessary for the continuous improvement of service delivery for the MSFW population.

While the Wagner-Peyser grant does not contain specific funds targeted for Migrant and Seasonal Farm Worker activities, U. S. Department of Labor Regulation §653.1 mandates that the SWA perform outreach activities to this group. Although the outreach worker position has been field-level oriented in the past, DCS centralized the MSFW

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outreach function with dedicated staff in order to assure consistency and efficiency of service.

The Outreach worker and the State Monitor Advocate have developed a systematic approach to integrate and coordinate their efforts with the One-Stop Career Centers. For example, outreach workers assist in the identification of MSFWs who may benefit from services and programs available at the OSCCs and make appropriate referrals to the nearest OSCC serving the area where the MSFWs are situated.

As appropriate, MSFWs also have access to needed intensive services as would other OSCC customers experiencing specific barriers to meeting their particular needs. Massachusetts does not have a significant number MSFWs comparative to many other states. As such, it does not have a dedicated “MSFW” One-Stop Career Center office(s). However, with dedicated central staff, the Commonwealth assures services are provided to MSFW customers in the same qualitative and quantitative manner as that provided to all One-Stop Career Center customers.

As part of our continuous improvement plan, the SMA and NEFWC coordinate outreach activities for a more efficient use of MSFW resources by minimizing duplication of effort with regard to outreach efforts.

Outreach staff continue to search for “pockets” of workers in isolated geographic areas to assure that all MSFWs have maximum awareness of and the ability to access core, intensive, and training services available at One-Stop Career Center sites across the Commonwealth, if they so choose..

The SMA also conducts annual technical assistance sessions for the state’s agricultural employers and workers regarding: appropriate recruitment practices and procedures, workers’ rights and protections and updates on any regulatory or procedural changes that may affect the agricultural industry.

The SMA continues to provide agricultural employers assistance with their labor needs.

In a continuing effort to assist agricultural employers who have experienced labor shortages due to unavailability of local workers, DCS provides technical assistance and information to growers on the different recruitment options they have through the OSCCs. Among these options, the H-2A Program is the most commonly utilized. During the past growing season, a total of 214 applications for H-2A temporary foreign agricultural workers were filed.

The SWA anticipates that approximately two hundred (200) MSFWs will be contacted and afforded all benefits available to them under the One-Stop Career Center System during FY 2008.

5. Priority of Service

*a. What procedures and criteria are in place under 20 CFR 663.600 for the Governor and appropriate local boards to direct One-Stop operators to give **priority of service to public assistance recipients and other low-income individuals for intensive and training services** if funds allocated to a local area for adult employment and training activities are determined to be limited? (§§112(b)(17)(A)(iv) and 134(d)(4)(E).)*

The state utilizes its Annual Workforce Development Business Plan process to encourage local areas to prioritize intensive and training services for public assistance and low income individuals in areas where resources for these populations are limited, however, this is a local decision. Additionally the Commonwealth has stressed the need to focus WIA Youth resources on at risk out-of-school youth. Fortunately, agreements in place with the State's TANF agency the Division of Transitional Assistance provide significant funding for training and job placement activities for public assistance and food stamp recipients.

*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), that **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 U.S. Department of Labor, in accordance with the provisions of TEGL 5-03 (9/16/03/)?*

To ensure that services to veteran customers are provided according to the prescribed priority of service requirements, all veteran customers are serviced utilizing the automated case management tool of the Massachusetts One-Stop Employment System (MOSES). By using the case management tool for managing the service plan for all Massachusetts veteran customers, Career Center staff have access to all necessary information to assure compliance with veteran priority requirements for program participation.

The order of priority that will be followed with regard to specific program participation, once the individual's program eligibility has been established is as follows:

1. Service-connected disabled veterans;
2. Veterans who served on active duty during a war or in a campaign or expedition for which a campaign badge or expeditionary medal has been authorized;
3. Recently separated veterans;
4. Other eligible veterans;
5. Eligible spouses.

Veterans' staff conducts training for, and provides technical assistance to Career Center staff to ensure compliance with veteran priority requirements. Veteran customers are identified through the local intake/registration process or through direct referral from one of the partnering organizations or TAP/ACAP sessions. As these customers are identified at the Career Center they are made aware of the availability of on-site DVOP/LVER staff for delivery of specialized veterans' services.

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All unemployment claimants are now required to attend a Career Center Seminar which informs them of all services available through the Massachusetts One-Stop Career Center system including veterans' services. Any veterans who attend these seminars are immediately identified and introduced to the on-site DVOP/LVER staff.

The annual monitoring process conducted by the Commonwealth's Quality Assurance team includes review of each local Career Center's compliance with veteran priority requirements. In addition, to ensure that each Career Center is compliant with the Commonwealth's approved State Veterans' Program and Budget Plan, the annual Memorandum of Understanding (MOU) between the Division of Career Services and each Local Workforce Investment Board defining the local delivery of workforce investment services includes signed Assurances that the terms for providing services to veteran and other eligible customers, as described in this State plan, will be incorporated into the local service delivery system.

D. Rapid Response. (112(b)(17)(A)(ii).)

Describe how your State provides Rapid Response services with the funds reserved under section 133(a)(2).

1. *Identify the **entity responsible for providing Rapid Response services**. Describe how Rapid Response activities involve local boards and Chief Elected Officials. If Rapid Response activities are shared between the State and local areas, describe the functions of each and how funds are allocated to the local areas.*

Rapid response services are a strategic and collaborative economic development tool in Massachusetts and are often highlighted as a National model. While EOLWD's Division of Career Services is responsible for the oversight, tracking, and delivery of Rapid Response services across regional lines. Local Workforce Investment Boards as well as Lead Elected Officials are notified of all plant closings and layoffs that affect over fifty or more employees or completely close a facility. The LWIBs receive Rapid Response activity reports on a monthly basis, work directly with staff on requesting Rapid Response set aside funds, and on occasion attend Rapid Response company meetings and events. Rapid Response activities are carried out by one statewide team which is operated and managed by the state. The Rapid Response staff are located regionally at One Stop Career Centers throughout the state. This model allows Massachusetts to offer consistent service throughout the state for all businesses and employees that are served, but to analyze layoffs, economic development needs and short-term local area dislocated worker funding needs on a regional basis. This planned approach to economic development utilizing Rapid Response staff allows us to analyze the strengths, weaknesses and opportunities inherent to the local, regional and state economies with an agile "on the ground" team. .

2. *Describe the process involved in carrying out Rapid Response activities.*
 - a. *What methods are involved in receiving **notice of impending layoffs** (include WARN Act notice as well as other sources)?*

The Rapid Response team receives information on plant closings and layoffs through various methods. WARN notices make up less than one third of the companies we serve. The Rapid Response Team receives notices from company referrals, newspapers as well as other media, unions, economic development offices, One Stop Career Centers, Division of Unemployment Assistance, employee inquiries, company inquiries, private outplacement referrals, and training institution referrals.

When a WARN Notice is received the Rapid Response Team responds within forty eight hours. All information on layoffs and closings are investigated. Company meetings are set up once a layoff / closing is verified. The first questions involve reasons for the closing / layoff and possible lay off aversion services, all questions are answered regarding company obligations and all state / local services are explained. If layoffs are inevitable, a Rapid Response plan is discussed and put into action for the affected employees onsite on company time (preferably). In cases where a union is involved, the union and the AFL-CIO participate in all aspects of the event. All onsite services are provided in coordination with local boards and One Stop Career Centers. All information on the company and employee is captured in the Massachusetts One Stop tracking System.

- b. What efforts does the Rapid Response team make to ensure that rapid response services are provided, whenever possible, prior to layoff date, onsite at the company, and on company time?*

The goal of the team is to provide services as soon as possible on site and on company time. More than ninety percent of the companies that have received services from the team have had some services provided for employees on site.

- c. What **services are included in Rapid Response activities**? Does the Rapid Response team provide workshops or other activities in addition to general informational services to affected workers? How do you determine what services will be provided for a particular layoff (including layoffs that may be trade-affected)?*

Services include but are not limited to:

- Upfront consultations with the businesses lawyers in reference to the WARN Act, plant or office closing laws, severance issues and layoff aversions.
- Onsite sessions, which include information on the State One Stop System, unemployment insurance, and onsite services. These sessions can include information on Trade if applicable and National Emergency grant Information.
 - Workshop topics include resume writing, interviewing, job search strategies, individual career counseling, job fairs and training fairs. These services are tailored based on company needs and the demographics of the workforce.
 - Career Center Seminar (on-site at company if applicable).

- The Rapid Response team initiates Trade petitions with companies and initiates the NEG process by gathering demographic information from the companies.

3. *How does the State ensure a seamless transition between Rapid Response services and One-Stop activities for affected workers?*

The state's Rapid Response team coordinates all activities with the One Stop Career Centers. Services that are provided onsite at the company are continued at the One Stop Center that the customer chooses. The Rapid Response team provides Career Center Seminars as one of the many services that are provided onsite. A Career Center Seminar (CCS) is a workshop that highlights all of the services the Career Center offers including Trade and National Emergency Grant information. The Rapid Response team also enters all services that are provided onsite into the Massachusetts One Stop System (MOSES), the MOSES System is also used by all the Career Centers and track those referred to the center of their choice through this system. The Rapid Response team coordinates all onsite activities with the One Stop Career Center Staff. Weekly Rapid Response reports indicating all events are sent to all Career Centers on a regular basis. Every effort is made to ensure a smooth and seamless transition of services from onsite at the company location to services provided at the Career Center of the customer's choice.

4. *Describe how Rapid Response functions as a business service? Include whether Rapid Response partners with economic development agencies to connect employees from companies undergoing layoffs to similar companies that are growing and need skilled workers? How does Rapid Response promote the full range of services available to help companies in all stages of the economic cycle, not just those available during layoffs? How does the State promote Rapid Response as a positive, proactive, business-friendly service, not only a negative, reactive service?*

The Rapid Response Team is viewed as both an employee and business service. By analyzing economic development needs at the local, regional and state levels, the Rapid Response team provides vital information on the talent pipeline and employer needs. The team provides assistance to businesses in transition, either in the hiring mode or during closing or downsizing. Rapid Response has developed a formal process with the Mass Office of Business Development (MOBD) to promote business-to-business relationships between hiring companies and companies that are reducing their workforce. These relationships often allow Rapid Response to hold job fairs onsite which expedite the reemployment of dislocated workers.

The Rapid Response team promotes all aspects of economic development. As a member of the state's newly created Business Resource Team – Rapid Response assists companies in identifying those services available from the State which resources best suit their needs.

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5. *What other partnerships does Rapid Response engage in to expand the range and quality of services available to companies and affected workers and to develop an effective early layoff warning network?*

Rapid Response partners with Economic Development Agencies, private out placement firms, Chambers of Commerce, One Stop Career Centers, Local Workforce Development Boards, and organized labor to maintain an early warning network. Demand Driven partnerships are developed as warranted/ based on situation.

6. *What systems does the Rapid Response team use to track its activities? Does the State have a comprehensive, integrated Management Information System that includes Rapid Response, Trade Act programs, National Emergency Grants, and One-Stop activities?*

All Rapid Response activities are tracked in the Massachusetts One Stop employment System (MOSES).

7. *Are Rapid Response funds used for other activities not described above; e.g., the provision of additional assistance to local areas that experience increased workers or unemployed individuals due to dislocation events?*

Massachusetts has created a Rapid Response Set Aside Fund that is designed to address the needs of Local Areas that are need of additional funds to transform a flagging local economy. This process initiated 5 years ago has been refined into a system that allows funds to be distributed in efficient and equitable manner. Set Aside funds can be requested for a number of reasons, the 3 most common are:

- In cases where a National Emergency Grant will be requested and set aside are used as bridge funding that allows affected employees quick access the funds while waiting for NEG funds to arrive . In these cases set aside funds are recaptured when the NEG is received and reused for new requests.
- In case where a large number of Trade affected workers are accessing services from a particular Local Area. In these cases funds are utilized to hire temporary staff to assist employees through the Trade process.
- The third case is when a dislocation affects a Local Area with a large number of affected employees that would not justify the request for a National Emergency Grant.

A focus on small business support and entrepreneurship has long been a key component of Massachusetts' economic and workforce development strategies. To that end, set aside funding Rapid Response funds are utilized to support an Entrepreneurial Training Program for dislocated workers seeking to start their own businesses, and to support the cost of Rapid Response staff out-stationing in the Career Centers.

E. Youth

ETA's strategic vision identifies youth most in need, such as out of school youth and those at risk, youth in foster care, youth aging out of foster care, youth offenders, children of incarcerated parents, homeless youth, and migrant and seasonal farmworker youth as those

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most in need of service. State programs and services should take a comprehensive approach to serving these youth, including basic skills remediation, helping youth stay in or return to school, employment, internships, help with attaining a high school diploma or GED, post-secondary vocational training, apprenticeships and enrollment in community and four-year colleges. (§112(b)(18))

- 1. Describe your State's strategy for providing comprehensive, integrated services to eligible youth, including those most in need as described above. Include any State requirements and activities to assist youth who have special needs or barriers to employment, including those who are pregnant, parenting, or have disabilities. Include how the State will coordinate across State agencies responsible for workforce investment, foster care, education, human services, juvenile justice, and other relevant resources as part of the strategy. (§112(b)(18).)*

The Executive Office of Labor and Workforce Development invests Governor's discretionary funding in Pathways to Success by 21 (P21) to develop a statewide strategy to incent local regions to coordinate with other youth serving agencies as they plan out Title I youth services.

A few of the significant milestones reached through P21 to-dates include:

- Gathered Commissioners from all youth serving agencies across the state in support of P21 (Spring 2003)
- Reserved funds for statewide multi-agency planning (Spring of 2003)
- Massachusetts team participated the ETA youth forum in Philadelphia (November 2004)
- Sponsored statewide youth summit attracting 450 policy leaders and practitioners (November 2004)
- Distributed mini-grants through application process to 15 local workforce areas across the state (January 2005)
- Massachusetts applied and was selected to participate in the Shared Vision for Youth Advanced Level Training in Atlanta (Sept 2006)
- 15 regions submitted local action plans related to the at-risk youth issue.
- Distributed mini-implementation grants through application process to local workforce areas across the state (January 2006)
- **Graduation Rate Summit** – *The Power of Community and Partnership*: coordinated Summit planning with Department of Education to ensure that workforce partners were fully represented at the conference. (i.e. presenters & attendees) (March 2006)
- Massachusetts was among a few state chosen to and applied for pilot state funding under the Shared Vision (April 2007)

The P21 website, <http://www.p21.us/p21glance.htm> , includes activities and outcomes for the active regions.

2. *Describe how coordination with Job Corps and other youth programs will occur. (§112(b)(18)(C).)*

Coordination with Job Corps. Job Corps operators are required partners at each One-Stop Career Center where a Job Corps program is located. The services that will be provided and the cost allocated to Job Corps are defined in the relevant One-Stop Career Center Memorandum of Understanding (MOU). Youth specialists from all communities in the state will receive background information on Job Corps programs so that they recognize Job Corps as available program option for eligible youth. Specialists will use a youth's Individual Service Strategy as the mechanism to refer youth to a Job Corps placement. The state has encouraged that a Job Corps representative be appointed to the Youth Council for a Local Workforce Investment Board area that contains a Job Corps site.

