

# MAINE STATE LEGISLATURE

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# WORKFORCE INVESTMENT ACT STRATEGIC PLAN 2012-2016



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

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

Typed Name of Governor: Paul R. LePage, Governor

Signature of Governor: 

Date: January 30, 2013

# Executive Summary of Workforce Investment Act Strategic Plan

## Background

- Governor LePage, while conducting Job Creation Workshops across the State during his first year in office, heard one consistent message from employers in all locations—“They have jobs, but cannot find the qualified applicants with the necessary skills.”
- Upon further investigation, he found that less than 20 percent of Workforce Investment Act (WIA) funding (\$10 million) was being spent on training for in-demand jobs (for example: tuition, on-the-job or customized training for specific jobs).

## Challenges of the Current System

- The level of strategic collaboration between industry and workforce stakeholders\* is inadequate and insufficient to identify or address current and emerging industry skill gaps and/or regional skill gaps.
- The ways in which scarce resources are invested (money, personnel, and information) are siloed by agency or institution or are allocated on a supply only versus demand basis.
- The knowledge and skill-needs required of job creators have evolved significantly; coupled with ever-increasing skill gaps resulting from the retirement of highly skilled baby boomers and the mismatch of skills of new labor-force entrants, this is impeding the growth of some Maine industries.
- The 13-year-old WIA structure, created at a time when product life cycles lasted six to eight years, has grown outdated; our educational and workforce systems need to respond to the needs of the current and rapidly changing economy.
- Local areas currently cover vast regions, making response to distinctions in economies, populations, proximity to educational or other resources facing rural areas less specific to their needs. The current local areas' boards' composition does not reflect the geographic or economic diversity of the entire local area.
- On-the-Job Training (OJT) funds get invested on a push versus pull basis, i.e.: local areas promote the use of OJT funds to incent individual employers to hire individual workforce participant versus allocating OJT dollars to address the real industry or sector skill gaps that face numerous businesses and thereby meeting prioritized goals for use of funding overall.
- Support-service benefits used to ensure workforce participants can successfully complete occupational training, for example, supports to address travel or childcare needs, are inconsistently available in different regions of the state.

## The Vision

- Maine will maximize the return on investment for federal and state training funds for Maine's citizens and employers and increase the percentage directed to occupational skills training for in-demand jobs.

## The Goals

- Expand the available funding for job training. The new plan requires a minimum percent of funds spent on occupational skills training, and progressively raises that minimum to continue to require systemic improvements.
- Increase the number of individuals who would be served.
- Be more relevant to businesses by increasing the private sector's involvement in the workforce development system.
- Expand business and community input at the local level and to the State Workforce Investment Board.

- Increase consistency of statewide customer service, accountability and program policies, to ensure that every citizen has equal access to programs and training.
- Increase coordination with local economic development agencies and other sources of economic development activity such as trade associations to ensure that the training system is responsive to economic conditions and industry changes.

### The State Plan—Key Elements

- Revitalize the State Workforce Investment Board (SWIB) to be business led and data driven.
- Restructure the workforce investment system to:
  - Create local and statewide Industry Partnerships to determine/define business needs as the cornerstone of the Workforce Development system. Industries can provide feedback on the specific and changing training needs and create opportunities to attract more businesses from those industries to Maine.
  - Implement new policies and launch or continued implementation of programs and services that will result in cost savings, strategic use of resources, and increased occupational skills training system-wide.
  - Obtain greater input and local representation by aligning Local Workforce Investment Areas with the eight Chamber of Commerce Regions, thereby providing a keener understanding of regional economic distinctions through expanded local input. These eight Chamber regions are the same regions used by the Department of Economic and Community Development (DECD) and its Office of Tourism. These regions better align and represent economic, labor market, and geographic characteristics and will better target training to the key regional needs.
  - Use the Chambers of Commerce as convening intermediaries. Chambers already reach 34 percent of Maine's businesses, and this would immediately double the number of business that are currently reached by the existing system. Connecting with the Chambers in turn provides them with an opportunity to grow their membership by adding value for members through a connection to the workforce development system in their region and statewide.
  - Have greater central oversight and policy coordination from the State Workforce Investment Board.

### Projected Outcomes of the New Plan

- **Increased business input** and industry partnership as the *overarching driver* of the system. With this input, the skill needs of Maine's industries will determine how training funds get invested, which education and training programs get developed, how those programs get delivered, and how service providers implement policy directives, strategically collaborate, and align resources to meet those needs.
- **Maximized return on investment** of public dollars by requiring alignment of investment priorities, programs and services and leveraging resources across programs and agencies.
- **Educational reform** at all levels, ensuring that publicly funded training and education is responsive to industry and delivered in ways that both employed and new workers can access.
- **Ensuring credentials attained** by workforce training participants are those that are demanded by industry.
- **Responsiveness to distinct regions** of the state by expanding input, evaluating how well workforce system partners engage with and resolve the issues of all regions of the state, both rural as well as urban. Develop policy and initiatives to address deficiencies.
- **Ensuring a continuum of skill development resources** that will address all industry-required skill levels by identifying career pathways, articulating the training and development needs at various

levels, identifying the programs that prepare workers for each level and ensuring that those employers who are hiring workforce participants have access to long-skill development assistance through programs such as registered apprenticeship.

- **Better utilization of our existing available labor force** through innovative partnerships with industry that result in placement of returning veterans, persons with disabilities, and new labor force entrants; and by
- **Establishing efficiency and accountability measures** that will guarantee Maine businesses and workers directly reap the benefits of public program dollars administered by workforce system partners.

#### **The New Plan's Strategic Policy and Program Provision Strategies**

The State Workforce Investment Board will implement new policies to achieve the following results.

- Increased involvement of private sector.
  - Expand local input, align with regional economies (the eight local areas).
  - Clearly articulate policies for industry partnerships.
  - Clarify roles at all levels.
- Integrated approach to addressing industry skill gaps that align education and economic and workforce development resources.
  - Promote value of industry required credentials.
  - Promote funding of company-provided training for workforce participants.
- Integrated approach to addressing the employment needs of varied populations resulting in advantageous employment opportunities for all.
  - Incentivize and/or promote employment of individuals with disabilities, new labor force entrants, etc., through collaborative agreements like Business Leadership Network Model.
- Program and resource alignment and collaboration.
  - Require programs/providers to collaborate and co-invest resources.
  - Require utilization of programs and resources across agency lines to assure all investments are aligned with state goals.
- Strategic, focused investment of all resources.
  - Policies that prioritize which sectors or entities receive investments.
  - Policies that align investment priorities across agencies (Departments of Economic and Community Development, Education, Health and Human Services, Corrections and other agencies).
- Cost containment, cost savings, cost sharing, and improved leverage.
- Tighter methods of measuring performance.
- Better utilization of existing resources.
  - Require companies that receive workforce or economic resources to list with Maine Job Bank as a mechanism for tracking new job growth.

\* System Stakeholders include County Commissioners, Service Providers, Economic Development, Educational Institutions, Community Based Organizations, Department of Labor, DECD, Municipal Officials and others.

# WORKFORCE INVESTMENT ACT STRATEGIC PLAN 2012-2016



*It is time for us to take bold action. Maine has the best and brightest people to move the state forward and there is no better time to start the movement. All hard working Maine families deserve to have access to the tools that will help them realize their dreams and achieve them. My vision for Maine is one where all of our citizens prosper now and into the future.*

*Governor Paul R. LePage*



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#### No.

1. Performance Scorecard
2. Maine's Industry Partnership / Sector Strategy
3. Integrated Service Strategy (ISS)
4. Policy Draft – Minimum Training Expenditure Requirement for WIA
5. Policy Draft – Approval of Local Workforce Investment Board
6. Policy Draft – Certification of One-Stop CareerCenters
7. Policy Draft – Data Collection and Reporting
8. Policy Draft – Obtaining a Letter of Support from SWIB Required
9. Policy Draft – Establishing Chambers of Commerce as Required Partners in Local Areas
10. Policy Draft – Promotion and Availability of Entrepreneurship Training as Required Service
11. MAP of CareerCenter Locations
12. LD 1874, Public Law Chapter 627, 125<sup>th</sup> Maine State Legislature
13. State Workforce Investment Board Membership
14. MAP Chamber of Commerce Regions
15. Waiver Request: Common Measures
16. Waiver Request: Implementation of Subsequent Eligibility of Training Providers
17. Waiver Request: Customized Training: 50% WIA funded Employer Training Cost Match
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## SECTION ONE – STRATEGIC PLAN

### Recharging Maine's Economy

#### Improving Maine's Business Climate –Advancing Maine's Workforce

Governor LePage's number one priority is to establish Maine as **"OPEN FOR BUSINESS"** by promoting an energetic business climate that will jump start Maine's economy and advance Maine's workforce.

Recharging Maine's Economy requires an aggressive multi-pronged strategy for change that will address critical business and workforce needs while tackling an enormous budget deficit. Because industry is the primary job generator, the key emphasis of Maine's economic and workforce investment strategy will be building and expanding partnerships with business and industry with a dual-focus that addresses both the employment needs of Maine people and the skill and resource needs of Maine businesses.

Stimulating job creation will require the alignment and focused investment of all available public and private resources. It will also require close evaluation and unequivocal understanding of the economic nuances and challenges facing vastly different regions of this large, mostly-rural state. Expanding regional reach and attaining industry sector input will provide just-in-time information that will drive investments and affirm results of ongoing economic analyses.

Recent national ranking reports place Maine as the least affordable state in which to do business for reasons ranging from high taxes and slow regulatory licensing processes to ever increasing energy costs. The Governor's economic strategy looks to address and simplify regulatory processes that are prohibiting business investment and to encourage innovation and partnership for more affordable energy sources.

Maine has a proud history of manufacturing quality products. A recent resurgence in the manufacture of niche market textiles and ongoing advances in high-tech precision manufacturing are pivotal steps in the right direction. The resurgence requires a workforce with greater technical skill levels, complex problem solving capability and the capacity to monitor and coordinate complex systems.

Cultivating workforce programs that address the needs of *all* Maine people while at the same time addressing essential skill gaps hampering industry growth will require cross agency partnerships and exacting policy implementation. The State Workforce Investment Board will play a compelling role in generating policy that guides strategic resource alignment, cooperation and a resolute role in program compliance and oversight. Its sub-committees, responsible for programs and advocacy for target populations, will continue to play a critical role in identifying and recommending strategies that can address ongoing issues.

The following plan outlines the collaborative steps, focused investments and strategic action steps that will promote business success and advance Maine's workforce.

## Regional Distinction and Evaluation

Broadening understanding of regional economies and increasing input at the local level will be accomplished in several ways: first by defining and endorsing local area representation in eight key chamber regions of the state, second by increasing private sector input through a comprehensive approach to partnership with industry, that will include trade associations, chambers of commerce, and business assistance service agencies cooperatively collaborating with education and workforce development, and, finally, through consistent ongoing evaluation of the impact of workforce and economic initiatives affecting the regions, using a variety of metrics that will inform a data-driven response.

Maine has eight Chamber of Commerce regions; each region contains a number of local Chambers of Commerce. Through the Maine Association of Chamber of Commerce Executives (MACCE), the local chambers have agreed to function as facilitators and conveners of business input. Chambers will be reimbursed for expenses incurred to provide business input to the SWIB. Chambers will not become contractors, nor will administrative overhead be funded for them. Because this new approach will not only afford them a greater opportunity to link their local communities to workforce development, it will provide them with an opportunity to recruit more members, thus strengthening their own market penetration and strengthen their local business environment.

Business input will be more targeted by using Chamber regions. The eight regions more closely mirror cohesive regional labor markets and economies than the present system. The eight regions are smaller in size and population and are more geographically and demographically logical. For example, the Coastal Counties Workforce Investment area encompasses six counties that range from the most urban area of the state (Portland and Cumberland County) to one of the most rural counties in the state (Waldo County). In any given local workforce area, the larger cities in those areas dominate the services and the general workforce development conversation. While this may be natural, it doesn't provide the level of consideration that all communities should be receiving.

Since the proposed eight regions are aligned with Maine's eight tourism regions, they reflect the importance that tourism plays in the state. Although the economy has markedly changed in the past two to three decades, natural resources still drive much of our economic activity, economic development, business startups, and regional workforce markets. Tourism crosses industries and sectors, including hospitality, arts and recreation, transportation, health care, and retail services. Tourism growth results in increased construction and vehicle sales. Many small businesses, even some manufacturers, benefit from tourism. Local economies rely heavily on the multiplier effect of tourism dollars—grocery stores, discount stores, restaurants, hotels, etc not only directly benefit from the money spent by visitors, but the jobs attached to those businesses create income that is then spent by employees, along with payroll and income tax revenue resulting from the jobs directly and indirectly attached to tourism. Aligning workforce and economic development programs with tourism ensures that our workforce system aligns with a great number of employers, businesses, job seekers, and workers.

The **Eight Chamber Of Commerce Regions** are:

1. *Aroostook Region* composed of one large rural county;
2. *Downeast and Acadia Region* composed of Washington and Hancock counties;
3. *Maine Highlands Region* composed of Penobscot and Piscataquis counties;
4. *Kennebec and Moose River Region* composed of Kennebec and Somerset counties;

5. *Mid-Coast Region* composed of the four coastal counties Waldo, Knox, Lincoln and Sagadahoc;
6. *Lakes and Mountain Region* composed of Androscoggin, Franklin, and Oxford counties;
7. *Greater Portland and Casco Bay Region* composed of Cumberland County; and
8. *Maine Beaches Region* composed of York county and bordering New Hampshire.

By leveraging the already powerful communications network of the chambers and adding the additional outreach of the industry partners through their trade and professional associations, the workforce development system will have an improved and direct connection with employers.

### ***Aroostook Region***

*The Aroostook Region is composed of one large rural county, Aroostook, named from a Native American word meaning “Beautiful River.” It is aptly nicknamed the “The Crown of Maine” because of its geographic location. This region is also known by several different names, including, “The Last Frontier of the East,” or more commonly, just “The County.” Aroostook County comprises almost 20 percent of the state’s land mass. Bordering the provinces of Quebec and New Brunswick, geographically it is the largest county east of the Mississippi and in fact is larger than the states of Rhode Island and Connecticut combined. In the oldest state in the country (median age 42.7 years), this county is the oldest in Maine, with a median age of 45.3 years.*

*This region’s population is 71,900, with a labor force of 34,714, with unemployment rate of 9.7 percent well above the state and national average. The population density is 10.8 persons per square mile (Maine = 43.1 persons/square mile).*

*This vast region is dominated by two agricultural features: the Northern Maine Woods and central and southern Aroostook’s rolling farms. These features indicate agriculture as a major economic driver, including industries such as timber and paper and farming of potatoes and broccoli. Even into the 1980s, the public schools’ terms started in August to accommodate a break in September-October so the local students could help with the potato harvest. Depending on farming and recreation, the Aroostook Region’s economy rises and falls with weather and the climate.*

*Generations of families in this region worked in the woods or potato fields. This is no longer the case. Many of the loggers are now from Canada and the crops are harvested by migrant farm workers and Native Americans from the two local tri, the Houlton Band of Maliseet Indians and the Aroostook Band of Mi’kmaqs. These two tribes, which have sovereign status, straddle the Maine-Canada border. Native Americans account for 1.7 percent of this region’s population.*

*The St. John River Valley of this region runs along the border with Canada. Franco-Americans are the dominant ethnic group and the area’s culture reflects the French heritage. Many people here still speak fluent French. As in Maine’s mill towns to the south, Aroostook’s Franco-Americans experienced significant prejudice.*

*The Aroostook region contains three major business centers, Presque Isle, Houlton and Caribou. Caribou’s workforce is one of the most productive in the nation. With no work stoppages and an*

*absenteeism level that is virtually immeasurable (less than 2 percent), increased productivity is guaranteed. Hard work and dedication are shining qualities of the local labor force.*

*Presque Isle is the commercial center of Aroostook County. There is great potential for further growth as a center of retail, trade, distribution and industry. It is the banking, shopping, transportation, insurance, state and federal center for Aroostook County. It is also the County's central potato-selling headquarters.*

*Houlton boasts a diverse group of businesses ranging from retailers, manufacturers, health care providers, and education, all committed to the continual improvement of their community, schools, economy, and quality of life.*

*This region also relies heavily on recreation—the Allagash National Waterway flows from the northern border where snowmobiling and winter sports are linchpins of Aroostook's economy. Since 1999, the Maine Winter Sports Center's goal has been to create a new and sustainable economic and cultural model for Maine's rural communities, keeping young families in The County and attracting businesses looking for a high quality of life for their employees. This community-run, non-profit provides an epicenter for programs for all ages and serves as an economic engine for much of The County. The Maine Winter Sports Center hosts world class championship cross-country ski competitions that function as qualifying races for the Olympics. In addition to snowmobiling and Nordic and Alpine skiing, Aroostook entertains camping, hunting, ice fishing and dogsled racing.*

*Aroostook is home to the University of Maine at Presque Isle (UMPI), the University of Maine at Fort Kent (UMFK), and the Northern Maine Community College (NMCC). At the secondary school level, this region contains five Career and Technical Education schools. Notably, UMFK and NMCC have formal articulation agreements offering a program in wind energy turbines. There is a full service CareerCenter in Presque Isle and satellite offices in Houlton and Madawaska. There are nine local Chambers of Commerce in the Aroostook Region.*

### ***Downeast and Acadia Region***

*Hancock and Washington Counties comprise the Downeast and Acadia Region. While both have historically shared industries such as fishing and boat building, these two counties have striking economic differences today.*

*Acadia National Park is located on Mount Desert Island and Schoodic Point in Hancock County. Ellsworth is the county seat and most visitors to the park travel through Ellsworth. Almost all of the employers in this city are public agencies (including the park), service providing programs, retail sites, or hospitality/tourist oriented. Bar Harbor, the national park's "gateway town," is also a popular summer cruise ship port. In addition to the park and the tourism oriented towns, Mount Desert Island also has traditional hardscrabble coastal villages with their working families and wealthy "summer people." Due to the mix of residents and the access to a plethora of recreational locations, Hancock County has a noticeable creative economy, particularly in, but not confined to, Ellsworth.*

*Although the national park dominates the local economy, this area is home to the Hancock County Business Conference and Trade Show and Jackson Laboratory. The latter is a nationally based independent, nonprofit organization focusing on mammalian genetics research for advancing human health. The synergy of recreational opportunities, Jackson Lab, the proximity to Bangor, and the nearby University of Maine makes Hancock County one of the state's most economically stable and commercially viable rural areas.*

*Washington County, the eastern most county in the US aptly nicknamed "Sunrise County" is dominated by vast blueberry barrens, rocky seashore, and forest. This area's once thriving boat building and seafood canning industries are no longer significant sources of employment. Logging, blueberrying, wreathmaking, fishing/lobstering, and tourism, which are all seasonal in nature, provide the bulk of employment opportunities, along with public service jobs—both governmental and private.*

*The majority of the blueberry rakers and wreath makers are migrant or seasonal workers. Some of the farm workers have settled in Washington County, resulting in a small (1.4 percent) but visible Hispanic population. In addition, Washington County contains two Passamaquoddy Indian Reservations, Pleasant Point in Eastport and Indian Township in Princeton. The Passamaquoddy, who account for 4.9 percent of this county's residents, are a sovereign nation living in the easternmost place not only in Maine, but in the United States. On its east, Washington County borders Canada.*

*Washington County has a smaller but vital tourist trade. Campgrounds, lakes and fishing areas, the St Croix River, state parks and Moosehorn National Wildlife refuge attract visitors who hunt, fish, camp, watch nature, and kayak. Washington County supplies the world with many famous niche products. If you ever buy a blueberry muffin mix, the blueberries came from this county. If you have ever been sent a Christmas wreath, it probably came from this county. Small boat builders dot the Washington County coast line. Several towns in this county, most notably Eastport, are reinvigorating themselves by embracing the creative economy.*

*Recent promising investments may provide a turning point for this county. Sunrise County Economic Council boasts new opportunities for those who have relied on the sea all their lives who are now finding new employment opportunities in first-in-the-nation tidal energy generation, commercial aquaculture, and sustainable tourism. Strides in the county's information technology infrastructure have given farmers and fishermen new skills to bring their products to market. The Port of Eastport, Maine's deep water port, is the closest U.S. port to many of the country's international trading powers, and has undergone a multi-million dollar transformation in recent years.*

*The Woodland Mill, one of Washington County's largest employers, recently completed installation of a natural gas pipeline that is allowing it to save millions in energy costs and explore ways to grow and diversify its business model, meaning increased opportunities for the county's fledgling logging industry at a time many paper mills across the country are scaling back.*

*This region's population is 84,900. This region has a labor force of 42,976, with an unemployment rate of 11.6 percent, well above Maine's average unemployment rate.*

*The University of Maine at Machias and the private College of the Atlantic are the two four year post-secondary schools in the Downeast and Acadia Region. Washington County Community College is located in Calais, a city with a major US-Canada border crossing. There are three Career and Technical Education schools in this region, and CareerCenters in Machias and Calais and four satellite offices. There are thirteen local Chambers of Commerce in the Downeast and Acadia Region.*

### ***The Maine Highlands Region***

*The Maine Highlands Region is composed of Penobscot and Piscataquis counties. This region includes the cities of Bangor and Brewer on the Penobscot River, Moosehead Lake (Maine's largest lake) and its gateway town of Greenville, portions of the Northern Maine Woods, and numerous opportunities for hunting, fishing, camping, hiking, snowmobiling, cross country skiing, and other recreation. This region's most impressive natural feature is Baxter State Park, a 200,000-acre wilderness preserve with trails lead up mile-high Mt. Katahdin, Maine's highest peak and the northern terminus of the Appalachian Trail.*

*Bangor is the historic and cultural hub of the region. It is also a center for wholesale distribution. Nearby Orono is the home of the University of Maine. The Penobscot Indian Reservation on Indian Island and the Wabanaki Arts Center are located ten miles away in Old Town.*

*The Penobscot River is the longest of three Maine Rivers renowned for whitewater rafting; it flows almost in the shadow of Mt. Katahdin.*

*Millinocket, once a lumbering colony, serves as a hub for visitors to Baxter State Park and is a four-season recreation destination. This is the starting location for remote fishing, wilderness camping, hiking, and hunting expeditions.*

*This region's population is 171,500, approximately 44,500 of whom live in Bangor and Brewer. This region has a labor force of 86,902, with an unemployment rate of 8.4 percent.*

*While the Bangor-Orono-Brewer triangle contains major employers with many well paying occupations in education, biotechnology, and health care, most of this region is rural and forested. Work in those areas is less plentiful. Good paying work in the paper mills of Lincoln, Old Town, and Millinocket has eroded over the past two decades. Some of the dislocated workers were able to retire, and many were called back as mills were sold to new owners and re-opened, but each call back employed fewer workers than before, frequently at lower pay and with fewer benefits. Logging, tourism, hunting, and recreation provide jobs in the more rural areas. Taking advantage of its proximity to Jackson Laboratory in Bar Harbor and the University of Maine, biotech companies have established themselves in this area. In addition, Cianbro Corporation, a leading east coast construction company, has established a fabrication facility in Brewer. Businesses find this area to be very attractive for its combination of academic research and development facilities, a vibrant arts community (including the American Folk Festival and Waterfront Summer Concert series which draws nationally known musical acts), recreation, and natural beauty. One of the leading canoe manufacturers in the county, Old Town Canoes, is located here. The Bangor International Airport has the longest runway north of New York City; for this reason, larger*

*aircraft land here when weather conditions do not permit landing at Kennedy and LaGuardia Airports. This has given the area and its surrounding business community an international trade advantage.*

*In addition to the University of Maine Orono, you will find Eastern Maine Community College and UMA Bangor, a branch of the University of Maine at Augusta, which offers both degree and certificate programs. Husson University is also located in Bangor. Husson is best known for its business and health care programs. Four Career and Technical Education schools are located in the Maine Highlands. The United Technology Center in Bangor is a cutting edge CTE facility training some of the best and brightest of Maine's youth for the premier employers in the area. This region is served by one full service CareerCenter and four satellite sites. There are seven local Chambers of Commerce in the Maine Highlands Region.*

### ***Kennebec and Moose River Valleys Region***

*Kennebec and Somerset Counties comprise the Kennebec and Moose River Valleys, famous for whitewater rafting and snowmobiling. The region also boasts museums, Shakespearean theater, Maine's capital city, and an international heritage corridor.*

*Somerset County stretches from the Canadian border and its important border crossing at Jackman to the Kennebec River. This is a very rural county, with a population density of only 13.3 people per square mile.*

*Kennebec County straddles its namesake river and is home to Augusta, Maine's capital city. Like all the major cities in this region, it is located on the Kennebec River. On weekdays the number of people in the city for work swells the census to nearly 40,000. Augusta is the county seat of Kennebec County and the home location of the University of Maine at Augusta (UMA).*

*Twenty-one miles upriver is Waterville, home to two colleges, Colby and Thomas, and the nationally recognized "Maine Independent Film Festival". Sixteen miles further north up the river is Skowhegan, home of the late Senator Margaret Chase Smith. Augusta, Waterville, and Skowhegan are all traditional mill towns. The once thriving textile, paper, and lumber industries are now largely absent, along with their jobs. This area has a visible Franco-American history and population.*

*This region's population is 174,400, approximately 48,800 of whom live in Augusta, Waterville, Winslow, and Skowhegan. This region has a labor force of 88,839, with an unemployment rate of 8.5 percent, slightly above the state average. Education, health care, and government are the dominant employers in this region, with significant but smaller numbers employed in tourism/recreation and paper/lumber.*

*While government provides four of every ten jobs in the region, other large employers include high-tech manufacturers, health organizations, the state's largest electric utility headquarters, financial institutions, major distributors, growing retail centers and statewide association headquarters.*

*Manufacturers include alternative manufacturing (computer components), Kenway Corporation and Filter Belts (paper industry products), Kennebec Technology (high tech and space products) and a number*



*of wood products specialists. The national headquarters of Cianbro Corporation is located in Pittsfield, a half hour north of Augusta on Interstate 95. Cianbro employs approximately 2,000 people in Maine and is a highly respected employer of choice and one of the larger construction companies on the east coast of the United States. Cianbro is a specialist in commercial, industrial, and road and bridge construction, and now specializes in marine construction as well. This company is known to produce some of the best construction workers in the region, and is a leader in employing women in building and construction trades.*

*This area is headquarters for the state's largest electric utility, Central Maine Power Company, an Energy East Company, and includes major distributors such as NRF Distributors (flooring), PFG NorthCenter, Progressive Distributors and Pine State Trading (food service companies).*

*The capital area has grown significantly in retail business in the past decade with the addition of some major new retailers and redevelopment of others. The Marketplace at Augusta is the largest open air shopping mall north of Boston with about 600,000 square feet of retail space and significant expansions planned. Local automotive sales, now in excess of \$300 million, contribute significantly to sales growth. A second shopping center, Augusta Crossing, was built in 2009 and has firmly established Augusta as a major service center and retail hub, with a dedicated workforce and reliable customer base.*

*Augusta boasts several modern business parks, Gardiner opened a very successful new industrial park in 1999 and Winthrop is refurbishing an old downtown woolen mill to house a medical care center and a mix of tenants.*

*Along with the University of Maine at Augusta, Kaplan University (also in Augusta), and Thomas and Colby Colleges in Waterville, the Kennebec and Moose River Valleys have three Career and Technical Education schools. Full service CareerCenters are located in Augusta and Skowhegan. There are nine local Chambers of Commerce in the Kennebec and Moose River Valleys Region.*

### **Mid-Coast Region**

*The Mid-Coast Region includes the four coastal counties of Waldo, Knox, Lincoln, and Sagadahoc, and the city of Brunswick in the small portion of easternmost Cumberland County. This region is best known for its beaches, rocky shorelines, fishing villages, whale watching and schooner cruises. This is a very popular tourism area with a mix of lower and middle income families, many higher income retirees, and summer and year round residents. Tourism and hospitality related industries are major employers in this region.*

*This region includes the following retail and tourist destinations, which are also the major employment centers:*

- *Brunswick, home to Bowdoin College, is Maine's oldest college town. Brunswick also houses the recently decommissioned Brunswick Naval Air Station. BNAS has been redeveloped as a new education and technology center with the presence of Southern New Hampshire University, a branch of Southern Maine Community College, and aerospace and composite manufacturers.*

- Bath has a proud boatbuilding heritage and is the home of Bath Iron Works, one of the nation's most important defense contractors as well as one of the state's largest employers. Workers commute from several more distant labor markets to take advantage of the wages and benefits offered by BIW.
- Boothbay Harbor, Damariscotta, Phippsburg, and Wiscasset are popular tourist destinations.
- Rockland has emerged from decades of decline to become a major showcase of the creative economy, including the world-class Farnsworth Art Museum. Although not nearly as prominent as it was in the past, Rockland remains one of the major lobstering ports in North America.
- Ten miles north up U.S. Route-1; Camden is a classic harbor town. The beautiful harbor, professional quality golf courses, and privacy afforded by the surrounding natural areas attract higher income retirees and visitors. The Camden Snowbowl is a ski and sledding center located in the Camden Hills that offers stunning vistas of Penobscot Bay.

The Waldo County seat of Belfast was once a thriving economic area, but suffered from the collapse of the boiler and shoe industries that provided much of this city's employment. After struggling for two decades, Belfast benefited from the largesse of MBNA, which established a call center here in the 1990s. The University of Maine followed suit and located its Hutchinson Center in Belfast, and the city has now become another example of how the creative economy can be a tool to revive a faltering economy.

Searsport, just a few miles north of Belfast, is a former whaling center that has become an antiquing destination. The deep water port facility of Sears Island is located here.

The interior areas of the Mid-Coast Region also contain jobs in agriculture. Just as many workers commute from inland to Bath, many Mid-Coast Region residents commute to jobs in Lewiston and Augusta.

This region's population is 243,300, with a labor force of 157,409, with an unemployment rate of 8.7 percent, about the same as the state average. Nearly 31,000, or 21 percent, of this region's residents live in Brunswick, Bath, and Rockland.

The Midcoast Region has a commercial base in aquaculture, boat building, and niche manufacturing. In addition, this area has redeveloped the now closed Brunswick Naval Air Station as Brunswick Landing. The conversion of the Brunswick Naval Air Station for civilian reuse offers a model for other communities and regions in Maine facing economic challenges. Since the Navy officially ceded operation of the base to civilian authorities in 2011, the airstrip has reopened as Brunswick Executive Airport, and 16 businesses have moved into former military properties on the 1,700 acres now called Brunswick Landing. The most encouraging aspect of the base reuse strategy is that it aims to replace almost 5,000 lost jobs. Establishing Brunswick Landing as a center of innovation where employers can tap closely linked resources such as a satellite campus of Southern Maine Community College and Maine Technology Institute makes it easier to recruit new businesses.

Along with Bowdoin College and the Southern New Hampshire University, the Mid-Coast Region is home to Rockland's innovative Many Flags One Campus Learning Center, which is being developed to co-locate a Regional High School, a Career and Technical Education School, an integrated Higher Education Center made up of the Maine Community College System and the University of Maine System, and

*Industry Centers of Excellence, beginning with the Marine Systems Training Center run by the Maine Marine Trade Association on a single campus. The nationally known Maine Media College and Maine Media Workshops are located nearby in Rockport.*

*There are four Career and Technical Education Centers in the Mid-Coast Region. Until further development at Many Flags One Campus, the Brunswick branch of Southern Maine Community College remains the only community college currently located in this region. There are full service CareerCenters in Brunswick and Rockland. A satellite office is located in Belfast. There are nine local Chambers of Commerce in the Mid-Coast Region.*

### **Greater Portland and Casco Bay Region**

*This region, located within Cumberland County, is home to the historic seaport of Portland, Maine's largest urban area, perched on Casco Bay with its many island and coastal communities. This region is celebrated for its arts and entertainment scene, beautiful location near natural and recreational opportunities, and its proximity to Boston and the beach resorts of southern Maine. Also included in this region are the islands of Casco Bay, the larger of which have populations that commute to Portland for work by way of daily ferry boats. The Greater Portland and Casco Bay Region also encompasses Cape Elizabeth, South Portland, and Freeport, which is the headquarters of LL Bean and dozens of outlet stores and specialty shops. LL Bean is not only a major employer in this region, but also statewide. In addition to its year round workforce, it is a significant employer of seasonal workers. Like most retail employers, LL Bean was affected by the recent recession, resulting in layoffs in this region and around the state.*

*Portland's city population is 66,000, growing 3 percent since the census of 2000. This region's population is 243,300. The region's labor force numbers 157,409, with an unemployment rate of 6.3 percent, under the state average.*

*Financial/banking/insurance, tourism/hospitality, information technology, and health care and social services are dominant industries. Portland, the state's economic hub, is less than two hours from Boston by automobile; in addition, the Amtrak line between Portland and Boston is one of the rail line's most utilized commuter and tourist routes. The city is a stopping point for cruise ships and has ferry service to Halifax Nova Scotia. Portland has a recently expanded international Jetport and a full service intermodal transportation hub that makes it an ideal commercial and business center. The city is a major relocation point for many refugee populations; over 70 different languages are spoken by Portland's residents. As a result, the local school system has mobilized to accommodate the cultural diversity of the area, and with this diversity has become a vital arts and entertainment scene, niche shops and boutiques, cultural events and festivals, and a thriving and well educated youthful population. The city is receptive to the gay and lesbian population, which adds to its cultural and economic success. Recreation and the southern beaches are within a short drive. Portland is consistently ranked among the top small cities in the country for quality of life and business climate.*

*This region contains three Career and Technical Education schools. It is home to Kaplan University and the University of New England's Portland campus, which offers degrees in health care occupations and social work. Also present in the Greater Portland and Casco Bay Region are the Maine College of Art, the*

*University of Southern Maine, St. Joseph's College, a branch of Husson University, and Southern Maine Community College. A full service CareerCenter is located in Portland. There are six local Chambers of Commerce in the Greater Portland and Casco Bay Region.*

### ***Lakes and Mountains Region***

*With its spectacular mountain ranges, hundreds of glacial lakes and small creative communities, Maine's Lakes & Mountains Region draws outdoor adventurers, wildlife watchers, foliage lovers and history buffs. The vistas are stunning along the region's many scenic byways. In the winter, this region draws skiers, snowboarders and snowmobilers.*

*This region's population is 229,900. This region has a labor force of 103,197, with an unemployment rate of 8.6 percent, close to the state average.*

*The Lakes and Mountains Region includes Androscoggin, Oxford, and Franklin Counties. These counties are dotted with mill towns, ski resorts and the White Mountains and include the Maine portion of the White Mountain National Forest.*

*In Androscoggin County, Lewiston and Auburn, twin cities on either side of the Androscoggin River, form a lively arts community. These cities, known collectively as L-A, have a rich manufacturing and labor heritage. It was here that one of the state's largest populations of Franco-Americans found their livelihood tied to the textile mills and shoe factories. Bitter labor strikes took place in this area in the late 1800s and early 1900s. Much of this region also shares this experience, with many mill and factory towns in these counties. Bates College is located in Lewiston.*

*Lewiston and Auburn are committed to working together to bring businesses to the heart of Southern Maine. The cities fund the Lewiston/Auburn Economic Growth Council (LAEGC), the primary economic development organization for the community. At no cost, LAEGC serves as a business clearing house for information and directly provides site search assistance, loan programs, commercial financing, marketing, and liaisons to local, regional, and state development agencies.*

*An influx of Somali and Sudanese refugees that began in the late 1990s has brought a new immigrant population to the area. As the refugees have assimilated and integrated into the community, they've opened shops and small businesses that are brightening the Lisbon Street area of Lewiston. This area was once filled with a variety of businesses and stores. When the mills closed, this area became a classic zone of vacant storefronts. The refugee population, along with others who are attracted by the cultural diversity, are bringing Lewiston-Auburn back to its former status as one of New England's great riverfront cities. Lewiston is less than an hour from Portland, which enhances its attractiveness to business and commerce. Companies such as Wal-Mart Distribution, Procter and Gamble (Tambrands), and Newfab Incorporated are leading the manufacturing and transportation/logistics/distribution sectors in this region, but many vital small manufacturers are located here and anchor the local economy and workforce.*

*This area hosts outdoor recreation in many forms including Evans Notch, Lost Valley, Sunday River, and Mount Abrams ski resorts, the Saco River, and the White Mountains.*

*The Lakes and Mountains region also contains a small section of northern Cumberland County with Sebago Lake and its summer communities. Within an hour and a half drive of Boston, this area is a large and longtime tourist destination for visitors from New Hampshire, Massachusetts, and other near points south.*

*Rumford, in Oxford County, was once a thriving paper mill city on the Androscoggin River. Oxford County's history includes manufactured housing and quarrying. The manufactured housing industry located in the Oxford County towns of Norway and Paris once had a national presence and reputation. The past fifteen to twenty years have seen a decline in employment in this industry. The Bethel-Newry-South Paris area of Oxford County is well-known for its granite quarries, with their gem quality tourmaline, garnets, amethysts, and other gem stones. Some of the quarries in this area still supply jewelers and gem dealers, and museum collections across the country include gems and crystals quarried in Oxford County. Oxford County borders on New Hampshire and portions of the White Mountains National Forest are located here.*

*Franklin County's borders embrace the Rangeley Lakes National Scenic Byway along Route 17. This is recreation central: sport fishing, hiking, canoeing, snowmobiling, skiing at Saddleback Resort, and spectacular fall foliage. The Carrabassett River has carved out the Carrabassett Valley, which provides access to the trails, condos, and golf course at the internationally ranked Sugarloaf ski resort. The Appalachian Trail runs through this area. Recreation and tourism are important drivers of this county's economy, especially after the closure of the shoe factories that employed so many of Franklin County's residents. The ski resorts have a significant ripple effect on the local economy as they spur the hospitality, retail, and real estate sectors.*

*The University of Maine at Farmington (UMF) is situated in southern Franklin County. This campus is best known for its education degree programs and its access to world class winter sports.*

*In addition to Bates College and UMF, the Lakes and Mountains Region is the home of the University of Southern Maine's Lewiston-Auburn campus and the Central Maine Community College. There are four Career and Technical Education Schools in this region. A major private technical center, the New England School of Metalwork, provides certificate level training in blacksmithing and welding. Full service CareerCenters are located in Wilton and Lewiston, and there are two satellite offices in Rumford and South Paris. There are nine local Chambers of Commerce in the Maine Lakes and Mountains Region.*

### ***The Maine Beaches Region***

*This region is within the boundaries of York County and borders on New Hampshire. This county is well known for its beautiful sand beaches and the ocean side resorts located within an hour's drive of Boston. The Portsmouth Naval Shipyard in Kittery is one of the US Navy's top submarine maintenance facilities.*

*While primarily known for its coastal summer communities, this region also contains the sister cities of Biddeford and Saco. These two cities were Franco-American mill towns, but those mills are now vacant or have been converted to housing and offices. The premier employer in the region is the Portsmouth Naval Shipyard, located in Kittery. The shipyard employs nearly 4,500 individuals from both Maine and New Hampshire. The inland towns in this part of York County are home to large national manufacturing facilities, including Pratt and Whitney, General Dynamics, and Hussey Seating. These companies account for approximately 2,000 more workers. The name prestige of these companies helps attract other employers to the region and highlight this region's receptiveness to well paying, high skilled, technologically advanced jobs and the excellent workforce they employ.*

*The population of the Maine Beaches Region is 197,100. This region has a labor force of 110,062, with an unemployment rate of 7.7 percent, under the state average.*

*The University of New England, with its School of Osteopathic Medicine, is located in Biddeford. York County Community College is located in this region and this region also has two Career and Technical Education schools. There is a full-service CareerCenter in Springvale and a satellite office in Biddeford. There are seven local Chambers of Commerce in the Maine Beaches Region.*

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Regardless of region, Maine's workforce is unparalleled in many regards. Low employee turnover coupled with a legendary work ethic gives Maine-based companies a sustainable competitive advantage. Companies such as LL Bean and Cianbro Corporation have built their world class reputations largely as a result of Maine's outstanding workforce. Maine has an abundance of skilled, qualified and talented employees. Maine offers businesses an opportunity to become a significant and meaningful part of the community, fostering employee loyalty and engagement as well as brand recognition. Maine offers a cost effective, loyal and dedicated workforce eager for opportunity.

