

II. Program-Specific Recovery Plan for Recovery.gov (Q 2.8 of Guidance)	
DOL Agency MAX ID and name: Employment and Training Administration	
Recovery Program: Senior Community Service Employment Program	
Does this program align with an existing PART program?	10000328 Senior Community Service Employment Program (SCSEP)
Does this program align with an existing CFDA program?	17.235
1. Objectives:	
Program Purpose	The purpose of SCSEP – also known as the Community Service Employment for Older Americans Program – is to foster individual economic self-sufficiency and offer job opportunities in community service for unemployed low-income persons age 55 and older. SCSEP awards formula grants to states and territories, and competitive grants to non-profit national organizations to provide part-time, minimum wage employment, job training and related services, and placement in unsubsidized employment.
Public Benefits	SCSEP annually increases the earnings of thousands of over 90,000 unemployed low-income persons age 55 and older; provides them with training, job placement and job retention assistance; and provides over 45 million hours of community services that invigorate and advance prosperity in the communities in which the seniors reside.
2. Projects and Activities:	
Kinds and scope of projects and activities to be performed	<p>SCSEP grantees and their affiliates will deliver placement and training services and coordinate activities in partnership with One-Stop Career Centers. SCSEP provides community service and part-time work-based training. Program participants work an average of 20 hours per week and are paid the highest of federal, state or local minimum wage, or the prevailing wage.</p> <p>The American Reinvestment and Recovery Act of 2009 (Recovery Act) provides an additional \$120,000,000 to current grantees, allocated in proportion to their regular SCSEP allotments in program year 2008. In accordance with Sec. 801 of the Recovery Act, up to one percent of the program funds (or \$1.2 million) may be used for management and oversight of the program. These funds will be expended in accordance with the operating plan submitted to the Office of Management and Budget and Congress.</p>
Activity/Project	<p>Grantees signed a standard statement of work document to use Recovery Act funds to support additional training and employment opportunities for unemployed low-income seniors, as outlined in the Recovery Act. Accountability and transparency for appropriate use of Recovery Act funds will be ensured through the following grantee activities:</p> <ul style="list-style-type: none"> Expanding the number of SCSEP participants assigned to community service work, especially in those growth industries emphasized in the Recovery Act (e.g.; health care, child care, education, green jobs, energy efficiency, and environmental services) and in expanded public service activities that utilize Recovery Act funds;

	<ul style="list-style-type: none"> • Providing SCSEP services in the same counties/geographic areas as currently authorized in program year 2008 grants; • Ensuring that all new participants adhere to SCSEP eligibility requirements; • Assigning Recovery Act participants among sub-grantees/local projects in accordance with program year 2008 equitable distribution to the extent feasible; • Recruiting new host agencies that provide community service work-based training sites or expanding opportunities at existing host agencies; • Protecting against violations of the statutory requirements for maintenance of effort; • Tracking Recovery Act participation and documenting program activities using the SCSEP Performance and Results QPR (SPARQ) data collection and performance reporting system; • Tracking Recovery Act funds separately from regular SCSEP grant funds and submitting all required financial reports in a timely manner as determined by the Department of Labor in accordance with the Recovery Act; and • Strict adherence to the statutory and regulatory requirements of SCSEP.
3. Characteristics:	
Types of Financial Awards to be used	A Formula Grants B Project Grants
Type of Recipient	States; Private Nonprofit Institution/Organizations
Type of Beneficiary	Unemployed; Senior Citizens; Low Income
4. Major Planned Program Milestones:	
Grantee Notification of Recovery Act Funding Availability	Grantees were notified of Recovery Act funding availability to support additional employment activities for low income seniors. They were also notified that funds would be allotted to current SCSEP grantees within 30 days of enactment.
	Completed: March 4, 2009
Recovery Act Funding Obligated to 74 Current Grantees	Recovery Act funds were obligated to the 74 current SCSEP grantees in proportion to their allotment in Program Year (PY) 2008, which ends on June 30, 2009. Grantees will have until June 30, 2010, to recruit new SCSEP participants, place them in community service employment assignments, and find jobs for as many of them as possible before the grant funds expire.
	Completed: March 18, 2009
Planning Training and Employment Guidance Letter (TEGL) Published	Planning TEGL No. 15-08 (http://wdr.doleta.gov/directives/attach/TEGL/TEGL15-08.pdf) was published providing further explanation of how the Recovery Act funds are to be used, what other requirements grantees are subject to, and any additional information grantees were required to provide to the Department explaining how they intend to use the funds. A TEGL outlining reporting requirements is expected to be published by May 31, 2009.
	Completed: March 18, 2009