The Commonwealth is encouraging all schools and alternative education programs to help students achieve a high standard for academic achievement – the standard generally encompassed in the statewide curriculum frameworks and assessed through the Massachusetts Comprehensive Assessment System (MCAS). We urge all Job Corps program sites to work with the school district(s) where they operate to connect their academic curriculum to these statewide standards. Student enrollment in any program that grants a high school diploma (rather than a GED or GED-prep services) enables the school district to draw average daily attendance funds. Working agreements between school districts and Job Corps programs could enable state ADA funds to support students who are participating in a diploma-granting program at a Job Corps site. We support such financial and program connections between Job Corps and local school systems, and encourage expansion of such working relationships. The Commonwealth supports the policy of co-enrollment of Job Corps youth and WIA youth. Decisions regarding whether local formula youth funds would support youth who are enrolled in Job Corps centers are reserved for local youth councils, which would have to determine whether such a use of available resources is consistent with local needs and priorities. The Commonwealth supports a policy of co-enrollment of older Job Corps youth and WIA adult programs. Again, decisions regarding whether adult funds for individual training accounts would support youth who are enrolled in Job Corps centers would be reserved for local boards and one-stop operators, which would determine whether such a use of available resources is consistent with local needs and priorities.

Job Corps Centers are located in three of the sixteen Workforce Investment Board regions in Massachusetts. Due to limitations in Job Corps staff availability it was agreed that mandatory LWIB seats would only be required in those regions housing an actual Center. This does not preclude Job Corps representation in other regions if they (Job Corps) will provide actual resources and/or representation to the One Stop Career Center(s) in that area.

3. *How does the State plan to utilize the funds reserved for Statewide activities to support the State's vision for serving youth? Examples of activities that would be appropriate investments of these funds include:*
- a. *Utilizing the funds to promote cross agency collaboration;*

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- b. Demonstration of cross-cutting models of service delivery;*
- c. Development of new models of alternative education leading to employment; or*
- d. Development of demand-driven models with business and industry working collaboratively with the workforce investment system and education partners to develop strategies for bringing these youth successful into the workforce pipeline with the right skills.*
- e. Describe how your State will, in general, meet the Act's provisions regarding youth program design. (§§112(b)(18) and 129(c).)*

The Commonwealth of Massachusetts was well represented at the Region I Youth Forum in Philadelphia in November 2004 as well as the Advanced Level Training in Atlanta, GA in September 2006 and the Region I convening in Enfield, CT. A team made up of representatives from the states WIA Title I youth program, Juvenile Justice, Education and Health and Human Service agencies attended. Prior the November meeting, the Commonwealth of Massachusetts began a process that aligns well with the youth vision forum. Pathways to Success by 21 was born out off a need to analyze state level barriers to service delivery for youth that prevent coordination and maximization of services. The initiative represents most youth serving agencies including Title I WIA, Education (K-12 and higher ed), Juvenile Justice, Child Welfare and other Health and Human Service agencies especially those providing care to youth with disabilities.

Managing WIA Title I Youth Program.

The Commonwealth Corporation's Center of Youth Development and Education is the agency that manages the WIA Title I youth program for the Commonwealth of Massachusetts. Management functions are covered under the 15% WIA funds reserved for statewide activities. CYDE also manages other integrated youth services implemented across the state. These include:

- **Massachusetts Rehabilitation Commission** – (a) cross-enrollment for youth between the 27 MRC regional offices and the one-stop career center system (for WIA eligible youth); (b) connecting MRC case workers to the WIA youth system; (c) developing models of integrated case management services across WIA and MRC/vocational rehabilitation programs; (d) developing models of integrated youth development services.
- **Executive Office for Health and Human Services** – (a) supporting representation of Department of Youth Services (Juvenile Justice), Department of Social Services and other HSS providers on Youth Councils and local boards; (b) connecting health and social services case workers to WIA youth providers; (c) developing models of integrated case management services across WIA, juvenile justice, foster care, and other DSS programs; (d) developing models of integrated youth development services across WIA, juvenile justice, foster care, and other DSS programs.
- **Massachusetts Department of Education** – (a) School-to-career activities include state support for Connecting Activities (previous described in detail), expansion of work-based learning using the standard and structure of the Massachusetts Work-

based Learning plan; access to field training services available through the Massachusetts Office for School to Work Transition in how to design work-based experiences that have learning content and are connected with academic curriculum; continued development of career pathways to organize school and work learning – funded through a combination of school resources and WIA resources for eligible youth; and (b) connections with Adult Basic Education to include expansion of work-based learning as a part of ABE services; expansion of a statewide pilot that provides average daily attendance funds to diploma-granting educational programs; appropriate co-enrollments (including eligibility and registration) of youth between ABE and WIA OSY youth programs.

The following state-supported youth programs will be administered through the LCEO/LWIB/Youth Council structure:

- the Governor's Challenge Program and the At-Risk Summer Jobs program;
- Communities and Schools for Career Success (Boston, Cape Cod-Barnstable, Brockton, Hampden County-Springfield, Franklin-Hampshire County-Amherst/Northampton, New Bedford);
- the Connecting Activities Fund, which provides state support to defray the administrative cost of connecting schools and employers for school-to-work programs; and
- the dual enrollment program, which funds students from alternative education programs to take college level courses while completing their high school requirements

Department of Youth Services (DYS) Education

In partnership with the Massachusetts Department of Youth Services, Center for Youth Development and Education (CYDE) at Commonwealth Corporation, is developing a comprehensive education and training system for the thousands of young people every year who are placed in DYS custody by the juvenile courts. The goal of this partnership is to create a continuum of options and opportunities--comprehensive case management, high-quality education and training, mentoring programs, and other services--that will give these young people the knowledge, skills, and confidence they need to build a better future.

Recognizing that no single entity can adequately meet the needs of DYS youth, CYDE is seeking to build strong partnerships across the wide range of agencies and organizations that deal with these young people. Beginning with the juvenile courts and DYS itself, the partnerships will extend to local school districts, alternative education programs, community-based organizations, local workforce investment boards, human services agencies, and the providers of educational programs in the secure facilities and residential centers across Massachusetts that house DYS youth. While working to ensure that these DYS facilities provide high-quality educational programs for all youth, CYDE also emphasizes comprehensive transition planning, the development of quality services, and case management for young people who are returning to their home communities after leaving a DYS facility.

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Key Features of the CYDE-DYS Partnership

During the five years of their partnership (from 2003 through 2007), CYDE and DHS will work together to accomplish the following:

- Coordinate educational oversight and administration with local school districts, DHS community-based programs, and other agencies.
- Develop a system that integrates special education, English as a Second Language (ESL), and other accommodations into an individualized educational service plan for every DHS youth, to be coordinated across those entities involved with its implementation.
- Incorporate the broad variety of district-based assessments, educational and vocational diagnostic tools, and agency-specific service plans into a single comprehensive plan for every student in the system.
- Develop high-quality curriculum offerings for all DHS sites, incorporating content and instructional strategies that create effective delivery of curriculum in a variety of settings and that are aligned with the Massachusetts Curriculum Frameworks.
- Provide a broad range of professional development opportunities for teachers to ensure high-quality instruction that is aligned with the curriculum and to enable teachers to attain or renew their certification.
- Coordinate information and record-keeping so as to ensure academic placement and school district transition in a timely, comprehensive and accessible format across the DHS system and out into education community delivery sites.
- Secure additional funding to enhance education services within the DHS system and support DHS youth through a continuum of service options.

Communities and School to Success (CS Squared)

CS Squared is a strategy to increase a school district's capacity to meet the needs of its under-achieving students. In every CS Squared community, a skilled team of school-community entrepreneurs brings insight, experience and resources to the task of meeting this challenge. Like their counterparts in the business world, our entrepreneurs are innovators and problem-solvers. They help school districts improve academic achievement for all students. Supported since 1993 by a combination of foundation, state and local funds, CS Squared entrepreneurs currently operate in thirteen school districts in Massachusetts and California. CS Squared teams work with their school and community partners to expand resources for schools and implement new programs and strategies that improve student achievement. All CS Squared teams are part of a national network and receive training, technical assistance and guidance from Commonwealth Corporation and New Ways to Work, Inc.

P21 Implementation Mini Grants

Phase I Planning: In 2004, the Commonwealth of Massachusetts began a process to examine ways to improve service delivery for at-risk youth by convening regional and local

partners from key stakeholder agencies and organizations. This process is called *Pathways to Success by 21 (P21)*. Both regional and state partners agreed: youth serving agencies needed to design strategies to support youth across transitions and build the capacity of existing services to better meet the needs of youth. To that end, the Department of Workforce Development awarded planning grants to the regional workforce areas to support the development of regional Strategic Action Plans. The goal of each strategic plan was to bring together representatives of the relevant youth serving agencies in the region to define three to five strategies to increase the region's capacity to meet the needs of at-risk youth. Each P21 Local Partnership lead organization facilitated an in-depth process with multiple stakeholders that resulted in a Regional Strategic Action Plan that articulates how they will work together to serve their most at-risk youth. The information from all of the plans was used by P21's state-level Steering Committee to inform the State's Strategic Action Plan, and to develop a set of organizing principles for future activity.

Phase II Implementation Funding: In order to distribute additional resources to the 16 regional P21 Teams to support the implementation of the strategies identified through the regional Strategic Action Plans, the Massachusetts Department of Workforce Development (DWD) and the Department of Education (DOE) brought together Workforce Investment Act (WIA) funding and United States Department of Labor Employment and Training Administration resources through a state incentive award to Massachusetts to support Regional Implementation Grants. The state partners of P21 invited one application from each of the 16 geographic workforce areas in the Commonwealth of Massachusetts, to undertake implementation activities under the umbrella of the Commonwealth's Pathways to Success by 21 (P21) Initiative. A summary of the implementation activity is on <http://www.p21.us/p21glance.htm>.

F. Business Services. (§§112 (a) and 112(b)(2).)

Provide a description of the state's strategies to improve the services to employers, including a description of how the State intends to:

- 1. Determine the employer needs in the local areas and on a Statewide basis.*
- 2. Integrate business services, including Wagner-Peyser Act services, to employers through the One-Stop system.*

Massachusetts is committed to providing demand-driven solutions to employers needing workers with the skills of today while working to ensure a broad and diverse economic base of high skill and high wage jobs of the future and a pipeline of workers to fill these jobs. The Massachusetts OSCC system provides integrated job seeker and employer labor needs with job seeker skill development services, connecting WIA dislocated worker services with the labor needs of emerging industries through targeted, short-term training initiatives, and providing services through regional partnerships such as a recent three workforce investment area job fair.

All Wagner-Peyser services for job seekers and employers are integrated within the One Stop Career Centers. Employer service representatives within the Career Centers provide the primary link between, employer, job seeker and other Career Center

services and programs that may benefit local business. DCS has a state level Business Services Manager to assist One-Stop Career Center Employer/Business Service representatives market services to employers. EOLWD had directed DCS to develop a series of training in conjunction with field representation and input to enhance the system's ability to meet demand-driven needs of employers and highlight the good work already happening throughout the system. In addition, employer service representatives from OSCCs meet regularly statewide to discuss best practices and new strategies to engage employers through the MERLOT group.

The state has employed several marketing and event strategies to attract more employers to OSCCs. For example, the Annual Jobs First Day held each year focuses on attracting employers to the Centers through a statewide Job Fair and publicity campaign one day of the year. Demand-driven employer events are being formulated by the DCS Business Services Manager for the OSCCs. During the next 12 months, DCS will focus on expanding and marketing our employer services in coordination with the State's economic development arm, as well as providing additional training for staff in specific high skill/high wage occupational areas which will improve their ability to better service employers in identifying and referring appropriate job seekers. DCS is encouraging strategic partnerships based on regional economies to leverage resources for the transformation of several identified regional areas.

3. *Streamline administration of **Federal tax credit programs** within the One-Stop system to maximize employer participation? (20 CFR part 652.3(b), §112(b)(17)(A)(i).)*

In order to ensure that employers are getting full advantage of available tax credits, local Boards and Career Centers are required as part of the assurances included in the Annual Business Plan submission to insure that career center operators will determine the eligibility of members of targeted groups for employer tax credits and will assist customers and employers in completing the required documentation.

G. Innovative Service Delivery Strategies (§112(b)(17)(A).)

1. *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**. Include in the description the initiative's general design, anticipated outcomes, partners involved and funds leveraged (e.g., Title I formula, Statewide reserve, employer contributions, education funds, non-WIA State funds).*

As described in many sections of this document, the Commonwealth has worked hard to integrate resources and programs wherever possible within the One Stop system. Each year, the Annual Business Plan is prepared by the WIBs with all partners to ensure maximum integration of resources, staffing and services. In FY05 the state established four new senior positions called Regional Directors for Workforce Integration who will assist regions with the implementation of their Annual Business Plans. This individual works with WIBs, Chief Elected Officials and other stakeholders to ensure that information, policies and new initiatives both at the state

and in the local areas are conveyed, supported and understood across the system. They will ensure that the roles and responsibilities of all parties are clearly understood. As the primary state liaisons they participate in quarterly performance reviews, ensure the delivery of needed labor market information and other materials that will assist local partners in assessing program performance and future planning.

The development of cross agency programs and projects that bring together resources from Education, TANF and others as well as WIA described in projects like the BEST Initiative are good examples of innovative strategies for integrating programmatic resources. These initiatives allow local areas to develop a continuum of services for job seekers and employers customized the needs of local areas.

Another major step taken by the state toward these goals was the full integration of Rapid Response services with the One Stop Career Centers, NEG's, and the Trade program to ensure that customers are able to attain the consistent, quality retraining or job placement services as soon as possible after dislocation and are not "lost" in the system.

2. *If your State is participating in the ETA **Personal Re-employment Account (PRA)** demonstration, describe your vision for integrating PRAs as a service delivery alternative as part of the State's overall strategy for workforce investment.*

The Commonwealth is not participating in the PRA demonstration.

*H. Strategies for **Faith-based and Community Organizations** (§112(b)(17)(i).) Enhancing outreach opportunities to those most in need is a fundamental element of the demand-driven systems goal to increase the pipeline of needed workers while meeting the training and employment needs of those most at risk. Faith-based and community organizations provide unique opportunities for the workforce investment system to access this pool of workers and meet the needs of business and industry. Describe those activities to be undertaken to: (1) increase the opportunities for participation of faith-based and community organizations as committed and active partners in the One-Stop delivery system; and (2) expand the access of faith-based and community-based organizations' clients and customers to the services offered by the One-Stops in the State. Outline those action steps designed to strengthen State collaboration efforts with local workforce investment areas in conducting outreach campaigns to educate faith-based and community organizations about the attributes and objectives of the demand-driven workforce investment system. Indicate how these resources can be strategically and effectively leveraged in the State's workforce investment areas to help meet the objectives of the Workforce Investment Act.*

The Commonwealth has a long history of taking an innovative, collaborative and holistic approach to reaching untapped labor pools and increasing labor force participation among historically underserved populations. The State's workforce development system has a strong network of partnerships with faith and community based organizations at the local

level. In many local areas, OSCCs rely on CBO's and FBO's to assist in the identification and referral of customers, many of whom have significant barriers to employment, whether it be linguistically, educationally, due to disabilities or just family circumstances. The support that is provided through faith-based and community-based organizations is often essential to the success of the customer in gaining the skills or support necessary to find and keep employment. Workforce Investment Boards, One-Stop Career Centers and many local program providers have existing working relationships with CBO/FBOs to assist with recruitment of participants. Local areas have been successful in winning specialized grant funding from DOL-ETA to connect with CBOs/FBOs.

One area where these efforts have already been successful can be demonstrated in services to youth. For the past year, Massachusetts Workforce Boards have made it a priority to reach out to Faith Based Organizations and Faith Based Coalitions by inviting them to be members of their board or Youth Council. They have also expanded their contact lists when soliciting proposal for services, to include CBOs and FBOs, which has enhanced the opportunity for these organizations to become active as direct service providers. Youth Councils in New Bedford, Boston, Fall River, Springfield and Lawrence received grants in the past from USDOL to work with CBOs and FBOs. As a result of this one-year initiative, best practices will be identified and shared with all 16 youth councils in the state. Commonwealth Corporation will continue disseminating information (lessons learned) regarding the CBO/FBO experience over the next two years and into the future.