Along with the Maine department of Economic and Community Development, employers seeking to locate in any region of the state have a unique resource, Maine and Company, a private nonprofit corporation which provides free and confidential consulting services to businesses looking to relocate to Maine or expand within Maine. As a one-stop shop for businesses, their services include real estate site searches, data collection and analysis, incentives identification and valuation, site visit coordination, workforce analysis, and financing coordination.

### **Regional Evaluation**

In addition to ongoing statistical evaluations conducted by the Center for Workforce Research and Information and Maine's University and Community College Systems, three additional methods for regional evaluation will be implemented that will provide strategic partners with regular input on the effectiveness of policy and investment decisions. The three tools will include: **a)** Chamber Region Economic Impact Analyses, **b)** Workforce Development Scorecards, and **c)** the Employer/Business Services Scorecard

**A: Chamber Region Economic Impact Analysis** measuring:

Chamber Region Workforce Statistics, including labor force, trending in unemployment rates, number and type of business establishments, trends in job growth/decline, average worker wages and total wage growth, as well as Chamber of Commerce membership and penetration;

Employment by Industry, in absolute numbers and by percentages;

Average annual wages by industry, as a percentage of the statewide average and compared to prior years for trending analysis purposes; and

Educational advancement, economic achievement, and demographic statistics, including: population by age group, personal income and educational attainment in absolute numbers and percentages.

**B: Workforce Development Program Scorecard** will rate all stakeholder agency programs utilizing federal, state or other monies that impact workforce development, i.e.: Labor, DHHS, Education, the University System, the Community College System and more. As new programs develop they will be included in the scorecard.

Programs will be measured according to:

The nine common measures;

The total workforce investment dollars spent on training as a percentage of total program funds distributed (where available and relevant);

The total private funds leveraged;

The Return On Investment from both a taxpayer and dual customer (participant/employer) perspective; and

Levels of collaboration among and between programs and agencies (i.e.: joint investment of program resources, collaboration on business and/or participant services, implementation of formal MOUs that articulate the roles, responsibilities, expectations, and specific actions of collaboration related to joint goals).

Because direct comparisons between programs, on an ROI or other basis, could potentially be misleading due to varying resource levels, predominant target populations served, or other regional nuances that set one region apart from another, one page summaries about the programs detailing the purpose, objectives, populations served, and anticipated performance outcomes will also be considered.

**C: Employer / Business Services Scorecard** will measure the following by region:

Employer satisfaction with services provided;

Workforce Investment activity indicators;

CareerCenter activity;

Economic Development activity;

Industry Partnership activity;

Agency Partnership activity;

Resource and Program alignment activity; and

Other measures that indicate effective interfacing with employers, such as businesses benefitting from workforce resources, number of OJT contracts initiated, number of new apprentice programs and apprentices registered and more.

Relevant data will be captured on a regular basis and summarized in a series of “Dash Board” formats for SWIB and LWIBs, workforce system stakeholders, Chambers of Commerce, industry sector leads and service provider agencies. The metrics are intended to: detect performance trending, identify successes that can be piloted as best practices in other regions, highlight regional needs related to economic or

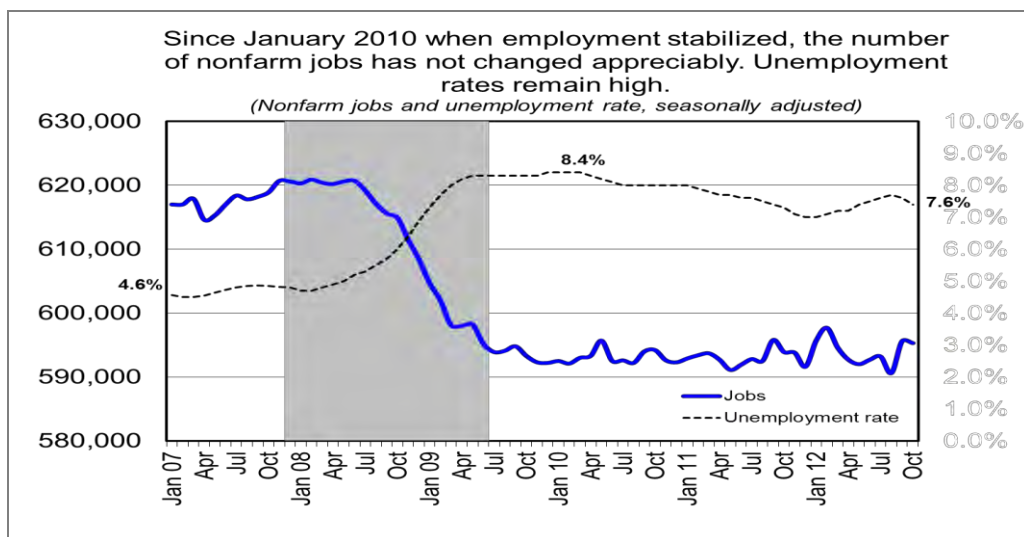
performance issues, and target resource allocation. Utilizing regional metrics will generate more effective responses to geographic differences (rural vs. urban), industrial distinctions (agricultural or recreational vs. manufacturing or business services) and will guide appropriate distribution of resources for the regions. A sample performance scorecard with metrics is detailed in **Attachment-1**

## Maine's Economic and Workforce Analysis

In order to better understand the task facing public and private partners in implementing strategic initiatives across Maine let us understand the current status of Maine's Economy. What follows is a comprehensive analysis of the workforce trends and economic challenges facing us.

Maine's economy has stabilized following the worst downturn in 80 years. Modest job growth in some sectors continues to be offset by job losses in other sectors. Payroll employment has not changed appreciably the last three years, remaining well below pre-recession levels. Unemployment remains high and the Consensus Economic Forecasting Commission does not expect a return to peak levels of employment until 2017, ten years after the onset of the national recession and eight years after the recovery began.

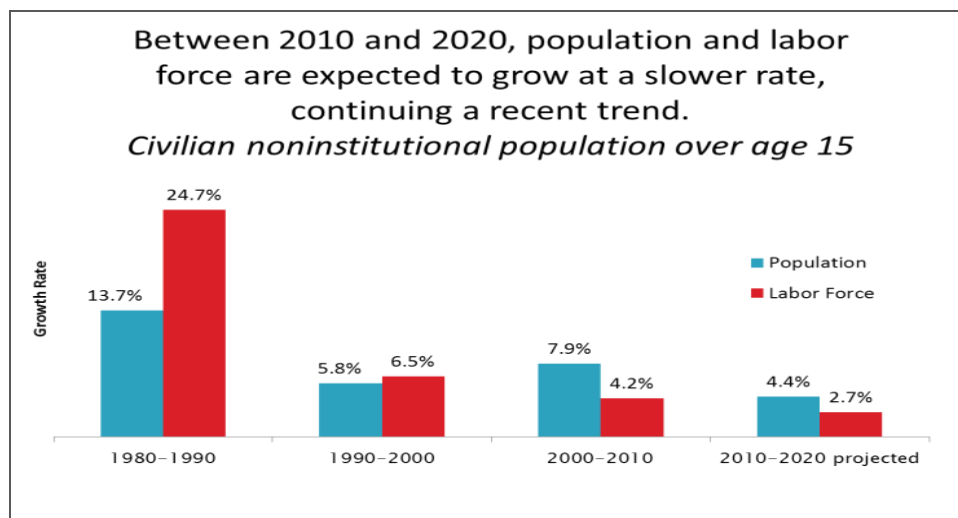
Maine faces major workforce development challenges in the years ahead from demographic trends that are slowing labor force growth and structural shifts in employment that continue to reallocate knowledge, skill and other performance requirements of jobs. The future direction of our economy depends on how the state manages these challenges to assist both individuals to be productive and earn good wages, and companies to effectively staff operations to meet product and service demand. If employers are unable to identify sufficient staff with the appropriate education and skills, they will locate elsewhere.





## Demographic Trends

Maine has the oldest population in the nation. The large baby boom generation, currently in their 50s and 60s, is aging toward retirement. The number of births per year has trended so low that we have very little natural increase (births minus deaths). In the near-term we expect modest labor force growth, but in less than a decade we expect more people will age out of the labor force than the number of young people entering the labor force.



Compounding this situation is the fact that older workers generally have more experience, higher earnings, higher labor force participation rates, and lower unemployment rates than younger workers who are still developing the skills and experience necessary for success. The challenge facing employers is two-fold: a deficit of younger workers to replace older workers leaving the labor force; and accelerating losses of skilled and experienced employees.

Maine's population is less racially or ethnically diverse than the nation's. An estimated 95 percent of single-race individuals are white, compared to 74 percent in the U.S. as a whole; an estimated one percent is Black or African American and another one percent is Asian. Only one percent of the population is estimated to be of Hispanic or Latino ethnicity, compared to 16 percent in the U.S. as a whole.

An estimated 93 percent of Maine residents over five years of age speak only English, compared to 80 percent nationally, and fewer than 2 percent of residents are estimated to speak English less than "very well". Higher concentrations of people who speak languages other than English at home reside in Androscoggin and Aroostook Counties, 13 percent and 19 percent, respectively.

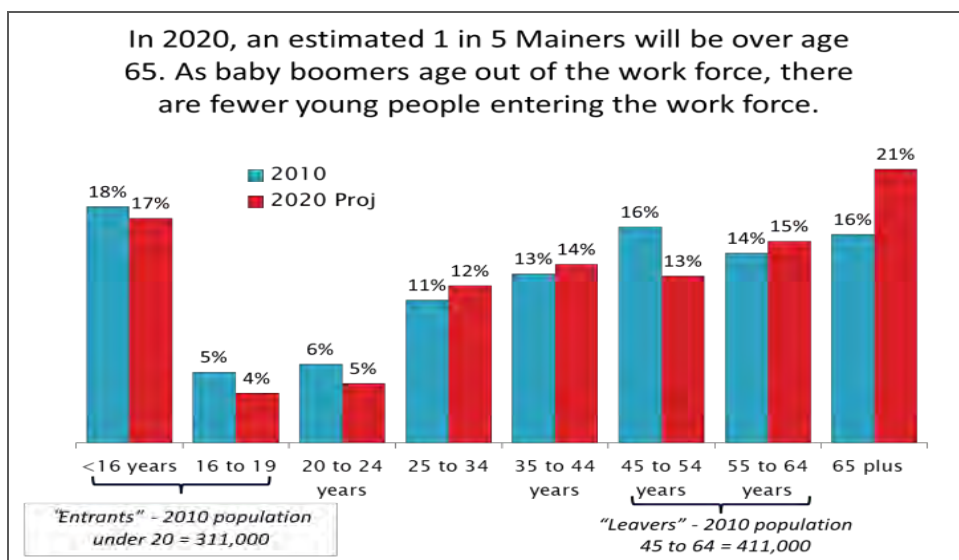
## Challenges Facing Target Populations

Maine's targeted populations: youth, older workers, low and middle income earners, veterans and people with disabilities face common challenges in obtaining credentials targeted to the needs of Maine employers. These sub-populations are affected in different ways by structural shifts in employment, by

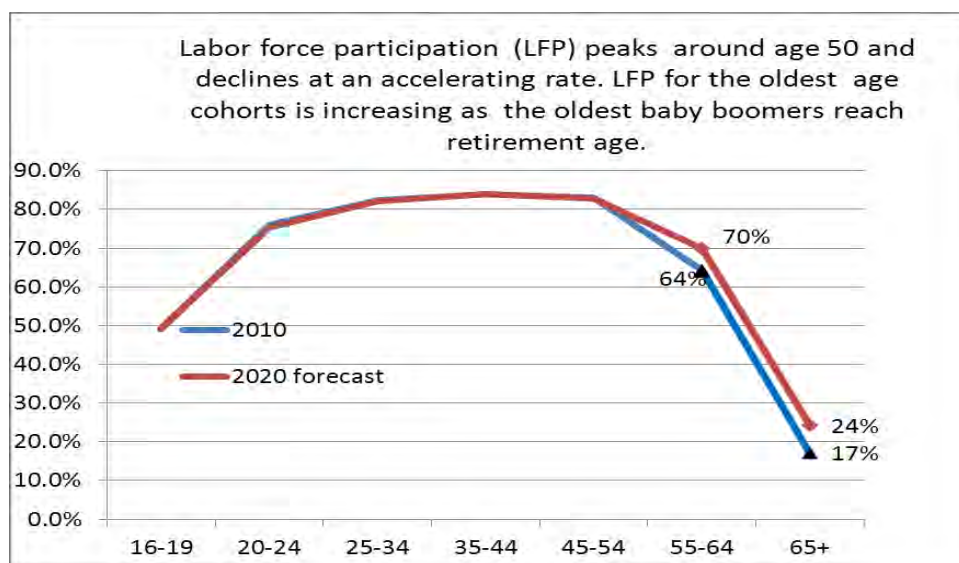
an increasing demand for specific skills and higher levels of education, and by an occupational outlook that is increasingly polarized between low-wage, low skill jobs and high-wage, high skill jobs.

### Youth and Older Workers

Trends in Maine's population and workforce present challenges and opportunities. One might characterize today's youth – persons under age 20 – as “entrants”, expected to enter the workforce in the next 20 years; and older workers age 45 to 65 as “leavers”, expected to leave the workforce during the same time frame. In 2010, the difference between leavers and entrants was 100,000 people.



As the first baby boomers reach traditional retirement age, labor force participation among older workers will increase; as increasing numbers age into their 70s and beyond, labor force participation is likely to decline. This initial increase presents an opportunity to find ways to capitalize on the skills and experience of older workers who continue to work, either in their current careers or in “encore” careers.



A substantial number of older Mainers are poor or near-poor. From 2009 to 2011 23 percent of Mainers 55 to 64 years of age had income less than 200 percent of the federal poverty level, compared to 19 percent in the U.S.

### Low and Moderate Income Individuals

From 2009 to 2011, the median household income in Maine, \$47,206, was 92 percent of the national average. Thirteen percent of Maine's residents lived in poverty; an additional 20 percent lived near poverty – in households with income between 100 and 200 percent of the federal poverty level.

Nearly half of residents age 16 and older who lived in poverty worked. Six percent worked at full-time, year-round jobs; 38 percent worked part-time or for part of the year. Poverty in the population over age 25 is associated with relatively low levels of education; only one third had education beyond high school.

### Veterans

Maine has one of the highest shares of veterans per capita in the nation. In 2011, just over 50 percent participated in the labor force, either working or looking for work. The veteran unemployment rate was 7.6 percent, compared to a rate of 7.4 percent among non-veterans. The unemployment rate among Gulf War II veterans was higher than that for all veterans, 8.5 percent in 2011. Gulf War II veterans served between September 2001 and the present.

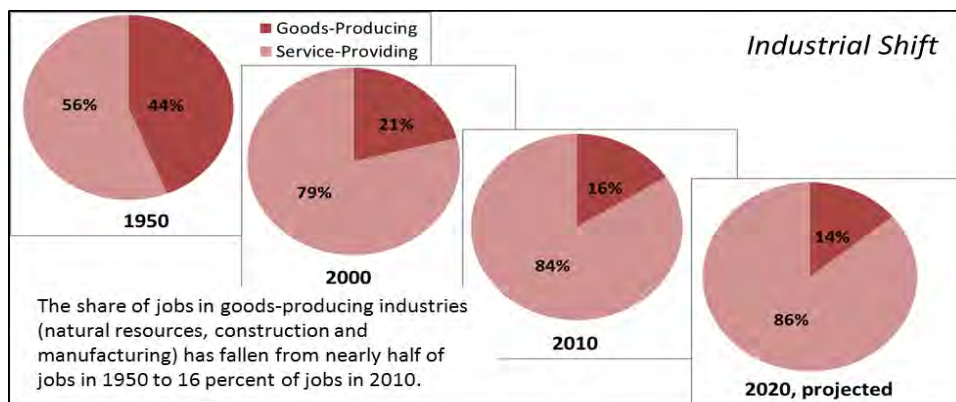
By age cohort, unemployment rates were higher among veterans aged 18 to 34 (14 percent), due in part to higher unemployment experienced by younger workers in general (10.6 percent). A likely reason for higher rates of unemployment among younger veterans is the change in industry jobs. Prior to the recession, veterans were more likely to be employed in manufacturing than non-veterans – a sector hard hit by the recession – and less likely to be employed in education and health services – one of the few sectors to record job gains.

### People with Disabilities

From 2008 through 2010, an average of 206,400 persons with one or more disabilities resided in Maine, or 16 percent of its civilian population, compared to 12 percent of the U.S. population. More than half of people with disabilities were of working age, between ages 18 and 64.

Labor force participation among adults with disabilities was 40 percent, less than half the rate of adults with no disability; the unemployment rate was 17 percent, more than twice the rate for other workers. Workers with disabilities were less likely to hold year-round, full-time jobs; more than half earned less than \$25,000. Disabled adults were more likely to live in or near poverty, regardless of work status. On average, adults with disabilities were less likely to have post-secondary education than adults with no disability.

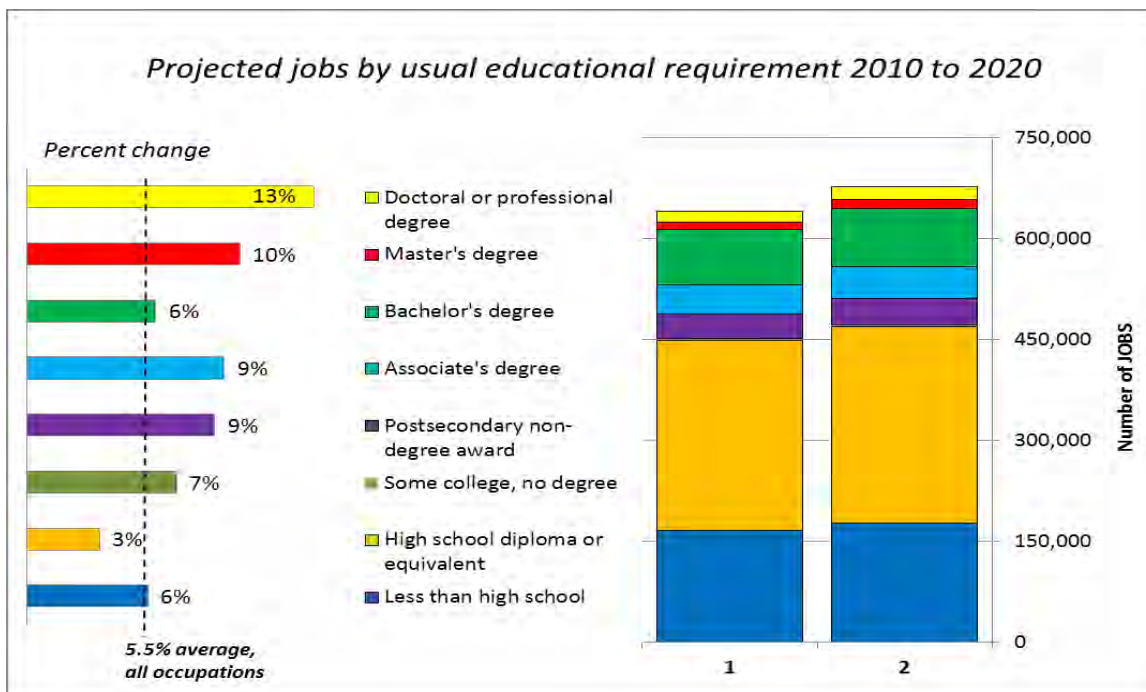
### Structural Shifts in Employment



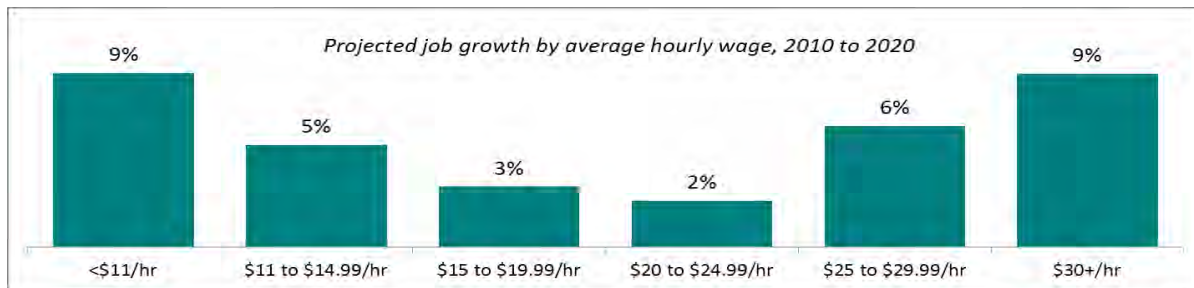
The recession accelerated the restructuring of employment on multiple levels. On an industry level, jobs lost in the recession were concentrated in manufacturing and construction, accelerating a long term decline in jobs related to producing goods relative to those providing services. Many jobs in manufacturing and construction pay above average wages and are accessible to workers without post-secondary education. Jobs such as these in well-paying occupations with lower educational requirements are declining or growing very slowly.

This phenomenon is also the case in administrative support occupations, long a source of a middle-class lifestyle for many without a college education; jobs in these occupations are projected to grow at half the average rate for all occupations between 2010 and 2020.

Many workers displaced from production, construction, office and administrative support, and other declining occupations lack the qualifications to fill jobs in growing occupations that offer similar levels of pay. Because jobs lost from declining industries or in slow-growing occupations are not expected to return, job prospects for those without post-secondary education are likely to worsen in the years ahead without well-directed job training resources.



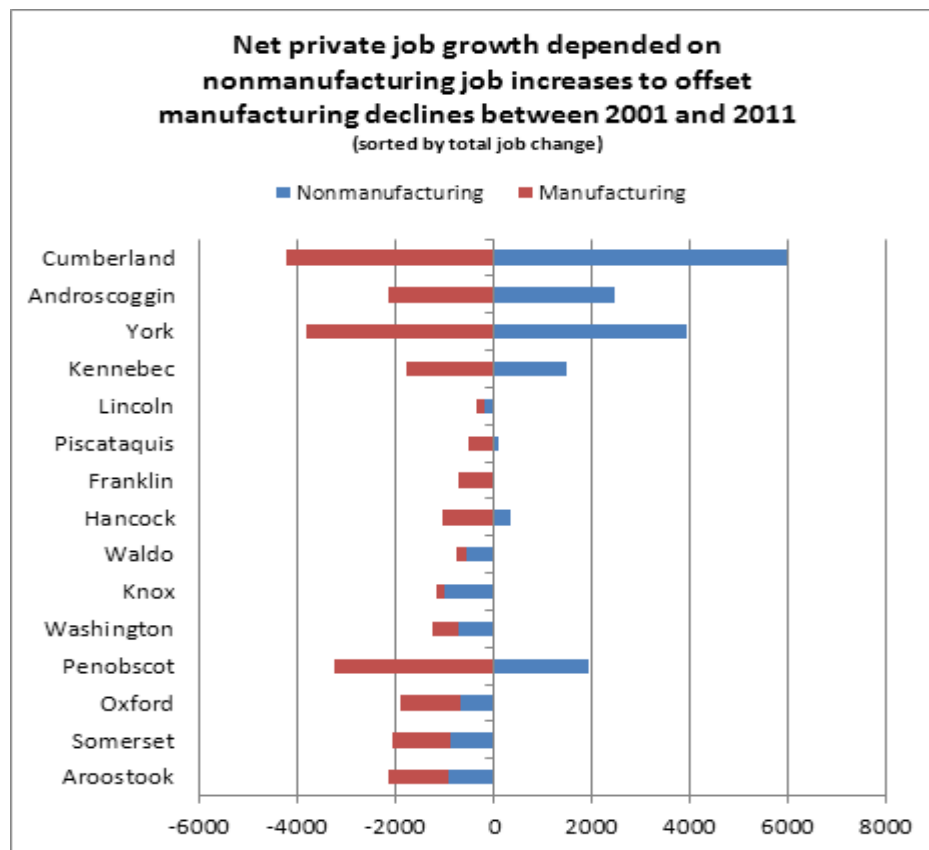
While many individuals find their years of accumulated experience are no longer in demand, many employers are challenged to find the workers with the education, experience, or skills needed to perform functions critical to their operations. Demand for workers in education and health care, professional and business services, and leisure and hospitality is rising. The staffing needs of those industries are primarily for professional and technical functions—which generally require post-secondary education or training and offer higher-than-average earnings—and for service, sales, and administrative support functions—which generally do not require post-secondary education or training and offer lower than average earnings. The result is job growth concentrated at the upper and lower ends of the education and earnings spectrum.



### Regional Trends

Restructuring of employment is exacerbating the economic divide between regions of the state and between rural and urban areas. Some counties weathered a statewide loss of jobs between 2001 and 2011 better than others. While all counties lost manufacturing jobs, eight counties had a net gain of nonmanufacturing jobs. Cumberland County lost more manufacturing jobs and gained more nonmanufacturing jobs than any other county for a net gain in private jobs.

Conversely, six of the seven counties losing the most private jobs lost manufacturing and nonmanufacturing jobs. The seventh, Penobscot County, provided an example of the disparity between rural and more urban areas. The Bangor Metropolitan Area (MA), which consists primarily of southern Penobscot County, lost 1,587 manufacturing jobs and gained 2,103 nonmanufacturing jobs for a net gain of 516 private jobs. The balance of Penobscot County (not in the Bangor MA) lost 1,662 manufacturing and 190 nonmanufacturing jobs for a net loss of 1,852 jobs.



The trend of job losses in manufacturing and job gains in nonmanufacturing is expected to continue. Job gains were concentrated in health care and social assistance and job losses in manufacturing between 2001 and 2011. The same is expected for 2010 to 2020. Faster job growth is expected in and around cities where nonmanufacturing activities (particularly health care) is concentrated. Displaced production workers from rural regions face the dual challenge of qualifying for well-paying jobs in growing sectors and lengthy commutes to work in service-center communities where those jobs are located.

## **Education**

A look at employment rates (the share of the population that is employed) of the working-age population is illustrative of the very different outcomes those with limited education face compared to those with higher attainment. Among the population age 25 to 64 in Maine, only 43 percent of those who do not have a high school diploma and 70 percent with only a high school diploma are employed. The situation they face contrasts significantly with those having higher educational attainment. Nearly 77 percent with some post-secondary education or an associate's degree are employed, with rising employment rates for higher levels of attainment: 84 percent with a bachelor's; 84 percent with a master's; and 90 percent with a professional or doctoral degree.

Employment has shifted towards industries that employ a greater share of educated workers. Industries recording employment gains between 1990 and 2009 employ a larger share of workers with a bachelor's degree or higher than industries with substantial employment losses. The education, health, business, and professional services industries all had a higher-than-average percentage of workers at the bachelor's degree or higher level. Conversely, manufacturing and construction had a lower-than-average percentage of workers at the bachelor's degree or higher level.

To a large degree, the changing educational needs of employers reflect the changing nature of work; that is, the shifting occupational structure of the workplace. Changes that have been taking place and are expected to continue include:

- Continuing increases in higher level jobs and a decline in traditional manual occupations;

- Movement away from skills associated with manual dexterity towards skills associated with understanding and monitoring complex systems;

- Shifting away from routine processes toward coordination and collaboration;

- Increase of general work skills required in many jobs such as the ability to use computers;

- Need for communication skills; and

- A growing range of responsibilities within jobs.

Even among production workers, the demand for highly educated workers has grown. Between 1990 and 2009, the share of production workers with some college or an associate's degree and a bachelor's degree rose by 21 percentage points and 4 percentage points, respectively, even as the number of workers fell by 44 percent. According to manufacturing employers interviewed for a 2011 article in *Mainebiz*, growth in the workforce will be accomplished, in large part, by workers with some kind of post-secondary technical training.

According to an interim report of the Governor's Task Force on Expanding Early Post-Secondary Access for High school Students in Maine (January 2012), approximately 80 percent of Maine students graduate from high school in four years, placing Maine above the national average for high school completion. However, only 65 percent of them enroll in some form of post-secondary education. University of Maine data suggest that a substantial number of students who do matriculate fail to complete a college

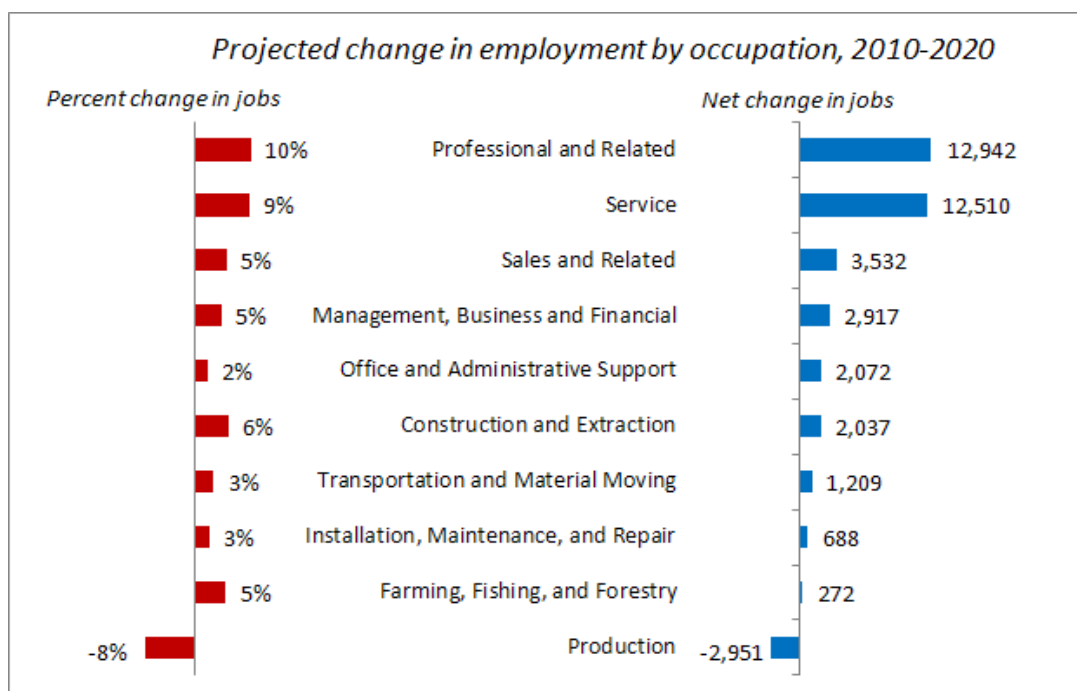
degree. Forty-eight percent of those who start a University of Maine System bachelor's degree program earn the credential. Just 26 percent of Maine students who start work on an associate's degree earn it within three years.

Occupational projections to 2020 indicate that 43 percent of net job growth is expected to occur in occupations requiring some form of post-secondary training or credential, including twenty-five of the forty fastest growing occupations. Workers entering or returning to the job market with lower levels of education are not likely to find a job or prosper in an economy that places a premium on education or training beyond high school.

### Current Demand and Outlook

Job postings provide an indication of current labor demand. About 40 percent of postings are for occupations that require post-secondary education or training, and a high share of those positions require a specific degree or credential. Healthcare technician and practitioner positions, for example, typically account for one-fifth of postings. To qualify for those positions one must have a specific degree and clinical training; a degree in English or Anthropology will not suffice. There are few postings for jobs in construction or production.

Between 2010 and 2020, total employment is projected to increase by 5.5 percent to slightly above pre-recession levels. The long-term occupational job outlook is largely for a continuation of on-going trends; projected gains are concentrated in professional and service occupations and losses in production jobs.



Healthcare practitioners and technicians represent 60 percent of the net job gain in professional occupations and healthcare support jobs represent 26 percent of net gain in service jobs. Other professional occupations with faster than average growth are: business and financial operations, computer and mathematical, science, and legal occupations. Other service occupations with faster than average growth are: personal care, food preparation and service, and buildings and grounds maintenance occupations.



Projections to 2020 indicate that 25 of the 40 fastest growing occupations require some form of post-secondary credential for entry; 22 of the 40 fastest growing occupations will be healthcare-related. On the other end of the spectrum, of the 40 occupations expected to lose the most jobs, the majority require a high school diploma or less for entry; 19 are in production occupations and seven are office and administrative support.

Forty Occupations with the Fastest Projected Rate of Job Growth in Maine Between 2010 and 2020					
SOC Code	Occupation	Average Employment		Growth Rate	Education/Training Requirement
		2010	2020		
29-2032	Diagnostic Medical Sonographers	262	392	49.6%	Associate's degree
19-1042	Medical Scientists, Except Epidemiologists	116	167	44.0%	Doctoral or professional degree
29-1126	Respiratory Therapists	504	711	41.1%	Associate's degree
27-3091	Interpreters and Translators	205	283	38.1%	Bachelor's degree
29-2037	Radiologic Technologists and Technicians	1,072	1,467	36.9%	Associate's degree
13-1121	Meeting and Convention Planners	240	326	35.8%	Bachelor's degree
29-2031	Cardiovascular Technologists and Technicians	255	343	34.5%	Associate's degree
47-3012	Helpers--Carpenters	236	317	34.3%	Less than high school
29-2056	Veterinary Technologists and Technicians	585	781	33.5%	Associate's degree
29-2041	Emergency Medical Technicians and Paramedics	1,902	2,489	30.9%	Postsecondary non-degree award
25-1122	Communications Teachers, Postsecondary	122	159	30.3%	Doctoral or professional degree
49-9062	Medical Equipment Repairers	179	233	30.1%	Associate's degree
13-1161	Market Research Analysts and Marketing Specialists	494	630	25.5%	Bachelor's degree
53-3011	Ambulance Drivers and Attendants, Except Emergency Medical Technicians	267	340	27.3%	High school diploma or equivalent
31-9093	Medical Equipment Preparers	256	324	26.6%	High school diploma or equivalent
47-3011	Helpers--Brickmasons, Blockmasons, Stonemasons, and Tile and Marble Setters	225	280	24.4%	Less than high school
29-2055	Surgical Technologists	558	693	24.2%	Postsecondary non-degree award
21-1091	Health Educators	488	606	24.2%	Bachelor's degree
43-6013	Medical Secretaries	3,607	4,463	23.7%	High school diploma or equivalent
31-1011	Home Health Aides	4,662	5,760	23.6%	Less than high school
29-2033	Nuclear Medicine Technologists	124	153	23.4%	Associate's degree
27-2022	Coaches and Scouts	2,153	2,643	22.8%	High school diploma or equivalent
49-3053	Outdoor Power Equipment and Other Small Engine Mechanics	357	438	22.7%	High school diploma or equivalent
15-1141	Database Administrators	359	440	22.6%	Bachelor's degree
31-9096	Veterinary Assistants and Laboratory Animal Caretakers	501	612	22.2%	High school diploma or equivalent
39-9021	Personal and Home Care Aides	6,578	8,033	22.1%	Less than high school
33-9091	Crossing Guards	820	997	21.6%	High school diploma or equivalent
29-1131	Veterinarians	404	487	20.5%	Doctoral or professional degree
15-2011	Actuaries	252	303	20.2%	Bachelor's degree
33-9093	Transportation Security Screeners	186	223	19.9%	High school diploma or equivalent
45-3011	Fishers and Related Fishing Workers	445	533	19.8%	Less than high school
29-1111	Registered Nurses	15,335	18,358	19.7%	Associate's degree
29-2053	Psychiatric Technicians	523	625	19.5%	Postsecondary non-degree award
31-2022	Physical Therapist Aides	219	261	19.2%	High school diploma or equivalent
13-1151	Training and Development Specialists	1,074	1,279	19.1%	Bachelor's degree
27-1026	Merchandise Displayers and Window Trimmers	798	947	18.7%	High school diploma or equivalent
29-1031	Dietitians and Nutritionists	322	382	18.6%	Bachelor's degree
29-9091	Athletic Trainers	124	147	18.6%	Bachelor's degree
21-1022	Medical and Public Health Social Workers	665	788	18.5%	Master's degree
31-2021	Physical Therapist Assistants	257	304	18.3%	Associate's degree

Occupations with fewer than 100 jobs in 2010 were excluded from this list.



In addition to the trend toward jobs at the upper and lower ends of the education and earnings spectrums, the flattening of organizations in all sectors puts a premium on self-organization, self-management, and personal initiative by workers at all organizational levels. Specialization of functions is becoming a thing of the past as workers increasingly are given more diverse sets of responsibilities not only requiring higher knowledge and skills but also raising occupational qualifications. Jobs that once required little more than a strong back or manual dexterity now require higher levels of reading comprehension and skills in communication, critical thinking, and decision making.