Recovery Act explanation of how funds will be used	Grantees are required to submit a detailed explanation of how Recovery Act funds will be used, in accordance with guidance in Training and Employment Guidance Letter No. 15-08.
	Completed: April 17, 2009
SCSEP Business Meeting to be held in Washington, DC	Host a business meeting for all key staff of SCSEP grantees in Washington D.C. The primary topic will be a discussion of Recovery Act implementation issues and promising practices.
	Expected Completion Date: October 31, 2009
Training and Technical Assistance	ETA will provide ongoing training and technical assistance webinars on specific topics related to Recovery Act issues for SCSEP grantees, including: participant recruitment strategies, host agency recruitment strategies, on-the-job experience, moving participants from SCSEP to unsubsidized employment, etc. Three webinars have already been held: March 12, March 26 and April 6. More information is accessible at www.careeronestop.org and www.workforce3one.org .
	Expected Completion Date: Ongoing through June 30, 2009
5. Monitoring and Evaluation:	
<p>The Department has established reporting systems and Office of Management and Budget-approved forms that grantees use to track, document and report expenditures and performance on a regularly scheduled basis that provides updated information to ETA at a minimum of once a quarter. Grantees are required to certify the accuracy of these reports prior to submitting them to ETA through the established electronic reporting systems.</p> <p>ETA uses its Grants Electronic Management System (GEMS) and other related electronic data collection systems to conduct and document quarterly desk reviews of financial obligations, expenditures and program performance. Grantees identified as “high risk grantees” through these reviews are given priority attention for on-site monitoring. ETA’s quarterly desks reviews along with on-site reviews are used to identify potential risks and effect program improvements through technical assistance and training.</p> <p>ETA Regional Offices are conducting “Regional Readiness Consultations” with state and local areas during April and May 2009. The results of the consultations will be analyzed and will inform ETA of specific technical assistance needs required for states and local areas to successfully implement Recovery Act-funded programs.</p> <p>To further ensure that funds are spent on the intended purpose and accurately reported, the Department requires all grantees to submit single audits annually. ETA works with grantees to resolve any audit findings through additional reviews and the development and implementation of corrective action plans.</p> <p>ETA conducts a final review of each grantee’s expenditures and performance during the grant close-out process.</p> <p>As for program evaluations, the Department is in the process of developing a plan for evaluating several components of the Recovery Act-funded programs.</p> <p>Top Management Challenges identified by the Office of Inspector General for the Department include:</p>	

Improving Performance Accountability of Grants	
All state and local government and nonprofit recipients that expend \$500,000 or more in Federal assistance in one year are required by the Single Audit Act to obtain an annual audit by an independent public accountant. A challenge for the Department is that grantees' audits conducted under the Single Audit Act are not always completed timely. Therefore, ETA has implemented a procedure for annually reviewing ETA grantees' Single Audit Act report status and sending written notifications to grantees whose single audit reports are delinquent.	
Single Audits	
Send follow up letters to grantees who continue to be delinquent	No action to report.
	November 2009
Codify standard operating procedures into Procedures Manuals.	To date, procedures have been updated to include steps for sending delinquent notices to grantees once the list has been received from the accounting office.
	FY 2009
6. Measures:	
Measure Text	New Participants
Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Participants
Explanation of Measure	This measure represents new enrollments for the monthly period. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Continuing Participants
Measure Type	Output

Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Participants
Explanation of Measure	This measure represents the number of participants who are continuing in the program from previous months. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Community Service Hours Provided
Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Hours of subsidized community service work.
Explanation of Measure	This measure represents the aggregate number of community service training hours provided by SCSEP Recovery Act participants during the reporting period. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Participants at or Below the Poverty Level

Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	This measure indicates the number and percentage of participants living at or below the current poverty level at time of enrollment. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Participants with a Disability
Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	This measure indicates the number and percentage of participants indicating they have disabilities at time of enrollment. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator

Measure Text	Participants who are Veterans
Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	This measure indicates the number and percentage of participants who document qualified veteran status at time of enrollment. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Participants who are Homeless
Measure Type	Output
Measure Frequency	Monthly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	This measure indicates the number and percentage of participants who reported being homeless at time of enrollment. Participant levels, by select target characteristics and service categories will be collected and reported. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator

Measure Text	Entered Employment Rate
Measure Type	Outcome
Measure Frequency	Quarterly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	The entered employment rate represents the percentage of participants employed in the first quarter after exit. This is a federal job training program common measure, which enables the Senior Community Service Employment Program (SCSEP) to describe in a similar manner the core purposes and results of the program compared to other education, employment and job training programs. For example, while the target population for the SCSEP includes unemployed low-income persons age 55 and older, the ultimate outcomes for this program are the same as for all other employment and training programs. Common measures remove a barrier to service integration among programs by ensuring that programs no longer have different definitions and methodologies for measuring performance. In this case, the performance indicator measures how many participants got a job according to the following formula: of those who are not employed at the date of participation – the number of adult participants who are employed in the first quarter after the exit quarter divided by the number of adult participants who exited during the quarter. There is no targeted ARRA increment. The target was set using a regression model based on past program results and the unemployment rate. Because of the high unemployment rate and a contracted economy, DOL does not expect that Recovery Act funding will allow the program to improve its entered employment rate in the short-term. However, the funds will allow more individuals to receive services. These output measures are shown above.
Year	2009
Original Program Target	48.1%
Revised Full Program Target	48.1%
Targeted ARRA Increment	0
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Employment Retention Rate
Measure Type	Outcome
Measure Frequency	Quarterly
Direction of Measure	Increasing
Unit of Measure	Percentage
Explanation of Measure	The employment retention rate represents the percentage of participants employed in the first quarter after program exit still employed in the second and third quarters after exit. This is a federal job training program common measure, which enables the Senior Community Service Employment Program (SCSEP) to describe in a similar manner the core purposes and results of the program compared to other education, employment and job training programs. For example, while the target population for the SCSEP includes unemployed

	low-income persons age 55 and older, the ultimate outcomes for this program are the same as for all other employment and training programs. Common measures remove a barrier to service integration among programs by ensuring that programs no longer have different definitions and methodologies for measuring performance. In this case, the performance indicator measures how many participants retained their employment once placed in a job, according to the following formula: of those who are employed in the first quarter after the exit quarter – the number of adult participants who are employed in both the second and third quarters after the exit quarter divided by the number of adult participants who exited during the quarter. There is no targeted ARRA increment. The target was set using a regression model based on past program results and the unemployment rate. Because of the high unemployment rate and a contracted economy, DOL does not expect that Recovery Act funding will allow the program to improve its employment retention rate in the short-term. However, the funds will allow more individuals to receive services. These output measures are shown above.
Year	2009
Original Program Target	68.3%
Revised Full Program Target	68.3%
Targeted ARRA Increment	0
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Average earnings
Measure Type	Outcome
Measure Frequency	Quarterly
Direction of Measure	Increasing
Unit of Measure	Dollars
Explanation of Measure	This measure represents the average six-month earnings for program participants. This measure is a federal job training program common measure, which enables the Senior Community Service Employment Program (SCSEP) to describe in a similar manner the core purposes and results of the program compared to other education, employment and job training programs. For example, while the target population for the SCSEP includes unemployed low-income persons age 55 and older, the ultimate outcomes for this program are the same as for all other employment and training programs. Common measures remove a barrier to service integration among programs by ensuring that programs no longer have different definitions and methodologies for measuring performance. In this case, the performance indicator measures participants' average six-month earnings once placed in a job (note: the average earnings for a year can be obtained by doubling the performance measure result), according to the following formula: of those participants who are employed in the first, second, and third quarters after the exit quarter – total earnings in the second quarter plus total earnings in the third quarter after the exit quarter divided by the number of participants who exited during the quarter. There is no targeted ARRA increment. The target was set using a regression model based on past program results and the unemployment rate. Because of the high unemployment rate and a contracted economy, DOL does not expect that Recovery Act funding will allow the program to improve its