The State will continue to work with local areas to access additional resources and make additional linkages to expand this network of organizations where ever possible. For example, the Pathways to Success by 21 Initiative, which is a local strategic planning process aligned with the USDOLs strategic vision for youth services, requires that CBO/FBOs are involved in local planning along with Local Workforce Investment Boards and One Stop Career Centers. There is where relationships are established and service strategies combine to benefit a community.

X. *State Administration*

A. What ***technology infrastructure and/or management information systems*** does the State have in place to support the State and local workforce investment activities such as a One-Stop operating system designed to facilitate case management and service delivery across programs, a State job matching system, Web-based self service tools for customers, fiscal management systems, etc.? (§§111(d)(2), 112(b)(1), and 112(b)(8)(B).)

The Massachusetts One-Stop Employment System (MOSES) client/server application is a unified management information and client tracking system, used by staff at career centers and other workforce development service providers throughout Massachusetts. MOSES encompasses a broad range of job training and job placement programs operated/managed by local Career Centers, Title I Administrators, Division of Career Services (DCS) program managers, Commonwealth Corporation and Local Workforce Investment Boards. MOSES is used in by almost 1,000 professionals across the state in support of federal and locally supported Employment and Training Programs. A case management module is featured in the MOSES system.

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The MOSES system was first implemented statewide in July 2000 and has been enhanced and updated since that time. The most significant enhancement, implemented in FY 04, provides management of Trade, Rapid Response and National Emergency Grants (TAARRNEG) by both local based program operators and central program, fiscal and contract managers. Since implementation of the TAARRNEG module, MOSES has largely, been operated in a “maintenance” mode.

Job postings can be entered in two ways: by Career Center staff and by employers (through a web based application called Talent Quest). The state is working with DirectEmployers Association, Inc. to utilize the capacity of *JOBCentral* in place of America’s Job Bank.

All of the MOSES family of applications use the MOSES Oracle data base. Report writers with access rights can generate ad hoc reports specific to their individual needs.

A link has been created between MOSES and the Department of Education system that tracks participation in adult education programs. This link permits exchange of basic information and results of assessment tests (principally the TABE) for Career Center customers who are referred to or who have participated in adult basic education programs.

The MOSES Internet applications used by the public are: 1) Massachusetts JobQuest (MJQ) that provides job seekers access to job vacancies listed by Massachusetts firms and career centers; 2) Massachusetts TalentQuest (MTQ) that permits employers to post job orders and match to qualified job candidates; 3) Training Pro that allows Training Providers to post information about and receive approval for courses that they offer; 4) Workforce Training Fund Grant application programs that permit employers to apply for training grants for their incumbent workers and allow staff to manage applications and contracts; 5) an On-Line Customer Evaluation module that training participants can complete to provide information relevant to their experiences for view by the public and other interested parties; and 6) an On-Line Evaluation module for completion by employers who have participated in Workforce Training Fund Grant programs. Additionally, Massachusetts has contracted for an internet based service from EmployOn that permits career center staff and customers, as well as the general public to conduct an intelligent, easy to use search that matches job seeker skills to openings found on different internet based job boards.

The MOSES system does not provide a fiscal management tool for Career Centers or other local workforce development program managers. Each Workforce Investment Board must have a financial system that is certified by the state. Central financial management is handled through the state’s centralized Massachusetts Management, Accounting and Reporting System (MMARS).

B. Describe the State’s plan for use of the funds reserved for Statewide activities under WIA §128 (a)(1).

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The Executive Office of Labor and Workforce Development (EOLWD) works with the Administration to utilize WIA 15% Governor's Discretionary funding to address national and state priorities for the workforce development system. As described in detail throughout other sections of our state plan, the following initiatives are currently supported at state agencies at the direction of the Executive Office of Labor and Workforce Development. EOLWD specifically uses 15% Governor's Discretionary funding for EOLWD staff in oversight of: workforce development policies; state agencies administering federal resources; initiatives of the Administration to achieve Governor's priorities; compliance with DOL-ETA requirements, mandated system changes and correspondence; response to state legislative priorities; initiatives focused on systems-change etc.; providing Incentive Grants to eligible local areas that achieve performance goals; and, staff for the Massachusetts Workforce Investment Board.

Specific initiatives and objectives are carried out through EOLWD's agencies. In prior years and going forward, a list of these initiatives is below.

Commonwealth Corporation:

- The **P-21 Initiative** to better serve vulnerable youth in the Commonwealth (including local planning grants)
- **MA Research & Evaluation Activities** (including the Workforce Investment Profiles, evaluation of sector initiatives, SkillsGap Study, etc)
- Management and technical assistance for **Industry-driven Training Initiatives** – ECCLI, BayStateWorks, Workforce Competitiveness Trust Fund, etc.
- Oversight and technical assistance for the **WIA Title I youth programs**.

Department of Workforce Development/Division of Career Services:

- **Statewide business outreach**, including Jobs First Day, statewide marketing plan and materials, Public Service Announcement for OSCCs etc.
- **Data and LMI activities** (job vacancy survey; Labor Market Information Profiles for 16 local workforce investment areas; Employ-on contract to enhance job search database available in the state etc)

Massachusetts Workforce Investment Board (MWIB)

- Staff and Initiatives:

Resources to the Field

- Supplemental funding for Sector Initiatives (leveraged resources)
- P21 grants to regions
- Incentive awards for 16 regions
- Data tools (Employ On, Job Vacancy Survey)

*C. Describe how any **waivers or workflex authority** (both existing and planned) will assist the State in developing its workforce investment system. (§§189(i)(1), 189 (i)(4)(A), and 192 .) –*

The language below is a summary of the requested waivers:

The following waivers were approved as part of the prior State Planning process for FY06 and FY07. They resulted in increased flexibility of services for the local areas; therefore Massachusetts will reapply for these waivers:

- Transfer authority up to 50% of adult and dislocated worker funds to increase the flexibility and responsiveness of the workforce system to local labor market needs.
- Allowance of ITAs for older youth with older youth funding without the requirement of co-enrollment with adult programs.
- Allowance of “follow up” as a framework service for youth programming.

The following is a summary of newly requested waivers:

- Request for exclusion from local performance calculations for individuals who receive entrepreneurial training with WIA funds.
- Waive language limiting use of local formula funding for adult, dislocated worker and youth in order to allow local areas to utilize up to 10 % of these resources for allowable statewide employment and training activities, including flexible training design for unemployed and incumbent worker training activities.
- Allow the use of 25% rapid response funding for incumbent worker training as part of the state created rapid response “set aside” fund to assist regions, workers and companies anticipating layoffs to retain workers or retrain workers for new companies.
- Request for a waiver from USDOL to recognize the "Applied Math" portion of the TABE or the "Computation" portion of the TABE as stand alone assessments to meet the requirements for assessment on the common measure for numeracy.

D. Performance Management and Accountability. Improved performance and accountability for customer-focused results are central features of WIA. To improve, states need not only systems in place to collect data and track performance, but also systems to analyze the information and modify strategies to improve performance. (See Training and Employment Guidance Letter (TEGL) 15-03, Common Measures Policy, December 10, 2003.) In this section, describe how the State measures the success of its strategies in achieving its goals, and how the State uses this data to continuously improve the system.

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. For each of the core indicators, explain how the State worked with local boards to determine the level of the performance goals. Include a discussion of how the levels compare with the State’s previous outcomes as well as with the State-adjusted levels of performance established for other States (if available), taking into account differences in economic conditions, the characteristics of participants when they entered the program and the services to be provided. Include a description of how the levels will help the State achieve continuous improvement over the two years of the Plan. (§§112(b)(3) and 136(b)(3).)*

Massachusetts reports performance for Wagner-Peyser Job Seekers, Veterans and Disabled Veterans; and Title I Adults, Dislocated Workers and Youth as described in Training and

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Employment Guidance Letter 17-05 issued February 17, 2006. Chart 1 of 2 (that follows at the end of this section *D. Performance Management and Accountability*) displays Massachusetts performance results for PY2005/FY2006 & PY2006/FY2007 through quarter 3 ending March 31, 2007.

Workforce Investment Boards may set local goals that meet or exceed the state goals, or may request adjustments based on populations served, service strategies or economic conditions. The state provides analysis of annual performance data to determine factors that have had a measurable impact on performance as well as ranges to establish the degree of impact at low medium and high factor levels. The allowable adjustments and ranges are published with the local planning instructions as Baseline Adjustments for Local Title I Performance Goals. Local areas commonly request and receive approval of *baseline adjustments* that are supported by local participation and performance data. Local areas may also request *negotiation of adjustments* based on local data/factors that are not considered in the baseline adjustments.

2. *Describe any targeted applicant groups under WIA Title I, the Wagner-Peyser Act or Title 38 Chapters 41 and 42 (Veterans Employment and Training Programs) that the State tracks. (§§111(d)(2), 112(b)(3) and 136(b)(2)(C).)*

Massachusetts tracks targeted applicant groups include UI claimants, employed/unemployed adults, low income adults, low income youth, older youth, younger youth, recipients of Transitional Assistance, individuals with disabilities, veterans, recently separated veterans, disabled veterans, migrant and seasonal farm workers and dislocated workers.

3. *Identify any performance outcomes or measures in addition to those prescribed by WIA and what process is the State using to track and report them.*

Local areas are not tracked by the state on additional performance outcomes. Local Workforce Investment Boards often create additional job seeker, employer and customer satisfaction measures for services.

Effort has been dedicated to measuring sector initiatives and evaluations of other state and federal programs. For a list of statewide program evaluations see **Attachment D**.

4. *Describe the State's common data system and reporting processes in place to track progress. Describe what data will be collected from the various One-Stop partners (beyond that required by DOL), use of quarterly wage records (including how your State accesses wage records), and how the Statewide system will have access to the information needed to continuously improve. (§112(b)(8)(B).)*

The Massachusetts One Stop Employment System (MOSES) is the automated data entry and reporting system used by all of the career centers in the Commonwealth. The automated system was developed in preparation for the Massachusetts' first year of

implementation of the Workforce Investment Act to bring together the previously separate automated systems used for Title I and for the Employment Service. In addition, MOSES tracks services provided to jobseekers served through Trade Adjustment Assistance; through employment assistance to TANF recipients; and through directly funded local programs. Employer services are also recorded in MOSES.

Each quarter the Division of Career Services posts Performance Summaries listing the sixteen workforce investment boards and performance on the seventeen performance goals. State and local quarterly reviews provide discussion of current performance levels, areas in which improvement is needed, and strategies for improving performance levels. The three key performance reports available to Career Centers from the Reports Menu in MOSES include:

Quarterly Performance Summaries for WIA Title I
Quarterly Performance Summaries for the Labor Exchange
Monthly One-Stop Career Center Activity Summaries

Each quarter, the Division of Career Services (DCS) prepares and distributes a booklet of summaries by area of the reports listed above and other quarterly reports titled *Career Center Performance Reports* for use in a series of quarterly review meetings at the state level and at the local level. DCS sponsors an annual series of statewide and local performance technical assistance sessions. In addition, the Performance and Reporting Unit of DCS developed and distributed a Title I Performance Review reporting tool for use by Career Centers in the analysis and follow-up of performance issues identified in the quarterly reviews. The tool builds local reports from the quarterly files, including wage records, specific to Title I performance measures.

Finally, the Commonwealth has worked hard to integrate resources and programs wherever possible within the One Stop system. The Annual Business Plan is prepared by the WIBs with all partners to ensure maximum integration of resources, staffing and services.

5. *Describe any actions the Governor and State Board will take to ensure collaboration with key partners and continuous improvement of the Statewide workforce investment system. (§§111(d)(2) and 112(b)(1).)*

Acting on behalf of the Governor and the State Board the Executive Office of Labor and Workforce Development will continue its support of the collaborative Performance Accountability Roundtable and the Center for Research and Evaluation toward research on and improvements in the overall workforce development system. More specifically, EOLWD participates in state and local workgroups and technical assistance sessions to improve the effectiveness of performance and reporting through MOSES for Title I, Labor Exchange and other Career Center programs. A new Performance Accountability Task Force created by the Legislature will also add to the dialogue on continuous improvement and performance.

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6. *How do the State and local boards evaluate performance? What corrective actions (including sanctions and technical assistance) will the State take if performance falls short of expectations? How will the State and Local Boards use the review process to reinforce the strategic direction of the system? (§§111(d)(2), 112(b)(1), and 112(b)(3).)*

The Commonwealth has posted three state policy issuances establishing performance measures, incentives and sanctions at the website <http://www.massworkforce.org/Issuances/index.htm>:

- MassWorkforce Communication 00-23: Title I Core Performance Measures and
- MassWorkforce Communication 01-58: Title I Incentives and Sanctions
- MassWorkforce Communication 04-01: Labor Exchange Performance Measures
- MassWorkforce Issuance 06-51: FY2007 State Performance Goals

7. *What steps, if any, has the State taken to prepare for implementation of new reporting requirements against the common performance measures as described in Training and Employment Guidance Letter (TEGL), 15-03, December 10, 2003, Common Measures Policy? In addition, what is the State's plan for gathering baseline data and establishing performance targets for the common measures? NOTE: ETA will issue additional guidance on reporting requirements for common measures.*

The Commonwealth has implemented ETA's current performance reporting requirements issued through *Training and Employment Guidance Letter (TEGL) 17-05 Common Measures Policy for the Employment and Training Administration's Performance Accountability System and Related Performance Issues* issued February 17, 2006.

8. *Include a proposed level for each performance measure for each of the two program years covered by the Plan. While the plan is under review, the state will negotiate with the respective ETA Regional Administrator to set the appropriate levels for the next two years. States must identify the performance indicators required under section 136, and, for each indicator, the State must develop an objective and quantifiable performance goal for two program years. States are encouraged to address how the performance goals for local workforce investment areas and training provides will help them attain their statewide performance goals. (§§112(b)(3) and 136.)*

The Commonwealth will work with the DOL-ETA Region I Administrator to negotiate performance goals for FY08 and FY09, in accordance with *Training and Employment Guidance Letter No. 19-06 Negotiating performance Goals for the Workforce Investment Act Title IB Programs and Wagner-Peyser Act Program for Program Years 2007 and 2008* issued March 30, 2007. Chart 2 of 2 (that also follows at the end of this section *D. Performance Management and Accountability*) is currently under negotiation with USDOL-ETA Region I.