Forty Occupations with the Largest Projected Net Job Loss in Maine Between 2010 and 2020					
SOC Code	Occupation	Average Employment		Net Decline	Education/Training Requirement
		2010	2020		
11-1021	General and Operations Managers	10,805	10,238	-567	Associate's degree
43-6014	Secretaries, Except Legal, Medical, and Executive	10,153	9,643	-510	High school diploma or equivalent
43-5053	Postal Service Mail Sorters, Processors, and Processing Machine Operators	782	450	-332	High school diploma or equivalent
51-2092	Team Assemblers	2,913	2,642	-271	High school diploma or equivalent
51-1011	First-Line Supervisors/Managers of Production and Operating Workers	3,350	3,103	-247	Postsecondary non-degree award
43-2011	Switchboard Operators, Including Answering Service	770	558	-212	High school diploma or equivalent
43-5081	Stock Clerks and Order Fillers	7,851	7,645	-206	Less than high school
51-9198	Helpers--Production Workers	1,912	1,715	-197	Less than high school
43-5051	Postal Service Clerks	444	257	-187	High school diploma or equivalent
43-5071	Shipping, Receiving, and Traffic Clerks	2,380	2,200	-180	High school diploma or equivalent
51-9121	Coating, Painting, and Spraying Machine Setters, Operators, and Tenders	628	479	-149	High school diploma or equivalent
41-9041	Telemarketers	2,082	1,939	-143	Less than high school
51-7011	Cabinetmakers and Bench Carpenters	641	503	-138	High school diploma or equivalent
53-3022	Bus Drivers, School	1,750	1,620	-130	High school diploma or equivalent
47-2111	Electricians	3,967	3,839	-128	High school diploma or equivalent
49-9044	Millwrights	369	251	-118	High school diploma or equivalent
49-2094	Electrical and Electronics Repairers, Commercial and Industrial Equipment	596	483	-113	Postsecondary non-degree award
51-9032	Cutting and Slicing Machine Setters, Operators, and Tenders	483	374	-109	High school diploma or equivalent
51-7041	Sawing Machine Setters, Operators, and Tenders, Wood	664	558	-106	High school diploma or equivalent
51-6063	Textile Knitting and Weaving Machine Setters, Operators, and Tenders	264	160	-104	High school diploma or equivalent
51-5112	Printing Press Operators and Job Printers	484	384	-100	High school diploma or equivalent
51-9196	Paper Goods Machine Setters, Operators, and Tenders	454	357	-97	High school diploma or equivalent
43-9021	Data Entry Keyers	733	639	-94	High school diploma or equivalent
51-7042	Woodworking Machine Setters, Operators, and Tenders, Except Sawing	337	244	-93	High school diploma or equivalent
11-9051	Food Service Managers	2,091	1,999	-92	High school diploma or equivalent
51-8021	Stationary Engineers and Boiler Operators	487	403	-84	High school diploma or equivalent
25-2031	Secondary School Teachers, Except Special and Vocational Education	5,227	5,147	-80	Bachelor's degree
51-4032	Drilling and Boring Machine Tool Setters, Operators, and Tenders, Metal and Plastic	389	309	-80	High school diploma or equivalent
27-1012	Craft Artists	499	420	-79	High school diploma or equivalent
51-9023	Mixing and Blending Machine Setters, Operators, and Tenders	397	324	-73	High school diploma or equivalent
53-7063	Machine Feeders and Offbearers	325	253	-72	Less than high school
11-9131	Postmasters and Mail Superintendents	378	307	-71	High school diploma or equivalent
51-9061	Inspectors, Testers, Sorters, Samplers, and Weighers	1,145	1,074	-71	High school diploma or equivalent
51-9111	Packaging and Filling Machine Operators and Tenders	2,022	1,953	-69	High school diploma or equivalent
51-6064	Textile Winding, Twisting, and Drawing Out Machine Setters, Operators, and Tenders	208	145	-63	High school diploma or equivalent
17-3011	Architectural and Civil Drafters	445	383	-62	Associate's degree
51-7021	Furniture Finishers	254	193	-61	High school diploma or equivalent
17-3013	Mechanical Drafters	817	758	-59	Associate's degree
41-9091	Door-To-Door Sales Workers, News and Street Vendors, and Related Workers	455	396	-59	High school diploma or equivalent
51-9012	Separating, Filtering, Clarifying, Precipitating, and Still Machine Setters, Operators, and Tenders	262	207	-55	High school diploma or equivalent

## Skill Gaps

Maine is home to many individuals who need a job or a better job and many businesses that need qualified staff, yet mismatches between the two groups create barriers to employment. Job vacancy surveys identify occupations with persistently high rates of openings and are an effective way to precisely identify knowledge and skill gaps. The Maine Department of Labor is seeking funding to survey employers so we can identify occupations in which employers are persistently challenged to find staff. In conjunction with occupational projections, job vacancy data will provide another tool with which to target limited training and educational resources, better serving both employers and job seekers.

Lacking current job vacancy data, we can use O\*Net skill importance ratings to compare and contrast occupations in demand to occupations projected to decline between 2010 and 2020. The previous table is an example, identifying potential skill gaps between growing and declining occupations that require a high school diploma or less.

The table below lists twelve skills of relative importance to eleven high-growth high-wage in-demand occupations; only skills with an average rating of 50 or higher (where 100 = most important) are selected for comparison. The eleven growing occupations have the following common attributes:

Projected employment growth greater than the 5.5 percent projected for all Maine occupations, 2010-2020;

Median wage above the \$15.63 per hour / \$32,510 per year median wage of all Maine occupations in 2011;

Each occupation is expected to have at least 20 openings per year between 2010 and 2020; and

Usual educational requirement for entry is education beyond a high school diploma.

Occupations in decline were selected on the basis of projected net job loss between 2010 and 2020. Thirty-four of forty occupations with the highest projected losses have an entry requirement of high school diploma or less; of these, eighteen are production and seven are office and administrative support occupations. Skill ratings for the declining occupations were averaged for each group. Differences between the average for in-demand occupations and the averages for declining occupations indicate potential skill mismatches.

On the whole, average skill ratings for office and administrative support occupations are closer to growing occupations, with the largest gaps in critical thinking, judgment and decision making and complex problem solving. Ratings for production occupations differ by a larger margin from growing occupations in nearly all skills, with the largest gaps in active learning, writing, active listening, speaking and judgment and decision making.

Skill	Average skills importance rating		
	High Wage, High Growth, In Demand Occupations	Declining Occupations	
		Production	Office and Admin. Support
Active Listening	64	47	63
Critical Thinking	63	50	51
Speaking	63	47	64
Reading Comprehension	60	46	52
Judgment and Decision Making	57	43	47
Monitoring	57	51	49
Social Perceptiveness	55	45	54
Complex Problem Solving	53	42	44
Coordination	53	45	51
Time Management	53	46	51
Writing	51	35	44
Active Learning	50	34	41

This analysis looks only at those good-paying, growing occupations that do not usually require a post-secondary education or credential. The reality for many or most workers displaced from declining occupations is that they will need additional education or training to qualify for work in an occupation that offers similar wages. This is particularly true of workers displaced from well-paying production and construction jobs.

Although the outlook for construction occupations is for job growth, after massive job losses during the recession, construction employment is expected to rebound, but not to pre-recession levels until sometime after 2020. The reality for many displaced construction workers is that to be re-employed they will have to move to another field of work. Many will have to acquire new skills and credentials to become employed in other occupations, especially those that pay similar levels of earnings.

## Improving Maine's Business Climate

The most critical factor for advancing the state's economy is sustainable employment for all Maine citizens. Businesses continue to be cautious about hiring and making capital investments. The high cost of doing business in Maine remains an impediment to growth and recent national rankings have prompted Governor LePage to take action. To support his vision for Maine, Governor LePage has identified and begun implementing the following economic stimulus initiatives to improve Maine's business climate:

### **Strategy: Certify and Recognize Business-Friendly Communities:**

The program assesses and provides business communities with:  
Recognition on the State of Maine DECD website;

A place in Maine's Business Attraction strategy; and

An award presented by the Governor and an "Open for Business" sign.

**Strategy: Job-Creation Workshops:**

Governor LePage has begun conducting sessions across the state to obtain direct input from businesses in order to identify barriers and challenges to job creation and continued business investment. The sessions have provided the opportunity for the business community to openly share their ideas and concerns about government policy. The consistent message taken away has been that although businesses have job openings, many are going unfilled due to a lack of qualified applicants and significant skills mismatch between the available workforce and the jobs in demand.

**Strategy: Implement Maine's Strategic Innovation Plan**

Implementing the plan will create an environment where science, technology, innovation and entrepreneurship stimulate Maine's economy and that will speed up the rate at which ideas are converted into products and processes. By:

Increasing Maine's total R & D activity in the academic, non-profit and private sectors; and

Increasing employment and per-capita income through realization of new innovations that will compete in the global marketplace.

One of the key programs supporting these goals is the Maine Technology Institute (MTI), a quasi-state program overseen by the Department of Economic and Community Development which partners with public and private entities to make funding decisions and links private investors to companies with promising prospects. MTI funding is used to seed development of new ideas, processes and products, and support industry sector research initiatives that will enable Maine companies to bring new products to market. Research and development with a focus on commercialization is a key component of Maine's overall strategy for future economic development. Investing money in critical early stage development helps significantly in driving new products and services to market. This investment also gives businesses the opportunity to expand, leading to new jobs and increased economic prosperity for all of Maine.

**Strategy: Reduce the cost of doing business in Maine**, by:

Addressing energy costs, investing in new and renewable energy sources, and/or partnering for lower cost energy sources and research; and

Reducing employee-related costs by eliminating fraudulent access to UI compensation, promoting the use of the Maine Job Bank (a system developed for employers to ensure that individuals receiving unemployment compensation are rapidly connected to re-employment opportunities), and stabilizing Workers Compensation Insurance costs and more.

**Strategy: Increase the ease of doing business in Maine**, by:

Addressing complicated regulatory processes and relaxing rules and regulations that create barriers to net new job creation;

Establishing a Small Business Advocacy Office designed to assist small businesses with complicated regulatory issues; and

Dedicate statewide business services experts (Governor's Account Executives) who can provide technical assistance, explain business incentives, and coordinate resources and connect businesses to regional economic development and workforce development resources.

**Strategy: Expand trade opportunities**, by:

Linking businesses with the Maine International Trade Commission, to:  
Identify and facilitate international trade opportunities;  
Explain and educate Maine businesses about trade related requirements and possibilities; and  
Extol Maine's deep water ports, world class road and rail, affordable shovel-ready properties and exceptional workforce to outside investors.

**Strategy: Promote Maine Tourism**: by

Establishing a state tourism brand;  
Providing out-of-state domestic and international tourism marketing;  
Distributing "*Maine Invites You*" and "*Visitor Information Center*" outreach information;  
Administering regional tourism marketing and development grants; and  
Facilitating the Annual Governor's Conference on Tourism.

**Strategy: Promote Maine Manufactured Products:**

The Maine Products Marketing Program, will:  
Promote sales of a wide variety of high-quality, unique, niche products crafted in Maine;  
Provides free internet exposure and low-cost branding; and  
Supports member companies through its "**Maine Made America's Best**" initiative.

**Strategy: Ensure Broadband Connectivity:**

By implementing the **Three Ring Binder** Initiative, utilizing services of The Maine Fiber Company, businesses in the most rural parts of Maine will have access to a faster and more reliable network. Access will open up the internet as a critical business tool so that smaller more geographically isolated businesses, such as Black Dinah an award winning chocolatier from Isle au Haut, can sell their products worldwide with equal success as large established businesses like LL Bean, which introduced online retailing in 1996 resulting in over 50 percent sales growth in under 10 years due to access robust broadband capabilities.

This new next-generation communications infrastructure has positioned Maine to attract new companies, investments, and jobs. The rest of the world is already taking notice. Maine is among the best in the nation in terms of high speed broadband intensity and availability according to the U.S. Chamber of Commerce. Access to broadband lowers the cost of starting a business; leveraging the internet can help a startup business save through online accounting services, voice over IP phones, mobile applications, and utilization of cloud services and expanded marketing potential.

**Strategy: Invest in job creation and retention via the Economic Development Program**

The Economic Development Program (EDP) provides cities and towns with gap funding to assist identified businesses in the creation and or retention of jobs for low and moderate income people. The funds are administered by DECD as part of the federally funded Community Development Block Grant (CDBG) Program. This year EDP committed nearly \$3.1 million dollars to various economic development projects from York to Fort Kent, creating and or retaining more than 140 jobs. There were significant changes to the program this year which made it a more attractive tool for communities to utilize on behalf of Maine businesses.

Communities and businesses had long complained that the program was too restrictive and the standards too cumbersome hindering their likelihood to access the program. This year, the LePage Administration made the program more attractive by tailoring the program and removing the per capita income requirement for all jobs created. As a result, more communities realized the benefit of the program on behalf of businesses through the creation of greater economic opportunities primarily for low-and moderate-income residents. Projects receiving Economic Development Program funds provide a 100 percent cash match of the total EDP award that must be directly related to the activities undertaken with EDP funding.

Many business owners believe the program will positively impact their future prosperity. “New FDA regulations required us to either build a new medicine making facility or to close our doors after 27 years in business,” said Avena Botanicals owner, Deb Soule. Avena Botanicals received \$40,000 to help expand their manufacturing facility ensuring the retention of eight full-time employees in Rockport.

### **Advancing Maine’s Workforce**

The Governor has pledged to maximize the return on public investment and to prioritize, leverage, and align stakeholder resources and investments in employment and training that will meet the employment needs of Maine’s workers and the talent needs of Maine’s businesses.

This will require coordination and alignment of initiatives across programs and agencies that will avert downsizing, support business expansion, focus education and training investments on high wage, high skill, in-demand jobs, and transition at-risk populations from poverty to employment through an expanded emphasis on industry partnership.

Maine has the oldest population in the nation; as talented baby boomers retire, companies are hard pressed to find equally skilled workers to take their place. This is not the only issue; industry members striving to fill skill pipelines at the entry level are also coming up short. A growing generation of young adults appears to be lacking basic soft skills and their expectations and aspirations do not necessarily line up with the needs of Maine businesses. Governor LePage is initiating K-12 education reform that focuses on student achievement and preparation for advanced education and jobs. An emphasis is being placed on attainment of post-secondary and industry recognized credentials.

The response requires collaborative goal setting across all education and training agencies, from K-12 and Adult-Education to Maine’s Community College and University systems, with special attention to industry endorsed training and credentials. Priority must be placed on programs that will prepare Maine citizens for high quality employment and ensure industry remains competitive.

Retaining young talent, attracting new talent and taking full advantage of all available labor pools is a priority. Approximately 60 percent of individuals with disabilities in Maine are unemployed. Initiatives that emphasize the business value of hiring target populations are one method to broaden understanding of the merit of this hidden resource. Articulating career pathways, and spelling out the training requirements and programs along the career path will assure that all workers regardless of ability will find their place along the continuum and be able to plan for upward or lateral mobility. Maine must provide employment solutions to re-engage the long term unemployed, unemployed

seniors, returning veterans, small but growing populations of immigrants and those transitioning back into the workforce who are being exited from incarceration or from safety net programs such as TANF.

Most importantly, the ever dwindling pool of resources must be invested wisely and efficiently and accountability measures instituted that guarantee workforce participants and employer partners reap the maximum benefit. Maine will work to implement the following action steps over the next five years to address these issues and advance Maine's workforce:

### **Strategy: Industry Partnerships as Cornerstone of Maine's Workforce Development Strategy**

At the core of the new workforce development strategy is an initiative called "Industry Partnership". It is recognized that Maine needs a sharper grasp of the key industries that support its economy and the workforce system needs a keener understanding of the human capital challenges, technological trends, and global competition facing Maine's employers.

#### ***Healthcare Sector & North Star Alliance Initiatives – Blueprints for Sector Approaches***

Action steps initiated through the Healthcare Sector and North Star Alliance Initiative demonstrate the ways in which resources were offered that leveraged the formation of required partnerships and the achievement of desired outcomes and private industry resources, including wage increases for incumbent workers who successfully attained new credentials.

Specific steps utilized provide a blueprint for orchestrating partnerships on behalf of other sectors. Promoting a system that supports industries moving incumbent workers up career pathways and invests workforce funds to prepare unemployed workers to back-fill positions, enables companies to remain solvent even in tough economic times. Industry partnerships may take various forms and will involve entities like the Health Care Workforce Forum as well as industry trade groups, business service agencies, consortia of private employers and/or may be driven by specific projects supporting job creation or worker retention.

Developing an industry-focused approach requires that resources be devoted to identifying and understanding critical industries and focusing investments that will provide the industry with the skills training necessary to bring their workforce up to competitive standards. These partnerships will become the cornerstone of a more demand-driven system that will provide information and intelligence to workforce, education, and economic development stakeholders. Information gleaned from industry consortia, trade associations, chambers of commerce and sector forums, through surveys, studies, regional focus groups and other communications venues will be used to inform the education, workforce and economic investment stakeholders about industry needs that are critical to their competitiveness.

Sector-based approaches demand defined roles and responsibilities and specific action steps that will achieve carefully articulated goals. The partnerships promote direct industry involvement in development and implementation of a) specific workforce approaches; b) evaluation methods, and c) program delivery and oversight. Future sector initiatives at both the state and local level will identify goals and implement action steps that will:

Increase **Business Involvement** resulting in **expanded or improved**:

Real time data regarding skill requirements, skill mismatch, and/or emerging skill demands;

Leverage of private dollars to address skill gaps;



Industry insight and guidance on curricula development and skill training delivery modes;  
Industry involvement in ongoing evaluation of education and training programs and providers;  
Industry input on where and how resources get invested;  
Industry impact on policy development and strategy implementation; and  
Expanded understanding of available resources and the ways in which these can be aligned and invested to meet sector workforce needs, including WIA, TAA, NEG, Discretionary Grants, Competitive Skills Scholarship Program, Registered Apprenticeship, ASPIRE, and other discretionary grant funds.

The Health Care Workforce Forum, a group of stakeholders from industry, education, DHHS, workforce development and community based organizations, rolled up their sleeves to develop recommendations, study industry challenges, identify additional resources, and contribute to strategies that would address significant skill gaps at both the high and low ends of the healthcare skill spectrum. Healthcare providers were instrumental in writing the proposal that resulted in receipt of a \$4.8 million grant from USDOL. Healthcare providers on the forum quickly realized that industry input must occur at both the state and regional level. The Maine Department of Labor contracted with Maine's four local workforce investment boards to facilitate regional project advisory groups that would mirror the state level workforce forum. Known as the RPAGs they worked to define the needs and identify the resources that could be brought to the table at the regional level. Project funds were to be invested in different allotments across the state based on regional skill gaps and skill areas of most need. The state level goals focused on: reducing a clinical training bottle neck hindering nursing students from achieving their degrees, increasing the number of required healthcare credentials of existing and newly placed dislocated workers, improving access about health career pathways, and strengthen relationships between industry and education that would result in public/private investment in necessary training.

23 innovative projects were piloted affecting more than 778 incumbent and new workers. These projects could only be successful with full involvement from the partners. Contracts with the LWIBs spelled out the requirements for collaboration with healthcare employers, CareerCenters, Adult Education, universities and community colleges. Regional coordinators and staff to the Health Care Workforce Forum at the state level were either totally or partially funded to ensure and maintain the input and investment of the sector partners. Both statewide and regional working sessions/summits were offered that involved HC providers developing additional locally led strategies for sustaining the work that had begun with funds from the grant

To ensure that the investments would reap the required workforce outcomes, competitive applications were put forth that entailed requirements for particular types of training and that would ensure training outcomes related to wage increases, job retention, leveraged funds, employment advancement, and innovative partnership with educational providers.

Dollars committed to applications submitted by employers for incumbent training were awarded directly to training institutions on behalf of their incumbent or new employees and MOUs were written that outlined employer requirements tied to receipt of the funding. In some instances employers and/or educational institutions could apply for the funding and were awarded resources through direct contracts that required the same caveats.

Programs for building the capacity for clinical training resulted in hospitals sharing the cost of staff with universities and community colleges for clinical instruction purposes. Consortia of hospitals in Washington County collaborated to develop and deliver specialized advanced training to CNAs. St. Mary's hospital implemented another advanced CNA course that resulted in 9.5 CEUs and a 15 percent

pay increase for those who successfully completed it. Maine General Medical Center invested in development of four new registered apprenticeship programs and worked collaboratively with the University of Maine at Augusta to develop a seamless program for Associate Degree nurses to obtain Bachelor degree status, which would allow the hospital to maintain preferred status.

Significant energy was spent on identifying healthcare career pathways and outlining a continuum of occupations and requisite training that would promote upward mobility and inform those new to the industry how to plan their own career development. Future sector approaches will continue the work with additional emphasis on:

Increased **Education and Training Provider** involvement will result in ***expanded or improved***:  
Coordination of resources between and among workforce system partners and public and private education and training providers;  
Response to the skill and training needs of Maine's Business and Industry;  
Training delivery modes (*modular versus semester-based, evening and weekend course offerings, condensed curricula and earn while you learn approaches*) that will allow existing and newly hired workers to access skill training programs that won't negatively affect business production schedules;  
Alignment between educational programs and providers via expanded articulation agreements, early college agreements and innovative training partnerships that support development and sustainment of Career Pathways and achievement of industry required credentials; and  
Alignment of multiple programs to ensure both short and long term skill gaps are addressed (for example agreements that result in options for training participants that provide a continuum of skill development by packaging short term OJT or Maine Quality Center training with Registered Apprenticeship.

Both the Healthcare Sector and North Star Alliance Initiatives piloted new ways for education and workforce partners to collaborate and co-invest resources to address specific sector needs. The Universities of Maine in Orono, Augusta and Southern Maine collaborated directly with specific HC providers and in many cases their community college counterparts to package and deliver training for specific companies. Four of Maine's community colleges partnered with health care providers and Adult Education to provide project specific training programs that in some cases were delivered through the health care employer.

The North Star Alliance Initiative focused on innovations in composite manufacturing, boat building and marine trades and supported collaboration between industry and university research and development programs that spawned two new companies and resulted in advanced research and company development in offshore wind energy production. Southern Maine Community College launched a new Precision Manufacturing Center with funding from both the North Star Alliance grant and a Community Based Job Training grant that continues to support new development efforts in the BRAC affected area of Brunswick. The only way sector partnerships will continue to spawn results is with expanded involvement of the workforce system provider network.

Increased **Workforce Investment Agency and Service Provider** involvement will result in ***expanded or improved***:  
Budgetary planning that aligns local resources with industry skill demands;  
Use of funding to support company-provided training approaches that begin with and/or result in direct placement into employment for enrolled participants;

Promotion of program integration, in which WIA, Wagner-Peyser, Trade Act, Registered Apprenticeship, Maine Quality Centers, ASPIRE, and Competitive Skills Scholarship Program (CSSP) funding is jointly accessed and invested in customized training projects for industries with job growth that will result in the training and placement of enrolled participants from all of the programs and that assure ongoing skill development, achievement of industry recognized credentials, career mobility, and earnings increases;

Accountability of program partners to align and invest resources to meet local employment demand and jointly respond to projects initiated by local workforce areas on behalf of business and industry; and

Understanding of value of packaging workforce resources from WIA, TAA, NEG, Discretionary Grants, Competitive Skills Scholarship Program and Maine Apprenticeship Program, ASPIRE, and Parents as Scholars funds.

Recent discretionary grants and smaller pilots are helping Maine move in the direction of cross-program collaboration and investment, but making this the norm rather than the anomaly will require investment in staff development and training, and facilitation of expanded agreements between and among partners as well as prescriptive policy and guidance. See Report on Industry Partnerships- **Attachment-2**

**Strategy: Maximizing return on investment of public dollars through aligning and leveraging resources across programs and agencies:**

System partners continue to have a good working relationship and have integrated programs with respect to customer flow, provision of intake, core services, referral, access, intensive services and ITAs. Partners in the State use one case management system, share information freely between partners and conduct customer business as a CareerCenter rather than as separate partners. As per the intent of the WIA one-stop concept, most customers entering Centers do not realize that CareerCenter services are actually funded through many different programs. They do not know or care if the workshop facilitator is from WIA or Wagner-Peyser or if their tuition and travel is paid for by TRADE and their childcare paid for by WIA DW funds.

This plan takes the integrated approach a step further by requiring that programs and resources are packaged and leveraged in a much more strategic, coordinated, and expansive way. It requires varied program staff to work together to design and implement recruitment and training plans. This new approach will force a change in the way state and federal programs work together and leverage resources to best meet the workforce needs of businesses and in how we prepare our job seekers for the jobs Maine businesses will offer.

Throughout this document, in both the strategic plan section and the operational plan section, reference is made to policy and guidance steps that will be developed and implemented to bring about a system-wide change in how state and federal workforce program resources are utilized by service providers and stakeholder partners to jointly address participant and employer skill needs.

There are five main actions identified for bringing about this overarching change that are referenced continuously throughout this document. The actions that will be undertaken to bring about alignment of available and appropriate resources as detailed throughout this plan include:

- Development of Policy and Guidance Notices and MOUs that will explain the protocols, rationale, benefits and means of performance measurement for the alignment and co-investment of program resources among and between all system partners

- Staff development and training efforts between system partners that will be implemented to ensure that all stakeholders understand the above
- Tool and forms development that will simplify the processes for joint investment of federal and state resources and that will guide how to leverage and package multiple program resource together on behalf of participants and industry members
- Pilot projects that will model examples of the above and enable partner stakeholders to work out the best practices and hurdles that might be encountered in packaging resources
- Performance measures and goals related to the activities above to ensure action to align and leverage resources is occurring

To avoid continuous repetition of every program and funding source being referenced in relation to the above strategy, please let it be understood that the above strategy will be applied in various iterations to ALL workforce system programs and partners, including:

- WIA Adult and Youth and Dislocated Worker
- Wagner Peyser
- Trade
- NEG's and Discretionary Grants (current and future)
- Registered Apprenticeship
- Competitive Skills Scholarship Program
- Rapid Response related activities and resources
- Vocational Rehabilitation - Disability Employment Initiative and other initiatives
- Adult Education, Literacy and Certificate programs
- Reemployment Assistance Programs
- Unemployment Insurance Initiatives
- Migrant and Seasonal Farmworkers Programs
- Welfare to Work, TANF, ASPIRE and Parents as Scholars programs
- Carl Perkins
- Veteran's Programs
- Partner programs such as Maine Community College System's – Maine Quality Center Program
- And any other programs/resources that can be leveraged including economic development programs such as CDBG Community Development Block Grants, Maine Manufacturer's Extension Programs such as MOST Training Program, and more as they are made available.

Greatly expanding business involvement in the workforce system will mean working collaboratively in a more results-oriented way. The system will require that all staff be trained to identify opportunities to work collaboratively with business and to collaboratively develop recruitment and training options that meet worker needs regardless of which funding streams may be utilized. Wagner-Peyser staff will be trained to analyze Job Orders and information received from business partners to identify 'hard to fill' positions and initiate a system response or trained to inform workforce partners when an individual employer has multiple openings or groups of employers are recruiting similar positions. Trained staff from Labor, WIA programs, Wagner-Peyser programs, Economic Development, Education, and DHHS will respond by offering options for additional applicant pools, training programs (classroom and on-the-job), and possibly financial options to defray the great expense of training new workers.

Workforce partners require a blueprint for integrating not only programs and resources that are within their own purview but programs and resources that cross agency lines. Steps required to achieve the overarching goal are not necessarily linear but include the following:

**Policy** that clearly defines objectives and the means of measuring outcomes and that strategically aligns and invests shared resources;

**System and Cross Agency staff Communication and Training** that explains program integration processes and protocols requires individual and agency accountability, measures agency participation levels and effectiveness, shares best practices and promotes ongoing quality improvements;

Develop or incorporate **New Tools** (forms, communications platforms, informational sites, etc.) that promote adoption and implementation of new policy, processes and protocols across and within agencies; and

**Identify and Implement Specific Projects** that will provide concrete examples that can be replicated at the local, regional or state level.

The following example shows how policy changes can drive collaborative alignment and co-investment of resources across program lines:

Example Policy Objective –Increase unemployed individuals with disabilities entering the workforce.

Policy that requires:

CareerCenter program partners (WIA, Wagner-Peyser, Vocational Rehabilitation, Adult Education, and Apprenticeship) to communicate to agency leads from programs serving individuals with disabilities to ensure they are aware of positive job recruitments and/or customized training opportunities, so they can inform their respective clients and prepare them for application to those new jobs;

Partners to involve VR agency staff to determine and provide screening and assessment alternatives that ensure equal access to contracted company-provided training opportunities such as OJT, Customized Training, Registered Apprenticeship, and Maine Quality Centers;

Employers that receive state or federally funded business assistance incentives for job creation to list their openings on the Maine Job Bank so that individuals with disabilities and the agencies that serve them have equal access to information about system funded job training opportunities;

Improved tracking of individuals with disabilities who utilize specific programs by requesting that all partner program agencies update their respective forms to allow individuals with disabilities to voluntarily self-identify as a means of tracking how many do or do not enter programs or employment; and

Agencies who serve businesses, that are recruiting and training new workers, to advocate for training and placement of individuals with disabilities and to represent the benefits of diverse hiring practices, and provide information on programs like WOTC work opportunity tax credits and other supports they could access from the system.

Creating a new culture of alignment and cross program/cross agency coordination must be constantly measured and evaluated. A means of measuring progress may include instituting communications venues and protocols to report the quantity and type of:

Cross agency communications being disseminated that would promote individuals with disabilities entering the workforce;

Company names of and numbers of jobs being created by businesses receiving economic incentives so that job bank services can be extended and provided; and

Identifying types of alternative recruitment assessment options that can be made available to individuals with disabilities so that they may be included in a pool of candidates for program funded OJT, Customized Training, Registered Apprenticeship or Maine Quality Center training.

Staff Training and Development Example:

Aligning and investing across program and agency lines will require system-wide staff training and development. What follows is an example of the type of training that will be implemented to align cross-agency resources with employer demand:

Training Objective- Inform education, economic and business assistance partners in how to use the **Integrated Service Strategy** approach to address workforce needs of new or expanding businesses.

Method:

Identify and engage partners that provide services directly to businesses:

Department of Economic and Community Development;  
Regional Councils of Government and Regional Economic Development Agencies;  
Municipal Development Offices;  
Chambers of Commerce;  
University of Maine Economic Development program leads;  
Maine Technology Institute ;  
Maine International Trade Association;  
Maine Centers for Innovation;  
Small Business Administration;  
Small Business Development Centers;  
SCORE;  
Coastal Enterprises Incorporated;  
Finance Authority of Maine;  
Lending Institutions;  
Women's Business Programs (Maine Centers for Women, Work and Community); and  
Industry Trade Associations or Groups, including:  
Manufacturing Association of Maine  
Maine Healthcare Workforce Forum  
Maine Marine Trades Association  
Maine Biotech Association  
Association of General Contractors  
Building Trade Unions  
Manufacturing Trade Unions

Provide training that gives partners cursory knowledge of workforce resources that can be applied and allows them to understand:

The business-need the resource can address (*example: recruitment and screening of participant pools currently enrolled in WIA who may be appropriate for OJT or Customized Training the company will offer to new hires and for whom OJT or CT funds can be provided to assist the employer with new hire training costs;*

Eligibility criteria required in order for the business customer to access the resource (*example: entry level wage thresholds required to access OJT or CT training dollars or Career Pathway requirements required to access funding sources tied to participants of discretionary grant funds such as Sector- Based or H1B funded grants;*

Contact names of the regional lead person with authority to commit the resource or coordinate the activity of the resource;

Approximate per/participant funding levels that can be made available from the particular resource; and

How to quantify the value of no-cost services such as a company-specific job fair and specialized recruitment or screening services.

Outline specific process steps, roles and responsibilities and tools agency partners can use to package combined services to address the needs of the business;

Process:

Assess needs;

Identify appropriate resources/contact;

Share and explain information;

Identify the type, level and amount of the resource that can be applied; and

Formulate a mutually agreed upon plan to integrate and provide resources/services.

Tools such as:

A Workforce Needs Assessment (five to ten questions that quickly identify needs and potential resources)

ISS Integrated Service Strategy Form - a format that outlines:

The business need/goal;

The resource and agency or program that can/will address the need goal;

The type of activity or amount of resources being committed to achieve the goal;

The timeframes in which the need/goal must be addressed;

The order in which the goals must be addressed; and

The lead individual responsible for ensuring their portion of the strategy is accomplished.

Engage and provide opportunities for facilitated cross agency planning and collaboration on actual business expansions using the ISS tool;

Provide protocols for ongoing communications and efficient use of staff time; and

Provide checks and measures to ensure goals and objectives are met. **Sample ISS Attachment-3**

### ***Prioritizing Sector Investments:***

Prioritization for focusing workforce and economic development investments must be made with Return on Investment as the primary goal. Investments should be made that support local and state priorities and be based on real job opportunities. Guiding principles for investments that support economic viability are critical to the State's recovery. System partners must work to articulate a rationale for using funds that prioritize specific outcomes. Suggested caveats for selecting projects for which workforce funding is dedicated to education and training projects may read as follows:

Projects being supported with workforce investment funds must result in both worker and employer competitiveness. Priority will be given to projects that result in the participant/trainee attaining:

A transferable, industry required credential;

High Quality employment ( high-wage, high-demand jobs with benefits);

Access to a defined Career Pathway with potential for lateral or upward mobility;

Enhanced education and training capacity at the local or state level that will continue to address future training needs; and

Projects that result in registered apprenticeship.

Or dedicate funding to projects that will address:

Placement of specific target populations, such as: older workers, individuals with disabilities, at-risk youth, veterans, new labor force entrants, and individuals transitioning back into the workplace.

### **Strategy: Initiating Education Reform K-20:**

Employers have identified significant soft skill and literacy and numeracy gaps in entry level workers and although Maine has a good record of high school completion it fall short in college completions. Maine hopes to address these issues with education reform measures.

***“Education Evolving”*** is Maine's Plan for Putting Learners First. It sets out objectives and action steps for building an education system in Maine that meets the needs of all learners, from early childhood into adulthood, and prepares them for college, careers, and civic life. The Department of Education is working toward an education system that engages and challenges every student, is customized to each student's individual needs, and harnesses the power of technology to enhance and individualize learning. It lays out a plan to transition Maine schools to a model in which students have more of a role in organizing their education and more choice in deciding how they master academic standards.

The plan is shaped around five core priority areas that address the various elements of building an education system focused on the needs of all learners:

Effective, Learner-Centered Instruction

Great Teachers and Leaders

Multiple Pathways for Learner Achievement

Comprehensive School and Community Supports

Coordinated and Effective State Support

The Governor’s overall strategy for Maine’s youth programs under WIA is to incorporate strong linkages to employers, increase emphasis on academic learning as it relates to workplace skills, increase focus on youth development activities, and increase emphasis on serving out-of-school youth. We will accomplish this vision by focusing on five key goals for our overall Youth strategy:

- 1) Improving on-time high school completion and increasing numeracy and literacy skills;
- 2) Preparing for success in employment;
- 3) Providing supports for youth;
- 4) Strengthening services to develop the potential of youth as citizens and leaders; and
- 5) Developing and maintaining partnerships and alliances to leverage Maine’s limited resources.

### ***Charter Schools:***

Expanding opportunity for the establishment of new charter schools that focus education platforms on science, technology, math, and engineering will provide a method for both comparing educational effectiveness and providing specialized preparation in needed skill areas. The secondary level Math and Science school in Limestone Maine the first charter school with focused curricula is recently joined by a new school focused on agricultural sciences in Skowhegan.



***Student Pre-Apprenticeship:***

Maine is one of very few states with a formal, registered, pre-apprenticeship program designed as a feeder to registered apprenticeship for high school juniors and seniors age sixteen or older. The program adheres to the same child labor laws as student learner programs and apprenticeships must be endorsed by the school, the parent and the employer and agency. Youth are able to work on all of the skill standards laid out in the adult registered apprenticeship program if only incidentally on some tasks. Students must complete at least 250 hours in order to receive a certificate of Pre-Apprenticeship, but can work as many as 1,000 hours all of which can be credited when they enter the full program after graduation. Maine also has an Adult Pre-Apprenticeship explained further on in this document.

**Strategy: Increasing number of individuals attaining post-secondary and industry-required credentials:**

As identified in the impact analysis it is more critical than ever for Maine to have access to a workforce with post-secondary skills and training and preferably with the types of degrees, diplomas and credentials specifically required by industry.

***Early College:***

Education research, both nationally and in Maine, shows that high school students who have the chance to enroll in early college courses during high school are more likely to graduate, be admitted to college, and follow through to earn a degree. As a result, they are more likely to be prepared to succeed in Maine's workplace.

The Maine Department of Education is coordinating efforts to assess the early college opportunities available to Maine students and find ways to make such opportunities more widely available with the hope that many students will be able to earn associate's degrees within a year of completing high school.

It is well documented that earnings and employment values rise with higher educational attainment but not all workforce members require a Bachelor's degree to succeed professionally. New policy will support equal emphasis on attainment of industry-required credentials that are deemed equally valuable in light of earnings and employment opportunity. Activity generated via Maine's industry partnerships will identify the level and type of skill credentials most important to specific industry sectors and education and training partners will be invited to deliver.

***Registered Apprenticeship:***

WIA funded program resources such as ITA accounts will be co-invested so that an eligible individual can earn both a specific entry-level credential required and continue learning for the long-term through Registered Apprenticeship. Policy requiring collaborative resource investment will be supported through implementation of cross-agency and partner training and will ultimately result in greater ROI for the service providers, the worker, the program and the employer.

Employer partners contracting with workforce system service providers to deliver participant on-the-job training will be required to promote an ongoing learning continuum using registered apprenticeship. In Maine, registered apprentices have the advantage of working toward an associate degree specifically for apprentices who work full-time. The Maine Community College System awards up to 24 credits (six credits per year) to apprentices for successful completion of their formal on-the-job learning and skill

proficiency attainment. In addition, the Maine Apprenticeship Program, a state-funded program, covers fifty percent of the remaining cost of tuition. The apprentice degree option is known as the TTO (Trades & Technology Occupations) degree. Apprentices who matriculate into this degree are given up to four years to complete a two-year program and graduates earn both a nationally recognized industry certificate and a trade-specific associate degree, putting them at the top of their wage scale with 75 percent less college debt than the average degree graduate.

Specific policy that will result in increased use of registered apprenticeship will require formal MOUs with the community college Business and Industry Divisions to promote registered apprenticeship as a means of continued skill development and to jointly market registered apprenticeship with Maine Quality Center Training when appropriate. Providing priority points for companies who apply for Maine Quality Center training that agree to sponsor registered apprenticeship is another way to promote the value of this underutilized training pathway.

#### ***Adult Pre-Apprenticeship:***

Maine's Adult Pre-Apprenticeship has been piloted through a collaborative with several of Maine's trade unions. The Plumber's and Pipefitter's UA 716 coordinated the effort in partnership with the Maine Department of Labor, the Augusta, Lewiston, and Wilton CareerCenters, IBEW Local 1253, the Northern New England Carpenter's Maine Chapter and SafetyWorks!. Eight contractors were also engaged in the partnership with agreements to hire successful completers of the program and willingness to give them up to 2,000 hours of credit for their pre-training depending upon trade area.

The Augusta CareerCenter acted as the primary recruiter for participants eligible and/or enrolled in NEG, TRADE, WIA Adult, WIA youth and unemployed workers not affiliated with any specific funding stream. Additional funding was provided by the Maine Apprenticeship Program. Twenty five participants participated in a comprehensive assessment that included review of appropriate career interests, aptitudes, reading and math literacy and an orientation to the program and registered apprenticeship. Eighteen participants were selected from the group and others were referred to programs that were more aligned with their interests and aptitudes.

The partnership developed and delivered courses in the trades, math, safety, tool use, sexual harassment, workplace protocol and more in forty hour a week sessions for eight weeks. Prior to course completion, participants were being interviewed by prospective employers. One of the employers also engaged in an OJT contract with the Augusta CareerCenter that would enable the newly-hired trainees to put some of the theoretical skills to practice right away. The OJT contract was funded through six different funding streams. Twelve of the eighteen original trainees are now actively registered apprentices. Two of the trainees went on to non-apprentice employment, one trainee went on to further education in another area and one trainee was cancelled out of an apprenticeship program.