	average earnings in the short-term. However, the funds will allow more individuals to receive services. These output measures are shown above.
Year	2009
Original Program Target	\$6,229
Revised Full Program Target	\$6,229
Targeted ARRA Increment	0
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
Measure Text	Service to Most-in-Need
Measure Type	Output
Measure Frequency	Quarterly
Direction of Measure	Increasing
Unit of Measure	Barriers per participant
Explanation of Measure	Average number of barriers per participant. The total number of the following characteristics: severe disability, frail; age 75 or older, old enough for but not receiving SS Title II; severely limited employment prospects and living in an area of persistent unemployment; limited English proficiency; low literacy skills; disability; rural; veterans; low employment prospects; failed to find employment after using WIA Title I; and homeless or at risk of homelessness divided the number of participants who are active on the last day of the reporting period or who exited during the reporting period. This information and the other output measures will enable the Labor Department to report on short-term indicators which are aligned with the intended use of Recovery Act funds. For example, it is the intent of the Recovery Act to increase services to unemployed low-income recipients. Implementation guidance also stresses the need to provide training and those supportive services which aid participant training. These set indicators will help describe the Department's progress in these areas on a consistent basis. The Department is working to set targets for the output measures.
Year	2009
Original Program Target	Baseline
Revised Full Program Target	TBD
Targeted ARRA Increment	TBD
Actual	
Goal Lead	Gay Gilbert, Office of Workforce Investment Administrator
7. Transparency and Accountability:	
Consistent with the transparency and accountability objectives of the Recovery Act, Competitive Grantee programs may provide additional monthly participant information as necessary and when applicable. This information would be in addition to current quarterly and annual reporting requirements. ETA Competitive Grantee information may be extracted from the relevant case-management system. Competitive Grantee case-management systems include participant-level information including types of services received and outcomes when available.	

ETA will post the summary of program data on the ETA website, the DOL Recovery webpage, and Recovery.gov.
The Department of Labor cost accounting model used for regular appropriations will be applied to the SCSEP program.
8. Federal Infrastructure Investments:
NA
9. Barriers to Effective Implementation:
There are two major barriers to the implementation of the SCSEP Recovery Act program:
<ol style="list-style-type: none"> 1. Ramping up and ramping down. The SCSEP program normally begins each program year with about 70 percent of its participants carried over from the previous program year. The Recovery Act grants begin with no carried-over participants, thus requiring significant recruitment efforts aimed at both participants and host agencies (non-profit organizations or government agencies) where participants can receive their community service training. Conversely, as Recovery Act funding nears its end point, grantees will be faced with the need to either move Recovery Act participants into the regular program; find jobs for them; or, as a last resort, terminate them from the program. Recovery Act funds are effective for just 15 months, limiting the ability of grantees to prepare older participants for entry or re-entry into the labor force; the average period of enrollment by program participants is currently more than 21 months. 2. Maintenance of effort prohibitions. Both the legislation enabling SCSEP and the Recovery Act have strict prohibitions against participants performing work that was formerly done by a laid-off worker. Grantees will face difficulty in placing participants in host agencies, since many non-profit organizations and government agencies have laid off employees due to the recession. <p>To address these barriers, the Department has already presented several teleconferences and webinars to provide technical assistance to grantees facing recruiting difficulties and strategies for dealing with the challenges of maintenance of effort compliance. The Department has developed a predictive tool, based on recent data from the regular program, which will allow grantees to test different recruiting strategies and see likely outcomes in terms of spending Recovery Act funds over the 15-month grant period. SCSEP Federal Project Officers, national office staff, and several contractors with specialized knowledge will assist grantees throughout the 15-month grant period with customized technical assistance. Based on spending patterns analysis at the end of 2009, the Department will explore the feasibility of shifting funds from under-spent areas to those areas with more current need and/or the proven ability to serve more participants.</p>
10. Environmental Review Compliance:
NA