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D. Performance Management and Accountability - Chart 1 of 2

Commonwealth of Massachusetts						
Performance Results for PY2005/FY2006 & PY2006/FY2007 through Quarter 3						
Performance Measure	FY06 Actual	FY06 Goal	FY06 % of Goal	FY07Q3 Actual	FY07 Goal	FY07 % of Goal
ADULT						
1. Entered Employment Rate	82%	77%	106%	77%	79%	97%
2. Employment Retention Rate	79%	76%	104%	78%	78%	100%
3. Average Earnings in 2nd and 3 rd Quarter	\$4,693	\$3,500	134%	\$10,521	\$10,618	99%
4. Employment and Credential Rate	74%	67%	110%	71%	69%	103%
DISLOCATED WORKER						
5. Entered Employment Rate	88%	83%	106%	86%	85%	101%
6. Employment Retention Rate	88%	85%	104%	87%	87%	100%
7. Average Earnings in 2nd and 3 rd Quarter	-\$1,529	-\$2,000	123%	\$18,259	\$18,500	99%
8. Employment and Credential Rate	80%	71%	113%	77%	73%	105%
OLDER YOUTH (19-21)						
9. Entered Employment Rate	87%	67%	130%	80%	68%	118%
10. Employment Retention Rate	77%	81%	95%	81%	83%	98%
11. Earnings Gain (Pre/Post-Program)	\$3,081	\$2,900	106%	\$3,548	\$3,100	114%
12. Attainment of Degree or Credential	51%	50%	102%	50%	52%	96%
YOUNGER YOUTH (14-18)						
13. Skill Attainment Rate	87%	82%	106%	86%	84%	102%
14. Diploma (or Equivalent) Attainment Rate	64%	59%	108%	59%	61%	97%
15. Employment or Education Retention Rate	66%	61%	108%	73%	63%	116%
CUSTOMER SATISFACTION						

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Commonwealth of Massachusetts						
Performance Results for PY2005/FY2006 & PY2006/FY2007 through Quarter 3						
16. Average Participant Index Score	82	80	103%		82	
17. Average Employer Index Score	72	73	99%		75	
WAGNER-PEYSER JOB SEEKERS						
18. Entered Employment Rate	56%	58%	97%	55%	59%	93%
19. Employment Retention Rate	77%	72%	107%	74%	79%	94%
20. Average Earnings in 2nd and 3 rd Quarter	<i>Measure not applicable in FY06</i>			\$15,468	\$15,530	100%

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D. Performance Management and Accountability - Chart 2 of 2

Commonwealth of Massachusetts		
Approved State Performance Goals PY2007/FY2008 – PY2008/FY2009		
Performance Measure	PY07/FY08 Proposed Goal	PY08/FY09 Proposed Goal
ADULT		
1. Entered Employment Rate	81%	82%
2. Employment Retention Rate	80%	81%
3. Average Earnings in 2nd and 3rd Quarter	\$10,900	\$11,250
4. Employment and Credential Rate	70%	71%
DISLOCATED WORKER		
5. Entered Employment Rate	87%	88%
6. Employment Retention Rate	89%	90%
7. Average Earnings in 2nd and 3rd Quarter	\$18,600	\$18,750
8. Employment and Credential Rate	75%	76%
OLDER YOUTH (19-21)		
9. Entered Employment Rate	80%	81%
10. Employment Retention Rate	84%	85%
11. Earnings Gain (Pre/Post-Program)	\$3,500	\$3,800
12. Attainment of Degree or Credential	53%	54%
YOUNGER YOUTH (14-18)		
13. Skill Attainment Rate	87%	88%
14. Diploma (or Equivalent) Attainment Rate	62%	63%
15. Employment or Education Retention Rate	70%	71%
CUSTOMER SATISFACTION		
16. Average Participant Index Score	82	82
17. Average Employer Index Score	75	75
WAGNER-PEYSER JOB SEEKERS		
18. Entered Employment Rate	60%	61%
19. Employment Retention Rate	80%	81%
20. Average Earnings in 2nd and 3rd Quarter	\$15,900	\$16,400

Massachusetts Performance Goals Approved by USDOL/ETA Region I on 6/29/07

E. Administrative Provisions

1. Provide a description of the appeals process referred to in §116(a)(5)(m).
2. Describe the steps taken by the State to ensure compliance with the non discrimination requirements outlined in §188.

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1. *Provide a description of the appeals process referred to in §116(a)(5)(m).*

The Commonwealth has issued a joint policy WIA Communication 07-34 which describes the Uniform Complaint process to be used by all workforce development entities. The issuance provides guidance to Local Workforce Investment Boards, Career Center Operators and WIA Title I Administrators regarding the revision of policies and procedures for the local system of processing complaints brought by Career Center customers and other interested parties. While this policy issuance is specific to alleged violations (by action or omission) related to services funded under Title I of the Workforce Investment Act of 1998 and the Wagner-Peyser Act, as Amended (WIA Title III), the issuance will also reference procedures for initiating resolution of complaints related to other federal or state statutory requirements as part of a *unified* Career Center Complaint Process.

Requirements related to the establishment and administration of complaint procedures related to services/activities funded under Title I of the Workforce Investment Act of 1998 are promulgated at 20CFR, Ch. V, § 667.600 - § 667.640. Requirements related to services/activities funded under the Wagner-Peyser Act, as Amended (Title III of the Workforce Investment Act) are separately promulgated at 20CFR Ch. V, § 658.400 - § 658.426. Both sets of regulations require the establishment of a local process to handle complaints brought forward by consumers of the respective program's services. The processes for handling complaints as described in the two sets of regulations, however, employ two distinct sets of time frames in which actions are to be taken and/or completed.

With the responsibility for the state administration of both WIA Title I and Wagner-Peyser funds and services now consolidated under the Division of Career Services, the current administrative circumstance requires a revision of the former policies. It also provides an opportunity to update and streamline local procedures under a single, unified complaint process.

Consistent with the regulations promulgated at 20 CFR Ch. V, § 667.600 - § 667.640 and also at 20CFR Ch. V, § 658.400 - § 658.426, describing complaint system requirements for all direct recipients* of WIA Title I funds (excluding Job Corps) and Wagner-Peyser funds (Title III), all Massachusetts One-Stop Career Centers in conjunction with their local Workforce Investment Boards must establish and maintain a unified procedure for the submission and resolution of complaints initiated by either customers or interested parties.

***NOTE:** *Direct recipients may include state agencies, state and local workforce investment boards, One-Stop Career Center operators, Career Center partners, local WIA administrative entities, their service providers, including eligible training providers and entities providing non-WIA funds or resources to meet matching requirements or other conditions under WIA. The specific procedural requirements applicable to Job Corps are set forth at 20 CFR 670.990.*

Compliance with this policy requires each local One-Stop Career Center operator to designate a Complaint Officer whose responsibility it will be to conduct an initial review of an individual's complaint and to determine the correct adjudicative path depending on which of the two funding programs (Title I or Wagner-Peyser) the complaint falls under. The Complaint Officer can draw upon the expertise of specific program staff knowledgeable of

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the rules and regulations of the specific program(s) under which the complaint has been initiated. The Complaint Officer will also determine if the nature of the complaint warrants adjudication under a path distinct from that established for WIA Title I and Wagner-Peyser related allegations.

Any provisions contained in the Workforce Investment Act of 1998 and the Wagner-Peyser Act, as Amended, their regulations, or other applicable laws and regulations shall apply even if not explicitly stated in this policy. Nothing in this policy shall be construed to contradict prevailing laws and requirements for equal opportunity matters.

This policy is in effect for all Massachusetts One-Stop Career Centers and other direct recipients of WIA Title I and Wagner-Peyser (WIA Title III) funds provided through the Division of Career Services.

2. Describe the steps taken by the State to ensure compliance with the non discrimination requirements outlined in §188.

Title I of the Workforce Investment Act (WIA) assigns responsibilities at the local, State and Federal levels to ensure the creation and maintenance of a One-Stop Career Center system that improves the quality of services to individuals seeking assistance under the Workforce Investment Act (WIA) programs. WIA prohibits discrimination on the basis of race, color, national origin, sex, age, disability, religion, political affiliation or belief, participant status, and against certain non-citizens. As per implementing regulations (at 29 CFR part 37) under Section 188 of WIA, there is an obligation to make certain that fair and equitable access to all services, programs and facilities is afforded to customers regardless of sex, race, ethnicity, age, and disabilities, etc.

Steps Taken to Ensure Compliance:

1. Designation of a State and local EEO officers. In addition, assignment of 18 DPN staffs that go around to the 32 local OSCCs.
2. Utilization of Self-Evaluation Checklists.
 - a) DOL universal access checklist
 - b) DCS self evaluation checklist
 - c) WIA Section 188 check list
 - d) Access for all check list from the DOL/ICI access manual

These checklists and tools enable each local One-Stop Career Center to conduct self evaluations of the existing accessibility challenges and help plan to meet the needs of individuals with disabilities seeking to use programs, services, and facilities. The self evaluation tools capture both the strengths and weaknesses, and allow local One-Stop Career Centers to develop plans to increase the level of access to the full array of services.

3. Provided training to One-Stop Career Center staff and WIA partners.

Developed training sessions and self study guides to ensure that DCS / OSCCs employees and WIA partners are aware of the DCS policies and procedures regarding services to persons with disabilities.

To that end, the following tools and materials were developed:

- a) State wide "Train the Trainer" sessions for Disability Navigators and OSCC staff
- b) Local disability resource manual
- c) Local disability partners are actively involved in providing training to all OSCC staff through their involvement with the DPN and the disability action team committee.

There are also several training and reference tools available on the Internet including:

- a) "Access for All: A Resource Manual for Meeting the Needs of One-Stop Customers with Disabilities" - Institute for Community Inclusion (Children's Hospital Boston and the University of Massachusetts Boston) - the web site location is <http://www.communityinclusion.org/>
- b) Staff have completed on line training on [www. One-stop toolkit.org](http://www.one-stop.org)
- c) Staff have completed on line training on [www. New England ADA.org](http://www.newenglandada.org)
- d) The DPNs have completed training on affirmative action and EEO compliance under the guidance of the Department of Labor through the navigator initiative.

4. Oversight and Monitoring.

To ensure that individuals are not subjected to discrimination on the basis of disability, DCS conducts regular performance reviews of services provided under WIA funded Programs. As part of the continuous quality improvement effort, the Disability Navigator Program developed and mailed out a Customer Satisfaction Survey in an effort to measure the strengths and weaknesses of the system

XI. Assurances

1. The State assures that it will establish, in accordance with section 184 of the Workforce Investment Act, fiscal control and fund accounting procedures that may be necessary to ensure the proper disbursement of, and accounting for, funds paid to the State through the allotments made under sections 127 and 132. (§112(b)(11).)
2. The State assures that it will comply with section 184(a)(6), which requires the Governor to, every two years, certify to the Secretary, that -
 - a. the State has implemented the uniform administrative requirements referred to in section 184(a)(3);
 - b. the State has annually monitored local areas to ensure compliance with the uniform administrative requirements as required under section 184(a)(4); and
 - c. the State has taken appropriate action to secure compliance with section 184 (a)(3) pursuant to section 184(a)(5). (§184(a)(6).)
3. The State assures that the adult and youth funds received under the Workforce Investment Act will be distributed equitably throughout the State, and that no local areas will suffer significant shifts in funding from year to year during the period covered by this Plan. (§112(b)(12)(B).)
4. The State assures that veterans will be afforded employment and training activities authorized in section 134 of the Workforce Investment Act, and the activities authorized in chapters 41 and 42 of Title 38 US code. The State assures that it will comply with the veterans priority established in the Jobs for Veterans Act. (38 USC 4215.)
5. The State assures that the Governor shall, once every two years, certify one local board for each local area in the State. (§117(c)(2).)
6. The State assures that it will comply with the confidentiality requirements of section 136(f)(3).
7. The State assures that no funds received under the Workforce Investment Act will be used to assist, promote, or deter union organizing. (§181(b)(7).)
8. The State assures that it will comply with the nondiscrimination provisions of section 188, including an assurance that a Methods of Administration has been developed and implemented (§188.)
9. The State assures that it will collect and maintain data necessary to show compliance with the nondiscrimination provisions of section 188. (§185.).
10. The State assures that it will comply with the grant procedures prescribed by the Secretary (pursuant to the authority at section 189(c) of the Act) which are necessary to enter into grant agreements for the allocation and payment of funds under the Act. The procedures and agreements will be provided to the State by the ETA Office of Grants and Contract Management and will specify the required terms and conditions and assurances and certifications, including, but not limited to, the following:
 - General Administrative Requirements:
 - 29 CFR part 97 --Uniform Administrative Requirements for State and Local Governments (as amended by the Act)
 - 29 CFR part 96 (as amended by OMB Circular A-133) --Single Audit Act
 - OMB Circular A-87 --Cost Principles (as amended by the Act)
 - Assurances and Certifications:

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- SF 424 B --Assurances for Non-construction Programs
- 29 CFR part 37 --Nondiscrimination and Equal Opportunity Assurance (and regulation) 29 CFR § 37.20
- CFR part 93 --Certification Regarding Lobbying (and regulation)
- 29 CFR part 98 --Drug Free Workplace and Debarment and Suspension Certifications (and regulation)

•Special Clauses/Provisions:

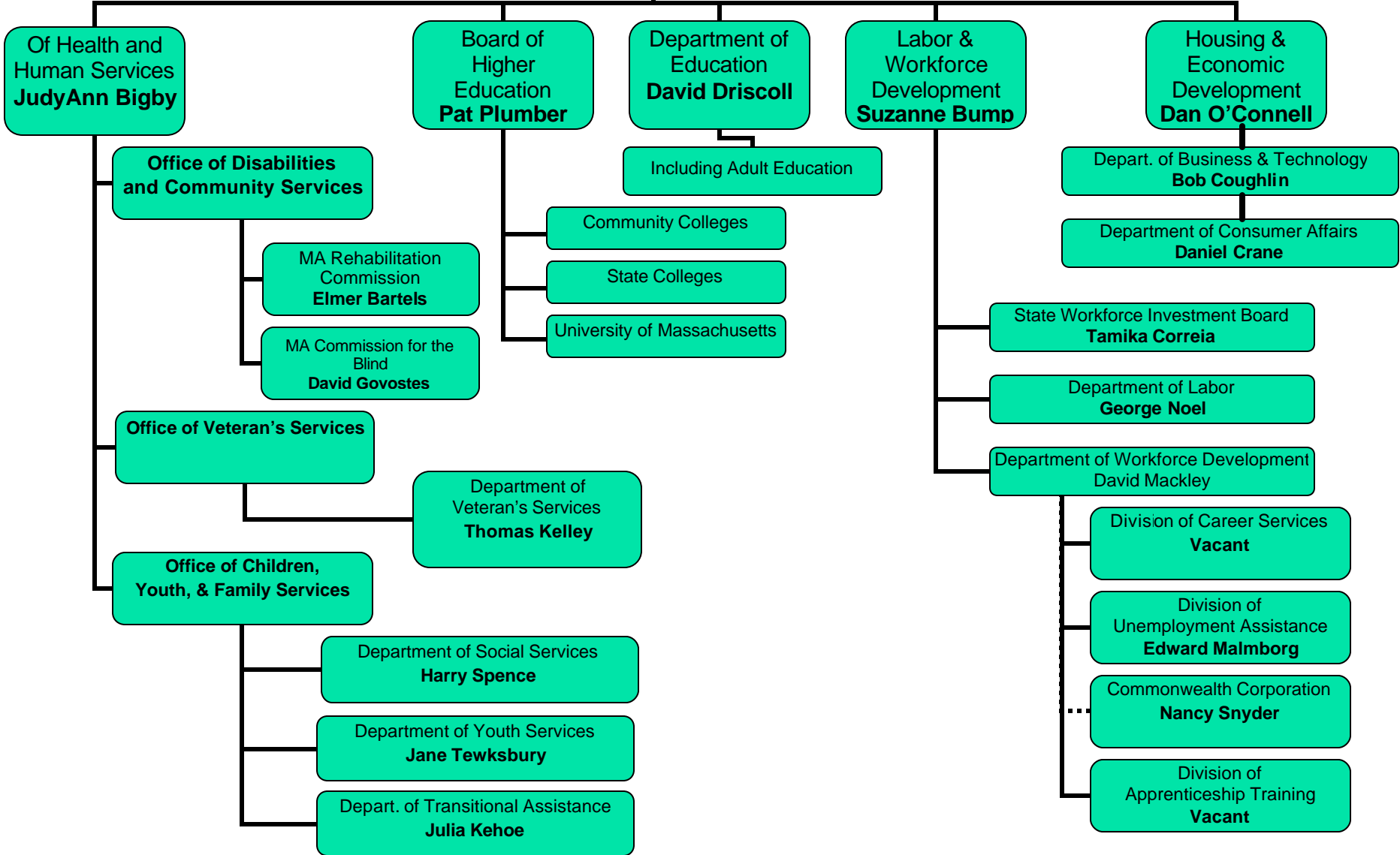
Other special assurances or provisions as may be required under Federal law or policy, including specific appropriations legislation, the Workforce Investment Act, or subsequent Executive or Congressional mandates.