Service providers and local areas will be measured on the number of new apprentices registered and the number of new programs and new sponsors registered on a quarterly basis in their regions as well as their ability to package and share resources in the ways in which the Adult Pre-Apprenticeship pilot was able to do.

#### ***Competitive Skills Scholarship Program:***

Low income workforce participants seeking to earn a college degree or industry credentials that will prepare them for high-wage, high-skill, demand occupations may also take advantage of Maine's Competitive Skills Scholarship Program (CSSP). The CSSP program supplements existing federal

workforce funding sources by providing supports to participants living within 200 percent of the LLSIL who are working toward a college degree in a high-wage, high-demand occupation. Although the primary goal of the program is for the participant to attain a post-secondary degree the program has recently expanded to include investment in employer-provided training that will result in the same outcomes and/or an industry required credential.

The high demand for CSSP is not surprising given Maine's recent economic history and job outlook. Nearly 30,000 payroll jobs were lost before employment levels stabilized in late 2010, more than a year after the official end of the recession. Not until 2011 did the labor market show some net job growth. The prolonged recovery sets this recession apart from others. The average time to full recovery of payroll jobs following the previous six recessions in Maine was twenty-seven months. Revisions to monthly estimates are likely to show that private non-farm jobs increased slightly in 2012 but, sixty months from the onset of the recession, total employment remains significantly below pre-recession levels.

The bulk of job displacement from the recent downturn included manufacturing production line workers and construction workers. For years, those jobs were a source of a middle-class lifestyle for people without post-secondary education, especially men. Traditional manufacturing jobs are not coming back, although there are some niches in manufacturing that show job gains; others occupations such as construction and the building trades may be slow to return. Many displaced workers will not be recalled and must find a new career. However, occupations in growing fields that offer similar or better earnings tend to require specific training and credentials - a significant barrier to reemployment. Without additional education or training, what are generally available to entry-level workers are low-pay, low-skill jobs in retail and service occupations.

The outlook from 2010 and 2020 is for 5.5 percent job growth and the continuation of a structural shift from production-related industries to service-providing industries. Net job growth is expected to be concentrated in education and health services and professional and business services. Construction jobs are projected to grow at above the average rate but the industry is not expected to rebound to pre-recession employment levels by 2020.

More than half of net job growth will occur in jobs requiring a high school diploma or higher. In this category are occupations with low skill requirements for entry but also many occupations that require substantial on-the-job training, work experience, apprenticeship or other qualification. Plumbers/pipefitters/steamfitters and computer-controlled machine tool operators are two examples of occupations with the usual education requirement of a high school diploma or less, but with substantial training required for entry.

Faster growth is expected to occur in occupations that usually require some form of post-secondary training or education. Among occupations identified as high-wage and in-demand, about half of anticipated annual openings are among occupations requiring post-secondary training or education.

Projected trends are consistent with research describing the changing nature of work across all major industry sectors in Maine, as indicated by a decrease in the share of workers with a high school diploma or less and an increase in the share of workers with some college or a college degree. Between 1990 and 2010, most employment growth occurred in industries that employ larger shares of workers with a bachelor's degree or higher, and among occupational groups requiring higher levels of education. Thus, high demand for CSSP's assistance in pursuing post-secondary education reflects both extraordinary

conditions precipitated by the recent recession, and on-going and increasing demand for a highly-skilled workforce.

***Company-Provided Training:***

A recent partnership between a precision manufacturer, a community college, a CareerCenter and the Maine Apprenticeship Program, resulted in eight individuals accessing education and training that resulted in full-time, regular employment at competitive wages and continued skill development with promise of a schedule of wage increases. In this project the employer negotiated with the community college to purchase a machining program that essentially culled courses from a two-year degree program and condensed them into seven months. The CareerCenter partnered with the employer to align and invests funds from the Competitive Skills Scholarship Program and the Maine Apprenticeship program to cover part of the cost of related instruction. The result was immediate employment for income eligible dislocated workers and ongoing training resulting in industry specific credentials and significant leverage of private dollars for participant training. It is hoped this type of industry partnership for training will become the norm going into the future.

The state will see significant savings by investing more in company-provided training approaches like this, not only because the training costs are shared with the employer, but because trainees begin earning their first day in the training and which significantly reduces the cost of long term support services and reliance on unemployment compensation and/or training stipends.

SWIB policy initiatives will strongly emphasize packaging of resources that will:

Result in attainment of industry recognized credentials that are in high-demand;

Place participants in degree programs that are developed in partnership with industry;

Emphasize company-provided training approaches that start with employment and result in attainment of high wage, high-level occupational skill and credentials; and

Establish a requirement for credential attainment, whenever feasibly possible, for all programs so that on-the-job training alone will become the anomaly and on-the-job training combined with formal training resulting in an industry recognized credential will become the norm.

***School for Precision Manufacturing:***

Southern Maine Community College, working in partnership with the Midcoast Regional Redevelopment Authority, the agency responsible for attracting and expanding businesses on the former Brunswick Naval Air Station, has recently completed an impact study that supports the plan to develop a campus that will focus on education in precision manufacturing. The study using the IMPLAN model has outlined a new approach for their Midcoast Campus. Results of the study allowed the school to identify specific occupations with potential for high growth. The study also spent significant time getting the input of industry around how to offer training that will meet industry needs and be relevant to both incumbent workers needing skill improvement as well as prospective new hires. Their analysis identified that the best way to achieve the goal would be to ensure that the school:

Establish a relatively narrow focus;

Establish an effective employer-educator collaborative process;

Develop clearly articulated career pathways;

Break educational/learning experiences into small components; and

Establish an ongoing, third party review process.

***Long Term Impact Evaluation:***

To better identify which education and training pathways provide the greatest ROI, Maine has invested in a tool for evaluation of all levels of educational and training program outcomes over the long term

through a **Longitudinal Study** that will follow high school and college graduates, registered apprentices, and program participants for a number of years. The data will impact decisions on how public investments are made so that resources are tied to programs and educational pathways that have the greatest impact on future earnings, job retention, and upward mobility for the participant.

#### ***Career Pathways:***

Adult Education continues to play a critical partnership role, providing participants with college readiness, entry-level industry credentials, Work Ready, English as a second language, and working with higher-education and industry to map career ladders that will provide direction for workers in specific sectors looking to attain higher level credentials.

Maine's Health Care Sector grant has been piloting this approach. A primary goal of the grant is to upgrade the skills and credentials of existing health care workers and to outline career pathways that would enable entry-level workers to plan careers in an industry that has been consistently expanding despite financial woes related to budget deficits and healthcare reform. Projects piloted by the grant have resulted in multiple new levels of nursing education along a career continuum. Through a training partnership between health care providers, Adult Education and the Maine Community College system CNAs now have the opportunity to gain additional skills within their scope of practice as Advanced CNA's, gaining skills in specialty areas such as geriatrics and Alzheimer's patient care. The same grant has successfully piloted an apprenticeship program for recent RN graduates that will prepare them for specialty nursing in areas such as critical care and emergency room certification.

#### ***Promoting Attainment of Credentials:***

Collaboration among partners using industry input remains a critical strategy for promoting attainment of required credentials but goals must be set and reasons why individuals who enter credential earning programs but don't complete them must be analyzed and addressed. Specific levels of training dollars must be dedicated to training that result in credential attainment and goals in the terms of numbers of participants completing training and earning a credential must be adhered to.

Service provider staff will be informed about the types of training programs that will result in marketable credentials desired by industry and kept up to date on regional labor market demands. Individual Career Plans must specifically outline the steps that individuals must take to prepare themselves to enter a career ladder. Service providers will be directed to negotiate customized training on behalf of employers or employer consortia who are seeking applicants with specific credentials. Service providers will learn to negotiate with education providers around training cost, delivery methods, and specific curricula.

Agreements with community colleges and universities will be established to assess and access credit for prior learning on behalf of participants which will reduce the amount of time it will take to achieve a credential. Ensuring staff and participants understand the value of one credential over another will ensure that training funds get invested appropriately. Information gleaned from Industry Partnerships must be shared with front line staff at the CareerCenters so that they are current on the types of credentials Maine businesses value. Staff will also be trained in knowledge of occupational licensing requirements at the state and federal levels to assure participants taking training will be able to access the occupations upon completion of training.

One of the methods being used at the community colleges is to display the wage and job growth levels tied to specific occupations. Visuals of this information will be helpful for participants who are deciding

upon retraining pathways and for staff who are providing them guidance. Community college partners will be encouraged to link non-credit credentials to degree or credit based diplomas.

### **Strategy: Retaining Maine talent:**

#### ***Maine Skills Gap Program:***

Discussion has begun regarding development of a program that could address the immediate hiring needs of Maine employers who are unable to fill specific skill gaps. The goal is to encourage students and qualified experienced employees to take positions with Maine companies within industries with significant unmet demand, by reimbursing a portion of the employee's student debt, or in the absence of student debt, reimburse a portion of their housing expense during their employment. If implemented, qualified employers could be reimbursed by the State of Maine for up to fifty percent of the monthly financial bonus paid directly to the employee (total monthly bonus not to exceed \$300). It is assumed that long term solutions to Maine's workforce development challenges will take from 8-10 years to attain measureable positive results. The duration of the Maine Skills Gap Program would last eight years, assuming a long-term workforce solution is developed during the interim, upon which time the law would sunset.

#### ***Opportunity Maine:***

Legislation for Maine's Educational Opportunity Tax Credit, commonly referred to as Opportunity Maine was passed in 2008. It offers an annual tax credit to associate or bachelor degree holders who graduated from a Maine educational institution in 2008 or after, toward their student loan repayments, up to that year's average in-state tuition and fees based on the community college or the state university systems rates. In 2012, the program was expanded to provide an actual tax refund for eligible individuals who obtain a STEM related degree.

Moreover, employers who pay their employees' monthly loan bills can get a dollar-for-dollar refund on their taxes. So if a business spent \$6,000 one year paying off an employee's student debt, it could get a \$6,000 refund from the state. The Maine Revenue Services, in its annual report to the Legislature, provides data that indicates that in the first three years of the tax credit, the number of credits claimed has steadily and exponentially increased. The early numbers are understandably small, but the dramatic increase in utilization from year to year bodes well for the growing use of the credit and refund options that promote the education of Mainers and their retention in the state's workforce.

State law currently requires the Department of Education, the Finance Authority of Maine, the Department of Economic and Community Development and any other agency engaging in education-related outreach to integrate promotion of the program (tax credit/refund) into existing educational opportunity outreach efforts. Legislative efforts are focused on explicitly requiring publicly funded workforce development programs to promote the program as a component of their outreach. Regardless of the outcome of legislative efforts, promotion of the Opportunity Maine Tax Credit will become an indicator when measuring high performance LWIBs, CareerCenters and other publicly funded workforce development programs.

**Strategy: Better utilization of Maine’s available workforce:**

The SWIB has seven standing committees. All but one addresses a specific population and its workforce issues. The exception, the Program Policy Committee, is composed of service providers and program representatives.

Maine Apprenticeship Council

Disabilities and Employment (Commission on Disability and Employment)

Older Workers

School to Work (Youth Transitions)

Veterans Employment

Women’s Employment Issues

Program Policy

Each committee has a staff person assigned to it. Committee staffs handle logistics, arrange meeting space, take and distribute meeting minutes, and function as a general resource to each corresponding committee. Under the SWIB, committees will work more closely with one another under the guidance of a SWIB staff person. The committees will focus on finding common policy areas and collaborating to ensure that their recommendations are compatible with the state’s workforce development plans. The Program Policy Committee will be the locus for these recommendations and will carry the other committees’ recommendations forward for full SWIB consideration.

***The Maine Apprenticeship Council:***

The Maine Apprenticeship Council conforms to federal registered apprenticeship program requirements, assists and advises the Department of Labor and represents the Maine Apprenticeship Program to the SWIB. Among its duties, the Apprenticeship Council partners with the stakeholders in the state’s workforce investment system to promote registered apprenticeships as a key talent development method serving workers, employers, and industries.

The primary objective of the council is to ensure:

Equitable access to programs;

Programs fall within the parameters of “Apprenticeable Occupations”;

Program Standards meet or exceed statutory requirements; and

Program Standards provide for the adequate safety and training of registered apprentices.

Key Goals of the Apprenticeship Council are to:

Promote Registered Apprenticeship as a key talent development tool;

Increase access to apprenticeship (women, minorities, veteran’s & individuals with disabilities);

Expand the number of industry members sponsoring apprenticeship training;

Integrate Apprenticeship with other workforce investment programs;

Engage youth in registered apprenticeship as an alternate college pathway; and

Engage educational partners in the promotion and support of registered apprenticeship.

The Maine Apprenticeship Program will benefit from policy directives from the SWIB that encourage/promote integration of programs and resources, for example policy that promotes the integration of registered apprenticeship with:

Department of Transportation and the federally funded on-the-job training program; and

Maine Quality Center – Maine Community College System new-hire training program.

This would provide a formal career pathway development program for both the employer and the employee and would result in a more competitive workforce and industry.

Currently the U.S. Department of Education gives preferred recognition to high schools that place students into two or four year college programs, yet the Maine Apprenticeship Program should be seen as an equally beneficial pathway for secondary education students. What is less well known is that many apprentices in Maine can take advantage of the Trades & Technology Degree Option – an associate degree specifically for apprentices offered through the Maine Community College System. The program allows apprentices to matriculate as degree students and earn college credits for their formal on-the-job learning and for which the Maine Apprenticeship Program pays part of the cost of tuition. Students who go directly into registered apprenticeship upon graduation have a greater chance of completing college as they are able to earn while they learn.

Studies have shown that registered apprentices earn about \$250,000 more over a lifetime than college graduates, primarily because by the time they finish their degree they are already at the top of the wage scale and have no to little college debt. Students that attend traditional college enter employment at the bottom of the pay scale upon graduation and have significant debt. In these hard times, students have difficulty finding employment because they also have little or no practical experience.

***The Commission on Disabilities and Employment (CDE):***

The CDE was established by the legislature in 1997 and promotes collaboration with the public and private sectors to increase awareness and influence policy related to employment for people with disabilities. Its members envision a Maine workforce that includes all people with disabilities employed in jobs that meet both their economic and personal needs. The CDE issues a formal annual report that includes Recommendations to the Governor and Legislature. This past year, it assisted with the collection of public comments on the state's Division of Vocational Rehabilitation plan. The Bureau of Rehabilitation Services provides a staff person for the CDE.

This state can rightly claim a long standing and abiding concern with the employment issues facing people with disabilities. An estimated 206,400 people with disabilities reside in Maine, and approximately 54 percent of those residents are working-age adults. In collaboration with the CHOICES CEO Project, the SWIB's Commission on Disability and Employment issues an annual "Snapshot" featuring data highlighting employment participation, economic well-being, employment services, and effects on the Maine economy relative to our residents with disabilities. The report can be accessed at this link: <http://www.maine.gov/labor/cwri/publications/Word/Snapshot2012MaineWorkersWithDisabilities.docx> This collaborative report is only one example of the attention we are affording to employing individuals with disabilities. The Operational Plan in Section Three of this plan contains a detailed discussion of our current and proposed efforts to address and improve the employment circumstances of people with disabilities.

Unlike some states, our Vocational Rehabilitation Services are administered by the Maine Department of Labor, rather than the Department of Education. This bureaucratic arrangement reflects our commitment to making the employment of people with disabilities a priority. The Bureau of Vocational Rehabilitation works in tandem with the Bureau of Employment Services (BES), as well as programs in the Maine Department of Health and Human Services to advance the Business Leadership Network (BLN), an initiative to facilitate a demand-driven, business led program to encourage employers to hire people with disabilities. The Business Leadership Network was a perfect segue from the Bureau of Employment Services' successful Disability Program Navigator program (DPN), which then served as a model for Maine's Aging Worker Initiative.



***The Youth Transitions Committee:***

This committee works to identify, evaluate and support youth programs in Maine that need resources to sustain or expand their initiatives. The committee is composed of a diverse group of individuals dedicated to supporting and improving the lives of Maine youth. Membership includes state employees and representatives from the private and nonprofit sectors. Along with Jobs for Maine's Graduates, the Maine Department of Labor, and several private businesses, the School-to-Work Committee co-sponsored six "Maine Regional Education, Business & Community Stakeholders' Sessions" which provided an opportunity for approximately 150 individuals to affirm and refine the employment competencies used by youth service providers. In addition, the School-to-Work Committee developed a Youth Resources Guide that was distributed to youth through schools and service agencies. A staff person for this committee is provided by the Maine Department of Education.

***The Older Workers Committee:***

Promoting the value of Maine's workers over age 55 through advocacy, education, and policy development to meet the needs of those workers and their employers is the main objective of this committee. The Older Worker Committee instituted the "Silver Collar Employer Award" to recognize employers in Maine whose policies and practices match the needs of mature employees. In addition, this committee produced a status report on older workers in Maine, *Maine's Aging Workforce: Opportunities and Challenges*, which explores programs and policy strategies to make work an attractive option for seasoned, experienced workers who might otherwise consider retirement. The Older Workers Committee has also produced two very popular pamphlets, the *CareerCenter Older Worker Resource Guide* and an executive summary version of *Maine's Aging Workforce*. The Older Workers Committee is staffed by the Maine Department of Health and Human Services Office of Elder Services.

***The Veterans' Employment Committee:***

This committee works to improve training and employment opportunities for Maine veterans, disabled veterans, and eligible spouses. The Committee focuses on building employers' awareness of the advantages of hiring veterans and will develop policy recommendations to increase the effectiveness and efficiency of veterans' employment and training programs in Maine. This Committee is collaborating with the Maine Military and Community Network, the Togus VA, and the Maine Department of Veterans Affairs to develop a web portal that provides a comprehensive array of resources, including education, training and employment, for veterans and their families. The Veterans Employment and Training Services Program Manager acts as staff to this committee.

The flow of veterans and transitioning service members through our CareerCenters (One-Stop Centers) has averaged over 8,000 per year over the past few years, with more than one half of that count being unemployed. Wagner-Peyser, WIA and other USDOL funded projects operate in unison with the Jobs for Veterans State Grant (JVSG) to ensure that all veterans receive priority of service within the employment service delivery system. These core programs are the point of entry for Maine veterans, disabled veterans and eligible spouses including referral for services from the JVSG and other service providers. Our employment service capacity is strategically distributed throughout the Maine CareerCenters to serve this flow of veteran and although it has been extremely challenging just to help the number of "walk-ins", no veteran coming to a Maine CareerCenter has ever been turned away.

The Jobs for Veterans State Grant, (JVSG) is a non-competitive USDOL funded program that provides over \$800,000 annually to Maine, supporting 10.5 FTE veterans staff positions. Maine has four full-time and five half-time Disabled Veterans Outreach Program specialists (DVOPs), and four full-time Local

Veterans Employment Representatives (LVERs), working within 12 CareerCenter offices in Maine. There is one LVER who serves as the state Veterans Program Manager based at the central office in Augusta.

To expand our reach to Maine veterans and to help address significant numbers of veterans accessing CareerCenter services, three FTE DVOP and one FTE LVER were added to the JVSG veteran services staffing strategy. These veterans' representatives provide outreach and intensive employment services to a targeted population of veterans at the numerous itinerant locations across Maine.

***The Women's Employment Issues Committee (WEIC):***

The WEIC highlights employment issues, develops recommendations to the SWIB, and supports initiatives that remove barriers preventing women in Maine from attaining complete economic success and security. In addition, the Committee proposes and promotes policies, programs, and legislation that provide full economic opportunity for all Maine women. Over a five year period, The Women's Employment Issues Committee produced annual reports on the status of Maine women, *Working Women in Maine, Indicators for Progress*, featuring quantifiable benchmarks to measure, monitor, and evaluate Maine's progress in achieving that economic opportunity and security for all Maine women. This committee recently hosted a panel of women veterans. This committee is staffed by personnel from the SWIB.

All of the committees will be charged with identifying quantifiable goals for increasing access to employment for target populations and for formulating strategies and promoting best practices derived from the discretionary grant activities such as:

***The Aging Worker Initiative (AWI):***

The AWI promoted older workers as a solution for business and to connect participants to employment and training opportunities leading to placement in high-growth, high-demand occupations. The initiative, implemented in all four workforce investment areas, looked to address technical skill gaps like facility with computers and ability to use IT programs commonly used by business and to tackle age discrimination through marketing and outreach to employers that would change perceptions about the value of older workers in today's work place.

***Retaining older workers in new roles:***

One of the ways to address the loss of experienced and educated workers is to incent them to stay in the workforce longer but in new roles such as adjunct faculty or as skilled trainers for newly hired workers being trained through business-provided training programs or for sector specific skill development. One of the key issues in addressing the skill gaps facing industry is a lack of qualified trainers who could serve as adjunct faculty. The community college system and Career and Technical Education providers must rely on skilled members of industry as trainers and adjunct faculty. In collaboration with industry, educational institutions could share qualified staff and provide them with train-the-trainer and adult learner skills development and utilize them as trainers for a new generation of workers. Companies that utilize the Maine Apprenticeship Program are doing this now because the program will assist with the cost of preparing industry experts to become effective trainers and retirees with skills are being rehired by companies as in-house trainers. A recent company has hired a former Dye Master part time for a two year period to train new apprentices in the craft of dying natural fibers. Maine's North Star Alliance Initiative also funded train-the-trainer certificates to prepare former skilled industry members to train new hires in high-end skills such as joinery as used in the boat building industry.

***Business Leadership Network:***

A similar approach to that used for aging workers is to engage and inform employers about the value of hiring individuals with disabilities who have less chance of accessing employment in times of deep economic stress. Employers willing to take on new employees during unpredictable economic times have used temporary agencies to alleviate the risk of taking on a new employee. Using that platform, Vocational Rehabilitation and other programs are reaching out to employers providing assurance and supports that will reduce the risk of their investment when they hire individuals with disabilities. Service providers are able to assess the skill requirements, assess and identify appropriate candidates and provide the company and its employees with information and education around cultural issues, such as disability etiquette. In some cases, providers can offer supports such as job coaches who can assure that the work of newly hired participants is completed and fully assimilated by the participant.

Two major employers in Maine have participated in this approach already, Tambrands in Lewiston and L.L. Bean in Freeport. Educational campaigns are being launched at the national and state level to encourage more employers to come on board. Employer resources can be packaged that will incent employers such as utilization of the WOTC tax credit.

***Low and Moderate Income Individuals (LMIs):***

While our WIA programs have always served individuals who are low income, and we have always made sure to leverage other training and support service dollars when possible, as we do for participants co-enrolled in WIA and TANF, we have recognized that other efforts are needed to serve as many low and moderate income individuals as possible. To this end, the SWIB now has representation from public housing and TANF who serve on the Program Policy Committee. The objective is to strengthen our partnerships with those programs serving LMIs. We also have a further objective of achieving program integration whenever possible. A more in depth discussion of our plans to integrate SNAP, TANF, and WIA services can be found in the operational plan section addressing low income and disadvantaged adults.

**Strategy: Establish efficiency and accountability measures through new policy initiatives that will ensure maximum investment of resources in workers and employers.**

**The Program Policy Committee** works on analyses, reports, and recommendations for workforce development in Maine. This committee is responsible for assisting in the preparation of the SWIB's annual report to the Governor and Legislature; developing recommendations for the Governor, Legislature, Cabinet Commissioners, and others; monitoring the performance of the workforce development system in Maine; and receiving and acting upon reports and recommendations received from other SWIB Committees.

The Program Policy Committee members reflect the required members in Section 121(b)(1)(B) of the Workforce Investment Act: WIA Title I, Wagner-Peyser, Adult Education, Vocational Rehabilitation, Food Stamps and TANF, Senior Community Service Employment Program, Carl Perkins Vocational Education, Community Services Block Grant Activities, Trade Adjustment Act, Veterans, Housing and Urban Development, Unemployment Insurance, University of Maine System, Maine Community College System, and Career and Technical Education. The Director of the Bureau of Employment Services chairs the Program Policy Committee.

Policy changes are put out to the Maine system in much the same way as TEGs are disseminated by USDOL. In order to effect a systemic change in how we do business, exacting policy must be developed

that will guide the system and result in desired outcomes. The following policy areas and prospective policy ideas and initiatives will be reviewed by the policy council and vetted with workforce system leads:

Over the next five years new policy will be generated with a focus on:

**Cost containment, cost savings, cost sharing, and improved leverage**

Identifying a State Indirect Rate to be used by all sub-recipients;  
Requiring that a specific percentage of funding be spent on worker training;  
Requiring other programs and/or funding sources be leveraged whenever possible;  
Prioritizing which funding source gets utilized first or for specific purposes (PELL for cost of living for, Wagner-Peyser for delivery of group workshops, etc.);  
Requiring competitive procurement of administrative services (payroll, fiscal services); and  
Promoting the use of a single fiscal agent by all local boards that will reduce auditing costs and improve fiscal oversight

**Program and resource alignment and collaboration**

Requiring programs/providers to collaborate and co-invest resources  
Requiring utilization of programs and resource across agency lines to assure all investments are aligned with state goals (i.e.: require MQC to work closely with federal and state workforce programs such as WIA and MAP so that a continuum of skill development can be supported for Maine workers and Maine industry).  
Requiring strategic, focused investment of all resources  
Institute criteria that prioritizes which sectors to invest in, i.e.: sectors that:  
Offer High Quality Employment (sustainable wages, benefits, career paths);  
Expand potential for significant expansion and/or attraction (i.e.: investment that attracts: other like companies locating, foreign investments, commitment to subcontract work to Maine companies, etc.);  
Utilize and/or support innovation and invest private funds that will sustain the innovation infrastructure at Maine universities and colleges;  
Utilize and/or support educational infrastructure through working collaboratively with education (MCCS/UMAINE, CTE) to develop, design and implement training programs;  
Collaborate with the workforce system for recruit and train workers; and  
Collaborate with workforce investment for placement of targeted populations.  
Institute policy that aligns investment priorities across agencies (Econ Dev., Workforce Dev., Education, Industry, Human Services, and Corrections etc. for economic growth).

**Increased involvement of private sector**

Expanded local input and alignment with 8 regional economies; and  
Continue to clarify the components of industry partnerships.

**Clarity around new roles and relationships (SWIB, LWIB, Industry, Workforce, Economic Development and Education)**

**Drive performance requirements at multiple levels:**

State  
Regions  
WIBs  
Providers  
Partners

## **Use of Outcomes of the Longitudinal Study**

### **Drive an integrated approach to addressing industry skill gaps that will align education and economic and workforce development resources and that will prioritize and promote:**

Promote the value of industry required credentials;

Promote funding of company-provided training for workforce participants to an actual job and that result in a transferable, industry-recognized credential and immediate employment of the trainee.

### **Use of Integrated approach to addressing the employment needs of varied populations resulting in advantageous employment opportunities for all;**

Incent and/or promote employment of individuals with disabilities, new labor force entrants, etc. through collaborative agreements like Business Leadership Model with Tambrands/ LL Bean

### **Better utilization of existing resources**

Require companies that receive workforce or economic resources to list with Maine Job Bank as a mechanism for tracking new job growth.

Utilize Job Bank as a new job growth data source

### **Launch or continue implementation of programs and services that will result in:**

Increase in the number of individuals earning post-secondary credentials

Early College

Technology Based Charter Schools

Industry Driven Education and Training Credentials

Expanded collaboration (articulation agreements) between Adult Education and Post- Secondary Education

Better articulation of Career Ladders within industry sectors that guide worker training for upward mobility

Expanded use of long term skill development programs such as Registered Apprenticeship

Increased employment of at risk populations (disabled, veterans, ex-offenders, and ex-TANF, recipients).

Based on guidance from the USDOL Employment and Training administration, a number of draft policies in various stages of completion, currently being developed by a SWIB working group, will be presented to the SWIB for review and input on January 18, 2013. The policies will promote the following:

#### **Policy Subject: Minimum Training Expenditure Requirement for WIA**

The policy requires Local Areas to dedicate a minimum amount of Title-I WIA Dislocated and Adult Worker program funds toward participant occupational training; specifically toward:

Occupational Classroom Training (tuition assistance);

Customized Training;

On the Job Training; and

Support Services to eligible participants engaged in the above.

Expenditure rates to be dedicated will be based on rates spent historically in each region and will increase incrementally over the next four years. **(See Attachment- 4)**

Policy Subject: **Approval of Local Workforce Investment Boards**

This policy will implement a process and criteria for approving LWIBs as operational and administrative entities. Certificates of Approval will not replace monitoring but will provide standards by which LWIBs will be measured. **(See Attachment-5)**

Policy Subject: **Certification of One-Stop CareerCenters**

This policy will implement a process and criteria by which CareerCenters will be certified. The goal of the policy is to standardize the quality and delivery of services and provide a means for continuous improvement. The process will involve a review that will be conducted on a regular basis that will certify CareerCenters, identify best practices, and/or provide technical assistance that will result in Certification. **(See Attachment-6)**

Policy Subject: **Data Collection and Reporting**

This policy will institute collection of data beyond what is federally required to measure performance. The policy will outline how the “Performance Scorecard” will be administered, the data to be collected and the evaluation methods and purposes it will endorse. **(See Attachment-7)**

Policy Subject: **Requiring a Letter of Support from the SWIB to entities applying for funds that will include leveraging resources or programs funded by the Workforce Investment Act**

This policy will provide guidance and protocols to be followed by entities applying for funds that require leverage of WIA programs, activities, resources, or personnel funded through WIA. The goal of the policy is to ensure that all funds (discretionary and other grant funds) will align with and support the goals of the State Strategic Plan. **(See Attachment-8)**

Policy Subject: **Establishing Chambers of Commerce as required partners in local areas**

This policy outlines the value to local areas for regional business input represented by the Chambers and defines the roles and ways local areas can include Chambers of Commerce in workforce policy development, planning, and guidance at the local level. **(See Attachment-9)**

Policy Subject: **Promotion and Availability of Entrepreneurship Training as a Required Service**

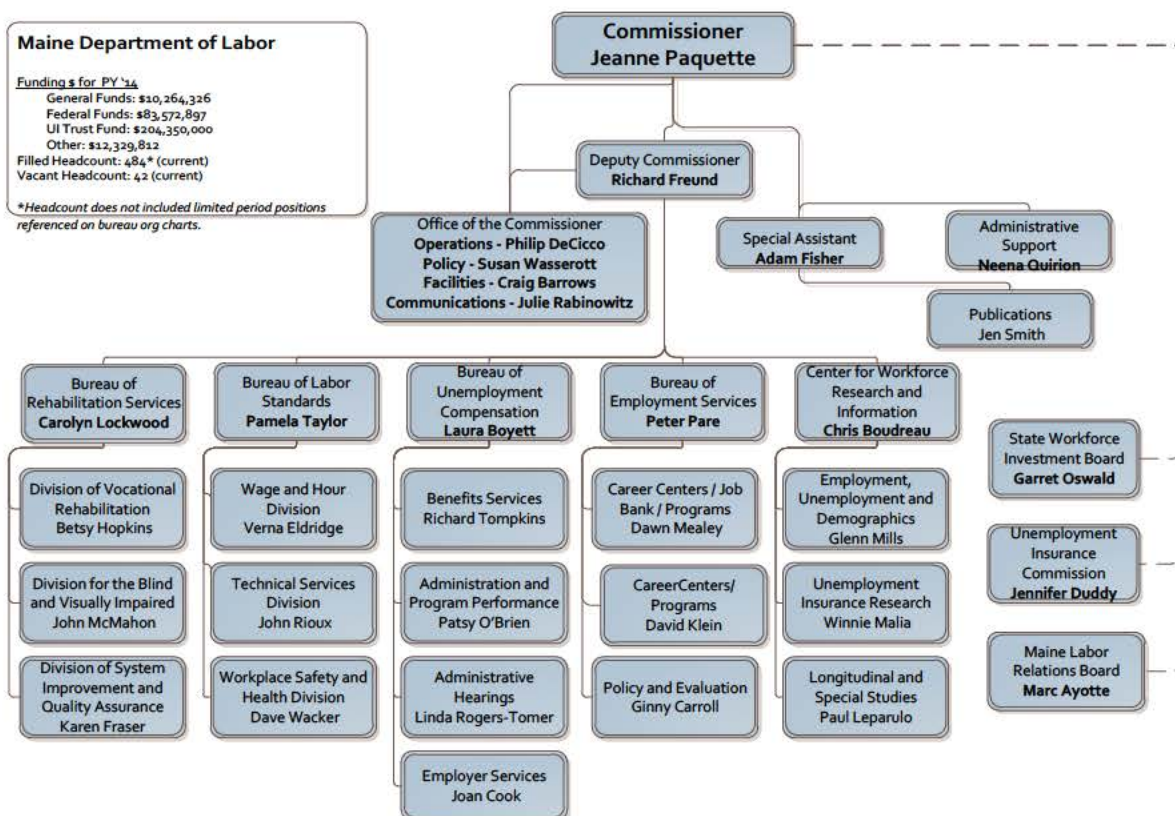
This policy promotes entrepreneurial training (a WIA approved training service) as a pathway for unemployed individuals to become self-employed. The policy provides guidance regarding the ways system partners can work together to promote entrepreneurship and will outline the performance measures to be used upon implementation. **(See Attachment:-10)**

## SECTION TWO – OPERATIONAL PLAN

### OVERVIEW OF THE WORKFORCE SYSTEM

#### Organization:

The Bureau of Employment Services is the State Workforce Agency (SWA) within the Maine Department of Labor established to provide oversight and administration for state and federal workforce programs and to provide financial, administrative and policy support to Maine's CareerCenters (Attachment-11). The Bureau of Employment Services was established in 1996 consolidating the Bureau of Employment and Training Programs and the Bureau of Employment Security's Job Service Division into a single entity to support the One-Stop service delivery system, known in Maine as the CareerCenters. The Bureau of Employment Services is comprised of the Administrative Office, twelve local, full-service, CareerCenters and fourteen auxiliary sites.



Revised 3/6/2013  
 Adam Fisher

Currently the state has four local workforce investment boards covering four local areas.

The Aroostook/Washington Workforce Investment Board covers two of the northern most counties. The Aroostook/Washington board is administered through Northern Maine Development Commission (NMDC) and WIA funds are distributed to two area service providers – Aroostook County Action

Program(ACAP) in Aroostook County and the MDOL Bureau of Employment Services (BES) in Washington County.

The **Tri-County** Workforce Investment Board covers Penobscot, Piscataquis, and Hancock counties and is administered through Eastern Maine Development Corporation who also acts as the local service provider and administers the formula funds for WIA services in their region.

The **Central-Western** Workforce Investment Board covers Androscoggin, Franklin, Oxford, Somerset and Kennebec Counties and is administered through the Franklin County Commissioner's Office and WIA funds are distributed to through two services providers Western Maine Community Action Program WMCAP who provide service in Androscoggin, Franklin, and Oxford counties and the MDOL Bureau of Employment Services who provide WIA services in Somerset and Kennebec counties.

The **Coastal Counties** Workforce Investment Board covers York, Cumberland, Knox, Waldo, Sagadahoc, and Lincoln counties and is administered under the direction of Coastal Counties Workforce, Inc. a corporate entity under which an executive board made up of CCWIB and Chief Local Elected Officials oversee that WIA requirements are met. WIA funds are distributed to Goodwill Industries of Northern New England which acts as the WIA service provider across the six coastal counties.

Since July 1996, the Bureau has been funded through State and Federal Job Training Funds and Federal Employment Security (Wagner-Peyser) Funds. On July 1, 2000, the State of Maine began operating programs in accordance with the federal Workforce Investment Act of 1998 (WIA).

WIA titles I and III have significance for programs operated by the Bureau of Employment Services and create the overall structure of the workforce investment system, including the State Workforce Investment Board, regional Chambers of Commerce, CareerCenters, and Youth Councils. Title I created the overall structure for the workforce investment system, including state and local workforce boards, One-Stop career centers, and Youth Councils. Title I includes the provision of services for Adults, Dislocated Workers and Youth. Title III amended the Wagner-Peyser (Employment Services) Act to align its provisions with the new system.

The Bureau of Employment Services will continue to use the same allocation formula that USDOL uses to allocate funds to the state. Using the prescribed formula, Maine allocates funds to 16 counties in the four Local Areas.

#### State Workforce Investment Board

As required under WIA, the Governor has established a State Workforce Investment Board to assist in the development of a state plan. Initially established in 1997 by the Maine Legislature, the Maine Jobs Council (MJC) integrated a number of statewide councils into one coherent workforce development policy board. The MJC was formally charged by the Governor to oversee and guide statewide workforce investment activities.

Governor LePage established a new vision for Maine's workforce system and a revitalized State Workforce Investment Board. In 2011, he communicated his goal to maximize the return on investment for federal and state training funds and established a revitalized State Workforce Investment Board (SWIB) that would be business focused and employer and data-driven.



To effect the revitalization of the State Workforce Investment Board, the Governor submitted Legislation which was subsequently passed for enactment by the Maine State Legislature on April 4, 2012. The Governor signed LD 1874 into law on April 14, 2012, renaming the Maine Jobs Council the **State Workforce Investment Board**. (A copy of LD1874 can be viewed in **Attachment-12**)

#### 2013 STATE WORKFORCE INVESTMENT BOARD MEMBERSHIP

##### The Governor

1 – Paul R. LePage

##### Representatives of Business in the State (60.8% Majority)

2 – Frederick Webber	Maine Street Solutions - Augusta
3 – Wayne Holmquist	Real Estate Entrepreneur - Standish
4 – Scott Good	Crescendo Consulting Group - Portland
5 – Ed McKersie	Pro Search - Portland
6 – Leo Roche	New Fab - Auburn
7 – Joanne Harris	MDI Hospital – Mount Desert Island
8 – Susan Corbett	Axiom Technologies - Machais
9 – Kevin Healey	St. Mary's Health System - Lewiston
10 – Steve Pound	Cianbro - Pittsfield
11 – Mark Adams	Sebago Technics - Westbrook
12 – Terry Young	Puritan Medical Products - Guilford
13 – Robert Carmichael	Maine Savings Federal Credit Union – Hampden
14 – Susan Hammond	Four Directions Development Corp - Orono

##### Legislators (2 members of each chamber of the state legislature) (Ex-Officio / non voting)

- Senator
- Senator Garrett Mason – District 17
- Representative Amy Volk – District 127
- Representative Peter Johnson – District 27

##### Chief Local Elected Officials

15 – Tom Davis	Penobscot County Commissioner
16 – Sallie Chandler	York County Commissioner

##### Representatives of Labor Organizations

17 – Don Berry	AFL-CIO
18 – John Leavitt	Carpenters Local 1996

##### Individuals or Organizations with experience with respect to Youth programs

19 - Craig Larrabee	Jobs for Maine Graduates
20 – Tracey Cooley	Job Corps

Individuals with experience in the delivery of workforce investment activities including Community Based Organizations

- 21 – Gerard Salvo                      Coastal Enterprises Inc.
- 22 – Mel Clarrage                      American Council of the Blind of Maine

State agencies / programs representing required partners

- 23 – Peter Pare, Bureau of Employment Services, Program Policy Committee Representative

Program Policy Committee Members;

- WIA Title I – Peter Pare, Bureau of Employment Services
- Wagner-Peyser – Peter Pare, BES
- Adult Education – Gail Senese, Department of Education
- Vocational Rehabilitation - Carolyn Lockwood, Bureau Rehabilitation Services
- TANF / Food Stamps – Liz Ray, Dept. Health & Human Services
- Senior Community Service Employment Program - Dan Muth, National Able Network, Inc.
- Carl Perkins Vocational Education – Barbara Woodlee, Maine Community College System
- Community Services Block Grant – Brian Whitney, Dept. of Economic & Community Development
- Trade Adjustment Act - Peter Pare, BES
- Veterans - Peter Pare, BES
- Housing and Urban Development – William Burney, HUD Bangor
- Unemployment Insurance – Laura Boyett, UI
- University System – Renee Kelly, University of Maine
- Career & Technical Education – Margaret Harvey, CTE

The organizations represented on the current SWIB include organized labor, business, adult education, Chambers of Commerce, the University of Maine and Maine Community College Systems, the Maine Department of Education, the Maine Department of Economic and Community Development, local economic development agencies, community-based organizations, and the Maine Department of Labor.

The configuration of the board will enable Maine to meet the demands of its economic future by encouraging the creation of a knowledgeable, skilled, and flexible workforce that is responsive to the needs of the new economy. The Maine State Workforce Investment Board carries out its functions and provides direction and leadership for the system in accordance with WIA §111(d). Through the WIA Strategic Planning Process, the SWIB develops the State’s vision and goals in collaboration with its partners. (See State Workforce Investment Board Configuration **Attachment-13**)

Local Areas

Maine’s intention is to place emphasis on input from the eight labor market regions that align with the current Chamber of Commerce regions. These eight regions, articulated in the State Plan on pages 7–18, are much more representative of the true state’s current local labor markets than the existing four Local Workforce Investment Areas. The term “region” refers to these labor market regions that align with the Chamber of Commerce regions. The term “Area” refers to the legal boundaries of the local workforce areas, either as exists in the form of the current four Local Workforce Investment Areas or any

delineation of a new or modified Local Workforce Area structure under the new plan. Maine will maintain the current structure of four Local Workforce Investment Areas until such time that the new WIA Plan is approved by the ETA.

By utilizing the eight regions and the Chambers of Commerce across the state to convene and facilitate the participation of businesses, we anticipate more opportunity for local input from Maine's business community. There will be meetings held closer to home for businesses and stakeholders in each of the eight regions, and the discussion will be more geographically focused on the smaller and more locally nuanced regions.

The existing local areas were established at the onset of the WIA. At that time the geographic layout was not based on particular regional economies or workforce assets such as colleges or universities. Other geopolitical areas, such as Maine's Economic Development Districts, have been re-designated over time to better align with regional economies. The recent economic crisis has made it even more important for policy makers and service providers to better understand the local nuances of the Maine economy. Governor LePage is advocating expanded input from the business community from all regions of the state by aligning local areas with the eight key chamber regions of the state described in the first section of this plan. Inclusion of the Regions will allow for employer and partner input at a more local level and will expand focus on specific economic and workforce issues facing the smaller regions. The eight regions are based on established Chamber of Commerce regions that reflect the different geographical features, local economies, industries and labor pools that make up the state of Maine. As the names of the regions imply, they are distinct areas unto themselves and there are vast differences between them.

This alignment is already a familiar one for the Chambers, who have worked together regionally for years in the same configuration as Maine's tourism regions. In addition, the Maine Department of Economic and Community Development has reassigned its "Governor's Account Executives" to be consistent with the Chamber/Tourism regions (**see Attachment-14**).

Maine will maintain the current structure of four Local Workforce Investment Areas until such time that the new WIA Plan is approved by the ETA. Upon approval of this Plan, Maine will work with the CLEOs to address their roles and responsibilities as described in the Workforce Investment Act.

On 3/4/13, the President of the County Commissioner's Association agreed to provide time on the next monthly Association meeting (3/13/13) to invite the CLEOs to participate in a series of WIA workshops facilitated by the Maine Department of Labor and the State Workforce Investment Board. The workshops would commence immediately upon approval of this plan and continue as needed/requested by the CLEOs. The collective group of CLEOs will decide on the geographic boundaries of the Local Workforce Investment Areas in Maine. They will need to understand the options regarding the number of LWIAs, including a single Local Area or multiple Local Areas. The CLEOs in each area may choose to stay aligned with their current Service Delivery Area, while others may exercise their option to form new alliances that reflect changes in local labor markets, commuting patterns and regional affiliations, and as such, would enter into a CLEO agreement with all of the member jurisdictions.

Once the Local Areas have been designated, the Workforce Investment Act requires that a Local Workforce Investment Board (LWIB) be put in place in each area. The Governor, in consultation with the State Workforce investment Board, will establish criteria (including those members required by the

WIA) that will be used by the Chief Local Elected Officials (CLEOs) in each area to appoint members to the Local Boards.

Governor LePage feels that employers and workers will benefit from expanded local business and stakeholder input into how workforce resources are invested in their own respective regions. Changing the status quo to bring this about will be challenging and it is important that the stakeholders involved fully understand their roles and the impact they can have on behalf of their own communities.

The Maine Departments of Labor, Economic and Community Development and Education, in partnership with the State Workforce Investment Board, will formalize a process for:

Engaging County Commissioners, CLEOs, LWIB Leads, Chamber of Commerce Leads and regional partners in a discussion about the level and type of workforce, economic development and educational supports would best serve their region; emphasizing the benefits that a regional focus will have:

Greater local area ownership;

Increased involvement in workforce development (small to large businesses, community stakeholders, and more);

Broader representative of regional issues;

Expanded knowledge of available resources and the parameters under which they can be utilized to assist with the employment needs of local businesses, workers and stakeholders);

Improved alignment of Economic Development, Education, and Workforce Development resources and initiatives that will directly benefit them; and

Opportunity for regional issues to be recognized and addressed at both the local and state levels.

Provide information to stakeholders that will enable them to determine how their local areas could best be structured to meet region-specific needs:

Review possible scenarios of local board makeup;

Provide tools that address CLEO role and authority in WIA;

Provide information about workforce system stakeholders, resources and requirements; and

Advise CLEO's about their fiduciary responsibility and liability

Provide information and tools that will help local stakeholders to review the efficacy of the existing LWIB structure, as it relates to:

Cost efficiency; and

And ability to address economic and workforce issues facing regions

Upon approval of new local regions CLEOs will need to;

Develop working agreements with all jurisdictions in their area

If new boards are identified - appoint Board members

Submit board certification requests to the Governor

Once certified, develop CLEO-LWIB agreements

With LWIB assistance, develop a Local Plan to guide workforce investment activities in their regions that adhere to the requirements and objectives of the state plan.

Under the WIA, the Governor, in consultation with the SWIB and chief local elected officials (County Commissioners), is responsible for designating local workforce investment areas within the state and certifying a local workforce investment board for each local area. Local Workforce Investment Boards are citizen boards, appointed by the Chief Local Elected Official(s) of the designated local areas. Local workforce investment boards, in partnership with local elected officials, are responsible for planning and overseeing the local program. The local board is responsible for developing the local plan to be submitted to the Governor for approval, designating local "One-Stop" operators, designating eligible providers of training services, negotiating local performance measures, and assisting in developing an employment statistics program.

In addition to the required Local Workforce Investment Board members listed in the Workforce investment Act (Sec 117(b) below), the Governor, in consultation with the State Workforce Investment Board, has proposed the following criteria to be used by the Chief Local Officials in the Local Workforce Areas for Local Board membership:

- At least one Chamber Director from each Region served by the Local Board
- The DECD Governor's Account Executive(s) that is assigned to the Region(s) administered by the Local Board
- A representative from the Economic Development District that serves the Region(s) administered by the Local Board
- Business representatives - employers from each Region administered by the Local Board

#### **SEC. 117. LOCAL WORKFORCE INVESTMENT BOARDS.**

##### **(b) MEMBERSHIP.—**

(1) STATE CRITERIA.—The Governor of the State, in partnership with the State board, shall establish criteria for use by chief elected officials in the local areas for appointment of members of the local boards in such local areas in accordance with the requirements of paragraph (2).

(2) COMPOSITION.—Such criteria shall require, at a minimum, that the membership of each local board—

(A) shall include—

(i) representatives of business in the local area, who—

(I) are owners of businesses, chief executives or operating officers of businesses, and other business executives or employers with optimum policymaking or hiring authority;

(II) represent businesses with employment opportunities that reflect the employment opportunities of the local area; and

(III) are appointed from among individuals nominated by local business organizations and business trade associations;

(ii) representatives of local educational entities, including representatives of local educational agencies, local school boards, entities providing adult education and literacy activities, and postsecondary educational institutions (including representatives of community colleges, where such entities exist), selected from among individuals nominated by regional or local educational agencies, institutions, or organizations representing such local educational entities;

(iii) representatives of labor organizations (for a local area in which employees are represented by labor organizations), nominated by local labor federations, or (for a local area in which no employees are represented by such organizations), other representatives of employees;

- (iv) representatives of community-based organizations (including organizations representing individuals with disabilities and veterans, for a local area in which such organizations are present);
  - (v) representatives of economic development agencies, including private sector economic development entities; and
  - (vi) representatives of each of the one-stop partners; and
- (B) may include such other individuals or representatives of entities as the chief elected official in the local area may determine to be appropriate.

#### TIMELINE FOR IMPLEMENTING THE NEW STRUCTURE

3/8/13	Post revised Plan for public comment*
3/12/13	Comment period closed - Provide all comments to Governor for consideration
3/13/13	Submit revised Plan based on ETA feedback and public comment
4/30/13	Plan approval expected from ETA
5/1/13	Consultation with CLEOs regarding WIA roles and responsibilities Local Area designation
5/15/13	Consultation/Workshop with CLEOs to continue work on roles/responsibilities Funding Allocations
5/29/13	Consultation/Workshop with CLEOs to continue work on roles/responsibilities Other key transaction items
6/12/13	Consultation/Workshop with CLEOs and system partners and stakeholders Local Board Appointments
6/26/13	Consultation/Workshop with CLEOs and system Partners and stakeholders Service Provision
7/1/13	New structure in place and State Plan is modified to reflect CLEO decisions

*\*The revised plan will be posted at <http://www.maine.gov/swib/index.shtml> . Comments will be received via e-mail and ground mail from 8:00 AM on 3/8/13 until 5:00 PM on 3/12/13.*

#### Chambers of Commerce

Local areas and local Chambers of Commerce are encouraged to be creative, innovative, experimental, and flexible. Below are some suggested activities for collaborative activities:

Chambers could:

Provide a monthly column on employment issues/services in their newsletters;

Include workforce development information in New Member packets and in Business Visitation packets;  
 Encourage members to list job vacancies with Maine Job Bank;  
 Have local CareerCenter and local board representatives as speakers at routine and special events, breakfasts, luncheons, conferences, seminars, special programs;  
 Hold their meetings at CareerCenters;  
 Co-host/co-sponsor events (job fairs, conferences, targeted events for specific industries or specific job seeking populations, business awards, roundtables, workshops, etc);  
 Invite LWIB and/or CareerCenter personnel to speak at Chamber meetings and events;  
 Co-brand certain products or activities to leverage LWIB, CareerCenter, and Chamber reputation and public image (workshops, outreach materials, and more);  
 Provide website links to CareerCenters, LWIBs, other workforce development entities, provide info on Chamber website on LWIBs/CareerCenters;  
 Co-write op-eds;  
 Share mailing lists with CareerCenters;  
 Co-support job training programs;  
 Provide incentives to members who work with CareerCenters, list job vacancies with Job Bank;  
 Connect businesses with business services at CareerCenters;  
 Assist workforce development partners with grant proposals;  
 Provide input to the local area through member surveys, business visitation programs, as well as through meetings; and  
 Partner on special projects to increase presence of older workers, people with disabilities, veterans, women, youth, and minority individuals in their members' workforces.

LWIBs/CareerCenters could:

Host special programs for businesses that help increase Chamber membership while promoting CareerCenter services;  
 Use the Chamber as a mechanism to identify local industry partnerships and develop programs to meet local industry partnership needs;  
 Use their connection to Chambers to perform outreach to businesses;  
 Offer technical assistance programs to Chamber members on: OJTs, Apprenticeship, CSSP, foreign labor needs, SafetyWorks!, labor market information, posting job vacancies with the Job Bank, wage and hour law, child labor law, other labor law updates and reviews, other;  
 Help businesses identify training providers for their workforces;  
 Offer to write columns and articles for Chamber publications;  
 Co-host/co-sponsor events (job fairs, conferences, targeted events for specific industries or specific job seeking populations, business awards, roundtables, workshops, etc.);  
 Invite Chamber members to business-targeted/business only programs, events;  
 Establish a business oriented award, collaborate with Chamber on this;  
 Partner on special projects to increase presence of older workers, people with disabilities, veterans, women, youth, and minority individuals in their members' workforces; and  
 Provide website links to local Chambers; provide info about local Chambers on LWIB and CareerCenter websites;  
 Facilitate connections among Chambers of Commerce and other programs and services that serve job seekers and workers, especially local community based organizations and service providers; and  
 Membership in local Chambers of Commerce.

## **Operating Systems and Policies Supporting the State's Strategies**

The purpose of the publicly-funded workforce system is to increase employment, job retention, earnings, and worker skill attainment. The Bureau of Employment Services oversees and administers programs and services aimed at building the workforce of the state and connecting workers with employers. The purpose of the Bureau of Employment Services is to enhance economic success through workforce development. This includes working with businesses to build a competitive and skilled workforce while increasing access to quality employment opportunities for workers. This is accomplished through self-directed and consultative worker services that include job placement, career guidance, education and training, and layoff assistance. The Bureau of Employment Services also provides services to businesses, including workforce consultation, recruitment, direct referral to resources, and access to training programs. Occupational information and training is provided to educators, training program managers, and policy makers. All of these services are available through the statewide network of CareerCenters.

Maine CareerCenters combine numerous services under one roof, which makes it easier for job seekers and employers to obtain what they need. Services offered through the CareerCenter include:

Job Placement

Job Training

Support Services to maximize successful completion of job training

Certification that Foreign Labor will not adversely affect the wages and working conditions of US workers similarly employed

Assists businesses with recruiting and hiring qualified workers and provide tax credit information

Career planning information

Apprenticeship programs and standards formulation

Economic development assistance

Peer support services to displaced workers

Vocational rehabilitation services

There are currently 12 CareerCenters and 14 ancillary sites located throughout the state. Faced with declining state and federal resources used to support “bricks and mortar,” the Bureau of Employment Services is currently working with Emyra.com a data systems management program developer to configure a web-based case management and service delivery system. The OneFlow system is expected to “go live” in 2013. With the design and configuration of OneFlow, the Bureau of Employment Services is redesigning a new service model for both job seekers and employers that will enable better, more efficient service delivery. The service will enable job seekers to register for work, build a resume and conduct customized job searches and complete online assessments and workshops. Employers will be able to post job openings, search resumes for qualified employees, and receive emails on new job seeker resumes. Apprenticeship sponsors will be able to register programs and apprentices. Further discussion of the OneFlow system will be provided in the sections that follow within this plan.

### State Operating Systems (112(b)(8)(A):

In July 2008, Maine's CareerCenter system had begun the process of transforming from 21 physical locations to 12 full service centers, five WIA-only offices and several service points. To ensure that Mainers had options for accessing services “virtually,” MDOL's Bureau of Employment Services and the



Office of Information Technology began work on the design and deployment of Maine's web-based CareerCenter services portal.

The system — Maine's Job Bank — was launched in November 2008 to provide instant 24/7 access to job matching services without the need for staff assistance. The intent in building Maine's Job Bank was to begin providing easy web access to an effective job matching service. Having an Internet-based system has enabled many more job seekers and employers to connect in a manner that is much more convenient (i.e., does not involve travel to a CareerCenter location during specified hours or require direct staff interaction). Since launching the Job Bank, the CareerCenter system has been able to continue to operate on a "universal access" principle, which promotes a level of service for everyone. Maine's Job Bank has provided more self-service options for job seekers and employers. Since Maine's Job Bank was launched, we have recorded 100,000 - 130,000 Wagner-Peyser registrations annually with over 1,500 new employer accounts created in the online system.

The service is designed to include a direct interface between the Unemployment Insurance Internet claims process and the Maine Job Bank, with the objective of reducing the length of time workers remain unemployed. Maine's Job Bank also provides a means of access to other programs and services by collecting user characteristic and demographic information that will be used to reach out to certain target populations (i.e., unemployment insurance recipients, women, veterans, and people with disabilities).

#### Improved Data Management

In 2010, the Bureau of Employment Services embarked on a process to replace the aging and increasingly obsolete One Stop Operating System – the workforce systems' data and case management tool – with a new web-based system that would enable better services and more efficient data collection and reporting. In October 2011, following an extensive Request for Proposal process, a vendor was selected to provide a commercial off-the-shelf solution to the Maine Department of Labor that could be customized to meet the current and future needs of the public workforce system. The OneFlow platform is web based and provides Maine's workforce system with a solution designed to go beyond just replacing OSOS. Some of the key features of OneFlow include:

The system will provide a secure and intelligent technology software solution that can efficiently capture, track, and report data on a variety of workforce client and employer information.

The fully integrated system will manage job seeker and employer programs and services such as: Wagner-Peyser, Workforce Investment Act, Trade Adjustment Assistance, Veterans Services, Competitive Skills Scholarship Program, Apprenticeship, and other state and federal program reporting requirements.

Job seekers, employers and service providers will drive the key elements of OneFlow through a robust and enhanced online experience driven by the user, not the program.

OneFlow will enable job seekers to participate in online workshops and assessments from their desktops whether they are in the CareerCenter or some other remote location.

The system will provide better access to labor market information services and greatly improve the manner with which the public workforce system communicates with job seekers, employers and community based service providers.

The OneFlow platform will provide the system with the ability to collect and maintain data to meet State and Federal reporting requirements, client tracking, fiscal responsibilities and programmatic monitoring.

#### State Policies to Support the WIA Strategies: [WIA Sections (112(b)(8)(A)]

The Governor has established his priorities to maximize the return on investment for federal and state training funds and has articulated a strategic focus for a revitalized State Workforce Investment Board and the promotion of industry partnerships as the cornerstone for Maine's workforce development. Policies that promote and contribute to the overall workforce and economic strategy laid out by the Governor will be realized in a number of significant ways. The State Workforce Investment Board has been charged with establishing new and renewed policies that support the coordinated implementation of the State's strategies as follows:

The newly constituted SWIB is in place and charged with aligning workforce and education policy across state government at the highest level to craft and implement new strategies and find creative solutions that cut across traditional boundaries.

The SWIB policies will guide CareerCenter partners to allocate significantly more training resources for job seekers. In addition to establishing a higher percentage of WIA training dollars spent on participants, the CareerCenters are being asked to develop and document training plans funded from a variety of sources including WIA, Trade Adjustment Funds, National Emergency Grants, PELL, and other demonstration/project grant funds when available and appropriate.

Maine has placed a high priority on youth – to ensure they have the best opportunities available to live and thrive here. In addition to adopting a Common Measures approach to serving young people (ages 14-21). Maine has been focused on a response to the needs of young adults. The Young Adult Networking group has been established to examine options for young adults (18-25 year olds) in the workforce who are the most likely to be unemployed and underemployed.

The SWIB has been working with the Department of Education to implement Career Pathways initiatives in adult education that combine literacy and numeracy skill-based instruction with career-focused workforce training and a range of critical support services to help adults overcome barriers to transitioning to post-secondary enrollment and attainment.

The SWIB has established a working partnership with the Maine Manufacturer's Association (MAMe) to lay out an approach to workforce development that centers on high priority occupational gaps within targeted industry clusters and to provide training and job placement services that emphasize livable wage, high wage and high skill employment through programs such as the Competitive Skills Scholarship Program, Maine Quality Centers and the Maine Manufacturing Extension Program.

Through ongoing planning and service delivery, MDOL has strengthened the intra-departmental efforts to coordinate Unemployment Insurance, Bureau of Rehabilitation Services, and the Center for Workforce Research and Information as key partners and programs within the CareerCenters.

MDOL has developed a strong linkage with a variety of statewide economic development organizations, statewide network of training providers, and federal partners to promote entrepreneurship and self-employment options.

With many of these efforts part of the ongoing commitment to produce system alignment, we are now entering into a new period marked by a fresh set of challenges and opportunities; and we will continue

to move forward to promote the vision set by forth by Governor LePage and the workforce development system goals recommended by the SWIB. Over the next few years the SWIB is committed to working with the local stakeholders to promote a stronger workforce support system and to further streamline and improve the delivery of services through the CareerCenters over the next few years.

Service Delivery and Program Alignment: [WIA Sections (111(d)(2), 112(b)(8)]

The mission of the CareerCenters is to operate a customer-focused service that empowers all citizens to obtain the information and training they need whether they are employed or unemployed; this challenges the system to be able to effectively balance the goal of universal access against the reality of competing demands and limited resources. Multiple programs are expected to have a broader and singular (shared) customer interface with clear pathways between and among them. Maine has very limited WIA resources to invest in training; we have an unlimited opportunity to foster collaborations and access other training funds to benefit all workforce participants.

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

The degree of coordination among partners housed within CareerCenter facilities is extensive. This Plan sets the context for expanding this collaboration to other required and non-required partners. Most of the services described in the Plan are provided jointly by WIA and Wagner-Peyser staff within the CareerCenter with a purpose:

To provide integrated intake;

To provide core services;

To provide customers access to all partner programs and activities;

To make intensive services accessible to adults and dislocated workers; and,

To provide ITAs to adults and dislocated workers.

Maine's new OneFlow web-based services portal, expected to be launched in mid-2013, is designed to provide job seeker and employer customers with a self-directed job registration process that is linked to all CareerCenter staff to serve common customers.

MDOL will continue to require WIA service providers to adopt service delivery strategies that assure seamless integration of programs and coordination of program specific services for both job seekers and employers. The Bureau of Employment Services will ensure that WIA contracted services include an appropriate mix of core, intensive and training services. The Local Memorandum of Understanding (MOU) will serve as the vehicle for defining specific programmatic and financial responsibilities coordinated between all the partners who operate out of CareerCenters. The purpose of the MOU is to assure that resources are allocated appropriately and that the roles and responsibilities of each program and provider are integrated and coordinated to the fullest extent. The partner programs included in the local MOUs include federally funded programs such as WIA, Wagner-Peyser (including Veteran's Services), Bureau of Rehabilitation, Reemployment Eligibility and Assessment Program, Trade Adjustment Assistance, Registered Apprenticeship and state-funded programs including the Competitive Skills Scholarship Program.

#### American Job Center Network Co-Branding:

Maine intends to co-brand its One Stop CareerCenters as “proud partners of the American Job Center.”

Coordination of the co-branding will begin when the State Workforce Investment Board issues a policy by July 1, 2013, to all workforce investment system partners (Local Workforce Investment Boards and Service Providers) regarding the CareerCenter/AJC co-branding, and will stipulate that all contracts utilizing WIA funds include compliance with the co-branding requirement.

The policy will include building signage, promotional materials, paper stock and websites. We are cognizant of the upfront costs associated with adding new language and images to existing materials and physical structures.

The Maine Department of Labor’s Bureau of Employment Services is currently in the process of estimating the cost of the co-branding, with the major expense expected to be in regards to building signage. The Maine DOL Facility Management has estimated that the cost of replacing or repainting/rescreening building signage will cost a minimum of \$100,000, exceeding funds currently or foreseeably available. To keep costs manageable and to a minimum, modification to existing signs will be the preferred option, before replacement. Partners will be required to add the AJC co-brand to signage as signs are replaced or new signs are made.

All paper stock (letterhead, brochures, business cards, etc.) will be replaced with the new co-branded logo and tag line once current supplies are exhausted.

The cost of website modification is expected to be minimal, and replacing paper stock as needed is considered part of the cost of doing business. The State of Maine is currently in the process of redesigning/rebranding its website and as the state moves through this process, the AJC co-branding will be integrated.

#### Coordinated Efforts with Other Agencies:

As mentioned previously, the establishment of Maine’s CareerCenter system has improved coordination amongst many agencies. In close consultation with the other bureaus within MDOL (Bureau of Unemployment Insurance, Bureau of Rehabilitation Services, Center for Workforce Research and Information and the Bureau of Labor Standards), the SWIB and Local Workforce Investment Areas, the Bureau of Employment Services insures that there is a high level of coordination of workforce development programs and services offered by the CareerCenters.

WIA specifically identifies the one-stop CareerCenters as the system to unify numerous employment and training programs into a single, customer-friendly set of services. The chart below summarizes the relationship the Required Partners have to the services provided through the CareerCenters:

Required Partners	Partners Collocated at Maine Career Centers	Partners Delivering Core Services	Comments
Adults, Dislocated Workers and Youth (WIA Title I-B)	X	X	
Job Corps (WIA Title I-C)			Available through referral from CareerCenters
Dislocated worker programs funded by National Emergency Grants (WIA Title I-D)	X	X	
Migrant Seasonal Farm workers Program (WIA Title I-D)	X	X	
Native Americans (WIA Title I-D)			Available through referral
Youth Opportunity Grants (WIA Title I-D)			Available in some local areas
Adult Education and Literacy Programs (WIA Title II)		X	Available through referral
Employment Services (Wagner-Peyser Act WIA Title III)	X	X	
Vocational Rehabilitation (WIA Title IV)	X	X	
Unemployment Insurance			UI is delivered through call centers
Welfare-to-Work grants	X	X	
Senior Community Service Employment Programs		X	Available through referral
Employment and training activities of Postsecondary Vocational Education (Perkins)		X	No program obligation to CareerCenters
NAFTA and Trade Adjustment Assistance Programs	X	X	
Veterans Programs (Disabled Veterans Outreach Programs/Local Employment Veteran Representatives/Competitive Veterans Programs (Chapter 41 of title 38, United States Code)	X	X	
Employment and training activities of Community Services Block Grants			No program obligation to CareerCenters
HUD Employment and Training activities			MDOL has established linkages with the Maine State Housing Authority to develop workforce development projects in coordination with the local housing authorities and the CareerCenters

Collaborations with new agencies will continue to be forged; formal agreements and commitment to collaborative investments between the Maine Community College and University Systems and the State Workforce Investment Boards will result in improved alignment of resources and services. Likewise, formal agreements between workforce system partners and State and Local Economic Development Agencies will pave the way for seamless and integrated services to employers that result in leverage of employer-provided training opportunities.

Rapid Response Activities: [WIA Sections (112(b)(17)(A)(ii),133(a)(2), 134(a)(2)(A)]

Rapid Response is a shared responsibility between the MDOL, the Dislocated Worker Service Providers in the CareerCenters, and other state and local stakeholders.

MDOL is responsible for developing components of statewide and local Rapid Response activities. They include: providing resources to deliver Rapid Response activities at the local level, developing budgets, structuring the Rapid Response process, coordinating the development of National Emergency Grant Applications, negotiating alliance-based contracts that support Rapid Response capacity, and providing policy direction for rapid response delivery and its integration with TAA and WIA dislocated worker programs.

Regional Rapid Response Services are coordinated by the Rapid Response Coordinator through the Bureau of Employment Services Central Office. At the local level, two full-time Regional Rapid Response Representatives and a portion of at least six local CareerCenter staff provide services to employers and affected workers for lay off and mass closing events that occur throughout the state.

MDOL has developed important alliances since the inception of rapid response services. A partnership with Maine AFL-CIO promotes Rapid Response services to affected union officials and their workers, helps conduct workshops and manages the statewide Peer Support Worker program jointly with MDOL/BES.

In addition to provision of policy direction and functional oversight, MDOL also provides staff development and training through a statewide Rapid Response Coordinator. Local Rapid Response staff make initial and follow up contacts with employers, provide referral services to economic development agencies, document visits and communicate them to all appropriate local and State agencies, conduct reemployment orientations and workshops, and facilitate transition into training and job development activities offered by the local CareerCenter.

Regional Rapid Response representatives are responsible for coordinating all aspects of Rapid Response sessions and ensuing transitional services for the affected workers in their areas. However, the full team of representatives may be called upon to act as a statewide team and respond in partnership with any other local area or region that requires expanded assistance with Rapid Response and initial worker adjustment services.

Maine has built an extremely effective communication system for identifying and responding to potential and actual dislocations. A number of avenues exist for identifying companies that may be impacted by downsizing:

A confidential list identifies companies from which UI has documented 20 or more initial claims;  
Formal notices required by the WARN act or the Maine Severance Law that are submitted by the affected company to the Dislocated Worker Unit and the Bureau of Labor Standards;  
Websites that monitor and package information about mergers, downsizing, development or investment in offshore facilities that affect the corporate parent companies of Maine subsidiaries are scanned on a regular basis, along with state and local press releases that provide similar information;  
Credible rumors and disclosures are routinely followed up on; and

Early information sharing from economic development and other business assistance entities at the state, regional and local levels is also encouraged; they are usually the first to know when companies are facing issues that may result in job loss.

WARN notices and credible rumors, or any information generated from the above sources; trigger an immediate contact with the affected company by the local Rapid Response representative, who gathers information about the nature and size of the layoff.

A formal Plant Brief guides the initial interview with the company and collects information that prompts specific response steps, as follows:

General company information, including type of sector is used to track industry patterns;  
Reason for downsizing prompts a referral to CareerCenter business assistance services who already partner with local, regional, and state economic development entities, if trade adjustment assistance for firms is warranted a direct referral to NETAAC ( A federal program that provides business assistance to trade-affected companies hoping to avert additional layoffs) may be triggered along with other services that may avert additional layoffs;  
Affirmative responses to Trade Petition questions result in facilitation of a petition for trade certification;  
Information regarding severance packages (i.e., number of weeks of vacation pay, average cost of health insurance and types of health packages to be offered by the company) provides guidance to prepare UI representatives for specific employee questions that may be fielded;  
Demographic information about the workers who will be attending the session is gathered to customize each session to the particular worker audience (i.e., age and education levels, length of time with company, language or other barriers and whether any affected are on active duty);  
Worker task statements are gathered and used to scan for skill demand (or lack thereof) in the local labor market and to determine the anticipated retraining or skill development that may be necessary for reemployment purposes; and  
Company is asked to facilitate a worker needs survey that is scanned for coordination of transitional resources and need for allocation of financial resources.

State rapid response staff determines the mix of appropriate responses. Businesses are informed of layoff aversion possibilities such as employee buyouts, skill retooling where appropriate for layoff aversion purposes, and linking needs of the employer with state and local economic development programs and services. Private-sector local board members and elected officials could be asked to facilitate resolution of problems when there may be an opportunity to intervene to avert a lay off or shutdown. Information from the first contact is also provided directly to the Governor's office for similar reasons. Finally, the information is used to develop a customized package of services from Rapid Response orientations and workshops to training and then to job development.

Maine has incorporated a "Jump Start" approach to rapid response allowing workers to pursue immediate readjustment/reemployment pathways. At the close of each initial Rapid Response session, participants are encouraged to sign up for next steps.

For those who feel confident to immediately seek new employment, a series of workshops designed to support this goal is offered. This series explains the labor market and how individual knowledge, skills, and abilities transfer to jobs in demand. It also informs the workers about where and how to look for job openings, how to complete applications, develop resumes, and how to excel at interviewing.

Outplacement is conducted almost immediately via referral to the jobs that have been identified through the initial labor market scan conducted usually by the Center for Workforce Research and Information and via customized job fairs – now also a part of the Rapid Response Jump Start for larger companies. Maine CareerCenters promote the customized job fairs as a service to the affected company. Often affected companies are inundated with calls from other companies wishing to hire their exiting workers. The affected company is usually too overwhelmed to coordinate such services. The CareerCenters have been instrumental in taking on this additional task by coordinating job fairs that link the interested employers with the specific laid off workers. In several instances these have been offered right at the worksite of the affected company. These job fairs have proved successful with over 25 percent of employees gaining immediate reemployment and company allowing affected workers to attend the job fairs and workshops while on company time.

The second transition pathway is targeted to those who may have greater difficulty dealing with job loss and/or have broader barriers to immediate reemployment. This pathway links workers to a series of workshops covering such topics as coping with job loss, career decision making, and understanding labor market trends, gaining perspective through individual assessments leading to opportunities and resources for skills upgrade and retraining that will prepare them for demand occupations.

The “Jump Start” model uses the individual needs surveys to customize and schedule the above series prior to the initial session by requesting that the company encourage completion of the surveys in advance. Many companies have provided long term advance notice; in cases like these the Rapid Response team is able to work with the company and affected workers on an ongoing basis to provide info sessions, workshops and/or TAA briefings at appropriate times and generally on company site and on company time.

The model also allows for exceptional information gathering for NEG request purposes and/or linkage with economic development activities that may benefit large numbers of affected workers. MDOL has also developed a formal NEG application process.

Affected workers from smaller layoffs, are offered similar service pathways, but may be referred to existing workshop series offered on an ongoing basis by their local CareerCenters. If the layoff occurs without our notification, each worker is contacted individually and invited to a formal Rapid Response info session or to an orientation to services offered on a regular basis by their regional CareerCenter. It is the goal of Maine’s Rapid Response program to contact every laid-off worker regardless of size of company closure or downsizing; each will be invited to access the full array of available services.

In addition to reemployment related services, it has been the custom of Maine’s Rapid Response team to link with the local community to launch or participate in Community Transition Teams on behalf of the affected workers. The activities of these teams include the following:

- Production of resource booklets that feature local community programs and services, printed and provided to each of the affected workers;

- Coordination of resource fairs that provide an opportunity for affected workers to access a range of services from heating and housing assistance to small business development assistance all in a One Stop location;

- Coordination of fundraising events from dinners and barbecues to dances and auctions from which the proceeds can go toward an emergency services fund for affected workers; and



Coordination of a variety of non-employment related workshops such as consumer debt workshops offered by the regional credit union to health clinics and stress management workshops offered by local health service providers.

Maine's congressional staffers have been outstanding partners in this effort and recent collaboration between MDOL and congressional staffers had culminated in a formal plan for implementation of Community Action Teams across the state.

#### Common Data Collection and Reporting Processes: [WIA Section 112(b)(8)]

The Bureau of Employment Services is currently working with Empyra.com, Inc. to replace the aging and increasingly obsolete One Stop Operating System (OSOS) – the workforce systems data and case management tool – with a new web-based system that would enable better services and more efficient data collection and reporting. In 2011, the Bureau of Employment Services conducted a thorough Request for Proposal (RFP) process to identify a data management system that would provide the CareerCenters with a robust and intelligent technology software solution that can efficiently capture, track, and report data on a variety of workforce client and employer information. Specifically, the solution is for common data collection and reporting for job seeker and employer programs and services such as: Wagner-Peyser, Workforce Investment Act, Trade Adjustment Assistance, Labor Exchange, Veterans Service, Competitive Skills Scholarship Program, Apprenticeship, and Ticket to Work. Additionally, the Bureau of Employment Services routinely operates several federal demonstration grants, such as the Disability Employment Initiative, Health Care Industry and Green Jobs grants.

With Empyra.com, Inc. as the selected bidder, the Bureau of Employment Services has begun work on a custom design of the commercial off-the-shelf solution called OneFlow Platform, which is currently underway with a projected “go-live” date of August, 2013. OneFlow will track and maintain client records from the point of initial intake until program exit. The application provides:

- Recording of client demographic information
- Tracking of client case history (multiple cases)
- Eligibility determination
- Management of individual cases and caseloads
- Individual service strategy
- Services and Activities
- Referrals
- Case notes
- Distribution of regional, office, and caseload budgets
- Creation and payment of funding authorizations
- Exit/Outcome information
- Local, state, and federal program activity and performance reports
- Access from a web browser since it is a web based application

OneFlow creates a shared, collaborative network of stakeholders in the workforce development system. OneFlow provides a seamless, dynamic (personalized and updated) plan for each user based on their role, needs and stage through the process. Job seekers can easily get connected to the right resources for them based on their personalized situation. Each local area and their partners can view a complete picture of each participant to ensure that a coordinated strategy of delivering services is in place.

OneFlow eliminates silos that create redundancy, reduce operating efficiency, and provide incomplete reporting pictures leading to poor outcomes.

Until OneFlow is ready for deployment, MDOL will continue to use OSOS to facilitate the flow of information among CareerCenter partners (WIA, Wagner-Peyser, TAA, NEG and Bureau of Rehabilitation Services). OSOS will continue to be the basis for data collection and reporting for the Federal WIA Title 1-B Standardized Record Data (WIASRD) elements and the quarterly ETA 9090 and ETA 9002 reports as well as the ETA 9091 Annual Report.

State Performance Accountability System: [(WIA Sections 111(d)(2), (d)(6)-(8), 112(b)(3), 136; Wagner-Peyser Section 15; 20 CFR 666.150)]

All CareerCenter programs are evaluated and monitored according to an established schedule to ensure that program outcomes and service delivery options are aligned with State and Federal goals. The quarterly review process includes program evaluation and monitoring of WIA Title I, Wagner-Peyser and Trade Assistance Act (TAA) for compliance and quality. Maine statutes governing the Maine Apprenticeship and the Competitive Skills Scholarship Programs also have quarterly reporting and review requirements.

In addition to program level management reporting, MDOL conducts desktop and onsite monitoring within a local area at least once per quarter. Program monitoring has two main purposes: 1) to ensure that the CareerCenter system is in compliance with the intent and substance of the rules governing funding streams, and; 2) to provide an understanding of the systems operating to achieve the overall workforce investment goals.

The first purpose satisfies the mandate of MDOL oversight agency to ensure that statutes, regulation, and policies are being followed. While comparatively narrower in scope than the second purpose, monitoring for compliance supports the SWIB goal of accountability and meets legislated oversight requirements.

The second purpose allows the performance evaluation effort to take a strategic perspective. Formalized monitoring becomes a way to develop an understanding of the systems the CareerCenters draw upon to deliver information and services to customers. Presumably, the systems in place are a result of efforts to achieve State and local area goals. The systems are composed of the working relationships with public and private entities and may take forms such as partnerships, agreements, collaborations, coalitions, and protocols. Working relationships may be internal or external to the CareerCenter facility. They may have been established by the SWIB or local governance entity for the entire area or established independently by a CareerCenter.

The monitoring tools are designed to explore the working relationships that make a difference to the customer in terms of the breadth and depth of services. By monitoring partner relationships we will be able to determine the degree of seamless integration of services. When exemplary system practices are discovered, the intention is to celebrate and promote them beyond simply including them in the monitoring process. In this way, monitoring will yield a value to advisory boards and program operators.

With respect to regular program performance evaluations, WIA §184(a)(5) and 20 CFR Sec. 667.410 describes the oversight roles and responsibilities of recipients and sub recipients. It also requires the Governor to take prompt corrective action if any substantial violation is found and impose sanctions in

the event of a sub recipient's failure to take required corrective action. MDOL has implemented a sanctions policy.