11. The State certifies that the Wagner-Peyser Act Plan, which is part of this document, has been certified by the State Employment Security Administrator.
12. The State certifies that veterans' services provided with Wagner-Peyser Act funds will be in compliance with 38 U.S.C. Chapter 41 and 20 CFR part 1001.
13. The State certifies that Wagner-Peyser Act-funded labor exchange activities will be provided by merit-based public employees in accordance with DOL regulations.
14. The State assures that it will comply with the MSFW significant office requirements in accordance with 20 CFR part 653.
15. The State certifies it has developed this Plan in consultation with local elected officials, local workforce boards, the business community, labor organizations and other partners.
16. As a condition to the award of financial assistance from the Department of Labor under Title I of WIA, the grant applicant assures that it will comply fully with the nondiscrimination and equal opportunity provisions of the following laws: -- Section 188 of the Workforce Investment Act of 1998 (WIA), which prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex, national origin, age, disability, political affiliation or belief, and against beneficiaries on the basis of either citizenship/status as a lawfully admitted immigrant authorized to work in the United States or participation in any WIA Title I--financially assisted program or activity; -- Title VI of the Civil Rights Act of 1964, as amended, which prohibits discrimination on the bases of race, color and national origin; -- Section 504 of the Rehabilitation Act of 1973, as amended, which prohibits discrimination against qualified individuals with disabilities; -- The Age Discrimination Act of 1975, as amended, which prohibits discrimination on the basis of age; and -- Title IX of the Education Amendments of 1972, as amended, which prohibits discrimination on the basis of sex in educational programs. The grant applicant also assures that it will comply with 29 CFR part 37 and all other regulations implementing the laws listed above. This assurance applies to the grant applicant's operation of the WIA Title I-financially assisted program or activity, and to all agreements the grant applicant makes to carry out the WIA Title I-financially assisted program or activity. The grant applicant understands that the United States has the right to seek judicial enforcement of this assurance.
17. The State assures that funds will be spent in accordance with the Workforce Investment Act and the Wagner-Peyser Act and their regulations, written Department of Labor Guidance implementing these laws, and all other applicable Federal and State laws and regulations

ATTACHMENT A

State Partners Organizational Chart

Governor



ATTACHMENT B
MASSACHUSETTS WORKFORCE BOARD
Authorizing Statutes and Regulations

EXECUTIVE ORDER NO. 413 - CREATING A WORKFORCE INVESTMENT BOARD FOR THE COMMONWEALTH

WHEREAS, the sustained economic growth of the Commonwealth and the ability to remain competitive in a dynamic global economy will depend in large part on Massachusetts employers having access to a skilled and educated workforce, and on Massachusetts residents having the employment skills necessary to support themselves and their families; and

WHEREAS, the Commonwealth must continue and strengthen its partnership with business to foster increased investment in education, the workforce, and youth; and

WHEREAS, achieving these goals requires that Massachusetts have a strategic plan for a Workforce Investment System in the Commonwealth that will be built on and guided by a set of principles resulting in a genuine partnership between the public and private sectors and between state and local stakeholders; and

WHEREAS, in August of 1998 President Clinton signed into law the Workforce Investment Act of 1998, Public Law No. 105-220, in order to reform the nation's job training system by streamlining services through a One-Stop service delivery system, providing universal access to core services for youth and adults, empowering individuals through improved labor market information and access to training resources through individual training accounts, increasing accountability for results, ensuring a strong role for local boards and the private sector, and giving priority to youth programs; and

WHEREAS, the Workforce Investment Act provides the Commonwealth with an opportunity to develop a comprehensive Workforce Investment System that better prepares youth and adults to enter the workforce, and encourages employers to continue and expand their investment in their workforce; and

WHEREAS, the Workforce Investment Act requires the Commonwealth to establish a Workforce Investment Board composed of a diverse group of business, government, youth, and community leaders to help develop a strategic plan for the Workforce Investment System in Massachusetts;

NOW, THEREFORE, I, Argeo Paul Cellucci, Governor of the Commonwealth of Massachusetts, by virtue of the authority vested in me as Supreme Executive Magistrate, do hereby order as follows:

Section 1. Creation of Workforce Investment Board

There is hereby created a Workforce Investment Board, hereinafter known as the Board. The Board shall consist of the Governor; three members of the Senate, two appointed by the Senate

Workforce Investment Act and Wagner-Peyser Funding

President and one by the minority leader; three members of the House of Representatives, two appointed by the Speaker of the House and one by the minority leader; the Directors of the Department of Labor and Workforce Development and the Department of Economic Development; the Secretary of the Executive Office of Health and Human Services; the Deputy Director of the Division of Employment and Training; the Commissioners of the Department of Transitional Assistance and the Department of Education; the Chancellor of the Board of Higher Education or another official appointed by the Governor representing education and training issues; the Deputy Director of Workforce Development; and the following additional members, all appointed by the Governor:

- . Two mayors or chairs of boards of selectmen;
- . Two persons with experience with respect to youth activities;
- . Two persons with experience and expertise in the delivery of workforce investment activities, including one president of a community college;
- . Eleven persons representing local government, public secondary and post-secondary education, and organizations representing or providing services to trainees, including at least three representatives of organized labor, two of whom shall be selected from among individuals nominated by state labor federations;
- . Thirty-three persons representing business and industry in the Commonwealth selected from among individuals nominated by state business associations and trade organizations, including at least three chairs of Regional Employment Boards; and
- . Such other members as the Governor in his discretion may choose to appoint.

The members shall be appointed to represent diverse regions of the state, including urban, suburban, and rural areas. Members shall serve two-year terms at the pleasure of the Governor, and shall serve without compensation.

Section 2. Chair of the Board

The Chair of the Board shall be chosen by the Governor from among the members who are representatives of business and industry, and shall serve as Chair at the pleasure of the Governor.

Section 3. Board's Responsibilities

The Board shall adopt by-laws to govern its proceedings, and shall carry out the responsibilities required of it under the Workforce Investment Act, including but not limited to assisting the Governor in preparing the strategic plan for the development of the Massachusetts Workforce Investment System for Massachusetts residents and businesses pursuant to the Workforce Investment Act of 1998. The Board shall also carry out such additional responsibilities as the Governor may from time to time require.

Section 4. Board to be within the Department of Labor and Workforce Development

The administrative staff of the Board shall be supervised by and shall report to the Director of the Department of Labor and Workforce Development. The Board shall contract with said Department for personnel services and other operating needs.

Section 5. Other State Entities to Assist the Board

All state agencies, departments, boards, commissions, and other entities are hereby authorized and required to provide such information and support as the Board may from time to time require in the course of carrying out its responsibilities.

Section 6. Executive Order 364 Revoked

Effective July 1, 2000, Executive Order 364 is hereby revoked.

Given at the Executive Chamber in Boston this 30th day of July in the year one thousand nine hundred and ninety-nine.

Argeo Paul Cellucci
Governor

William Francis Galvin
Secretary of the Commonwealth

EXECUTIVE ORDER NO. 430* - Amending Executive Order No. 413

***Executive Order 430 establishes the Governor as co-chair of the state workforce investment board.**

Executive Order No. 413 is hereby amended by striking section 2 and inserting in place thereof the following:

Section 2. Co-Chairs of the Board

There shall be two co-Chairs of the Board. One co-Chair shall be the Governor. The other co-Chair shall be chosen by the Governor from among the members who are representatives of business and industry, and shall serve at the pleasure of the Governor.

Given at the Executive Chamber in Boston this 19th day of July in the year two thousand one.

Jane Swift
Governor
Commonwealth of Massachusetts

William Francis Galvin
Secretary of the Commonwealth

MGL Chapter 23H, Section 7, codifies the existence, membership and organization of a state workforce investment board:

MGL Ch 23H Sec. 7: State Workforce Investment Board

Section 7. (a) There shall be in the department, but not subject to the jurisdiction thereof, a state workforce investment board, hereinafter called the board.

(b) The board shall consist of the governor; 3 members of the senate, 2 of whom shall be appointed by the senate president and 1 of whom shall be appointed by the minority leader; 3 members of the House, two of whom shall be appointed by the speaker of the house and 1 of whom shall be appointed by the minority leader; the secretary of economic development; the secretary of health and human services; the director of the department of workforce development; the director of the department of business and technology; the commissioner of transitional assistance; the commissioner of the department of education; the chancellor of the board of higher education or another official appointed by the governor representing education and training issues; the head of the division of unemployment assistance; and the following additional members, as appointed by the governor: 2 mayors or chairs of boards of selectmen; 2 persons with experience with youth activities; 2 persons with experience and expertise in the delivery of workforce investment activities, including 1 president of a community college in the commonwealth; 11 persons representing public government, public secondary and post-secondary education, and organizations representing or providing services to trainees, including at least 3 representatives of organized labor, 2 of who shall be selected from among individuals nominated by state labor federations; and 33 persons representing business and industry in the commonwealth to be selected from among individuals nominated by state business associations and trade organizations, including at least 3 chairs of workforce investment boards. The members shall serve two-year terms at the pleasure of the governor, and shall serve without compensation.

(c) The governor shall select an individual to serve as chairperson of the board from among the members. The Chair shall serve at the pleasure of the governor.

(d) There shall be an executive committee of the state workforce investment board.

i) The executive committee shall be chaired by the director of workforce development, and include the following members: a community college president with expertise in workforce development issues, selected by the Massachusetts Community College Association; the director of adult basic education in the department of the Board Education; the commissioner of the department of transitional assistance; two individuals who, because of their vocations, employments, occupations, or affiliations, shall be classed as employers; and two individuals who, for like reasons, can be classed as employees. Said members shall be, by virtue of their membership on the executive board, also members of the State Workforce Investment Board.

ii) Said executive committee shall develop legislative and regulatory proposals and identify administrative impediments to the efficient delivery of workforce development programs

Workforce Investment Act and Wagner-Peyser Funding

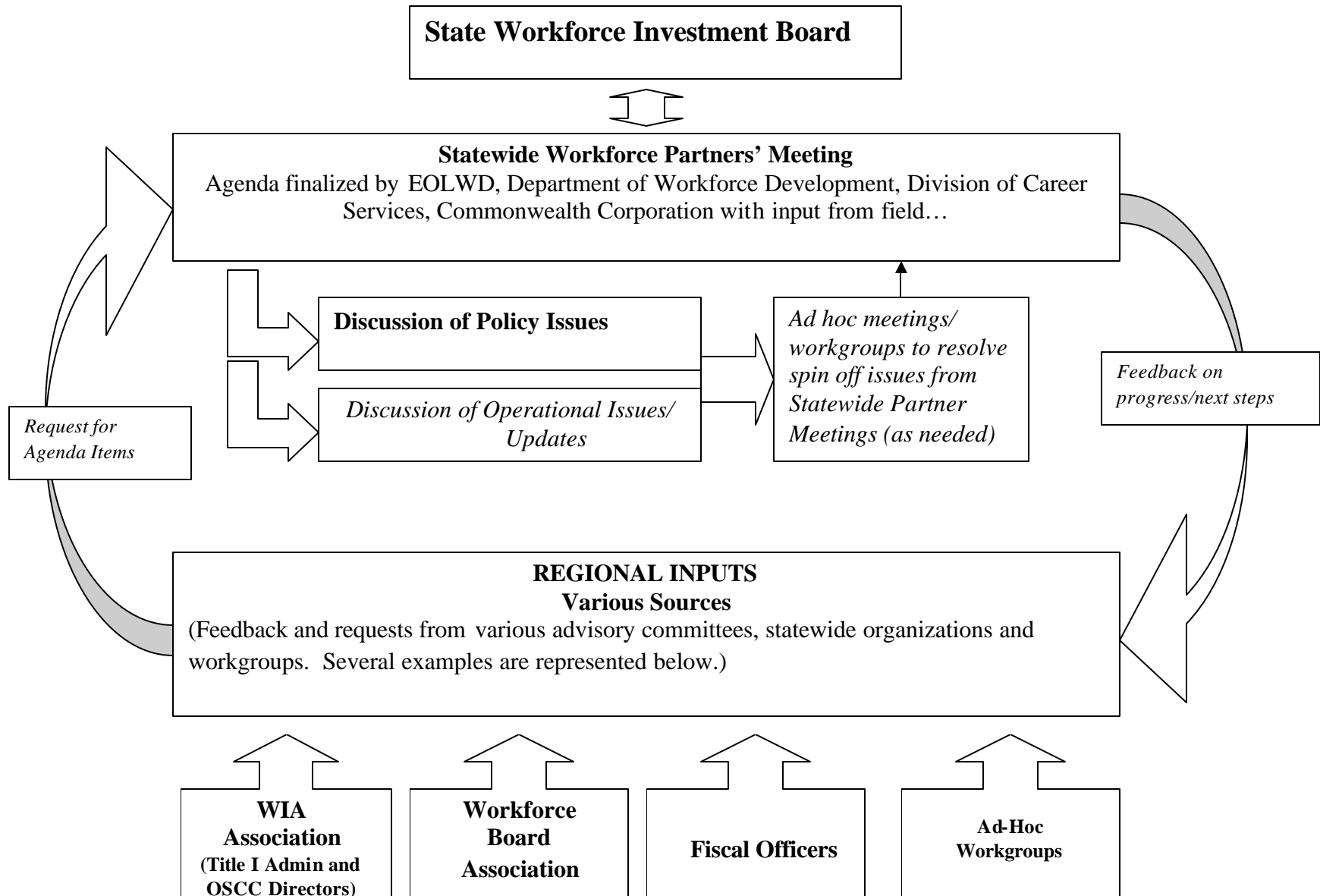
throughout the commonwealth, including, but not limited to assisting the Governor, or his designee, in preparing the strategic plan for the development of the Massachusetts Workforce Investment System for Massachusetts residents and businesses pursuant to the Workforce Investment Act of 1998. The executive committee shall also carry out such additional responsibilities as the Governor may from time to time require. The executive committee shall consult with the entire Workforce Investment Board in developing such proposals.

(e) The board shall adopt by-laws to govern its proceedings, and shall carry out the responsibilities required of it under the federal Workforce Investment Act of 1998.

(f) The administrative staff of the board shall be supervised by and shall report to the director of workforce development. The board shall contract with said department for personnel services and other operating needs. Notwithstanding any law or special act to the contrary, other departments, agencies, divisions, commissions, boards and bureaus of the commonwealth authorized to provide such information and support as the board may from time to time require in the course of carrying out its responsibilities.