Local Area service providers report WIA program performance to MDOL on a quarterly basis. There are two types of reports: financial reports and participant or customer reports. The requirements for the financial reports are specified by the Bureau of Employment Services Administrative Manual and are submitted to the MDOL. The participant or customer report follows a format provided by MDOL. This report compares the planned service levels (enrollments, exits, entered employment, etc.) to actual service levels and compares actual performance to the standards. All planned data is taken from the contract and entered into the form. Actual data is available currently through the One Stop Operating System (OSOS) and will later be drawn from OneFlow following deployment of the new system.

Reports are submitted for each program contracted with the local board. These include the Adult, Youth, and Dislocated Worker Programs, any National Emergency Grants for Dislocated Workers, and any other contracted programs that have participant activity.

The submission must include a cover letter that includes a narrative for performance, which is more than 15 percent higher or lower from the standard or planned level. The purpose of the narrative is to: 1) demonstrate an understanding of the issue, 2) analyze the impact that continued similar performance could potentially have on the program, if not corrected, and; 3) describe plans to correct the situation.

The performance scorecards will provide additional perspective and context, for the program, provider, or region/local area.

In situations of underperformance, MDOL will work with the local area and the program operator to discover the reason for underperformance and help correct it. MDOL will ensure that data is available for local staff to identify the problem, analyze it, and devise a plan to correct the deficiency.

In cases where underperformance identified in one quarter continues in subsequent quarters without an adequate way for staff to analyze data relevant to the problem, the expectation of the narrative is not to simply repeat previous explanations, but to advance the understanding of the issue for the purpose of discovering the root of the problem and taking remedial action.

State Strategies for Using Wage Records: [(WIA Section 136(f)(2), 20 CFR 666.150)]

Employers doing business in Maine are required to report UI wages quarterly to the MDOL, Bureau of Unemployment Compensation (BUC). The wage data is available to verify UI status and produce the required performance reports. These reports are produced as needed to monitor performance. The ability to view UI status through the BUC interface with OSOS enables MDOL and local areas to operationalize the concept of continuous improvement.

The Bureau of Employment Services has a signed Wage Record Interchange System (WRIS) data sharing agreement with the Center for Workforce Research and Information (state agency that holds wage data) and the United States Department of Labor, Employment and Training Administration. The Bureau of Employment Services -designated staff, queries the WRIS periodically to obtain wage records from other states to enhance performance. The Bureau of Employment Services does not share individual WRIS data with any parties, including the local area service providers. WRIS data, when available, is reported in the aggregate on the ETA quarterly reports. MDOL has an agreement with the Federal Employment

Data Exchange System (FEDES) to capture federal wage data but this information is currently not being exported into OSOS.

**Desired Outcomes: [WIA Sections 112(b)(3), 136(b)(1)(A)(ii), (b)(2)(C), 20 CFR 666.110, 666.120(g), 666.300.]]**

WIA Section 136(b), 136(c) and the accompanying regulations in 20 CFR 666.100 and 666.300 establish 17 performance measures that local areas and the State have to report to the US Department of Labor (USDOL). In addition, USDOL issued Training and Employment Guidance Letter (TEGL) 17-05 which introduced additional performance measures that local areas have to report. In May 2012, MDOL submitted a waiver request to USDOL to allow the State to replace the statutory performance measures with the 9 Common Measures that are identified in TEGL 17-05. This Plan also requests approval for the 3 Wagner-Peyser proposed goals.

In June 2012, the USDOL approved this waiver extension request. Under this waiver, Maine has been able to simplify the reporting system by discontinuing the use of the seventeen statutory measures and to fully implement the nine performance criteria under the Common Measures. The State believes that this simplified performance reporting system has been crucial for the continued improvement of the service delivery system.

Below is a summary of Maine's WIA and Wagner-Peyser past performance and the State's proposed goals under the Common Measures waiver.

WIA Performance Measures	Negotiated Goals Summary						
	2009 Goal	2009 Actual	2010 Goal	2010 Actual	2011 Goal	2011 Actual*	2012 Goal
<b>Adult</b>							
Entered Employment Rate	82%	78%	82%	75%	82%	82%	82%
Employment Retention Rate	81%	86%	81%	85%	81%	86%	85%
Average Earnings	\$10,000	\$9,453	\$10,000	\$10,170	\$10,000	\$10,147	\$10,000
Employment and Credential Rate	68%	66%	68%	59%	68%	66%	N/A
<b>Dislocated Worker</b>							
Entered Employment Rate	87%	85%	87%	85%	87%	84%	87%
Employment Retention Rate	90%	86%	90%	90%	90%	90%	80%
Average Earnings	\$12,000	\$11,796	\$12,000	\$16,819	\$12,000	\$14,536	\$14,000
Employment and Credential Rate	69%	57%	69%	56%	69%	60%	N/A
<b>Older Youth</b>							
Entered Employment Rate	80%	73%	80%	63%	80%	78%	N/A
Employment Retention Rate	80%	81%	80%	84%	80%	87%	N/A
Average Earnings	\$4,000	\$3,843	\$4,000	\$4,320	\$4,000	\$5,323	N/A

WIA Performance Measures	Negotiated Goals Summary						
	2009 Goal	2009 Actual	2010 Goal	2010 Actual	2011 Goal	2011 Actual*	2012 Goal
Credential Rate	59%	58%	59%	52%	59%	60%	N/A
<b>Younger Youth</b>							
Skill Attainment Rate	99%	78%	99%	91%	99%	88%	N/A
Diploma or Equivalent Rate	66%	82%	66%	78%	66%	86%	N/A
Retention Rate	68%	69%	68%	68%	68%	70%	N/A
<b>Youth Common Measures**</b>							
Placement in Employment Education	80%	61%	80%	59%	80%	66%	62%
Attainment of a Degree or Certificate	65%	68%	65%	62%	65%	70%	67%
Literacy and Numeracy Gains	0%	9%	0%	8%	0%	7%	8%
<b>Customer Satisfaction</b>							
Participant Satisfaction Score	80%	79%	80%	75%	80%	N/A	N/A
Employer Satisfaction Score	76%	76%	76%	79%	76%	N/A	N/A
<b>Wagner-Peyser Performance Measures</b>							
Entered Employment Rate	61%	56%	61%	54%	61%	55%	57%
Employment Retention Rate	82%	80%	82%	79%	82%	79%	80%
Average Earnings	\$10,800	\$12,580	\$10,800	\$12,951	\$10,800	\$12,619	\$12,000

\*PY 11 Fourth Quarter outcomes from the ETA 9090 Quarterly Performance Report

\*\* Maine has been reporting against the Youth Common Measures since 2006. This will be the first year that Common Measures performance goals are set.

## SERVICES TO TARGET POPULATIONS

This WIA Strategic Plan was developed with a specific focus on the current and emerging needs of Maine's workforce and to engage business and industry in the process. The Plan's intent is to provide Maine's workforce with every opportunity available to acquire the job skills they need to not only get a job but to advance in their careers. Throughout this planning process, the SWIB, MDOL, Local Areas and service providers have been working collaboratively to address the need to narrow, if not close, the gap that exists between high-wage and low-wage workers. The focus is on helping families to become economically stable.

Leaders and policy makers within Maine's workforce system understand that trends in Maine's economy are going to impact the available workforce over the next decade. The workforce is not growing and the general population is aging. The workforce that will be needed to grow Maine's economy will come

from our efforts to promote opportunities for new labor force entrants. This plan will specifically target services to those who are more likely to benefit from the training and education services we can provide. CareerCenters will recruit individuals who are displaced homemakers, low-wage, low-skilled, individuals with disabilities and persons whose native language is not English. The most important service we can provide to members of the disadvantaged workforce is skills training and career pathways leading to economic stability. We will continue to work on efforts to raise women's wages, particularly through nontraditional employment.

To direct outreach and recruitment efforts, the SWIB in Maine is adopting the position that funds are limited and the statutory and regulatory standards for providing services on a priority basis apply. To this end, local service providers will comply with the following standards:

- WIA Title-1 eligible Adults to be served in Intensive Services and Training Services with WIA Title-1 funds shall be income-eligible adults (this does not apply to dislocated workers and youth). Eligible Veterans and eligible Veterans' Spouses will be given priority for WIA Title-1 Adult Intensive and Training services as required by and fully outlined in ETA TEGL 10-09.
- Partner programs, such as Wagner-Peyser, may contribute resources to serve anyone in Core Services and Intensive Services without regard to income;
- The priority system will promote maximum customer access and inclusiveness by recognizing Temporary Assistance for Needy Families (TANF) funds may be available resources to supplement WIA Title I money. Linking TANF dollars with WIA Title I funds allows access by income-eligible customers who are not welfare recipients. Maine service providers already leverage TANF dollars by contributing training dollars to Individual Service Strategies (ISSs), while looking to the welfare system to pay for all income support needs. Local areas will to continue this practice, to be codified in MOUs, if necessary. This does not prohibit using WIA Title I funds to support employment plans for TANF or welfare customers;
- Local areas shall continue to serve customers in Intensive and Training services according to three classifications: significant segments, barriers to employment, and program-specific eligibility requirements.
  - Within each local area, providers must serve people by age, race and sex according to their incidence in their labor markets;
  - Within significant segment classifications, customers must face one or more of the following barriers to employment: literacy skills below the eighth grade, non-marketable education and work histories, lack of transferable occupational skills, physical or emotional conditions, pregnancy, homelessness, and poor legal histories; and
  - People will be enrolled according to target group status when funding streams dictate, such as youth, veterans, dislocated workers and others. Maine has established policies regarding services by establishing priority criteria for low-income individuals to receive a subsidized service or support through Level II (Intensive) and Level III (Training). Formal eligibility determinations occur during Level I (Core B) services. At the time of application an individual must report family income to determine eligibility to receive

Intensive and Training Services. Family income eligibility is determined by **one** of the following six economically disadvantaged standards:

- Cash welfare recipient;
- Family income is at or below poverty line or the 70 percent Lower Living Standard Income Levels (LLSIL);
- Receives Food Stamps or was determined eligible to receive in the last six months;
- Homeless per Section 103(a) & (c) of the McKinney Act;
- Foster Child; or
- Individual with a disability whose income is at or below poverty line, or the 70 percent Lower Living Standard Income Levels (LLSIL).

One of the priorities of this Plan is to continue with the effective integration of programs and services providing a seamless system of services for customers at the local level, while assuring consistency of services among labor markets and geographic regions across Maine for everyone we serve. The Wagner-Peyser program is central to the overall CareerCenter service delivery system. Through Wagner-Peyser, the CareerCenters provide essential Labor Exchange services, especially for unemployment insurance (UI) claimants but for all other target groups as well. The CareerCenters are designed to provide quality information to the public about jobs, the dynamics of labor markets, available training and education opportunities, and links to other public and private service agencies. For these reasons, Maine sees the Labor Exchange system as part of the foundation to its employment and training delivery system. Wagner-Peyser funding contributes to the mix of CareerCenter services in the following ways:

Significant financial contributions to core and intensive services that enable all customers (employers, job seekers and educators) to access universally the information needed to successfully navigate the current labor market;

Strong business connections between supply and demand-side customers – the connections are manifested through the services provided through the Maine Job Bank (job matching and labor market information);

Contributing to smooth functioning labor markets through its job matching and information capacity, the CareerCenter system supports economic development goals. For example, CareerCenters will be the universal entry-point for a diverse population, including, though not limited to, a sixteen year old researching career options while looking for her first job; a high school dropout trying to find a way back into the education and training system for a second chance; a dislocated worker exploring a career change; a public assistance recipient attempting to enter the labor market; or any person, regardless of circumstances, who is seeking employment; and

Wagner-Peyser services contribute to the system by administering a number of statutorily mandated programs for targeted populations including veterans, migrant and seasonal farm workers and individuals affected adversely by trade agreements.

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

CareerCenter services are designed for full accessibility for persons with disabilities; software and hardware accommodations are in place and will be maintained and upgraded for universal design in the Information Services. Self-directed access to products and services are available and are being expanded as system development continues. Customers can access products and services using Internet connections or by visiting a CareerCenter.

Facilitated self-help is done through the Information Centers within each CareerCenter. This includes Core and Intensive Services as required under WIA §134.

Staff-assisted services are provided one-on-one and in workshops.

Typical Wagner-Peyser services that contribute to CareerCenter products include common intake, online Maine Job Bank services, general and employer-specific assessments, labor market information, job search assistance, specialized recruitment, case management, and customized job development.

Consistent with WIA requirements and the SWIB's policy, the local areas and CareerCenter partners are charged with promoting universal access for all customers. It is the mission of the CareerCenters to operate a customer-focused service that *empowers all* adults to obtain the information and training they need whether they are employed or unemployed. The CareerCenters and partner agencies continue to face demands from a diverse array of customer groups ranging from highly educated adults to individuals with severe disabilities and serious learning deficits. Preparing job seekers to be effective workers, empowering them to achieve their employment goals, and training them to participate fully as community leaders requires innovative training approaches and educational programs that address their skills, interests, educational levels, personal background, aptitudes, and supportive service needs.

In this environment, with the economic diversity of Maine, the needs of employers and business owners are complex, constantly shifting, and quickly realigning. Responding to their needs will require all of Maine's economic and workforce development resources working together. The CareerCenters will continue to be open and accessible to all workers and the success of the CareerCenters' efforts will depend in large part on better coordination of policies and resources from all aspects of the state's workforce systems. Meanwhile several disparate and unique worker groups visit our CareerCenters with the hope that we will be there to provide guidance and training. Among them are:

Unemployment Insurance Claimants: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37)]

The Unemployment Insurance Claimant population perhaps makes up the largest constituent group served by the CareerCenter system. As such, a wide range of programs have been established to address the reemployment interventions for this group. Throughout the past eight to ten years MDOL has developed a multi-tier response to serving unemployed workers, including:

Worker Profiling: Targeted to "Likely to Exhaust" claimants who receive targeted job search assistance;

Reemployment and Eligibility Reassessment Program: Targeted to claimants who have received five weeks continuous UI benefits. Claimants attend specialized workshops for the Eligibility Review Interview and Work Search review.



WIA Dislocated Worker Programs: Targets eligible individuals who are laid off or terminated through no fault of their own and are in need of retraining support to become employed.

Rapid Response Services: Targets workers and employers affected by mass layoffs and closings to ensure the services are provided as early as possible to allow workers to “jump start” the process for providing effective readjustment and reemployment options. For some businesses, Rapid Response can provide lay-off aversion assistance.

National Emergency Grants: Targets affected workers who are laid off or displaced due to company downsizing or closure.

Trade Adjustment Assistance: Targets affected workers who are laid off or displaced as a result of work lost due to foreign competition.

**Underemployed Workers: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37]]**

Maine’s workforce system will continue to be focused on developing the academic and vocational skills that will prepare low skilled, low wage workers for better employment and further education. Due, in part, to the effects of the recent economic depression, affected workers and many underemployed workers have barriers to labor market success and thus require special assistance. A sample of these barriers includes:

- Low aspirations and/or discouragement
- Unsuccessful education experiences
- Low basic skills
- Severe disabilities
- Homelessness
- Criminal records

Intervention strategies, to be successful, require a systems approach among all partners and may include: school-based programs that provide additional support around positive peer networks, additional resources to find employment, and intensive basic skills development; Core and Intensive services that focus on the role that aspirations play in training and career decision making, to include promotion of higher learning; joint case management for hard-to-serve youth, such as homeless teens, that provides training resources from Title I and job retention and social support from community-based agencies; mentoring; financial aid to obtain higher education; work experience and internships that provide real-world feedback about aligning their vocational aptitudes and abilities to jobs in the labor market; long-term supportive services, financial and otherwise; using work as a pathway from homelessness to independence; occupational skills training within growing industries.

The CareerCenter system service providers (MDOL, Bureau of Rehabilitation Services, Aroostook Community Action, Eastern Maine Development Corporation, Western Maine Community Action, and Goodwill Industries of Northern England – Workforce Solutions) have worked with youth agencies to meet the needs of their customers. The local Youth Councils have opportunities to build on these successes, and to build newer linkages with the Job Corps Centers here in Maine.

Dislocated Workers: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37)]

Despite Maine's declining unemployment rate, workers in occupations from declining industries or from economically sluggish parts of the state continue to face difficult transitions between jobs. Dislocated workers, who are unlikely to return to their jobs or even to their industries, generally have a wide variety of needs. Some have considerable education, skills, and work experience and simply need information and assistance in finding reemployment. Others have limited education and skills, or they have obsolete skills and require substantial assistance in preparing for new jobs and careers. Many dislocated workers also need income support and thus may have to combine retraining with work. The MDOL, the Maine AFL-CIO, and the Adult Education system have developed a coordinated approach for serving dislocated workers.

Veterans: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37)]

The SWIB, MDOL and Local Areas are jointly required to develop and issue "priority of service to veterans" policy that applies "to every qualified job training program funded, in whole or in part, by the Department" for which they have direct oversight and responsibility. Board level area policy must adhere to 20 CFR 1010 dated December 19, 2008 and TEGL No 14-08 dated March 18, 2009, and incorporate veteran priority into current WIA priority of service policy. Veteran's priority of service definitions for covered and non-covered persons can be found at Priority of Service for Veterans and Eligible Spouses: Final Rule (<http://www.dol.gov/vets/>).

The SWIB, MDOL and Local Area service providers are responsible for developing strategies and implementing the veterans' priority of service as defined and required by 38 U.S.C 4215(b) and 20 CFR Parts 1001 and 1010. The Maine CareerCenters system is the core mechanism that will be used to support, expand and maintain services to our veteran population throughout the State. Disabled veterans and eligible spouses are the group(s) that will receive "top priority."

Priority of service applies to Workforce Investment Act Adult, Dislocated and Youth Grants, National Emergency Grants, Demonstration Grants, Trade Adjustment Assistance, Wagner-Peyser, American Recovery and Reinvestment Act (ARRA) and other core programs funded by the U.S. Department of Labor and administered in Maine by the Maine Department of Labor (MDOL). ARRA funding that supplements WIA Dislocated Workers, WIA Adults, WIA Youth and the Competitive Skills Scholarship Program (CSSP) must ensure that priority of service is afforded to Veterans.

The following guidelines and practices will be implemented and adhered to under the priority of services provisions:

MDOL and CareerCenter Service Providers will take the necessary actions to ensure that priority of service opportunities are clearly visible and articulated to all customers who engage in CareerCenter services. As such, Maine Department of Labor and local service provider's "priority of service to veterans" will, at a minimum, include the methods of implementing veterans' priority of service as follows:

Outreach / Recruitment:

Inclusion of information regarding veterans' priority of service in printed materials targeted to customers and employers;

Inclusion of information regarding veterans' priority of service in presentations made to customers and employers;

Addition of veterans' priority of service information to service providers, Maine CareerCenters and Department of Labor web sites; and

Pro-active recruitment of veterans by targeted contact strategies or other strategies that focus on employers as well as job seeking veterans, particularly when the region is not in compliance with veterans' priority of service performance measures.

#### Notification

Addition of a veterans' priority of service rights statement to the complaint procedures provided to a Veteran customer; and/or

Addition of a veterans' priority of service rights statement to the signature portion of the WIA (or other covered) program paper intake forms or applications;

Inclusion of information regarding veterans' priority of service at front desk reception areas, as well as in universal access information center locations;

Provide the opportunity for veterans and eligible spouses to make known their veteran status; and

The Maine Job Bank job notification system will inform eligible veterans of job opportunities first and on a more frequent basis than all other registrants

#### Intake/Registration for Services

Written policies to establish that service providers who receive WIA funds for employment and training programs will be required to identify covered persons at the point of entry to programs and/or services, so that veterans and eligible spouses can take full advantage of the priority of service; and

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

#### Eligibility for Services

Written policies and procedures will be required to ensure veterans and eligible spouses meet the statutory eligibility requirements applicable to the specific employment and training program;

Written policies and procedures will be required to ensure veterans and eligible spouses are given priority of service where statutory or mandatory priorities are in effect and particularly, where Local Area service providers have instituted mandatory priorities due to limited funds;

Written policies and procedures will be required to ensure that veterans and eligible spouses receive access to services or resources earlier than non-covered persons, or before a non-covered person, if resources or services are limited; and

Written policies will be required that will target special populations of veterans including Special Disabled Veterans, Campaign Badge Veterans, Disabled Veterans, and eligible spouses when services or resources are limited.

To determine whether veterans are receiving priority of service in core programs funded by the U.S. Department of Labor and administered by MDOL, several measurements will be incorporated. Benchmarks will be established to provide a base line to measure the impact of priority of service to covered participants: one will benchmark the covered participants using prior program year data.

Many veterans face difficult labor market transitions, particularly upon reentering civilian life. They may require specialized employment and training services to boost their job prospects. VETS and MDOL have

established effective program designs that include other providers such as the Togus Veteran's Rehabilitation program. Additionally, veterans with more severe adjustment difficulties may require counseling, social services, and more in-depth support from specialists who are more familiar with their needs.

Maine's LVERs are delegated the authority to generate the "Quarterly Reports on Services to Veterans." Nonetheless, the responsibility for the content of such reports remains with CareerCenter Managers. These reports focus on compliance with Federal law and regulations with respect to special services and priorities for veterans. Many of the "best practices" identified in the Technical Performance Narratives of such reports were the result of the hard work done by Maine's LVERs.

As new USDOL and MDOL veterans programs are introduced and implemented, the veterans' team is the first to be asked to assist in delivering these services and programs to veterans. For example, the VOW to Hire Heroes Act of 2011 added a variety of programs and often unclear processes to our normal requirements under JVSG with the expectation that JVSG and CareerCenter staff could deliver without hesitation. These additional assigned duties truly challenge our entire "limited number" staff in meeting our expected negotiated performance outcomes.

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

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

Maine will continue to coordinate with our sister organizations to help support Veteran service initiatives. We will incorporate Veterans' priority of service language into financial and non-financial working agreements. For example we have existing agreements with the Maine AFL-CIO, a key partner in the delivery of rapid response services and outreach to dislocated workers in Maine. We also have memorandums of understanding with local adult education and community college partners who all provide important career development services to Maine workers, including Veterans and eligible

spouses of veterans. We will ensure that priority of service language is incorporated into these and additional working agreements as to go forward in “Keeping the Promise!”

Migrant and Seasonal Farmworkers: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37]]

Migrant and Seasonal Farm Workers (MSFWs) often face chronic unemployment and substandard living conditions. They generally need the rapid assistance of social services and health care along with more long-term support in preparing for alternative employment. The discussion of the Wagner-Peyser Agricultural Outreach, explained later in this document, provides a description of the service strategy in place to assist the MSFW population.

Mature Workers: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37]]

Mature workers who are displaced from jobs experience significant difficulty in reentering the labor market, and therefore may be more likely to withdraw from the labor force. The median age of Maine’s population is 41 years with a median age of the workforce at 43.3 years and 62.2 percent of Maine’s population who are employed are ages 55-64. With the oldest workforce in the nation and the majority on the verge of retirement, Maine industry is faced with critical, high-end skills gaps not being addressed through traditional employment readiness or two-year training paths; approaches that often result in entry-level work skills yet require industry to take on the burden of real occupational skill training. With the aging baby boom generation, increasing numbers of low-income, unemployed older workers will require assistance. With the support of the Office of Aging and Disability Services and other Older Americans Act prime sponsors, senior citizens employment and training programs have been very active in Maine and in some cases, provide on-site staff at CareerCenters.

The SWIB’s Older Workers Committee (OWC) addresses workforce issues for people over 55. The OWC provided advisory assistance and fulfilled oversight responsibilities for the federally-funded Aging Worker Initiative (AWI) and assisted the Muskie Institute in its Employer Initiative component of the AWI, facilitating job postings and developing employer education and feedback mechanisms. The OWC sponsors the annual Silver Collar Awards, recognizing employers for their exemplary practices supporting older workers. The Maine Centers for Women, Work, and Community, one of our most steadfast community-based partners, is career planning and career changing programs customized for people over 55. The AWI, in a report earlier this year, mentioned that it has enrolled over 150 older workers into AWI funded training. The majority of the training is in healthcare but there are also several in energy and information technology. Over 85 have successfully completed training and received their industry-recognized certificate.

Low Income and Disadvantaged Adults: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37]]

Low-income adults, the target population of TANF, Food Stamp programs, WIA, and public assistance programs, face a number of barriers to labor market success. Most have low basic skills and education and thus require basic education and literacy services. They often lack marketable work experience and employability skills. Low-income working adults frequently are stuck in entry-level jobs with no plan to advance a career. Maine will place particular focus on resources for providing training to increase and improve participation in skills training for economically disadvantaged and specifically targeted groups.

The ties between the CareerCenter system and the Maine Department of Health and Human Services (DHHS) Office of Family Independence have not been strong in the past. However, there are new rules in Maine related to TANF 60 month lifetime limit on benefits. In January 2012, DHHS's Office of Family Independence notified 3,023 TANF families that they were approaching this limit or had passed this limit and their TANF benefits would be closing. State law requires Maine to notify open TANF families at least 120 days prior to their closing due to the time limit. These families received their last TANF cash benefit in May of 2012. The TANF recipients affected by this new law are being encouraged to seek assistance with employment strategies by utilizing the services offered by MDOL.

Program designs have to take into account their intensive and long-term support needs in acquiring and retaining employment. This plan will specifically focus on this population to provide enhanced career advancement services with programs such as the WIA and the Competitive Skills Scholarship Program (CSSP).

Furthermore, Maine intends to improve program alignment and integration among WIA/One-Stop CareerCenter services, TANF assistance, and SNAP.

As a first step, Maine's State Workforce Investment Board recently restructured its membership to include the TANF/ASPIRE Program Manager. This person attends all full SWIB meetings and serves on the SWIB's Program Policy Committee. This has already resulted in closer communications between Maine Department of Labor Bureau of Employment Services (BES) and the Maine Department of Health and Human Services Office of Family Independence (OFI). This is fairly significant; it is the first time that public assistance programs have been formally at the table for workforce development.

In addition, the Commissioners of the Maine Departments of Education, Labor, and Health and Human Services are forming a work group to identify programs and services to best leverage each others' resources and capture common goals and outcomes. While this is not limited to WIA, TANF, and SNAP, this parallel effort provides added support to the integration of those programs.

Bureau of Employment Services and OFI have held a preliminary conversation. OFI oversees two assistance programs that include an employment component:

TANF/ASPIRE: a program that helps TANF recipients find employment that will pay enough to make it possible for them to get off welfare.

SNAP: the program that helps Food Supplement recipients find employment.

During this meeting, the Director of the Office of Family Independence acknowledged that this agency's expertise is in eligibility and case management, while the Bureau of Employment Services' expertise is in the realm of workforce development, job development, and job placement services. Both the Bureau of Employment Services and Office of Family Independence are comfortable with the idea of integrating their systems to benefit public assistance recipients and employers.

In our five year WIA Strategic Plan, we propose to identify the opportunities for better program alignment, collaboration, and integration among ASPIRE/TANF, SNAP, and WIA programs.

Currently, there are two examples of regional collaboration between WIA and TANF services. We would like to not only build on these partnerships, but we would like to see a two faceted approach to further collaboration and integration. In one facet, we will continue to foster collaborative activities by motivating One-Stop CareerCenters and TANF/SNAP offices to adopt one of the existing models (see

below for more discussion of these models). In the short term, this will help us link the cultures of two distinct government programs.

The Maine Department of Labor' Bureau of Employment Services joined with the Maine Department of Health and Human Services' Office for Family Independence (OFI) to assist clients transition from a temporary support system to obtaining meaningful work . Bureau of Employment Services and Office of Family Independence are developing a pilot program that includes Food Supplement recipients identified as Able-Bodied Adults Without Dependents (ABAWD). This select population will be required to connect with soon-to-be-hired CareerCenter Consultants dedicated to the pilot in Machias and Augusta. Each client identified as "job ready" will be supported in obtaining work readiness skills, short-term training, supportive services, and engaging in a successful job search that will lead to a self-sustaining job. This effort may not only assist this client with securing a job but will help ensure that they retain that job into the future hence ending dependency on all public assistance. The positions will be located in the CareerCenters and be funded by the Department of Health and Human Services Food Supplement Employment and Training Grant. Outcomes and lessons learned from this pilot will drive future expansion, replication and partnership decisions between the Maine Department of Labor and the Maine Department of Health and Human Services.

In the second facet, we will implement statewide, systemic program integration. By laying a foundation of culture-melding between workforce and public assistance, a systemic approach will be more widely accepted and have a better chance of long term acceptance and success with participants and employers. These are the two current collaborative models between TANF and WIA:

**Lewiston-Auburn:** The One-Stop CareerCenter and the regional TANF office hold joint staff meetings from time to time. At these meetings, both agencies provide updates on their programs, staffing, special programs, job fairs, etc. Significantly, the meetings provide a forum for strategizing on issues that impact both programs. For example, recent changes in state policy resulted in a large number of TANF exhaustees occurring in a short and immediate period of time. Knowing that many of these families would need other employment and training services, the CareerCenter and the Lewiston TANF office developed a process for ensuring that the exhaustees would be able to smoothly transition to WIA and/or Wagner-Peyser program assistance. In addition, these two agencies, along with Lewiston Adult Education, collaborate on a Work Ready program for TANF participants with limited English proficiency.

**Bangor:** Tri-County area service provider Eastern Maine Development Corporation has partnered with the Bangor ASPIRE office to offer an Employment Transition Program (ETP) to ASPIRE clients. This program includes career exploration and job readiness workshops and skills training leading to an Individual Service Strategy (employment and training plan) with short- and long-term goals. Following the development of an ISS, the goal is to place the participant in unsubsidized employment by way of direct job placement, work experience, on-the-job training, or short term training. ETP participants also go through a work ready program in which many local employers assist with mock interviews, panel presentations, and networking.

The WIA Strategic Plan proposes the following:

Defining alignment, collaboration, and integration, and identifying concrete actions to address all three ;  
Agree on simple immediate collaborative actions—cross educating CareerCenter consultants and TANF/SNAP caseworkers, distributing each others' program materials, ensure that participant orientations include information on all three programs, etc.;

At the local and regional level, CareerCenters assist TANF and SNAP offices with business/employer relations;

At the local and regional level, TANF and SNAP offices assist WIA CareerCenters with social service agency relations, community referrals, etc.;

Identify where waivers may be needed and request them;

Establish protocols for co-enrollment, co-case management, lead agency roles, etc.;

Flesh out confidentiality issues and practices to reduce likelihood of inter-agency conflict and poor communications;

Draft relevant MOUs or MOAs;

Develop common measures for program effectiveness;

Reach agreement on outcomes common to all programs—economic self-sufficiency through pre-employment training and placement in good paying, permanent jobs;

Upgrade data collection for all three programs to reflect common measures;

Identify areas in the systems that appear duplicative and reduce or eliminate the duplication (for example, one intake form instead of three);

Using the two current examples mentioned above along with any other collaborative models that evolve in the meanwhile, position them for replication in other regions, evaluate the programs and assess them for broader/statewide application;

Investigate current models in other states: examples include New Hampshire and South Carolina

Develop an ongoing inventory of best practices for WIA-TANF-SNAP alignment, collaboration, and integration’

Distribute or impose best practices at the regional level;

Explore use of incentives and bonuses for program integration, collaboration, and alignment;

Utilize the SWIB as a forum or establish a specific work group charged with investigating the issues and systems that would impact or be impacted by alignment, collaboration, and integration;

Use the analysis from the Center for Law and Social Policy, *Integrating TANF and WIA into a Single Workforce System: An Analysis of Legal Issues*, and the experiences of other states to fully discuss what would be needed to integrate and align Maine’s TANF, SNAP, and WIA services; and

Test all new approaches and evaluate regularly, through the SWIB and/or a special task force or third party evaluator

Maine will closely monitor this “integration and collaboration” program model.

#### Services to Youth and Young Adults: [WIA Sections 112(b)(18)(C), 129]

In Maine, WIA youth programming remains focused on targeting “at-risk” youth (both in-school and out-of-school), who face employment, academic and vocational barriers. Over the years the Local Workforce Area Youth Councils and service providers have worked to develop comprehensive programs for youth services that are integrated with all of the services provided through Maine’s CareerCenter system. Youth programs are organized at the local level to provide all young people with access to the resources and skills they need to achieve and maintain self-sufficiency and economic stability.

The Local Area Youth Councils continue to stay engaged in assessing existing youth services and partner with both statewide and local entities to help youth access services and achieve academic success and career pathways. In addition, CareerCenter and MDOL staff participate on a wide variety of youth initiatives such as Maine’s Share Youth Vision Council, Keeping Maine’s Children Connected, the Assistive Technology Council, Committees on Transition, the Task Force to Engage Maine’s Youth, Maine Youth Suicide Prevention, Committee on Truancy, Dropout, Homeless, Jobs for Maine Graduates, Alternative Education, local and regional Case Resolution Committees, the Department of Education’s Career Pathways Initiative, and Maine’s two Job Corps Centers. Maine continues to work toward



effective collaborations with many organizations to fulfill the vision of focusing youth investments on those who are most in need. At the SWIB and MDOL level we continue to promote pre-apprenticeship and registered apprenticeship by providing greater access to high school juniors and seniors as Pre-Apprentices.

The WIA youth funding stream has contributed to creating a system that can tie programs together by using the CareerCenters as a clearinghouse to match the needs of individual youth to the appropriate programs and services on an ongoing basis. The four Local Areas have implemented services and strategies to achieve the vision through the following:

Developed and expanded programs to include the ten elements of youth programs listed in WIA §129(c)(2).;

Developed programs that draw upon the complete array of youth services available in the Local Area in order to provide more holistic services to individuals. By so doing, the duration of service has been extended as necessary to provide the youth with a solid basis for being able to maintain independence;

CareerCenters have expanded services to schools and alternative programs to assure that students have access to the information necessary to make career decisions; and

Collaborated with a wide array of statewide organizations serving youth, e.g., the Department of Education, Bureau of Rehabilitation Services, Job Corps, Jobs for Maine's Graduates, and community based organizations, to assure expanded access quality services for youth and reduce duplication of efforts.

Under waiver authority, Maine has adopted the Common Measures, replacing statutory performance measures for Youth. As we begin the process of reexamining youth service strategies at both the SWIB and Local Area level we must ensure stakeholders have a thorough understanding of the WIA youth system, how it fits into the workforce delivery system, and how it is set up in individual local areas. It is essential for local areas to design and deliver services that meet both Common Measures and the needs of the youth that are served.

Maine's workforce system is currently reexamining its overall youth service strategy and focusing developing youth programming (ages 14-21) under Common Measures as well as attempting to address the significant needs of the state's young adult population (ages 18-25). Effective local WIA youth systems help youth move toward self-sufficiency in all these areas of their lives. However, it is not the responsibility of the WIA youth system alone to meet all the needs of local youth. Other youth development programs have primary responsibility for meeting many of the needs of at-risk youth. Local area WIA youth systems collaborate with those programs to help fill the gaps in the family, educational, and social frameworks that may be missing in the lives of many at-risk youth. Maine stakeholders believe that in order to provide success for all youth, programming must include the following key elements:

- Stakeholders have a common, shared vision;
- Locally coordinated outreach and intake;
- Youth-oriented service strategy development;
- Responsive and relevant services; and
- Effective follow-up.

The SWIB, MDOL, local areas and service providers strongly agree that we need to focus the systems resources on serving the underemployed, particularly amongst the young adult population (ages 18-25). In Maine and throughout the country, young adults (18-25 year olds) in the workforce are the most likely to be unemployed and underemployed. Maine's highest unemployment rates are for those between the ages of 16 and 19 (21.8 percent), 20 to 24 (15 percent) and 25 to 34 (9.4 percent). Nationally, 12 percent of young adults reported being unemployed in 2009 and 2010, more than double the 5 percent of unemployed 30- to 49-year-olds. Additionally, more than one in four young adults were underemployed, compared with 15 percent of adults aged 30 to 49.

In January 2012, the Bureau of Employment Services convened the first statewide meeting of the Young Adult Network. This meeting followed the November 2011 Young Adult Summit (Building Community Networks for serving Young Adults) hosted by USDOL / ETA Region I in Boston, MA. With the common goal of realizing economic and personal success for young adults, the Young Adult Network represents service providers from youth programs throughout the state. Its goal is to provide an opportunity to better understand from one another the severity of the problems faced by 18-24/25 year olds and how young adults have been impacted by the recession. The primary goals of Maine's Young Adult Network are to:

- Enhance connections between local programs and CareerCenters;
- Provide exposure to a range of service resources for youth/young adults; and
- Encourage collaboration among partner programs serving youth/young adults.

The Maine Department of Education has developed the objectives and strategies to better align education and workforce development:

Improving on-time high school completion and increasing numeracy and literacy skills:

Nearly one out of five Maine youth do not graduate with their peers, putting them at risk of a lifetime of lower earnings, ongoing public assistance, and, in worst cases, incarceration. Community-based programs that focus on dropout prevention and retrieval can help students graduate on time. To help meet this goal, the Maine Legislature passed LD 1658 in 2010, mandating that all publicly-supported high schools achieve a graduation rate of 90 percent by the end of the 2015-16 school year. But in many cases a high school diploma is not sufficient to ensure readiness for future careers or post-secondary training for our young people because a large percentage of students who *do* receive high school diplomas may not be adequately prepared for college or careers.

The current graduation rate for Maine is 83.4 percent. While Maine's overall graduation rate continues to improve, many of our high school graduates are not prepared for college or the world of work. There is much work to do in preparing students, especially in the STEM disciplines of math, science, technology and engineering disciplines. Statewide, only 39 percent of 2010 high school graduates met proficiency standards in both reading and math during their junior year. Sixty-nine percent of students who are not proficient in mathematics in the third grade are still not proficient by fifth grade. The pattern repeats itself throughout elementary, middle and high school. Among eighth graders who are not proficient in math, 88 percent are still not proficient by the end of the eleventh grade (Source: Maine Department of Education).

Maine will focus efforts on academic remediation for in-school youth and provide resources for out-of-school youth to focus on gaining the academic foundation to better prepare them for their future and improve their chances of gainful employment.

2) Preparing for and success in employment:

Maine has been selected as one of six states to partner with Harvard and Jobs for the Future on the *Prosperity to Pathways* initiative. The goals of the project include building a system of pathways for high school students toward a post secondary credential, preparing and connecting students with employment and learning opportunities, engaging employers to provide work experience opportunities for youth and serving as mentors. The Governor has asked Jobs for Maine's Graduates and the Maine Manufacturer's Association to be partners on a demonstration effort, to prepare youth for entry level positions in the manufacturing sector. This project will align with the Industry Sector Partnership strategy of the State Workforce Investment Board. The IT and Healthcare sectors will also be a focus of this effort. The work in the Healthcare sector will build on the best practices and lessons learned from the recent \$4.9 million healthcare grant Maine received in 2010 and the Maine Jobs Council's health workforce strategic plan project funded by the US DHHS in 2011.

Maine will focus on increasing volunteer opportunities, internships, OJT's, apprenticeships, and other "earn and learn" opportunities and work programs so youth can gain job skills, work habits and confidence.