ATTACHMENT C

MASSACHUSETTS WORKFORCE DEVELOPMENT COMMUNICATION STRUCTURE



ATTACHMENT D

List of Research and Evaluation Project

A Block Grant Program in a Categorical World: Findings from a Study of the Massachusetts One-Stop Career Center System

Paul E. Harrington and Robert Vinson, Center for Labor Market Studies, Northeastern University

Effects of the Massachusetts Extended Care Career Ladder Initiative (ECCLI): Workforce Development Program on Nursing Home Resident Quality of Care Outcomes

Richard N. Jones, John N. Morris, Institute for Aging Research Hebrew SeniorLife, Navjeet Singh, Devrim Karaaslanli, Johan Uvin, Commonwealth Corporation

Extended Care Career Ladder Initiative (ECCLI) Qualitative Evaluation Project

Michelle Washko, PhD, Alison Gottlieb, PhD, Kathy Wilson, MS, MBA, Janice Heineman, PhD, Robyn Stone, DrPH, Frank Caro, PhD
Institute for the Future of Aging Services, American Association of Homes and Services for the Aging and The Gerontology Institute, University of Massachusetts Boston

The Massachusetts Skills Gap Project

Massachusetts Department of Workforce Development's Division of Career Services; The Donahue Institute at the University of Massachusetts; The University of Massachusetts Lowell; LMI Works and the Center for Research and Evaluation

Using Unexpected Recalls to Examine the Long-Term Earnings Effects of Job Displacement
by Yolanda K. Kodrzycki, The Federal Reserve Bank of Boston

The Benefits of the Workforce Training Fund

Kevin M. Hollenbeck, W. E. Upjohn Institute for Employment Research

Massachusetts' Adult Population with Disabilities: Its Size, Demographics, Employment and Poverty Status

Andrew Sum, Ishwar Khatiwada, Paulo Tobar, Sheila Palma, Center for Labor Market Studies, Northeastern University

An Exploratory Project Tracking Training, Employment and Earnings Outcomes for Workers Displaced in the 2001 Recession

Bill Mass, University of Massachusetts, Lowell, and Commonwealth Corporation

ATTACHMENT E

Massachusetts Waiver Requests

**Commonwealth of Massachusetts
Workforce Investment Act
Waiver Request**

WAIVERS Approved as part of the FY06 / FY07 State Plan

Massachusetts requests extensions through FY08 and FY09 for the following WAIVERS, which were approved in 2005. The waivers resulted in increased flexibility of services for the 16 local areas. The local areas actively used these waivers to better serve youth and dislocated adult workers.

INCLUDE YOUTH FOLLOW-UP SERVICES AS A FRAMEWORK SERVICE

A general waiver to allow follow-up services to be combined with youth program design framework services, without a need for a competitive procurement process.

EXPANDED TRANSFER AUTHORITY

A general waiver to increase transfer authority of Local Workforce Investment Boards from the current 30% to 50% for Adult and Dislocated Worker funds.

PROHIBITION ON USE OF YOUTH WIA DOLLARS TO FUND INDIVIDUAL TRAINING ACCOUNTS FOR OLDER YOUTH

A general waiver to use Individual Training Accounts (ITA's) for Youth participants, based on a valid needs assessment of interests, skills, and aptitudes.

**Commonwealth of Massachusetts
Workforce Investment Act
Waiver Request:**

ENTREPRENEURIAL TRAINING

The Executive Office of Labor and Workforce Development (EODWD), as the administrative entity of the Workforce Investment Act (WIA) in the Commonwealth of Massachusetts, submits this request for exclusion from local performance calculations for individuals who receive entrepreneurial training with WIA funds.

Pursuant to WIA Section 189(i) (4) (B) and the WIA Federal regulations at 20 CFR 661.420, the state of Massachusetts requests the waiver approval necessary to fully implement the recent Training and Employment Guidance Letter NO. 16-04 which encourages states and regional workforce boards to consider entrepreneurial training programs for WIA customers as part of their menu of services and to explore the appropriate partnerships to support these training programs. Massachusetts's specific request is to allow local adult and dislocated worker formula funds to be expended on entrepreneurial training with performance to be tracked at the state level but not aggregated with other local performance data.

The U.S. Department of Labor has already approved similar waivers for Florida and we ask that our request also be granted for the waiver.

The waiver will begin July 1, 2008 and apply to subsequent years.

A. Statutory or Regulatory Requirements to be Waived

The above request would allow the state to include participants enrolled in entrepreneurial training supported by local adult and dislocated worker formula funds in statewide performance measures only and not included in WIA adult and dislocated worker performance measures calculated at the local level as required by WIA federal regulations at 20 CFR 666 and 20 CFR 667.300.

Massachusetts requests a waiver of the provisions in 20 CFR 667.300, related to the reporting of performance data and TEGL 14-00, Change 1 to allow the State to submit an addendum to WIARSD to accommodate the exceptions related to this waiver at the local level request while still including the performance outcomes for the above referenced population. The federal WIARSD methodology, as now designed, counts everyone served with local funds in whole or in part at the local level.

B. Goals of the Waiver and Expected Programmatic Outcomes if Waiver is Granted.

Massachusetts will further encourage local areas to enroll appropriate customers in the Entrepreneurial Training Program (ETP) operating across the state. This program supports the Administration's goals to encourage collaboration with economic development organizations, business innovation, and small business start-ups.

The waiver would allow local areas to approach entrepreneurial development as a key strategy without jeopardizing local performance on WIA measures. The proposed waiver holds the state accountable for entrepreneurial performance and will encourage more aggressive management and outreach for these programs.

The state currently tracks additional measures for ETP participants beyond the WIA Title I measures that more closely align with the goals of the program, including number of new business start ups and projected revenue for business start ups from vendor follow-up with participants. Participants report revenue reported on the federal tax forms Schedule C, 1099 or a Corporate Income Tax Return.

C. State or Local Statutory or Regulatory Barriers

There are no state or local statutory or regulatory barriers to implementing the proposed waiver.

D. Description of Individuals Impacted by the Waiver

- Participants enrolled in ETP and future WIA customers who may be interested in starting a small business.
- Regional Workforce Investment Boards, One-Stop Career Centers and regional partners will have greater flexibility to refer these persons to entrepreneurial training without fear of adverse impacts on local performance data and will be able to the unmet needs of individuals interested in self-employment opportunities in their local areas.

E. Opportunity for Public Comment and the Process for the Implementation of the Waiver

This request was developed as a result of concerns expressed by local areas. As with all other major policy and procedural decisions made by the Commonwealth of Massachusetts, we relied heavily upon input from local area staff and boards.

The Executive Office of Labor and Workforce Development (EODWD) and its agencies, as the State administrator and overseer of WIA, will monitor the implementation of this waiver and work with the 16 local workforce investment boards to ensure that follow up services are more effective. The Commonwealth's current monitoring policy and procedures will be modified to include this waiver.

Commonwealth of Massachusetts
Workforce Investment Act
Waiver Request:

INCUMBENT WORKER TRAINING IN LOCAL WORKFORCE AREAS

The Executive Office of Labor and Workforce Development (EOLWD), as the administrative entity of the Workforce Investment Act (WIA) in the Commonwealth of Massachusetts, requests a waiver to enable local workforce investment regions to expand training activities for individuals, including incumbent workers, to better meet the needs of a regional economy. This request would waive language limiting use of local formula funding for adult, dislocated worker and youth in order to allow local areas to utilize these resources for allowable statewide employment and training activities, including flexible training design for unemployed and incumbent worker training activities, as described by WIA Section 134(a)(3)(A). Funds will continue to be tracked by funding stream and will not be combined thereby losing individual funding stream identity.

Pursuant to WIA Section 189(i) (4) (B) and the WIA Federal regulations at 20 CFR 661.420, the state of Massachusetts requests a waiver to enable local areas to expand flexible training design and incumbent worker training to better align training investments with the needs of regional employers by allowing up to 10 percent of local adult, dislocated worker and youth funds described by WIA Section 133 (b) (2) and WIA Section 129 to be expended on incumbent worker education and training activities pursuant to the rules adherent to statewide activities described by WIA Section 134(a) (3) (A).

Upon notification of this waiver request, state policy will be amended or created to comply with the terms of the waiver and applicable policies and procedures will be developed for workforce regions. State policy will prefer that regions use local formula resources to expand services to customers in the form of education and training of the allowable statewide activities outlined in Section 134(a)(3)(A).

The U.S. Department of Labor has already approved a similar waiver to several other states and we ask that our request also be granted for the waiver. We request that the waiver begin July 1, 2008 and apply to subsequent years.

A. Statutory or Regulatory Requirements to be Waived

Language in Section 133 (b) (2) and WIA Section 129 limiting use of local adult, dislocated worker and youth formula funding for *allowable* statewide employment and training activities, including flexible training design for unemployed and incumbent worker training activities (described in Section 134(a) (3) (A)).

B. Goals of the Waiver and Expected Programmatic Outcomes if Waiver is Granted.

The waiver requests is consistent with the national policy direction to develop a workforce system that is responsive to the demands of both individual and employer

Massachusetts State Plan for FY06 and FY07

Workforce Investment Act and Wagner-Peyser Funding

customers. In addition, it supports a key priority of the new Governor to close the “skill gaps” between job vacancies in the state and the available workforce through better alignment of public investments with regional data on employer need. This priority is described in the text of the Massachusetts FY08 FY09 State Plan.

The Commonwealth anticipates an increase in capacity of local workforce regions to respond to labor market changes within their region. The waiver allows local regions to increase the effectiveness and efficiency of education and training vendors and institutions by connecting program design and curriculum with the labor market needs for the region through the use of Workforce Investment Act funding. Flexibility in the use of local formula funding will truly encourage collaboration with economic development organizations, business, industry associations, education and training institutions, Workforce Investment Boards, One-Stop Career Centers and other workforce intermediaries to change the system of delivery to align supply and demand for skilled workers. Specifically it provides the opportunity to increase collaborations with industry to address worker training.

C. State or Local Statutory or Regulatory Barriers

There is no state or local statutory or regulatory barrier to implementing the proposed waiver.

D. Description of Individuals Impacted by the Waiver

The Commonwealth anticipates an increase in the number of incumbent workers receiving training who might otherwise be ineligible.

All WIA customers and WIA partners -- including the stewards of local formula funding, namely, Workforce Investment Boards, Title I Administrators and One-Stop Careers -- will be positively affected by adoption of this waiver request.

E. Opportunity for Public Comment and the Process for the Implementation of the Waiver

This request was developed as a result of goals expressed by local workforce investment areas. As with all other major policy and procedural decisions made by the Commonwealth of Massachusetts, we relied heavily upon input from local area staff and boards.

The Executive Office of Labor and Workforce Development (EOLWD) and its agencies, as the State administrator of WIA, will monitor the implementation of this waiver and work with the 16 local workforce investment regions and develop the appropriate state policies to govern its use by local regions.

**Commonwealth of Massachusetts
Workforce Investment Act
Waiver Request**

EXPANDED LAYOFF AVERSION ACTIVITIES FOR RAPID RESPONSE

The Executive Office of Labor and Workforce Development (EOLWD), as the administrative entity of the Workforce Investment Act (WIA) in the Commonwealth of Massachusetts, requests a waiver to allow the use of 25% rapid response in WIA Sec. 133(a)(2) funding for incumbent worker training as part of the state resources to assist regions, workers and companies anticipating layoffs to retain workers or retrain workers for new companies for layoff aversion and skill development purposes. Massachusetts would create the necessary policies and procedures to approve these activities, including consultation with the Massachusetts Rapid Response Team and the appropriate local administrators.

Upon notification of this waiver request, state policy will be amended or created to comply with the terms of the waiver and applicable policies and procedures will be developed for workforce regions.

The U.S. Department of Labor has already approved a similar waiver to several other states and we ask that our request also be granted for the waiver. We request that the waiver begin July 1, 2008 and apply to subsequent years.

A. Statutory or Regulatory Requirements to be Waived

Massachusetts requests a waiver of language in WIA Sec. 133(a)(2) to allow for up to 10% of this funding to be used for the described activities allowable under statewide activities described in 134(a).

B. Goals of the Waiver and Expected Programmatic Outcomes if Waiver is Granted.

The waiver requests is consistent with the national policy direction to develop a workforce system that is responsive to the demands of both individual and employer customers. In addition, it supports a key priority of the new Governor to close the “skill gaps” between job vacancies in the state and the available workforce through better alignment of public investments with regional data on employer need.

The Commonwealth anticipates an increase in capacity of local workforce regions to manage service changes required by the needs of dislocated workers and changes in the volume of layoff activity.

Flexibility in the use of Rapid Response Set-Aside funding will truly encourage collaboration with economic development organizations, business, industry associations, education and training institutions, Workforce Investment Boards, One-Stop Career Centers and other workforce intermediaries to change the system of delivery to align

Massachusetts State Plan for FY06 and FY07

Workforce Investment Act and Wagner-Peyser Funding

supply and demand for skilled workers. Specifically it provides the opportunity to increase industry collaborations to address worker training.

C. State or Local Statutory or Regulatory Barriers

There is no state or local statutory or regulatory barrier to implementing the proposed waiver.

D. Description of Individuals Impacted by the Waiver

Workers in companies anticipating layoffs or workers affected by layoffs would most directly benefit.

All WIA customers and WIA partners -- including the stewards of local formula funding, namely, the statewide Rapid Response Team, Workforce Investment Boards, Title I Administrators and One-Stop Careers -- will be positively affected by adoption of this waiver request.

E. Opportunity for Public Comment and the Process for the Implementation of the Waiver

This request was developed as a result of goals expressed by the Statewide Rapid Response Team and local areas. As with all other major policy and procedural decisions made by the Commonwealth of Massachusetts, we relied heavily upon input from local area staff and boards.

The Executive Office of Labor and Workforce Development (EOLWD) and its agencies, as the State administrator of WIA, will monitor the implementation of this waiver and work with the 16 local workforce investment regions and develop the appropriate state policies to govern its use by local regions.

Commonwealth of Massachusetts
Workforce Investment Act
Waiver Request:

**MODIFIED REQUIREMENTS FOR ASSESSMENT
OF THE NUMERACY MEASURE**

The Executive Office of Labor and Workforce Development (EOLWD), as the administrative entity of the Workforce Investment Act (WIA) in the Commonwealth of Massachusetts, submits this request for a waiver from USDOL to recognize the "Applied Math" portion of the TABE or the "Computation" portion of the TABE as stand alone assessments to meet the requirements for assessment on the common measure for numeracy.

Pursuant to WIA Section 189(i) (4) (B) and the WIA Federal regulations at 20 CFR 661.420, the state of Massachusetts requests a waiver to streamline the assessment tool required to demonstrate "numeracy gain" to better integrate with program designs for at-risk youth.

We request that the waiver begin July 1, 2008 and apply to subsequent years.

A. Statutory or Regulatory Requirements to be Waived

The Common Measures "Numeracy" measure requires use of the one of the required assessment tools named in TEGL 17-05. "Total Math" is one of the approved numeracy assessment tools. The "Total Math" consists of two parts, "Applied Math" and "Computation".

B. Goals of the Waiver and Expected Programmatic Outcomes if Waiver is Granted.

Local areas are reporting that they are losing completions and performance outcomes for basic skills deficient and at-risk youth due to the length of the assessment tool and complexity of the currently required assessment process. As we move to implement the national Youth Vision and our own Massachusetts state priorities to serve the hardest to reach youth, state and local partners are trying to streamlining program requirements and designs to ensure retention and completion for our most at-risk youth.

Massachusetts previously required only the "Applied Math" portion of the TABE for WIA participants (youth and adult) under an agreement with the MA Title II adult education administrative agency (DOE) to adopt the same assessment policies of our WIA partner and lead entity for alternative and adult education. Practitioners feel that the Applied Math alone will provide an accurate measurement of a youth numeracy skills gain.

C. State or Local Statutory or Regulatory Barriers

There is no state or local statutory or regulatory barrier to implementing the proposed waiver.

D. Description of Individuals Impacted by the Waiver

All WIA youth customers, as well as the state's local workforce areas and at-risk youth referred from partner programs will be positively affected by adoption of this waiver request.

E. Opportunity for Public Comment and the Process for the Implementation of the Waiver

This request was developed as a result of concerns expressed by local areas. As with all other major policy and procedural decisions made by the Commonwealth of Massachusetts, we relied heavily upon input from local area staff and boards.

The Executive Office of Labor and Workforce Development (EODWD) and its agencies, as the State administrator and overseer of WIA, will monitor the implementation of this waiver and work with the 16 local workforce investment boards to ensure that follow up services are more effective. The Commonwealth's current monitoring policy and procedures will be modified to include this waiver.

ATTACHMENT F

Workforce System Unified Complaint Process

MASSACHUSETTS WORKFORCE DEVELOPMENT SYSTEM

Mass Workforce Issuance

Workforce Issuance No. 07-34

Policy **Information**

To: Chief Elected Officials
Workforce Investment Board Chairs
Workforce Investment Board Directors
Title I Administrators
Career Center Directors
Title I Fiscal Officers
DCS Associate Directors
DCS Field Managers

cc: WIA State Partners

From: David W. Mackley, Director
Division of Career Services

Date: June 4, 2007

Subject: Unified Career Center System Complaint Process

Purpose: To revise guidance to Local Workforce Investment Boards, Career Center Operators and WIA Title I Administrators regarding the policies and procedures for the local system of processing complaints brought by Career Center customers and other interested parties. While this policy issuance is specific to alleged violations (by action or omission) related to services funded under Title I of the Workforce Investment Act of 1998 and the Wagner-Peyser Act, as Amended (WIA Title III), the issuance will also reference procedures for initiating resolution of complaints related to other federal or state statutory requirements as part of a *unified* Career Center Complaint Process. This issuance revises WIA Communication No. 05-89 (December 29, 2005).

NOTE: The revision concerns the designation of Nancy Stolberg as the new DCS Equal Opportunity Officer (p.7) and Dan Condon, Manager of System Management as the state-level contact for complaints against out-of-state employers (p.8). No additional substantive changes have been made to the policy.

Background: Requirements related to the establishment and administration of complaint procedures related to services/activities funded under Title I of the Workforce

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Investment Act of 1998 are promulgated at 20CFR, Ch. V, § 667.600 - § 667.640. Requirements related to services/activities funded under the Wagner-Peyser Act, as Amended (Title III of the Workforce Investment Act) are separately promulgated at 20CFR Ch. V, § 658.400 - § 658.426. Both sets of regulations require the establishment of a local process to handle complaints brought forward by consumers of the respective program's services.

The processes for handling complaints as described in the two sets of regulations, however, employ two distinct sets of time frames in which actions are to be taken and/or completed.

Presently, local areas have established and administered distinct processes consistent with practices outlined in two separate policy issuances:

- Procedures related to WIA Title I services have been administered within a framework as described in CBWL Policy Issuance No. 00-19 (5/31/2000).
- Procedures related to Wagner-Peyser (WIA Title III) services have been administered within a framework as described in WIA Policy Issuance No. 01-32 (7/18/2001).

With the responsibility for the state administration of both WIA Title I and Wagner-Peyser funds and services now consolidated under the Division of Career Services, the current administrative circumstance requires a revision of the former policies. It also provides an opportunity to update and streamline local procedures under a single, unified complaint process.

Policy:

Consistent with the regulations promulgated at 20 CFR Ch. V, § 667.600 - § 667.640 and also at 20CFR Ch. V, § 658.400 - § 658.426, describing complaint system requirements for all direct recipients* of WIA Title I funds (excluding Job Corps) and Wagner-Peyser funds (Title III), all Massachusetts One-Stop Career Centers in conjunction with their local Workforce Investment Boards must establish and maintain a unified procedure for the submission and resolution of complaints initiated by either customers or interested parties.

**NOTE: Direct recipients may include state agencies, state and local workforce investment boards, One-Stop Career Center operators, Career Center partners, local WIA administrative entities, their service providers, including eligible training providers and entities providing non-WIA funds or resources to meet matching requirements or other conditions under WIA. The specific procedural requirements applicable to Job Corps are set forth at 20 CFR 670.990.*

Compliance with this policy requires each local One-Stop Career Center operator to designate a Complaint Officer whose responsibility it will be to conduct an initial review of an individual's complaint and to determine the correct adjudicative path depending on which of the two funding programs (Title I or Wagner-Peyser) the complaint falls under. The Complaint Officer can draw upon the expertise of specific program staff knowledgeable of the rules and regulations of the specific program(s) under which the complaint has been initiated. The Complaint Officer will also determine if the nature of the complaint warrants adjudication under a path distinct from that established for WIA Title I and Wagner-Peyser related allegations.

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Any provisions contained in the Workforce Investment Act of 1998 and the Wagner-Peyser Act, as Amended, their regulations, or other applicable laws and regulations shall apply even if not explicitly stated in this policy. Nothing in this policy shall be construed to contradict prevailing laws and requirements for equal opportunity matters.

Action

Required: This policy is in effect for all Massachusetts One-Stop Career Centers and other direct recipients of WIA Title I and Wagner-Peyser (WIA Title III) funds provided through the Division of Career Services.

Each Career Center and local WIA Title I and Wagner-Peyser funding recipient should review its current policies for consistency with the regulations and the Commonwealth's procedural outline that follows. Please distribute copies of this policy to all appropriate individuals in your organization.

Effective: Effective immediately for all Workforce Investment Act funds provided through the Division of Career Services.

References: 20 CFR Ch. V, § 667.600 - § 667.640 and also at 20CFR Ch. V, § 658.400 - § 658.426; §658.500 - §658.504; 20 CFR § 667.630

Inquiries: Questions related to this issuance should be directed to PolicyQ&A@detma.org. Also, indicate Issuance number and description.

**LOCAL UNIFIED COMPLAINT PROCESS
FOR
CAREER CENTER CUSTOMERS AND INTERESTED PARTIES**

Each Massachusetts Career Center shall establish and maintain a customer complaint process consistent with the parameters outlined below. Each Local Workforce Investment Board shall also ensure that other local entities that serve Career Center customers based on their status as direct recipients of WIA Title I and/or Wagner-Peyser (WIA Title III) funds shall also establish and maintain a customer complaint process consistent with these same parameters.

- To assure timely response to customer complaints, each Career Center shall designate, at minimum, one Local Complaint Officer and one “back-up” Complaint Officer to be responsible for processing complaints brought by Career Center customers and interested parties.
- A customer may lodge a complaint related to services provided under the Wagner-Peyser Act within one year of the alleged violation.
- There is no time limit for filing a complaint related to services provided under Title I of the Workforce Investment Act.
- Complaints alleging discrimination must be filed within 180 days of the alleged violation.
- All complaints must be filed in written form:
 - Submission of the official *Career Center Complaint Form* (copy attached), or
 - Submission of a written letter signed by the complainant.

Written complaints must include the complainant’s full name, telephone number and address and the date of filing. Written complaints must also provide a clear, brief statement of the facts of the alleged violation, relevant dates, and other information to assist in the investigation and resolution of the complaint. Staff must offer and provide assistance to any customer seeking to file a complaint including assistance with completing all associated forms.

- All complaints must be entered into a Complaint Log. Copies of the appropriate Complaint Log pages indicating filing or resolution of complaints occurring in a calendar quarter must be sent to the State Monitor Advocate within 15 days following the end of that quarter.
- The local Career Center has 15 days from the date a written complaint is received to resolve the complaint. If the complaint was initiated by a Migrant and Seasonal Farm Worker (MSFW) the local Career Center *has only 5 days to resolve the complaint*.
- If the Career Center has made a written request to the complainant (or the complainant’s authorized representative) for additional information, the 15 day period (or in the case of an MSFW initiated complaint, the 5 day period) does not begin until the requested information has been received by the local Career Center.
- If the local Career Center has requested additional information from the complainant or the complainant’s authorized representative and does not receive a response within 20 days from the date the request was made (or, *in the case of an MSFW initiated complaint, within 40 days*), the complaint is considered resolved.
- If the local Career Center does not resolve the complaint to the satisfaction of the complainant within the 15 day period (or, in the case of an MSFW initiated complaint, the 5

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day period) described above, the complainant may request a hearing at the State level (State Complaint Officer) for resolution or further action.

- If a complainant disagrees with the local Career Center determination, the complainant may appeal the local determination to the State level (State Complaint Officer) within 20 days of the receipt of the determination.
- After 30 working days (or, in the case of an MSFW initiated complaint, within 20 days), if resolution has not been accomplished at the State level, the State Complaint Officer will issue to the complainant and respondent, by certified mail, a written determination regarding the complaint. The written determination must include:
 1. the results of the State level investigation
 2. conclusions reached on the allegations
 3. an explanation as to why the complaint was not resolved
 4. If the complaint is against an employer, and the State level investigation has found that the employer has violated Wagner-Peyser regulations, the determination shall state that the Commonwealth will initiate procedures for discontinuation of services to the employer in accordance with the appropriate regulations (§658.500 - §658.504).
 5. If the complaint is against an employer, and the State level investigation has found that the employer has not violated Wagner-Peyser regulations, an offer to the complainant to request a hearing within 20 working days after the certified date of the receipt of the notification.
 6. If the complaint is against a State agency, an offer to the complainant to request a hearing within 20 working days after the certified date of the receipt of the notification.

NOTE: *If the State Complaint Officer has made a written request for information to the complainant or the complainant's authorized representative, the 30 or 20 day time frame (whichever is appropriate) will not commence until the requested information has been received.*

- Hearings shall be held by State hearing officials. A State hearing official may be any State official authorized to hold hearings under State law.
- If complaint resolution occurs above the local Career Center level, a copy of the resolution notice will be forwarded to the Career Center at which the complaint was originally filed.

TYPES OF COMPLAINTS COVERED BY THIS POLICY

Generally, all complaints brought forward by a Massachusetts One-Stop Career Center customer are to be handled, at least initially, according to the processes outlined above. Such complaints that may arise in the delivery and/or administration of services and activities provided through Career Centers, as a direct recipient of WIA Title I or Wagner-Peyser funds and that do not involve alleged criminal* or discriminatory**activity include:

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- Non-criminal complaints alleging violations by actions or omissions by the local Career Center and/or its staff in violation of either Title I of the Workforce Investment Act of 1998 or the Wagner-Peyser Act, as Amended.
- Complaints against an employer about the specific job to which a Career Center customer was referred by a Career Center staff person.
- Complaints against an employer filed by a Career Center customer referred to the employer by a Career Center staff person alleging violations of employment related laws.
- Complaints against an employer filed by an individual who was not referred by a Career Center staff person.
- Complaints of violations of labor standards.
- Complaints by Migrant or Seasonal Farm Workers (MSFWs) that allege violations of laws enforced by ESA or OSHA***.
- Complaints by Veterans alleging violations of the mandatory job listing requirements for federal contractors.

***Criminal Complaints** – All information and complaints alleging criminal fraud, waste, abuse or other criminal activity under WIA must be reported immediately to the Department of Labor's Office of Inspector General (20 CFR § 667.630).

Office of Inspector General
200 Constitution Avenue, NW, Room S-5506
Washington, D.C. 20210
Online: <http://www.oig.dol.gov>
Toll free: 1-800-347-3756
FAX: 202-693-5210

****Equal Opportunity/Discrimination Complaints** – Section 188 of the Workforce Investment Act of 1998 and WIA Regulations promulgated at 29 CFR Parts 37.76-37.79 require specific procedures for EO/Discrimination complaints alleged in regard to recipients and sub-recipients of WIA Title I funds and their service providers. Equal Opportunity/Discrimination complaints *must* be resolved within 90 days of the date the complaint was filed. Customers alleging discrimination based on a perceived violation of any of the following statutory or regulatory requirements may choose to have their complaints adjudicated at either the local or federal level in accordance with procedures specifically described in WIA Issuance 01-38 (issued August 2, 2001), WIA Grievance Procedures for Equal Opportunity/Discrimination Complaints and as affirmed by adoption of the policy by DCS as announced in WIA communication No.4-22, Equal Opportunity Policies (issued 3/12/04).

- Section 188 of the Workforce Investment Act of 1998 prohibiting discrimination on the basis of race, color, religion, national origin, age, disability, political affiliation or belief, or on the basis of either citizenship/status as a lawfully admitted immigrant authorized to work in the United States or participation in any WIA Title I financially assisted program or activity;
- Title VI of the Civil Rights Act of 1964, as amended prohibiting discrimination on the basis of race, color and national origin;
- Section 504 of the Rehabilitation Act of 1973, as amended prohibiting discrimination against qualified individuals with disabilities;

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- The Age Discrimination Act of 1975, as amended prohibiting discrimination on the basis of age;
- Title IX of the Education Amendments of 1972, as amended prohibiting discrimination on the basis of sex in educational programs,; and 29 CFR Part 37, regulations implementing the Nondiscrimination and Equal Opportunity Provisions of the Workforce Investment Act of 1998.

Career Center staff must provide complainants with all appropriate assistance to assure the completeness of all required forms (Career Centers may request copies of required forms from the DCS Equal Opportunity Officer).

Nancy Stolberg
Director of Civil Rights
Commonwealth's WIA EEO Officer
Division of Career Services
19 Staniford Street
Boston, MA 02114

One required form, DL 1-2014a: *Notice About Investigatory Uses of Personal Information*, incorporates a consent form that *must* be signed by the complainant.

NOTE: All Job Service (Wagner-Peyser) related complaints regarding discrimination by an employer *must* be logged and referred to the MA Commission Against Discrimination (MCAD) for adjudication.

MA Commission Against Discrimination
One Ashburton Place - Room 601
Boston, MA 02108

A copy of the complaint must also be forwarded to the U.S. Equal Employment Opportunity Commission (EEOC).

U.S. Equal Employment Opportunity Commission
Boston Area office
John F. Kennedy Federal Building
475 Government Center
Boston, MA 02203
Robert L. Sanders, Director

***** Complaints by MSFWs Alleging Violations of Laws Enforced by ESA or OSHA** – Such complaints are to be logged by the local Career Center and elevated immediately to the State Monitor Advocate who will refer the complaint to the proper enforcement agency (ESA or OSHA).

Jose Ocasio
State Monitor Advocate
19 Staniford Street, First Floor
Charles F. Hurley Bldg.
Boston, MA 02114

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Complaints Against Employers From Another State – Such complaints are to be logged by the local Career Center and elevated immediately to the State level. If the complaint is filed by a Migrant or Seasonal Farm Worker (MSFW), the Career Center will refer the complaint to the State Monitor Advocate. The State Complaint Officer or Monitor Advocate will refer the complaint to the appropriate agency in that state.

Dan Condon, Manager of System Management
Division of Career Services
19 Staniford Street
Charles F. Hurley Bldg.
Boston, MA 02114

Complaints Involving More Than One Massachusetts Career Centers – Such complaints are to be logged by the local Career Center and elevated immediately to the State level.

Complaints Alleging Statewide Violations or Involving the Division of Career Services – Such complaints are to be logged by the local Career Center and elevated immediately to the State level.

Complaints Alleging Violations of Unemployment Assistance (UA) or Transitional Assistance for Needy Families (TANF) Law/Regulations – Such complaints are to be logged by the local Career Center and elevated immediately to the State level. The State Complaint Officer or State Monitor Advocate will process such complaints within the parameters set forth in the respective regulations.

DESIGNATION OF A LOCAL COMPLAINT OFFICER

Each Local Workforce Investment Board shall designate at minimum, one Complaint Officer (CO) and back-up for the local area. The Complaint Officer shall be responsible for initial handling of complaints pursuant to this issuance. The Complaint Officer may also be the Equal Opportunity Officer. The local Complaint Officer's name, business address and telephone number shall be publicized and included in customer information describing how to file a complaint.

LOCAL NOTIFICATION OF COMPLAINT RIGHTS AND PROCEDURES

Notice

All Massachusetts One-Stop Career Centers are required to prominently display in public view the official Career Center Complaint Poster. A copy of the Career Center Complaint Poster is provided as an attachment to this issuance. Local WIBs and/or Career Centers may order a supply of posters for display through the Division of Career Services.

The brochure “You Have the Right to File a Complaint” providing customers with general instructions as to how to file a complaint must be made available to customers, program participants, employees, one-stop partners, service providers, other interested parties and members of the public. English and Spanish language copies of the brochure are attached.

Local Customer Notification Process

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All Career Center customers *must* be notified of their EEO/Complaint rights. This may be accomplished in a group or individual setting. The Career Center Seminar incorporates specific reference to the Career Center Complaint process and provides the most advantageous opportunity to satisfy the customer notification requirement.