Maine will strengthen school-to-career programs. For at-risk students to become invested in learning, the payoff to learning must become clearer and more realistic. School-to-career programs can serve this purpose. These programs can help students acquire the informal skills needed to succeed in the workplace, including the attitudes and work habits employers require. They teach the "soft skills" valued by employers such as good work habits (attendance, dependability, perseverance, attention to quality) and social skills (the ability to work with others and interact well with the public). While some employers provide training in academic or technical skills, few provide training in soft skills or work habits (Rosenbaum, 2002). Such opportunities can be especially important for young people in disinvested communities, who often lack the social networks and personal contacts that help entry-level workers learn about and land good jobs. School-to-career programs can give employers a chance to get to know and gain confidence in disadvantaged youth. There will be a focus on providing comprehensive career planning and exploration services to Maine's youth.

The Maine Department of Education's Strategic Plan posits a goal that states: *"Students commonly access internships, apprenticeships and other opportunities to learn in workplace settings, apply academic lessons and explore potential career fields."* It goes on to say that the objective is to develop a set of strategies for the expansion of career and workforce partnerships, based on feedback from school districts and the employer community.

The workforce development system will align workforce development programs with Maine Department of Education goals for career preparation. Building the workforce of Maine's future will require an unprecedented partnership between employers and educational systems at all levels. Learners should have broad access to opportunities for workforce and career exploration, and educational programs at all levels should work to ensure that their students develop college- and career-ready skills. Opportunities for students to intern with employers should be expanded and flexible schedules should be created to allow students to apprentice with employers part-time while completing their studies. Efforts should be made to align curricula and coursework at all educational levels in order to create clear college and career pathways for students (*Source: Maine DOE Strategic Plan*).

A good first step in this work will be for the Maine DOE to survey school districts, Career and Technical Education centers and adult education programs to determine current practices with regard to career and workforce partnerships. The results of the survey could then be used to develop strategies to expand such opportunities. Efforts should also be undertaken to review state law in order to identify potential barriers to expanding educational opportunities in Maine's workplaces.

### 3) Providing supports for youth:

Studies show students who drop out of high school earn far less than those who graduate, are more likely to be incarcerated, have a higher incidence of substance abuse and are much more likely to rely on public assistance. This inability to be self-sufficient requires ongoing taxpayer support. Disconnected youth often leave high school without a plan for the future. Starting at middle school students need to connect with caring adults who help them sort through and plan for their future. These services will be provided on a year-round basis in a school setting to in-school youth.

Maine has formed a Youth Action Network to begin a dialogue about how to best serve our out of school population. The development of tools, resources, and partnerships are underway; however, many older youth are jobless and need to connect to a meaningful career path. More opportunities need to be created for youth to get valuable paid and unpaid work experience. Maine will accomplish this through efforts like the *Pathways to Prosperity* demonstration project mentioned above.

"The workforce system needs to provide the supports that allow vulnerable youth to participate in job training. Young people who have no families to fall back on, including those leaving foster care, those with special needs, and those without English-language proficiency, often need more intensive supports to participate successfully in training programs. These supports may include stipends, health care, and/or child care." (Osgood et al., 2005)

The workforce system needs to provide focused assistance to youth aging out of foster care. Many 18-year-olds leave the foster care system without a lasting family connection and at risk for later hardship. For these vulnerable young people, job training is not sufficient. These young people need comprehensive preparation for adulthood, a sustained, systematic, developmentally appropriate approach to helping them transition successfully to independence and gain the wide range of skills they need to successfully continue their education and/or make initial steps on a career path. Effective, individualized planning and case management are keys to this approach (Frey, Greenblatt & Brown, 2007).

### 4) Services to develop the potential of youth as citizens and leaders:

Provide opportunities for civic engagement. A positive approach to youth development stresses the contributions that all young people can make to their communities. Community service and civic engagement have been found to increase the odds that youth will have positive role models and adults to whom they can turn for help and connection to social networks. Every community has some "natural helpers"—neighbors, faith leaders, and other community members who make themselves available to mentor young people.

However, intensive efforts are needed to ensure that all teens and young adults have the caring adults and institutional opportunities that support civic engagement. Young people who attend schools in high-poverty neighborhoods may have fewer opportunities for service or civic engagement. Those whose

families are economically marginalized, those who need to contribute to household income, and those who provide child or elder care at home, may find it harder to do service work (Finlay et al., 2007).

Include youth in decision-making about policies and programs designed to reengage disconnected young people. The voices of young people need to be heard and taken fully into account in the planning and implementation of policies and programs that affect them. This is not simply a matter of political correctness. Young people often have keen insight into the factors that can promote or impede engagement in schools, jobs, and communities (Frey & Brown, 2007; Sanders & Munford, 2007).

Provide developmental opportunities that recognize the importance of social networks. Young people who are cut off from mainstream opportunities and networks need connection to positive adult role models, a wider range of social networks, and chances to become engaged in community or civic affairs (Finlay et al., 2007). Sustained relationships with adults in the community can help students thrive despite adverse conditions. Mentors can also help young people make the transition from school to work.

5) Develop and maintain partnerships and alliances to leverage Maine's limited resources:

Focus on cross-system collaboration. Many kinds of youth development programs and policies are designed to keep young people engaged in productive activities or re-engage those who are disconnected from school or work. Efforts to reach and re-connect struggling youth require collaboration across all youth-serving systems, including school districts, foster care agencies, pregnancy prevention initiatives, juvenile justice, workforce development, and social service agencies (Harris, 2005, Moore, 2007). All of these approaches can be effective, but for young people in our nation's toughest communities, a patchwork of programs is not sufficient (Annie E. Casey Foundation, 2004; Moore, 2007).

Many best practices already exist in Maine; we will do better with our limited resources and replicate as many of the best practices as feasible. We will link and leverage all efforts across existing partnerships and alliances, and with the formation of new relationships, work together to serve Maine's in-school and out-of-school youth.

People with disabilities: [WIA Wagner-Peyser Section 8(b); WIA Section 112(b)(17)(A)(iv), 20 CFR 663.230, 663.640, 667.275(a)]

People with disabilities are an untapped resource for the state of Maine. There are many people with disabilities who want to work but who are unemployed, under-employed, or who have been unable to enter the job market. Statistics from *Snapshot-2011* indicate that persons with disabilities have added challenges to gain the needed skills to secure employment at a livable wage. Persons with disabilities are three times more likely to live in a household in poverty, are one half as likely to be employed and one third less likely to gain the skills needed for today's job market. In 2009, there were about 109,000 working-age adults with a disability living in Maine. Of these, 37,000 were employed. The employment rate of people with disabilities is less than half the rate of those with no disability.

People with disabilities face a wide range of obstacles to labor market success, including lack of support services to facilitate employment, and discrimination in the workplace. These customers may also have deficits in basic skills or low levels of education and may require further education and training to find suitable employment. Additional barriers include visual and hearing impairments, mental illness, and

developmental disabilities. The Bureau of Rehabilitation Services is housed within the CareerCenters and has proven invaluable in contributing to leveraging resources for serving people with disabilities.

In 2006, MDOL received Disability Program Navigator (DPN) funding from USDOL, and in 2009, we were awarded a Disability Employment Initiative (DEI). The current DEI grant operates through September 2013. Both of these grants have enabled Maine's workforce system to systematically expand resources and access within the CareerCenter for people with disabilities. Maine's focus with both of these initiatives has been to provide comprehensive, seamless, integrated employment services to job seekers with disabilities. Through DEI, MDOL will continue to deploy the following strategies to reach the promise of full participation of individuals with disabilities in Maine.

#### Integrated Resource Teams (IRT):

DEI will draw on solid partnerships already in place with the Vocational Rehabilitation, community providers, educational institutions, and many others to offer IRT meetings for jobseekers with disabilities;

#### Integrating Resources and Services, Blending and Braiding Funds, Leveraging Resources:

To encourage the use of its IRT model, Maine dedicated DEI resources to serve as a flexible funding pool for jobseekers with disabilities who utilize the IRT process – an incentive for collaborators and jobseekers to participate and succeed;

#### Asset Development Strategies:

At the state and local level, Disability Resource Coordinators have established an Asset Development Coalition in conjunction with strategic partners and community housing, health, banking and other organizations;

#### Partnerships and Collaboration:

A key asset in Maine is the co-location of the Division of Vocational Rehabilitation within the CareerCenters. This grant will build on this collaboration and work with the Local Area staff within the targeted regions to ensure availability of comprehensive knowledge and resources to assist individuals with disabilities to enter and remain in the workforce. Disability Resources Coordinators will continue to work closely with the state's Medicaid Infrastructure Grant (CHOICES CEO), the Department of Health and Human Services, and Maine's WIPA project, as well as employers, educational organizations and community providers as specified herein; and

Institute a process to evaluate the outcomes of the above.

In 2009, the Bureau of Employment Services became an approved Employment Network under the Ticket-to-Work Initiative. The Ticket to Work Program is a Social Security Administration (SSA) employment and health care initiative for people with disabilities who want to work. The program goal is to increase opportunities and choices for adults ages 18–64 who receive Social Security Disability Insurance (SSDI) and Supplemental Security Income (SSI) benefits. The primary goal of the program is to help recipients receive training and support in finding and retaining employment. Through the Ticket-to-Work program, eligible participants receive vouchers, known as "tickets," that they can use to pay for job-support services, such as transportation, with providers who are part of a Ticket-to-Work Employment Network.

The Ticket to Work program helps SSA beneficiaries to take next steps toward work and provides a safety net as they explore work that is right for them. The program offers CareerCenters an additional potential funding stream, while meeting the needs of customers with disabilities for long-term successful employment. Currently, six of Maine's 12 full service CareerCenters are providing ticket services. Plans are underway to expand statewide by June 2013. The Bureau of Employment Services

in process of hiring a temporary Ticket-to-Work Specialist to expand this capacity. The Social Security Administration estimates that 25 percent of ticket holders who are work oriented are already coming into our CareerCenters (countrywide). Identifying these customers and enrolling them in the ticket program when they are work-ready is a win-win for our CareerCenters and our customers

Single parents and Displaced Homemakers: [WIA Sections 112(b)(17)(A), (b)(17)(B), (b)(8)(A), 20 CFR 652.207, 663.600-640, 29 CFR 37]]

In addition to the traditional employment and training services, single parents and displaced homemakers generally require childcare services while working or while learning new skills. Significant numbers within each population group need intensive prevocational assistance with career decision-making, building self-esteem and learning how to translate their family-management skills to opportunities in the labor market. For some single parents, especially mothers, a “nontraditional occupation” may be the ticket to a more economically secure future. One of our partner agencies, Women Unlimited, provides occupational skills training in nontraditional occupations and under a recently completed pilot program, this organization located staff in CareerCenters on a regular, rotating schedule. Not all the data have been examined yet, but anecdotally, there was a modest increase in the number of women considering, trained in, and placed in better paying nontraditional occupations. If the final data bears out our expectations, this approach would be considered again. Maine Centers for Women, Work and Community (MCWWC) provides high quality services that empower displaced homemakers in acquiring new jobs and economic independence.

During past several months, Women Work and Community and local CareerCenters worked to formalize their partnerships with local MOUs. The agreements outline how the entities will work together to leverage resources and provide smooth referrals between agencies. WW&C are visible and important partners in the CareerCenters where in some locations they are resident partners with office space and participation in the local core management group. In other centers, WW&C staff spends itinerant time meeting with mutual customers, providing workshops and participating in programs and projects. In many centers, WW&C augment CareerCenter workshop series with sessions including one on how to manage finances while in training. This session has become a very popular and extremely valuable workshop.

#### Individuals with limited English proficiency

According the Migration Policy Institute the number of immigrant workers in Maine grew by 18.0 percent between 2000 and 2010. People within this category, including those speaking languages other than English, face unique challenges. They must master reading, as well as improve their speaking and listening comprehension abilities, while at the same time seeking meaningful employment to support themselves and their families. The CareerCenter partners with local adult education programs and faith-based organizations to build effective linkages for serving these diverse needs so that the opportunity for employment is realized. Additional data provided by the Migration Policy Institute clearly indicates the need for Maine’s public workforce system to continue to work closely with the providers of services for foreign born residents who need assistance with ESL and other services:

In 2010, 3.5 percent of civilian employed workers age 16 and older in Maine were immigrants, compared with 3.0 percent in 2000 and 2.9 percent in 1990.

Immigrants accounted for 6.4 percent of civilian employed workers with no high school degree and for 4.3 percent of college-educated workers age 25 and older.

There were 563,923 civilian employed workers age 25 and older in Maine in 2009. Immigrants made up 3.4 percent (or 18,954) of these workers.

Of all low-educated workers age 25 and older employed in Maine in 2009, 6.4 percent (or 1,475) were immigrants. Among the college-educated workforce, immigrants accounted for 4.3 percent (or 7,646).

The Bureau of Employment Services increased capacity to better serve this population with a decision to require multi-lingual skills for several dedicated positions in Lewiston and Portland where the majority of ESOL customers access services. The Bureau of Employment Services now has staff fluent in Spanish, French, Arabic, German, Swahili, and Moro. A Job Search Workshop offered in Spanish is delivered regularly in Portland and available at other CareerCenters as needed. This practice has greatly increased the numbers of ESOL customers coming to Centers.

#### Criminal offenders in correctional institutions

This population faces numerous barriers in reentering the workforce. A major barrier is low educational attainment. Estimates of those without high school diplomas or with major literacy deficiencies range from one-third to one-half. MDOL and the CareerCenters are working collaboratively with the Department of Corrections to develop effective prisoner re-entry program. The CareerCenters work closely with representatives from the Department of Corrections and Juvenile Justice System to help bridge the transition of incarcerated youth back into their communities.

Several of Maine's CareerCenters partner with federal, state or county correctional facilities to bring job search skills and information on training to inmates looking to position themselves for life after incarceration. Bangor, Springvale, and Mid Coast CareerCenters have formal agreements with facilities in their regions. In 2012, Bangor CareerCenter delivered their first program for the U.S. Probation and Pretrial Services which included a series of workshops ranging from orientation to the CareerCenter to applications, cover letters, resumes, and job search. Four of the seven participants quickly became employed within two weeks, and one went back to school. The Bangor CareerCenter also worked with staff at the state-funded Charleston Correctional facility, finding employment sites for their pre-release residents. Bangor staff were able to enlist Bangor CPL (Dunkin Donuts) and Mt. Pleasant Cemetery to participate in a work program and give the pre-release residents a recent work history and improving their employability. Both sites have been very successful. At the southern end of the state, the York County CareerCenter is in a formal partnership with the new Women's Re-Entry program in Alfred. CareerCenter staff provide customized, job search workshops at the Prerelease location; the women in the program are transported to the CareerCenter to use job search tools, laptops, and internet; they are provided structured Computer Labs with staff technical assistance; they attend CareerCenter workshops and Computer Bootcamp training sessions. In recognition of the difficulty that the offender population has in respect to finding suitable employment, the Southern Midcoast CareerCenter is partnering with the Two Bridges Regional Jail. The CareerCenter will assist in the strategic planning process of the Second Chance Act Reentry Planning Grant by providing technical assistance, recommendations, and by sitting on and participating in implementation sub-committees to provide focused services to the offender population of the Midcoast. In addition, the CareerCenters will make Consultants available to discuss with offenders the unique circumstances that come with being an offender seeking employment.



Services To Employers: [(WIA Sections 111(d)(2), 112(a), 112(b)(8), 112(b)(10), Wagner-Peyser Section 8, 20 CFR 661.205(b)(1)]

Alignment with regional economic development:

Maine has seven regional economic development districts each required to create and implement community development strategies that will align with and be supported by state and regional workforce investment initiatives. Maine's proposed workforce system reconfiguration, working in tandem with eight regional Chambers, will ensure industry members served by each of the regional economic districts have a direct voice in workforce development initiatives in their respective areas and will establish a two way exchange by which information about employer workforce needs and responding workforce services can be disseminated on a broader scale.

The Maine workforce development system has always worked in partnership with state and regional economic development groups, informally and formally through commitment of state-funded workforce training resources (*Governor's Training Initiative, Maine Quality Centers, and Maine Apprenticeship*) to companies starting and/or expanding operations in Maine. Maine's new SWIB configuration will promote change in the way state and regional partners work together to assess and address workforce needs. Decisions on the investment of funds vetted through a single State Workforce Investment Board will expedite the commitment of state and federally funded workforce resources (*WIA, TRADE, NEG, Wagner-Peyser, and Discretionary*) to support employer-based training approaches that will address critical industry skill gaps and result in direct hire and placement of eligible workforce participants.

As industry partnerships develop, they will provide input to the SWIB that will allow providers to further refine employer services that complement and strengthen workforce development in their respective industries.

Policy initiatives generated through a single state workforce investment board will promote steps that **align investment of state and federal resources** from multiple state agencies including: Labor, Economic and Community Development, Education, Health and Human Services and more. Strategic investment of resources will become common practice. Department of Economic and Community Development (DECD) account executives will be trained to promote workforce development services to their business customers and, in collaboration with local CareerCenters, will package workforce and business assistance resources to support job creation. Cross agency teams will include Maine CareerCenters, Maine's Small Business Development Centers, state, county, and municipal economic development entities, the Maine Manufacturer's Extension Partnership, the Maine Technology Institute, the Business and Continuing Education divisions of Maine's Community College System (MCCS), the University of Maine System economic development arm, and private industry associations. This will enable all workforce development stakeholders to work in collaboration in assessing needs, pooling resources, and in the promotion of training for workforce participants that will fill critical skills gaps.

Dual Customer Focus:

The Maine workforce system promotes investment in workforce training for occupations that are in demand; however, federally and state funded programs are often administered in silos and specific uses of funding are determined by the individual service providers responsible for fund distribution. This often results in resource planning that is primarily supply-side focused (participant driven) versus

demand or industry driven. Likewise, job development efforts typically take place on behalf of individual workers rather than wide-ranging industry sector need.

Strategic approaches that can address sector or industry skills gaps are difficult to implement on a regional level alone because industry sectors in Maine are spread across the full geography of the state. Even natural resource-based industries are not concentrated in any one geographic area. Workforce system approaches must encompass the sector and/or industry needs that span the full statewide region. Investment of specific workforce resources on behalf of identified growth industries and sectors must be promoted. Investment of private, federal and state workforce resources must be aligned with employer/industry need so that workforce challenges currently impeding economic growth are addressed and long term unemployed workforce members are prepared to enter career paths in high-demand occupations.

In order to ensure competitiveness of both workers *and* employers, priority will be given to customized training approaches that result in the trainee attaining self-sustaining employment and industry recognized credentials and, when appropriate, entry into long-term skill development programs such as Registered Apprenticeship.

#### Engaging Employers as Partners:

By extolling the outcomes of successful pilots initiated through the industry partnership model, employers will be informed of authentic examples of the advantages of joining with and utilizing system resources for their workforce needs. Over 90 percent of Maine's businesses are very small, having 25 or fewer employees. These small businesses are Maine's primary job creators, yet owner/operators of these establishments often wear multiple hats and have little time to navigate the gamut of services and programs available to them. Past employer outreach has been primarily program-centric. Rather than monopolize precious time explaining a lengthy menu of services, the new approach must focus on assessing and addressing specific employer needs and making access to workforce resources as simple as possible. This will be accomplished through multi-agency teams working in collaboration, behind the scenes, to identify and package appropriate, just-in-time, resources on employer behalf. Cross agency teams will conduct workforce needs assessments that will guide which technical and financial resources are appropriate in much the same way they do now for workforce participants.

#### Definition of Company-Provided Training:

Training, provided by or in partnership with an employer, to a qualified pool of workforce system participants for whom the employer has entered into a hiring and training agreement and/or that utilizes workforce system and private and public partner training funds to offset the cost of enrolled participant training for participants selected for employment and training with an individual employer. Examples include:

On-the-Job Training & Customized Training  
Maine Quality Center Training & MMEP MOST Training  
CSSP & Apprenticeship Training

Introducing the **Integrated Service Strategy**, an approach modeled after the **Individual Service Strategy** but with a twist, the employer ISS will include the resources of multiple agencies (as necessary) and will be reliant on the ability of business assistance teams to bundle resources and/or services that will meet specific employer workforce goals. It is important to note that workforce goals are not isolated from other business challenges or aspirations. Most employer workforce needs are triggered by

organizational changes (*expansion or downsizing*) or changes in processes or products and services being provided. Some workforce needs are triggered by the introduction of new technologies and most recently by the attrition of highly-skilled workers into retirement. The ISS approach will allow workforce system teams to leverage resources and facilitate approaches that meet both employer and worker needs.

Just as workforce clients are not required to understand the eligibility criteria and nuances of every funding stream - nor should the employer customer be. Eligibility determinations for workforce clients are accomplished via a succinct needs assessment/intake process after which appropriate programs and resources are bundled on their behalf. This same process will be used to serve employers. An added benefit to using a familiar approach to employer services is it reduces the learning curve for workforce system professionals being trained to serve employers as customers.

#### Employer Services:

As is the case with participants, services to employer customers must be needs driven. Because employers do not access CareerCenters in the same way workforce participants might, strategic outreach efforts should be exercised. For example, when any employer is recruiting for multiple similar positions via the Maine Job Bank, this would trigger outreach from employer assistance staff to identify whether or not the company would benefit from Positive Recruitment methods or an Employer Specific Job Fair. Staff would offer the option of selecting new hires from WIA Eligible Participant Pools that have undergone Screening and Assessment and in consultation with the hiring employer, provide Pre-Hire Training, On-the-Job Training or Customized Training to prepare them for entry into the advertised jobs and would offer supporting resources such as the Work Opportunity Tax Credit and Registered Apprenticeship.

Projects in which participants attain skills and gain jobs through company-provided training approaches could receive post-hire case managed Retention Services. All company-provided approaches are more cost-effective because the training will address skill gaps in a condensed time frame, leverage private employer match and reduce the amount of time the participant is dependent on UI and other social service supports.

Outreach to new businesses is critical to development of long term relationships; this can be accomplished by providing a Services Welcome Package that explains the basics of becoming a workforce system partner, surveys immediate workforce needs and underscores information and services specific to their requirements. Such guides can apprise them of staff-assisted and online tools and resources that can help with everything from Development of Job Task Statements, Job Design and Reengineering to resources that help address Human Resource and Succession Planning challenges and that enable them to analyze their workforce training needs.

In Maine, employers have access to SafetyWorks! –a consultation and training program that helps companies establish a safe work environment and offers OSHA-Required Safety Training at no cost. The Maine CareerCenter webpage provides information on Legal Hiring Practices, Effective Recruitment & Interviewing Techniques and Access to Regional Demographic and Economic Data they can use to determine the feasibility of expansion in or location to Maine. Maine's Center for Workforce Research and Information can provide in-depth analysis for large expansions.

The Industry Partnership Approach emphasizes high-growth industries such as health care, professional services and tourism yet stresses the importance of sustainment of mature and fixed industries that offer high-wage, high-skill jobs such as precision manufacturing and natural resource-based sectors, including: Forestry, Agriculture, and Aquaculture as well as their value-added derivatives – food and lumber processing, paper manufacturing and wood renewable energy enterprises.

Cross-agency partnerships will result in Layoff Aversion Strategies employing Skills Gap Analyses and effecting multi-agency collaboration for Early Intervention that will link struggling employers to business assistance programs and technical assistance on a just-in-time basis. Rapid Response and set-aside funds may be used to train employees at risk of losing their jobs to better utilize new technologies through Incumbent Worker Training programs.

**The overarching goal for providing collaborative business services is for** Workforce System partners have an essential understanding of the available menu of economic and workforce resources and can coordinate and package those resources effectively to jointly meet the needs of business and workforce customers.

#### **Background:**

About 90 percent of Maine businesses are very small with fewer than 25 employees. These businesses do not always have formal departments or staff to take on their HR, marketing, training, or design requirements. A number of them look to public (*workforce, economic and education providers*) and private agencies (*trade associations, lending institutions*) to assist them with these challenges.

Historically, public and private agencies have delivered their own products and resources to business customers individually, with the exception of instances when state agencies have partnered to present new or expanding companies with a package of resources to incent them to locate or expand in economically needy areas. These packages listed in the form of a “*proposal*” outlined the specific economic and educational incentives, resources and services the expanding company could qualify for.

*Proposals* were intended to assist the expanding company and enhance regional economies. Specific incentives such as Hub or Pine Tree Zones and tax credits used to spur a business to expand or locate in an economically disadvantaged area; training programs rewarding creation of quality employment opportunities (wage & benefit thresholds) and investment breaks resulting in local infrastructure improvements that would then attract additional business growth (ETIFs) were packaged.

Despite the fact that the principal need of most expanding or new businesses is access to appropriately skilled workers, resources traditionally included in the proposals were limited to regional labor force data, no-cost recruitment services or underfunded state training programs. Rarely did the proposals incorporate resources tied to particular workforce participants enrolled in federally funded programs such as WIA, Trade Act, NEG, ASPIRE, VR, Rapid Response, and USDOL Discretionary Grants or state funded programs such as CSSP (Competitive Skills Scholarship Program), PAS (Parents as Scholars) or foundation grants.

#### **Target Populations:**

Encouraging use of the Integrated Service Strategy and Company-Provided Training Options first will allow workforce professionals to negotiate directly with employers on behalf of target populations. The integrated service approach will require workforce service agencies (*WIA, Wagner-Peyser, Vocational*

*Rehabilitation, ASPIRE, and other Community Based Organizations*) to work collaboratively to address employer needs while at the same time leveraging and expanding access to training and employment choices for target populations.

Already piloted approaches have utilized funding from a variety of federal and state programs to jointly serve WIA, Veteran, Pre-Release, At-Risk Youth, and NEG and Trade affected participants to enter employment. A recent project involved recruitment of WIA participants from four separate CareerCenters, utilizing funding from seven different funding streams, provided seven weeks of pre-hire training from five different providers which included classroom training and a short term OJT; the project cost just under \$3,000 per trainee and culminated in 12 participants entering building trades apprenticeships with benefits and starting wages of \$14.00/hour with potential to earn \$25.00/hour upon reaching journey-level status.

Another endeavor involved the CareerCenter partnering with Economic and Community Development, the Maine Manufacturer's Extension Partnership and an individual employer; participants were recruited from Vocational Rehabilitation, Pre-Release, WIA-dislocated adults, and Wagner-Peyser and resulted in 10 participants receiving a two week intensive classroom training and an eight week on-the-job training all at no cost to the workforce system; training costs for this project were covered through a Community Development Block Grant.

Vocational Rehabilitation in partnership with Health and Human Services and the State Chamber of Commerce has initiated the Maine chapter of the U.S. Business Leadership Network, a Business to Business initiative to promote employment of people with disabilities. Partners collaborate behind the scenes to recruit and assess a pool of applicants from which participating employers can select new hires. Two projects have been launched in Maine, with nationally renowned manufacturers - Tambrands and L.L. Bean. Companies participating in the network and hiring workers with disabilities reap many benefits, the most significant of which is positive public relations (*88 percent of Americans prefer to give their business to companies who hire people with disabilities*); partnering employers may also have access to the services of an Employment Specialist who acts as a liaison between the many service providers and company management. Some new hires may receive the benefit of an on-site Job Coach. To encourage a smooth transition for both new and existing employees, training on Disability Etiquette can be offered, and finally, information on available Tax Credits and Incentives that may assist the employer to acquire resources for necessary accommodations.

#### System and Cross Agency Staff Development:

The Integrated Services Strategy will only be successful through provision of intentional cross-training by and between systems service partners. This approach has already been modeled and proven successful using WIRED grant funds. The cross-training resources are in place and ready to go. The policy to support cross-agency collaboration is the necessary step in ensuring that workforce system resources are invested in and aligned with industry growth projects that meet the needs of Maine's workers and that will spark and sustain growth in Maine's economy

## WAGNER-PEYSER AGRICULTURAL OUTREACH: [WIA REGULATIONS; 20 CFR 653.1070]

### Assessment of Need:

Maine's Migrant Seasonal Farm Workers (MSFW), cycle through various harvests of blueberry, broccoli, potato or apple and poultry industry operations. The chart below shows the numbers of MSFWs that were provided with some level of service during 2011. This assistance includes job referral information, wage and hour deductions, housing standards information, working conditions and issues of discrimination.

**Services Provided to MSFWs through the Wagner-Peyser Act in 2011**

2011	Registered in MJB (self-identified)	Referred to Jobs	Provided services	Referred to Supportive services	Case management counseling	Received Job Development Contact	Contacted by SMA through outreach
Jan-March	459	5	266	22	104	29	15
April-June	531	5	309	26	124	30	67
July-Sept	179	3	98	7	33	6	390
Oct-Dec	301	4	166	13	68	9	187
Total	1470	17	839	68	329	74	659

Increasing mechanization has produced a slight decrease in the annual number of MSFWs in all industries, with employment at the egg farms remaining at the same as last year. The Wreath making industry employed around 1,800 workers in 2012 and anticipates a slight increase in 2013 as a result of new production contracts.

Crop	# of workers 2011	Projected # of workers 2012
Blueberries	475	475
Broccoli	330	289
Potatoes	4250	4250
Apple Harvest	108	115
Eggs Farms	320	320
Wreath making	1800	1850
<b>Total</b>	<b>3058</b>	<b>3074</b>

Eastern Maine Development Corporation (EMDC), is the National Farmworkers Jobs Program (NFJP) operator in Maine (WIA Section 167), and was awarded PY 2011 funding to help address the myriad of critical issues faced by farmworkers and their families. NFJP served 279 MSFWs during 2011. The program provides eligible migrant and seasonal farmworkers and their dependents with workforce

development services and training. Among key concerns negatively impacting this population are lack of education, poverty, unstable employment, access to housing, transportation and healthcare and limited English proficiency. Training includes basic skills/GED, approved trades training, on-the-job training or college. Individuals who have earned more than 50 percent of their income from agricultural labor are encouraged to apply; their dependents may also be eligible.

#### Outreach Activities:

MDOL services to migrant and seasonal farm workers and agricultural employers are supported by Wagner-Peyser Act funds. Core services are provided by the State Monitor Advocate and merit staff located in CareerCenters throughout the state. Approximately \$100,000 of Wagner-Peyserx Act funding supports the cost of one State Monitor Advocate and activities provided by CareerCenter consultants, employment and training specialists and CareerCenter managers to MSFW and agriculture employees. Wagner-Peyser Act funds are applied to salaries, fringe benefits, communications, travel and other staff-related expenses required to provide outreach and CareerCenter services.

The chart below shows the projected numbers of MSFWs who will receive services under Wagner-Peyser Act in 2012. Career Centers throughout the State are the primary source for providing these services to the MSFWs population. Examples of these services include: registration with the Maine Job Bank (MJB), job referrals, job counseling and referrals to supportive services.

#### **Wagner-Peyser Goals for 2012**

<b>2012</b>	<b>Registered in MJB (self-identified)</b>	<b>Referred to Jobs</b>	<b>Provided services</b>	<b>Referred to Supportive services</b>	<b>Case management counseling</b>	<b>Received Job Development Contact</b>	<b>Contacted by SMA through outreach</b>
Jan-March	465	10	270	25	110	30	20
April-June	550	10	315	30	130	35	75
July-Sept	200	5	102	10	35	8	400
Oct-Dec	325	6	170	10	72	8	190
<b>Total</b>	<b>1540</b>	<b>31</b>	<b>857</b>	<b>75</b>	<b>347</b>	<b>81</b>	<b>685</b>

#### Services provided:

Core, intensive and training services required under WIA Title I are provided to MSFWs through a series of monthly workshops that are offered in Spanish and English; at which participants receive coaching on job application success and information on how to apply for employment and prepare resumes. Workshops on computer literacy are also provided. Outreach conducted at local churches and Spanish-speaking civic organizations are offered along with workshops and held in Machias and Lewiston. Outreach activities will be consistent with 20 CFR Part 653.107 and will serve to implement strategies aimed to identify, document and track MSFW's as they access core, intensive, and training services within the One Stop Career Centers. The outreach program will focus on locating and contacting farm

workers not reached through normal intake activities. The outreach efforts will implement compliance requirements in providing qualitative equivalent and quantitatively proportionate service delivery to MSFW's.

Outreach staff will contact 15 MSFW's per day on average during the growing season. Outreach staff will be stationed in York, Cumberland, Androscoggin, Oxford, Hancock, Washington and Aroostook counties. These counties represent the bulk of the MSFW's working population.

Outreach is conducted through field visits during the blueberry harvest and peak broccoli season. Informational brochures in Spanish and English are distributed, including a booklet published by the Wage and Hour Division of USDOL explaining: issues around wages, the Family and Medical Leave Act, and lie detector tests. Information on agricultural employment and immigration is also made available to the workers and their families. The table below shows the State Monitor Advocate's schedule for field visits during PY 12 and the number of MSFWs estimated to be contacted.

#### **State Monitor Advocate Field Visit Schedule**

	July - September	October - December	January - March	April - June	Total
Field Checks	35	28	0	15	78
Estimated Number of MSFWs contacted	975	375	0	75	1425

The number of MSFWs to be contacted next year by Wagner-Peyser staff is expected to be around 1,425 workers. These contacts occur during outreach and field checks, including random unannounced visits to labor camps and work areas where MSFWs may be present. The State Monitor Advocate look to identify issues that may include: working conditions, the proper display of mandatory/informational posters, wages, housing standards, water quality, and more. The number of worksites visited, locations, and supervisor contact names are recorded along with the time of visit, observations made, available services discussed with MSFWs, number of MSFWs contacted, names of MSFWs requesting services, and follow-up arrangements established. A copy of the field report is filed with local office managers and the administrative office of the Bureau of Employment Services.

The Memorandum of Understanding signed between MDOL and Eastern Maine Development Corporation (EMDC), the WIA 167 National Farmworker Job Program grantee, continued to facilitate the exchange data pertaining to services provided to MSFW's . EMDC staff conducted outreach, year around, contacting a total of 325 MSFW's bringing the total of contacts between EMDC and MDOL to 1,167 MSFW's.

Outreach functions are tied to the service delivery areas where farm workers and agricultural employers live, work and/or congregate. Service delivery strategies will aim to assist farm workers efforts to achieve integration and self –sufficiency. Outreach efforts seek to provide a full range of services and resources to the agricultural communities including, but not limited to, providing services and support to MSFW's such as skills assessment, career guidance, basic skills and vocational training, educational opportunities, job search assistance and other supportive services.

The outreach staff will gain extensive knowledge of farm work in order to insure high levels of awareness and sensitivity to the socio-economic and cultural nuances that exists within the agricultural



communities. The outreach staff will be bilingual (English/Spanish) and preferably representative of the farm worker population in the service delivery area.

The State Monitor Advocate and outreach staff will partner with organizations and agencies serving the agricultural employment community to ensure that the needs and concerns of these workers receive consideration in the development and implementation of integrated service plans.

Some strategies will include:

Increase the number of MSFW's participating in labor exchange activities

Increase the number of agricultural employers utilizing the labor exchange services

Promote the use of the Agricultural Recruitment System (ARS)

Encourage participation of MSFW's seeking transition to higher-wage jobs and permanent non-agricultural employment

Enhance collaboration with MSFW's service provider organizations

Eastern Maine Development Corporation (EMDC) and the NFJP operate a Raker's Center from the end of July until mid-August. Located next to the town hall in Columbia, Maine, the Center provides blueberry field workers (rakers) with gas vouchers, emergency auto repair, emergency lodging, tents, clothing and personal care items, job search services, and referrals to social services. EMDC and NFJP partner with the Maine Migrant Health Program ([www.mainemigrant.org](http://www.mainemigrant.org)), Pine Tree Legal Assistance, ([www.ptla.org](http://www.ptla.org)), Maine DHHS SNAP (food stamp program), Downeast Health Services WIC program ([www.downeasthealth.org](http://www.downeasthealth.org)), and Syntiro's High School Equivalency Program ([www.syntiro.org](http://www.syntiro.org)) to offer a wide array of educational, occupational, health, and social supports to the migrant farmworkers in the Maine blueberry industry.

#### Services Provided to MSFWs through the CareerCenters

One of the roles of the State Monitor Advocate and the WIA 167 grantee is to make job opportunities available to workers. In addition to field visits, staff monitors the local CareerCenter offices for compliance with regulations in serving MSFWs. The table below shows the Monitor Advocate's schedule for monitoring local offices during PY12.

SMA Local Office Monitoring Schedule	
ES Office	Monitoring Timeframe
Presque Isle	June-July
Calais	August
Machias	August
Bangor	August
Skowhegan	September
Wilton	September
Rockland	May
Brunswick	May
Portland	July
Augusta	June
Lewiston	September-October
Springvale	April-May
Norway	September

**CarrerCenters, in collaboration with the State Monitor Advocate and bilingual CareerCenter staff, will coordinate service delivery including, but not limited to:**

- **Providing a full range of employment services, benefits, and protections on a basis that is qualitatively equivalent and quantitatively proportionate to services provided to non-MSFWs;**
- **Accessing and using job order information effectively;**
- **Facilitating activities in accessing self-assisted services via electronic technologies;**
- **Referring individuals to agricultural and non-agricultural job, training, and support services, as well as available testing, counseling, and other job development services;**
- **Providing information on labor rights, protections, and responsibilities with respect to terms and conditions of employment;**
- **Assisting workers in the preparation and filing of employment and non-employment related complaints;**
- **Accepting and referring labor-related complaints and apparent violations in accordance with established policies and procedures;**
- **Referring individuals and family members to supportive services for which they may be eligible;**
- **Assisting workers with posting resumes on-line and conducting on-line job searches; and**
- **Facilitating communication between limited-English proficient individuals referred to jobs and employers.**

The Bureau of Employment Services has a system in place for retrieval of complaints that are filed locally and at the Central Office. The Bureau of Employment Services informs the State Monitor Advocate of its record keeping procedure. The State Monitor Advocate reviews the methodology for compliance and makes suggestions for changes.

The Bureau of Employment Services Central Office keeps records of all complaints filed, correspondence between parties, and notes from all investigations for a period of three years. The State Monitor Advocate will monitor these files quarterly to assure compliance, appropriate complaint resolution, and adherence to customer satisfaction principles. A report of the results of Central Office monitoring will be sent to the Director of the Bureau of Employment Services.

One of the best examples of how core, intensive and training services required under WIA Title I are provided to MSFWs in the One-Stop delivery system is the series of workshops that Career Center Counselor Eduardo Cortes provides to the Spanish speaking population in Maine. Mr. Cortes carries out outreach efforts to the Hispanic population by visiting churches, civic organizations (e.g., Centro Latino, Tengo Voz, etc.) and signing up clients to attend his workshop which he holds one a month. The workshop provides information on how to apply for a job, how to prepare a resume, and coaches the clients in dos and don'ts of the job application process. Eduardo also offers technical assistance to clients that are not skilled in the use of computers. Eduardo travels to different Career Centers (Machias, Lewiston, etc.) to offer his workshops at these locations. One of the goals is to have Eduardo offer these workshops to all of the Career Centers in Maine.