A hard copy description of and instructions for the local Career Center Complaint process should be included in the package of Career Center Seminar materials. Career Centers must ensure that the local notification process assures that complaint procedures are provided in a timely manner when a customer expresses a desire to file a complaint or requests a copy of the procedures.

ADOPTION AND APPLICATION OF COMPLAINT PROCESS

Adoption

Complaint procedures for local One-Stop Career Centers (and other direct recipients of WIA Title I and Wagner-Peyser funds operating in the local workforce investment area) shall be adopted and published by each Local Workforce Investment Board. [20 CFR § 667.600(b) and 20 CFR § 658.400].

State Level Complaint Submission

Customers or interested parties may elect to initially file a complaint at the state level by submitting the complaint to the State Complaint Officer or State Monitor Advocate who may choose to process the complaint through resolution. Complaints filed at the state level may, however be remanded back to the local level by the State Complaint Officer/Monitor Advocate for adjudication, including an attempt at informal local resolution. Complaints initially filed at the state level *may not* later be filed at the local level.

The filing of a complaint at the state level does not preclude the local Career Center from attempting to reach an informal resolution with the complainant while the complaint is processed by the Division of Career Services, centrally.

IMPLEMENTATION OF COMPLAINT RESOLUTION PROCEDURES

Local complaint procedures must be developed to assure Career Center customers of their rights and to process complaints in an objective and consistent manner. Procedures must provide for:

- dealing with written complaints from customers and other interested parties affected by the local workforce investment system, including Career Center partners and service providers;
- protecting confidentiality of complainants to the extent possible and, when consent has been provided for the release of the complainant's identity, ensuring that such disclosure is made under conditions which will promote the continued receipt of confidential information;
- advising complainants and respondents of their right to due process including the right to:

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- be represented by an attorney or other individual of his/her choice,
 - present evidence,
 - question others who present evidence, and
 - receive an impartial decision made strictly on recorded information;
- ensuring that no person, organization or agency may discharge or in any manner retaliate against any person because that person has filed a complaint, instituted any proceeding related to the WIA Title I and Wagner-Peyser Regulations, testified or is about to testify in a proceeding or investigation, or has provided information or otherwise assisted in an investigation;
 - providing an opportunity for informal resolution and a hearing consistent with the parameters established in this issuance;
 - submitting the complaint of alleged violation to a binding arbitration procedure, if a collective bargaining agreement covering the parties to the complaint so provides;
 - providing an opportunity for a local level appeal to the State entity (DCS);
 - implementing corrective action and/or sanctions when warranted; and
 - maintaining all complaint related written materials in a secure file to reasonably assure confidentiality for a period of 3 years.

COMPLAINT LOGS

Each One-Stop Career Center must maintain a Complaint Log (see Attachment) that clearly identifies each individual customer complaint. Copies of those Complaint Log pages that clearly indicate all newly filed and all resolved complaints for the calendar quarter must be promptly submitted (through email) to the State Monitor Advocate no later than the 15th day of the month following the end of each quarter. The Complaint Log is available in, and is to be completed and maintained by local career centers in an Excel format.

The State Complaint Officer is responsible for the maintenance of a statewide Complaint Log. Each career center will maintain the Complaint Log on an annual basis consistent with the *state fiscal year* (July 1 – June 30). Each annual complaint log will be kept for a period of 3 years following the end of the fiscal year for which the log was kept.

APPARENT VIOLATIONS

Apparent violations are informal complaints about employers received from individuals (customers or staff) or agencies that are not documented or handled as part of the formal Unified Complaint Process described in this issuance. Reporting suspected or apparent violations by employers when no formal complaint has been filed is allowable under regulations found at 20 CFR §653 covering services to Migrant and Seasonal Farm workers (MSFWs), specifically §653.107(k) and §653.113(a)(b)(c).

Examples of *Apparent Violations* include (but are not limited to):

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- A career center staff person speaks with a MSFW who complains about unfair treatment by an employer and, though the individual provides credible information alleging an employer violation, the person chooses not to file a complaint (through the formal Complaint Process). The career center employee still suspects a violation occurred.
- A career center attempts to take a job order from an H2-A employer who insists on a requirement that is a violation of employment related laws(s).
- A career center staff person visiting a farm labor job site (H2-A) observes a possible violation of housing standards but no complaint has been filed.

While Apparent Violations are to be logged on the Career Center Complaint Log, they are processed separately and are an exception to the formal Complaint Process.

Such *Apparent Violations* must be reported in writing to the Career Center Director.

Upon receipt of a report of an Apparent Violation, the Career Center director must make two determinations:

1. Has the employer filed a job order with the Massachusetts One-Stop Career Center system within the previous 12-month period?
2. Does the apparent violation involve Job Service regulations, terms/conditions of the job order or employment related law(s)?

If it is determined that the employer has filed a job order within the previous 12 months, the Career Center Director must contact the employer and attempt to achieve *informal resolution within five (5) working days*.

If the issue is not resolved and there is an apparent violation of:

- Job Service regulations, the Career Center Director must refer the matter to the State Complaint Officer for investigation. If a violation is found to have occurred, DCS may have to initiate *Discontinuation of Services* to the employer under the terms of §658.501(a)(b)(c).
- Employment related law(s), the Career Center Director must refer the matter in writing to the State Complaint Officer in order that procedures can be initiated for the *Discontinuation of Services* to the employer. The Career Center Director must also refer the matter in writing to the State Monitor Advocate who will refer (in writing) the apparent violation to the appropriate enforcement agency and will notify the Career Center Director of the final disposition of the matter, upon final resolution.

If the employer has not filed a job order within the previous 12 months the Career Center Director need only refer the matter to the State Monitor Advocate as Job Service regulations are not considered to have been violated if a job order had not been listed within the 12 month time frame.

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Per USDOL requirement, the State Monitor Advocate will forward a copy of all apparent violations involving MSFWs and/or H-2A employers/contractors to the Farm Labor Specialist (FLS) assigned to the DOL ESA Regional Office and will contact the DOL Regional Administrator (RA) in the event that US workers are withheld from the job prior to the arrival at the job site of H-2A workers.

Apparent violations of Child Labor Law must also be reported in writing to the State Monitor Advocate for action by the local office of the Wage and Hour Division of the USDOL Employment Standards Administration (ESA).

ATTACHMENTS

- Career Center Complaint Form
- Career Center Complaint Poster
- Career Center Complaint Log
- “You Have the Right to File a Complaint” brochure (English & Spanish versions)

Complaint Information Form DL 1-2014a USDOL Directorate of Civil Rights (Federal) which includes the Notice About Investigatory Uses of Personal Information (Federal) (English & Spanish versions)

ATTACHMENT G

Governor's Signature Page as Separate PDF Attachment

ATTACHMENT H

THE OPEN MEETING LAW

MASSACHUSETTS GENERAL LAWS CHAPTER 39, SECTIONS 23 A AND B

Section 23A. Definitions

The following terms as used in sections twenty-three B and twenty-three C shall have the following meanings: -

"Deliberation", a verbal exchange between a quorum of members of a governmental body attempting to arrive at a decision on any public business within its jurisdiction.

"Emergency", a sudden, generally unexpected occurrence or set of circumstances demanding immediate action.

"Executive session", any meeting of a governmental body which is closed to certain persons for deliberation on certain matters.

"Governmental body", every board, commission, committee or subcommittee of any district, city, region or town, however elected, appointed or otherwise constituted, and the governing board of a local housing, redevelopment or similar authority; provided, however, that this definition shall not include a town meeting.

"Made public", when the records of an executive session have been approved by the members of the respective governmental body attending such session for release to the public and notice of such approval has been entered in the records of such body.

"Meeting", any corporal convening and deliberation of a governmental body for which a quorum is required in order to make a decision at which any public business or public policy matter over which the governmental body has supervision, control, jurisdiction or advisory power is discussed or considered; but shall not include any on-site inspection of any project or program.

"Quorum", a simple majority of a governmental body unless otherwise defined by constitution, charter, rule or law applicable to such governing body.

Section 23B. Open meetings of governmental bodies

All meetings of a governmental body shall be open to the public and any person shall be permitted to attend any meeting except as otherwise provided by this section.

No quorum of a governmental body shall meet in private for the purpose of deciding on or deliberating toward a decision on any matter except as provided by this section.

No executive session shall be held until the governmental body has first convened in an open session for which notice has been given, a majority of the members have voted to go into executive session and the vote of each member is recorded on a roll call vote and entered into the minutes, the presiding officer has cited the purpose for an executive session, and the presiding officer has stated before the executive session if the governmental body will reconvene after the executive session.

Nothing except the limitation contained in this section shall be construed to prevent the

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governmental body from holding an executive session after an open meeting has been convened and a recorded vote has been taken to hold an executive session. Executive sessions may be held only for the following purposes:

(1) To discuss the reputation, character, physical condition or mental health rather than the professional competence of an individual, provided that the individual involved in such executive session has been notified in writing by the governmental body, at least forty-eight hours prior to the proposed executive session. Notification may be waived upon agreement of the parties. A governmental body shall hold an open meeting if the individual involved requests that the meeting be open. If an executive session is held, such individual shall have the following rights:

(a) to be present at such executive session during discussions or considerations which involve that individual.

(b) to have counsel or a representative of his own choosing present and attending for the purpose of advising said individual and not for the purpose of active participation in said executive session.

(c) to speak in his own behalf.

(2) To consider the discipline or dismissal of, or to hear complaints or charges brought against, a public officer, employee, staff member, or individual, provided that the individual involved in such executive session pursuant to this clause has been notified in writing by the governmental body at least forty-eight hours prior to the proposed executive session. Notification may be waived upon agreement of the parties. A governmental body shall hold an open meeting if the individual involved requests that the meeting be open. If an executive session is held, such individual shall have the following rights:

(a) to be present at such executive session during discussions or considerations which involve that individual.

(b) to have counsel or a representative of his own choosing present and attending for the purpose of advising said individual and not for the purpose of active participation.

(c) to speak in his own behalf.

(3) To discuss strategy with respect to collective bargaining or litigation if an open meeting may have a detrimental effect on the bargaining or litigating position of the governmental body, to conduct strategy sessions in preparation for negotiations with nonunion personnel, to conduct collective bargaining sessions or contract negotiations with nonunion personnel.

(4) To discuss the deployment of security personnel or devices.

(5) To investigate charges of criminal misconduct or to discuss the filing of criminal complaints.

(6) To consider the purchase, exchange, lease or value of real property, if such discussions may have a detrimental effect on the negotiating position of the governmental body and a person, firm or corporation.

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(7) To comply with the provisions of any general or special law or federal grant-in-aid requirements.

(8) To consider and interview applicants for employment by a preliminary screening committee or a subcommittee appointed by a governmental body if an open meeting will have a detrimental effect in obtaining qualified applicants; provided, however, that this clause shall not apply to any meeting, including meetings of a preliminary screening committee or a subcommittee appointed by a governmental body, to consider and interview applicants who have passed a prior preliminary screening.

(9) To meet or confer with a mediator, as defined in section twenty-three C of chapter two hundred and thirty-three, with respect to any litigation or decision on any public business within its jurisdiction involving another party, group or body, provided that: (a) any decision to participate in mediation shall be made in open meeting session and the parties, issues involved and purpose of the mediation shall be disclosed; and (b) no action shall be taken by any governmental body with respect to those issues which are the subject of the mediation without deliberation and approval for such action at an open meeting after such notice as may be required in this section.

This section shall not apply to any chance meeting, or a social meeting at which matters relating to official business are discussed so long as no final agreement is reached. No chance meeting or social meeting shall be used in circumvention of the spirit or requirements of this section to discuss or act upon a matter over which the governmental body has supervision, control, jurisdiction or advisory power.

Except in an emergency, a notice of every meeting of any governmental body shall be filed with the clerk of the city or town in which the body acts, and the notice or a copy thereof shall, at least forty-eight hours, including Saturdays but not Sundays and legal holidays, prior to such meeting, be publicly posted in the office of such clerk or on the principal official bulletin board of such city or town. The secretary of a regional school district committee shall be considered to be its clerk and he shall file the notice of meetings of the committee with the clerk of each city or town within such district and each such clerk shall post the notice in his office or on the principal official bulletin board of the city or town and such secretary shall post such notice in his office or on the principal official bulletin board of the district. If the meeting shall be of a regional or district governmental body, the officer calling the meeting shall file the notice thereof with the clerk of each city and town within such region or district, and each such clerk shall post the notice in his office or on the principal official bulletin board of the city or town. The notice shall be printed in easily readable type and shall contain the date, time and place of such meeting. Such filing and posting shall be the responsibility of the officer calling such meeting.

A governmental body shall maintain accurate records of its meetings, setting forth the date, time, place, members present or absent and action taken at each meeting, including executive sessions. The records of each meeting shall become a public record and be available to the public; provided, however, that the records of any executive session may remain secret as long as publication may defeat the lawful purposes of the executive session, but no longer. All votes taken in executive sessions shall be recorded roll call votes and shall become a part of the record of said executive sessions. No votes taken in open session shall be by secret ballot.

A meeting of a governmental body may be recorded by any person in attendance by means of a tape

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recorder or any other means of sonic reproduction or by means of videotape equipment fixed in one or more designated locations determined by the governmental body except when a meeting is held in executive session; provided, that in such recording there is no active interference with the conduct of the meeting.

Upon qualification for office following an appointment or election to a governmental body, as defined in this section, the member shall be furnished by the city or town clerk with a copy of this section. Each such member shall sign a written acknowledgement that he has been provided with such a copy.

The district attorney of the county in which the violation occurred shall enforce the provisions of this section.

Upon proof of failure by any governmental body or by any member or officer thereof to carry out any of the provisions for public notice or meetings, for holding open meetings, or for maintaining public records thereof, any justice of the supreme judicial court or the superior court sitting within and for the county in which such governmental body acts shall issue an appropriate order requiring such governmental body or member or officer thereof to carry out such provisions at future meetings. Such order may be sought by complaint of three or more registered voters, by the attorney general, or by the district attorney of the county in which the city or town is located. The order of notice on the complaint shall be returnable no later than ten days after the filing thereof and the complaint shall be heard and determined on the return day or on such day thereafter as the court shall fix, having regard to the speediest possible determination of the cause consistent with the rights of the parties; provided, however, that orders with respect to any of the matters referred to in this section may be issued at any time on or after the filing of the complaint without notice when such order is necessary to fulfill the purposes of this section. In the hearing of such complaints the burden shall be on the respondent to show by a preponderance of the evidence that the action complained of in such complaint was in accordance with and authorized by section eleven A 1/2 of chapter thirty A, by section nine G of chapter thirty-four or by this section. All processes may be issued from the clerk's office in the county in which the action is brought and, except as aforesaid, shall be returnable as the court orders.

Such order may invalidate any action taken at any meeting at which any provision of this section has been violated, provided that such complaint is filed within twenty-one days of the date when such action is made public.

Any such order may also, when appropriate, require the records of any such meeting to be made public, unless it shall have been determined by such justice that the maintenance of secrecy with respect to such records is authorized. The remedy created hereby is not exclusive, but shall be in addition to every other available remedy. Such order may also include reinstatement without loss of compensation, seniority, tenure or other benefits for any employee discharged at a meeting or hearing held in violation of the provisions of this section.

Such order may also include a civil fine against the governmental body in an amount no greater than one thousand dollars for each meeting held in violation of this section.

The rights of an individual set forth in this section relative to his appearance before a meeting in an executive or open session, are in addition to the rights that an individual may have from any other

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source, including, but not limited to, rights under any laws or collective bargaining agreements, and the exercise or non-exercise of the individual rights under this section shall not be construed as a waiver of any rights of the individual.