### Services Provided to Agricultural Employers through the CareerCenters

CareerCenters will continue to help agricultural employers in obtaining workers to harvest their crops. U.S. workers must be given hiring priority for jobs. When an employer requests foreign workers through the H2-A or H2-B program, the Alien Certification Officer in the MDOL/BES follows procedures described below to advertise the job opening. The Maine Job Bank received 71 H-2A job orders for a total of 628 actual job openings in agriculture for the year ending June 30, 2011. The H-2A is governed under US DOL ETA 20 CFR Part 655 and Wage & Hour Division 29 CFR Part 501, Temporary Agricultural Employment of H-2A Aliens in the United States; Final Rule February 12, 2010. The H-2A non-immigrant worker visa program enables United States (U.S.) agricultural employers to employ foreign workers on a temporary basis to perform agricultural labor or services.

Section 101(a)(15)(H)(ii)(a) of the Immigration and Nationality Act (INA or the Act), 8 U.S.C. 1101(a)(15)(H)(ii)(a); see also 8 U.S.C.1184(c)(1) and 1188. The INA authorizes the Secretary of the Department of Homeland Security (DHS) to permit employers to import foreign workers to perform temporary agricultural labor or services of a temporary or seasonal nature if the Secretary of the US DOL (Secretary) certifies that:

There are not sufficient U.S. workers who are able, willing, and qualified, and who will be available at the time and place needed to perform the labor or services involved in the petition; and  
The employment of the alien in such labor or services will not adversely affect the wages and working conditions of workers in the United States similarly employed.

In Maine, the H-2A related job orders are administered through MDOL/BES. Job openings intended for H-2A labor certification program are entered on America's Job Bank through the Maine Job Bank (MJB). They can be seen by potential workers in all 50 states. Staff reviews H-2A job orders for accuracy and compliance with the H2A federal regulations before employers forward a request for foreign workers to the USDOL ETA Office of Foreign Labor Certification H-2A National Processing Center. The jobs are also entered into the Interstate Clearance System to Florida, Vermont and New Hampshire. These are supply states that often have workers who are willing to move to accept employment on a seasonal basis. The Interstate Clearance System is an agreement between states that have a shortage of workers and those States that have a surplus. The state with the shortage sends information on the job and what the employer is willing to provide in order to recruit workers. The surplus state informs local offices that have a surplus of agriculture workers of the job opportunities and see if any wish to relocate for the harvest season.

### Other Requirements

The State of Maine afforded the State Monitor Advocate an opportunity to approve and comment on the Agricultural Outreach Plan. The state solicited information and suggestions from WIA 167 National Farmworker Jobs Program (NFJP) grantees, other appropriate MSFW groups, public agencies, agricultural employer organizations, and other interested organizations. At least 45 days before submitting its final outreach, the State provided a proposed plan to the organizations listed above and allowed at least 30 days for review and comment. The State considered any comments received in formulating its final proposed plan, informed all commenting parties in writing whether their comments have been incorporated and, if not, the reasons therefore, and included the comments and recommendations received and its responses with the submission of the plan. In Maine, the NFJP grantee is the Eastern Maine Development Corporation (EMDC) based in Bangor. EMDC has executed a

signed MOU with MDOL and the current Local Workforce Investment Boards for the purposes of establishing a framework for the creating and maintaining a cooperative working relationships between NFJP and the CareerCenter system. In an effort to more effectively coordinate services offered by the CareerCenter Partners and EMDC's NFJP, each mutually agree to the following:

Each partner will determine customer eligibility for those programs offered by them;

To perform initial assessment to determine customer service needs;

To refer the assessed customer to any of the appropriate CareerCenter partners through a formalized referral process.

To utilize the One-Stop Operating System (OSOS) to assist with facilitating customer access to the appropriate partner and programs;

To jointly develop customer individualized employment and training service plans, when a customer( s) can best be served by both the CareerCenter Service Provider and EMDC's NFJP;

To jointly monitor and exchange information to assure for ongoing coordination of services associated with joint provision of services to a customer according to their individualized employment and training plan;

To provide for exchange of information that will assist with ongoing planning for current and future services to be offered through programs administered by both CareerCenter Service Providers and EMDC's NFJP;

To provide a process for ongoing dialogue for the purpose of continued development of additional coordination efforts that will lead to improved customer service delivery;

To provide pamphlets and other informational materials about the CareerCenter partner's programs and will be made available to each partner for placement at each of their service sites.

To provide for the delivery of one partner's service through the other partner according to contractual agreement when it is determined that such arrangements would provide for enhanced customer 'access and outcomes and cost efficiencies;

To coordinate delivery of services through the exchange of information and customer referral processes with other identified affiliated CareerCenter Partners.

To provide cross training to each other's staff as to (a) programs and services offered, (b) eligibility requirements, (c) referral processes, and (d) coordination of efforts between the partners; and

To provide procedures that will insure the customer is aware of all applicable information about grievance procedures and pathways to include posted visible information informing the customers of their rights and responsibilities.

Invitation for public comment on Maine's Wagner-Peyser Agricultural Outreach Plan was posted at <http://www.maine.gov/tools/whatsnew/index.php?topic=Labor+Press+Releases&id=426123&v=MJCArticle> on August 18, 2012. The comments received are contained in the Public Comments section of this plan, following the comments received on the WIA Strategic Plan and Waiver Request.

## **TRADE ADJUSTMENT ASSISTANCE**

Trade Adjustment Assistance performs the following program functions:

1. Provides early intervention (e.g., Rapid Response) to worker groups on whose behalf a TAA petition has been filed. (WIA Sections 112(b)(17)(A)(ii), 134(a)(2)(A), 20 CFR 665.300-.340.)

Early intervention for workers laid off from businesses impacted by trade related events is delivered in Rapid Response (RR) sessions. These sessions are a coordinated effort across departments, agencies and programs.

Rapid Response sessions respond to any statewide region affected by a mass layoff or plant closure as part of a “Jump Start” services team. The “Jump Start” team, made up of Rapid Response Representatives from all areas will identify, plan, coordinate, facilitate and/or implement initial transitional services and workshops for affected workers of any large/mass layoff or closure to essentially “Jump Start” services allowing CareerCenters time to implement regional strategic response plans.

Rapid Response staff, during completion of a Plant Brief with an employer, asks if downsizing is due to trade issues. If yes, they are informed of the Trade petition process, provided forms and assistance in completion. If the company does not complete the petition, staff, when meeting with laid off workers, will review the process and assist with completion. If, at that time, the workers do not complete the trade petition but there is reason to believe this is a trade related event, RR staff will complete an online trade petition. If a trade petition has already been submitted, the RR/TAA state coordinator upon notification notifies the local RR staff to provide immediate Rapid Response services to all workers affected. Maine tries to provide onsite, customized Rapid Response services immediately upon all notification of layoffs.

The Rapid Response Coordinator and local team work with individual CareerCenters to encourage development of a formal strategy for dealing with large layoffs. The primary goal is to assure CareerCenters will be prepared in advance to serve large numbers at once. These strategies also include the assistance of the full statewide Rapid Response team who will provide the initial workshop series and assessment services allowing CareerCenters to ramp up and ready staff to meet with affected workers to formulate reemployment plans. The goal is to provide enough up-front activity through the Jump Start process to enable a job counselor to guide development of an individual plan using data gathered from the initial assessments and workshops.

To ensure and promote immediate next steps for all workers attending a Rapid Response the Information Session includes:

Linkage to a series of workshops that will assist the worker with job search or career decision making goals

Linkage to on-site or regional job fairs, service fairs, or community services specific to the needs of the worker group

In consultation and negotiation with local areas, MDOL is responsible for developing components of statewide and local Rapid Response activities. They include: providing resources to deliver Rapid Response activities at the local level, developing budgets, structuring the Rapid Response process, coordinating the development of National Emergency Grant Applications and TAA petitions, negotiating alliance-based contracts that support Rapid Response capacity, and providing policy direction for rapid response delivery and its integration with TAA and WIA dislocated worker programs.

MDOL provides staff development and training through a statewide Rapid Response Coordinator. Local rapid response staff is supervised locally on a daily basis and make initial and follow up contacts with employers, provide referral services to economic development agencies, document visits and communicate them to all appropriate local and State agencies, conduct reemployment orientations and workshops, and facilitate transition into training and job development activities offered by the local CareerCenter. At the time of Rapid Response sessions, most WIA providers are on site to provide service/enrollment information and next steps. Some WIA providers go on site in the case of early notification to provide WIA intake sessions prior to layoffs occurring.

Regional Rapid Response representatives are responsible for coordinating all aspects of Rapid Response sessions and ensuing transitional services for the affected workers in their areas, however, the full team of representatives may be called upon to act as a statewide team and respond in partnership with any

other local area or region that requires expanded assistance with Rapid Response and initial worker adjustment services.

2. Provides core and intensive services to TAA participants, as indicated in the encouragement of co-enrollment policies provided in TEGL 21-00. The description should provide detailed information on how assessments are utilized to identify participants' service needs, including whether participants need training according to the six criteria for TAA-approved training (20 CFR 617.211, 617.22(a)).

Maine operates a comprehensive CareerCenter delivery system. All WIA, Wagner-Peyser, and related services are accessed via an integrated service delivery system. The integrated services strategy that is outlined in other sections of this Plan does incorporate the TAA program. In many locations, both Wagner-Peyser and WIA staff jointly deliver the TAA program. TAA resources are leveraged whenever possible with WIA Title I Dislocated Worker and National Emergency Grant resources.

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

Broad-based cross training has been taking place at most CareerCenters enabling all staff involved in plan development/management to understand and facilitate service plans that utilize TAA, NEG and/or WIA funding streams. Some Centers are currently working under an integration team model, whereby teams of staff are able to facilitate a broad array of services for any individual participants share such CareerCenter resources as:

To provide integrated intake;

To provide core services;

To provide customers access to all partner programs and activities;

To make intensive services accessible to adults and dislocated workers; and,

To provide ITAs to adults and dislocated workers.

Consistency in the assessment methods and tools utilized by both TAA and WIA case managers is apparent in the State of Maine CareerCenter system. Formal assessment such as CASAS ECS Series (Employment and Life Skills focused), O\*Net Online and My Next Move are utilized by all case managers. Informal assessments also are conducted following a similar template across programs and local areas. The MDOL's WIA administration staff has been conducting statewide training sessions for all WIA case managers. To promote consistent program integration in case management requirements as well as document clear and concise ITAs' justification for training for all WIA/TAA customers, the TAA six criteria of training requirements has been imbedded in all the WIA case management training. These six criteria of training documentation requirements are reviewed for compliance at all statewide WIA monitoring events.

3. Has developed and managed resources (including electronic case management systems) to integrate data provided through different agencies administering benefits and services (TAA, Trade Readjustment Allowances, Unemployment Insurance, Employment Security, WIA, etc.) in order to ensure consistent program administration and fiscal integrity, as well as reliable fiscal and performance reporting. (Note: May alternatively be discussed in "operating systems and policies" section of Operating Plan.) (WIA Sections 112(b)(8)(A), (B).)

All WIA/TAA information is located in one data base and shared by all CareerCenter staff. TRA/UI information is accessible through the One Stop data system with a direct, ongoing relationship with

Unemployment Insurance and the special payments unit who administers TRA payments. Electronically information is downloaded on a daily basis to provide updated, continuous information to SPU staff who are making TRA/RTAA/ATAA and travel payments

To facilitate the flow of information among the Labor Exchange and WIA partners, the MDOL has developed a One-Stop Operating System (OSOS), which is a statewide, computerized database that tracks the individuals served under WIA Title I and Wagner-Peyser. Data from TAA/TRA, WOTC and the Competitive Skills Scholarship programs (CSSP) are also included in OSOS.

MDOL is in the development stages of a new Case Management system, OneFlow, which will facilitate the management of resources to integrate much more efficiently and accurately from the OSOS system the flow of information among all partners to ensure consistent program administration and fiscal integrity, as well as reliable fiscal and performance reporting. OneFlow is scheduled to go “live” by July 2013.

#### **WIA WAIVER REQUESTS REQUIRING RE-APPROVAL**

The State of Maine is seeking extensions of approval for the following waivers, previously submitted and now requiring re-approval:

Waiver Extensions for WIA PY2012 - PY2016

Waiver of WIA, Section 189(i)(4)(b) (General waivers of statutory or regulatory requirements) and WIA Section 136(b) which provides that state performance measures for WIA shall consist of 17 specific core indicators of performance and customer satisfaction;

Waiver of the provision at 20 CFR 663.530 that prescribes a time limit on the period of initial eligibility for training providers;

Waiver to change the required 50 percent employer contribution for customized training under WIA 101 (8)(c) & (31)(B) to a contribution on a sliding scale, ranging from 10 to 50 percent, based on the guidance in TEGL 13-06 (Increased Use of Flexibility Provisions in WIA); and

Waiver of WIA 20 CFR 663.220(b) and 20 CFR 663.310 to permit local areas to use a portion of the local funds for incumbent worker training.

**Please see Attachments-15, 16, 17, and 18**

The plan to expand the number of local areas includes formalizing their relationships with local Chambers of Commerce in eight regions of the state.

Resources will be distributed in a fair and equitable way:

For this plan and since 2000, MDOL and the State Workforce Investment Board has allocated WIA funds to the Local Areas using the same County-based formula provisions defined in the ETA TEGL 19-11, as follows:

#### **Allocation formulas**

##### **Adult and Youth Training Funds**

##### **Adult Funds**

Of the total amount of funds allocated for Adult Training under WIA §132(b)(1), the State will reserve 5 percent for statewide activities including administration as permitted by WIA §128(a). The remaining amount will be distributed to local areas according to WIA §133(b)(2)(A):

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative number of unemployed individuals residing in areas of substantial unemployment in each local area as compared to the total number of such unemployed individuals in the State.

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative excess number of unemployed individuals who reside in each local area as compared to the total number of such unemployed individuals in the State. "Excess number" means the number of unemployed individuals in excess of 4.5 percent of the civilian labor force.

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative number of disadvantaged adults compared to the total number of disadvantaged adults in the State.

The State will not employ the discretionary option described in WIA §133(b)(3).

Data for the first two requirements will be produced by MDOL's Center for Workforce Information Services. Data for the third element will be provided by the Employment and Training Administration (ETA) from census data.

The State will employ the discretion given by the Secretary of Labor to utilize the "hold harmless" clause:

MINIMUM PERCENTAGE--No service delivery area within any State shall be allocated an amount equal to less than 90 percent of the average of its allocation percentage for the two preceding fiscal years prior to the fiscal year for which such determination is made. If the amounts appropriated pursuant to section 3(a)(1) for a fiscal year and available to carry out this part are not sufficient to provide an amount equal to at least 90 percent of such allocation percentage to each such area, the amounts allocated to each area shall be ratably reduced.

### **Youth Funds**

Of the total amount of funds allocated for Youth training under WIA §127(b)(1), the State will reserve 5 percent for statewide activities including administration as permitted by WIA §128(a). The remaining amount will be distributed to local areas according to WIA §128(b)(2)(A):

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative number of unemployed individuals residing in areas of substantial unemployment in each local area as compared to the total number of such unemployed individuals in the State.

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative excess number of unemployed individuals who reside in each local area as compared to the total number of such unemployed individuals in the State. "Excess number" means the number of unemployed individuals in excess of 4.5 percent of the civilian labor force.

33 1/3 percent of the federal allotment to Maine is allocated to local areas based on the relative number of disadvantaged youth compared to the total number of disadvantaged youth in the State.



The State will not employ the discretionary option described in WIA §128(b)(3).

Data for the first two requirements will be produced by MDOL's Center for Workforce Information Services. Data for the third element will be provided by the Employment and Training Administration (ETA) from census data.

The State will employ the discretion given by the Secretary of Labor to utilize the "hold harmless" clause described above.

### **Dislocated Worker Training Funds**

Of the total amount of funds allocated for Dislocated Worker training under WIA §132(b)(2), the State will reserve 25 percent for statewide rapid response activities as permitted by WIA §133(a)(2) and will reserve 5 percent for statewide activities including administration as permitted by WIA §128(a).

The remaining amount will be distributed to local areas according to WIA §133(b)(2)(B). The following four data elements will be used to calculate allocation percentages:

Insured unemployment. The average weekly number of continued unemployment insurance program claims (less partials) during the previous full year for which data is available for each county is aggregated by local area and divided by the total to arrive at a percentage for each local area.

Unemployment concentrations. The annual average of unemployment for each county during the previous full year for which data is available is aggregated by local area and divided by the total to arrive at a percentage for each local area.

Declining industries data. The number of jobs lost between the previous full year for which data is available and the year five years previous to that year in both durable and non-durable goods manufacturing by county is aggregated by local area and divided by the total to arrive at a percentage for each local area.

Long-term unemployment data. The number of unemployment insurance program exhaustees during the previous full year for which data is available for each county is aggregated by local area and divided by the total to arrive at a percentage for each local area.

Data for these elements will be produced by MDOL's Center for Workforce Information Services. Each of the above elements is weighted equally.

The remaining factors named in §133(b)(2)(B)(ii), "plant closing and mass layoff data" and "farmer-rancher economic hardship data" have not been proven to be useful for the distribution of funds to areas of need in Maine. Large plant closings have occurred in all Maine counties, but are not a predictor of the location of future large plant closings. In addition, although ten years ago there were many farmers in certain areas of the state who were leaving agriculture, in the years since, there has been no wholesale dislocations which would require more attention to this occupation than others.

### **Allocation Distribution:**

MDOL will reserve 5 percent of the Adult, Youth, and Dislocated Worker. The 5 percent allowable for administration will be utilized on an ongoing basis for mandated state administrative tasks including:

the establishment and maintenance of a list of eligible training providers; conducting oversight and monitoring of local programs in coordination with the SWIB and USDOL, providing technical assistance; establishing and maintaining fiscal and management accountability information systems. Historically, MDOL has executed WIA contracts with the Local Workforce Investment Boards who in turn develop contracts with local service providers.

The following chart provides a summary of the Program Year 2012 WIA Formula Distribution based on the current local area configuration:

### Local Area Distribution

	Youth	Adult	Dislocated Workers	TOTALS
	PY2012	PY2012	PY2012	PY2012
<b>Local Area One</b>				
<b>10% Admin:</b>				
Aroostook	20,769	20,380	15,784	56,933
Washington	12,978	12,853	7,426	33,257
	33,747	33,233	23,210	90,190
<b>90% Program Funds:</b>				
Aroostook	186,925	183,419	142,057	512,401
Washington	116,798	115,675	66,834	299,307
	303,722	299,094	208,891	811,708
<b>Total</b>	337,469	332,327	232,101	901,898
<b>Local Area Two</b>				
<b>10% Admin:</b>				
Hancock	12,179	11,652	13,551	37,382
Penobscot	36,661	31,272	27,484	95,417
Piscataquis	5,252	5,226	4,011	14,489
	54,092	48,151	45,046	147,288
<b>90% Program Funds:</b>				
Hancock	109,608	104,868	121,962	336,438
Penobscot	329,947	281,449	247,360	858,756
Piscataquis	47,267	47,033	36,098	130,398
	486,822	433,349	405,420	1,325,592
<b>Total</b>	540,914	481,500	450,466	1,472,880
<b>Local Area Three</b>				
<b>10% Admin:</b>				
Androscoggin	21,762	19,796	23,335	64,893
Franklin	9,549	8,609	6,361	24,519
Kennebec	20,984	20,018	15,622	56,624
Oxford	13,608	13,765	14,452	41,825
Somerset	16,802	16,481	12,429	45,712
	82,705	78,669	72,200	233,573
<b>90% Program Funds:</b>				
Androscoggin	195,860	178,165	210,016	584,041
Franklin	85,945	77,483	57,253	220,681
Kennebec	188,854	180,165	140,600	509,619

Oxford	122,468	123,882	130,066	376,416
Somerset	151,218	148,328	111,861	411,407
	<u>744,345</u>	<u>708,023</u>	<u>649,797</u>	<u>2,102,164</u>
	827,050	786,692	721,997	2,335,737
<b>Local Area Four</b>				
<b>10% Admin:</b>				
Cumberland	38,192	33,422	37,811	109,425
Knox	6,021	6,816	5,853	18,690
Lincoln	5,035	5,112	4,440	14,587
Sagadahoc	4,390	4,632	4,011	13,033
Waldo	7,936	8,114	5,658	21,708
York	<u>28,588</u>	<u>28,906</u>	<u>32,334</u>	<u>89,828</u>
	90,161	87,002	90,107	267,270
<b>90% Program Funds:</b>				
Cumberland	343,724	300,800	340,303	984,827
Knox	54,177	61,346	52,678	168,201
Lincoln	45,316	46,005	39,963	131,284
Sagadahoc	39,511	41,685	36,097	117,293
Waldo	71,425	73,029	50,918	195,372
York	<u>257,295</u>	<u>260,150</u>	<u>291,003</u>	<u>808,448</u>
	811,448	783,015	810,962	2,405,425
<b>Total</b>	901,608	870,017	901,069	2,672,694
<b>Total Distribution</b>	<b>\$2,607,042</b>	<b>\$2,470,535</b>	<b>\$2,305,632</b>	<b>\$7,383,206</b>

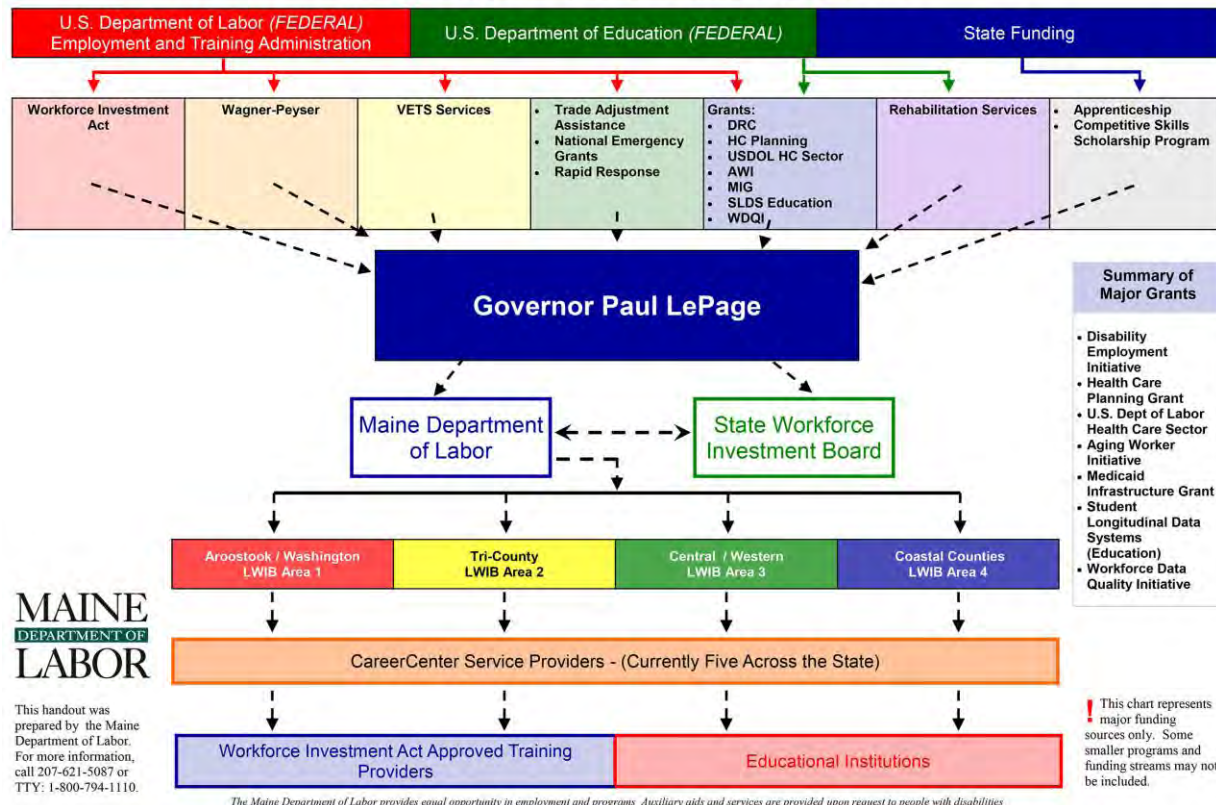
Allocation distributions have always been figured according to each individual county within a local area, these county allocations will continue to be used should the current four local area configuration change in the future. The formulas for calculating the allocations based on ASU, Excess Unemployed, Disadvantaged Adults etc. will continue to be used in the county allocation formula as before.

<b>PY12 ADULT</b>				
		Admin	Prog	Combined
Chamber Region I	Aroostook	\$ 21,062	\$ 189,557	\$ 210,619
Chamber Region II	Washington	\$ 13,283	\$ 119,546	\$ 132,829
	Hancock	\$ 12,042	\$ 108,377	\$ 120,419
Chamber Region III	Penobscot	\$ 32,318	\$ 290,866	\$ 323,184
	Piscataquis	\$ 5,401	\$ 48,607	\$ 54,008

Chamber Region IV	Kennebec	\$ 20,688	\$ 186,193	\$ 206,881
	Somerset	\$ 17,032	\$ 153,291	\$ 170,323
Chamber Region V	Androscoggin	\$ 20,459	\$ 184,127	\$ 204,586
	Franklin	\$ 8,897	\$ 80,075	\$ 88,972
	Oxford	\$ 14,225	\$ 128,028	\$ 142,253
Chamber Region VI	Knox	\$ 7,044	\$ 63,398	\$ 70,442
	Lincoln	\$ 5,283	\$ 47,545	\$ 52,828
	Sagadahoc	\$ 4,787	\$ 43,080	\$ 47,867
	Waldo	\$ 8,386	\$ 75,472	\$ 83,858
Chamber Region VII	Cumberland	\$ 34,541	\$ 310,865	\$ 345,406
Chamber Region VIII	York	\$ 29,873	\$ 268,855	\$ 298,728

The following chart provides a graphic of the flow of workforce system funds in Maine:

## Current Key Workforce Funding Sources



### Process for monitoring progress and implementation

The SWIB has established a work group to develop performance metrics beyond the WIA required measures. Those metrics will include indicators to assess program performance. For example, the SWIB will be measuring employer market penetration indicating numbers of employers served and the industries covered by those employers. The SWIB, through the Five-Year WIA Strategic Plan, will establish a timetable for implementation and assessment of the new system. The SWIB staff will regularly examine performance data and financial activity and report that information to the SWIB, Chief Elected Officials, and the Governor.

We will closely examine financial activity to ensure that Maine realizes the expected results of increased training dollars, more individuals obtaining employment and employment related credentials, and job growth in sectors offering better paying employment.

### Procurement Policies:

The Maine Department of Labor has established written procurement policies and procedures covering local boards and CareerCenters. Please use this link to access the Bureau of Employment Services Financial System Manual and Revisions: [Revised Financial System Manual 08-01](#) and refer to *Section K: Procurement*.

## SECTION THREE – ASSURANCES

### Assurances for PY 2012 State Plan

#### Assurances and Related Attachments: Planning Process and Public Comment

1. **The state established processes and timelines, consistent with WIA Section 111(g) – and, where appropriate, 20 CFR 641.325 (g) – to obtain input into the development of the Integrated Workforce Plan and to give opportunity for comment by representatives of local elected officials, local workforce investment boards, businesses, labor organizations, other primary stakeholders, and the general public.**

Throughout 2011 and 2012, Governor LePage held town meetings with the business community; comments made at those meetings were noted for inclusion in the Plan. The SWIB took comments received from public guests at its meetings on December 13, 2011; January 27, 2012; March 3, 2012, and April 6, 2012. The SWIB Strategic Plan Work Group received input from SWIB members and guests at seven biweekly meetings occurring between April 20, 2012 and July 11, 2012. At each of these opportunities, comments and suggestions were offered by local elected officials, local workforce investment boards, labor organizations, partners, and stakeholders. In addition, LWIB directors were specifically invited to provide input to strategies, and the revised Plan was posted for public comment on the SWIB website, <http://www.maine.gov/swib/> on January 18, 2013. The posting was distributed to the SWIB's standing committee members, SWIB interested parties, and partner associations.

The SWIB Director developed and distributed a timeline of SWIB activities and deadlines that was distributed to SWIB members and interested parties, including local workforce investment boards, local elected officials, businesses, labor organizations, other primary stakeholders, and the general public. (See **Attachment-A**)

The SWIB is adopting a formal process for soliciting input for future plans. The DRAFT process is shown in **Attachment-B**.

2. **The state afforded opportunities to those responsible for planning or administering programs and activities covered in the Integrated Workforce Plan to review and comment on the draft plan.**

(See #1 above) Also, the SWIB's Program Policy Committee is composed of representatives of all the required partners outlined in WIA 112(B)(8)(A), and the SWIB's standing committees received copies of the Plan and the public comment announcement. A copy of the Plan was provided to the Maine SCSEP office as well. Input from those sources was integrated into the Plan as it was drafted and formal public comments received from members of those committees and programs were included as referenced in #1 above.

- 3. The final Integrated Workforce Plan and State Operational Plan are available and accessible to the general public.**

The Plan is posted on the SWIB's website [http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

- 4. The state afforded the State Monitor Advocate an opportunity to approve and comment on the Agricultural Outreach Plan. The state solicited information and suggestions from WIA 167 National Farmworker Jobs Program grantees, other appropriate MSFW groups, public agencies, agricultural employer organizations, and other interested organizations. At least 45 days before submitting its final outreach, the State provided a proposed plan to the organizations listed above and allowed at least 30 days for review and comment. The State considered any comments received in formulating its final proposed plan, informed all commenting parties in writing whether their comments have been incorporated and, if not, the reasons therefore, and included the comments and recommendations received and its responses with the submission of the plan.**

In addition to approving and commenting on the Agricultural Outreach Plan, the State Monitor Advocate participated in the AOP's drafting. The AOP is included in the State WIA Strategic Plan beginning on page 106, and can be found at <http://www.maine.gov/tools/whatsnew/index.php?topic=Labor+Press+Releases&id=426123&v=Article> The AOP was sent to WIA 167 National Farmworker Grantees in Maine, agricultural employers, other MSFW organizations and service providers, and interested parties. In addition, it was posted with the state WIA Strategic Plan and public comments were received as a result of that posting.

The AOP, along with a notice soliciting public comments, was posted on August 14, 2012 for a 30 day comment period on the Maine Department of Labor website: <http://www.maine.gov/tools/whatsnew/index.php?topic=Labor+Press+Releases&id=426123&v=Article>

The public comments received regarding the Wagner-Peyser AOP can be found in **Attachment-C.**

- 5. In the development of the plan, the state considered the recommendations submitted by the State Monitor Advocate in the annual summary of services to Migrant and Seasonal Farmworkers.**

(See #4 above) The State Monitor Advocate was directly involved in the AOP and his recommendations are included in that document. The AOP can be found at the SWIB website <http://www.maine.gov/swib/> as part of the WIA Strategic Plan beginning on page 101 and at <http://www.maine.gov/tools/whatsnew/index.php?topic=Labor+Press+Releases&id=426123&v=Article>

- 6. The state established a written policy and procedure to ensure public access (including people with disabilities) to board meetings and information regarding board activities, such as board membership and minutes.**

As stated in Maine Statute MRSA 26, Chapter 25, Section 2006:

“Meetings”: The board shall meet at such times and such places as it considers necessary. The meetings must be publicly announced and open to the general public. A majority of members of the board constitutes a quorum for the transaction of business.”

As stated in Article IV the SWIB Bylaws approved on August 17, 2012:

“Section- 4. Announcements Meeting notices for the SWIB and all of its Committees shall be posted on the SWIB web site (<http://www.maine.gov/swib>) at least two weeks prior to the meeting. In addition, electronic mail to members, interested parties, and press will be sent out at least two weeks before any meeting of the full Council or its Committees. Any member of the public can be put on this mailing list upon request.”

Internal Department of Labor policy requires the SWIB and MDOL to include and comply with the following statement: “The State Workforce Investment Board and the Maine Department of Labor provide equal opportunity in employment and programs. Auxiliary aids and services are available to individuals with disabilities upon request.”

- 7. Where SCSEP is included in the Integrated Workforce plan, the state established a written policy and procedure to obtain advise and recommendations on the State Plan from representatives of the State and area agencies on aging; State and local boards under the WIA; public and private nonprofit agencies and organizations providing employment services, including each grantee operating a SCSEP project with the state, except as provided under section 506(a)(3) of OAA and 20 CFR 641.320(b); Social Service organizations providing services to older individuals; Grantees under Title III of OAA, Affected Communities, unemployed older individuals, Community Based organizations serving older individuals; business organizations and labor organizations.**

Not applicable: Maine did not submit an Integrated Workforce Plan. However, the SWIB collaborates with the SCSEP office and its grantees; the SCSEP office’s program manager staffs the SWIB’s Older Workers Committee, and that committee includes representatives of both of Maine’s SCSEP grantees, Area Agencies on Aging, AARP-Maine, staffing agencies, and other organizations serving and advocating for older individuals.

#### **Assurances and Attachments: Required Policies and Procedures**

- 8. The state made available to the public state-imposed requirements, such as state-wide policies or guidance, for the statewide public workforce system, including policy for the use of WIA Title I statewide funds.**



Maine has been attempting to reconfigure its One-Stop website to include public access to all workforce system policies and guidance. Two years ago, the MDOL attempted to post all policies on the CareerCenter website for access. The company that manages the state website provided a quote of \$15,000 to allow posting of the policies. At the time, the cost was considered a poor investment, but the plan has now been revived. Maine is about to “go live” with OneFlow, an application that will be taking the place of the current One-Stop webpage that is highly configurable. Once OneFlow is in place, MDOL will make public access to policies a priority.

9. **The state established a written policy and procedure that identifies circumstances that might present a conflict of interest for any state or local workforce investment board member or the entity that s/he represents, and provides for the resolution of conflicts. The policy meets the requirements of WIA Sections 111(f) and 117(g).**

As stated in Article IV the SWIB Bylaws approved on August 17, 2012:

**Section 11- Conflict of interest** A conflict of interest arises when a Board member, any member of that individual's (or partner's) immediate family; or an organization which employs (or is about to employ) any of the above, has a financial or other interest in a firm or organization selected for an award, grant, or contract by the SWIB. Members of the SWIB shall not cast votes nor participate in any decision-making capacity on the provision of services by such member (or any organization which that member represents), nor on any matter which would provide financial benefit to that member. Members who violate this standard of conduct will be disciplined by exclusion from the SWIB meetings for a period of 9 months.

LWIBs are required to submit their conflict of interest policies as part of their local areas' strategic plans, along with an inclusion of such a policy in each LWIB's bylaws. Maine's WIA Strategic Plan 2000 outlined the requirements and responsibilities of LWIBs, including a conflict of interest policy requirement. The policy was implemented in a prior year and is currently in effect. Maine is in the process of updating the policy See **Attachment-D**.

10. **The state has established a written policy and procedure that describes the state's appeals process available to units of local government or grant recipients that request, but are not granted, designation of an area as a local area under WIA Section 116.**

Maine established a written policy, originally outlined in its *WIA Planning Guidelines 2000-2005*, describing the appeals process available to units of government or grant recipients that request, but are not granted, designation of an area as a local area under WIA Section 116. The policy was implemented in a prior year and is currently in effect. Maine is in the process of updating the policy. See **Attachment-E**.

iii. Appeals Process for Designation of Local Areas

The Act requires an appeal process to be established in the State Plan to address the requests for temporary designation that are denied.

On appeal, the Secretary of Labor may determine that the CLEO(s) were not accorded procedural rights consistent with the appeal process established in the State Plan or the area meets the requirements for automatic or temporary designation. However, WIA §189(i)(4)(A)(i) prohibits the Secretary from granting waivers regarding local area designation.

A unit of general local government or grant recipient entitled to apply for designation under WIA §116(a)(2) or (3) whose request is denied by the Governor may submit an appeal to the MJC. The entity will have twenty (20) days from the date of the notification of denial to submit an appeal. The appeal should include all factual and legal arguments as to why the appeal should be granted. The MJC will conduct a hearing on the appeal and issue a decision within thirty – days from the date of receipt of the appeal. The hearing shall be conducted consistent with the due process procedures contained in the Maine Administrative Procedures Act. The decision shall be provided in writing. If the decision fails to uphold the appeal, the decision shall explain the specific reasons for the decision. The designation process will continue while the appeal is in progress, and will be modified should the initial denial of designation be overturned.

## 2) Appeal to the United States Department of Labor

If the appeal of the decision submitted to the MJC does not result in the requested designation, the unit or grant recipient may appeal the designation decision to the U.S. Secretary of Labor within twenty days of receipt of the decision from the MJC. The appeal to the Secretary must be consistent with the requirements of the WIA. The U.S. Secretary of Labor, after receiving a request for review from the unit or grant recipient and on determining that the unit or grant recipient was not accorded procedural rights under the appeal process established in the State Plan, or that the area meets the requirements of WIA §116(a)(2) or (3), as appropriate, may require that the area be designated as a local area under such appropriate paragraph.”

## **11. The state has established a written policy and procedure that describes the state’s appeals process for requests not granted for automatic of temporary and subsequent designation.**

(Same as #10 above)

## **12. The state established a written policy and procedure that set forth criteria to be used by chief elected officials for the appointment of local workforce investment board members.**

Maine has a written policy and procedures setting forth the criteria to be used by chief elected officials for the appointment of local workforce investment board members. **See Attachment-F: BES Policy #11-01: Local Board Certification and Recertification Policy One-Stop Operator Certification Procedures**

**13. The state established written policy and procedures to ensure local workforce investment boards are certified by the governor every two years.**

MDOL has a written policy and procedures to ensure local workforce investment boards are certified by the governor every two years. **See Attachment-F: BES Policy #11-01: Local Board Certification and Recertification Policy One-Stop Operator Certification Procedures**

**14. Where an alternative entity takes the place of an SWIB, the state has written policy and procedures to ensure the alternative entity meets the definition under section 111(e) and the legal requirements for membership.**

Not applicable: no alternative entity exists in Maine to take the place of the SWIB.

**15. Where the alternative entity does not provide representative membership of the categories of required SWIB membership, the state has a written policy or procedure to ensure an ongoing role for any unrepresented membership group in the workforce investment system. (Only applicable in cases where a state uses an alternative entity as its SWIB, and that entity does not provide for representative membership by individuals in the categories required by WIA sec. 111(b).)**

Not applicable. (See #14 above)

**16. When applicable, the state takes any action necessary to assist local areas in developing and implementing the One-Stop system.**

Maine would respond to a request from a local area for assistance in developing and implementing its One-Stop system after a review of the circumstances, on a case by case basis. As stated in *Maine Workforce Investment Act Guidelines, July 1, 2000 to June 30, 2005*, the State Workforce Investment Board, then known as the Maine Jobs Council (MJC), adopted this workforce development goal, among others: "Maine State Government will design, lead, and coordinate a public-private workforce development system."

The *Maine Workforce Investment Act Guidelines, July 1, 2000 to June 30, 2005*, contain guidance outlining how the state assists local areas in continuous improvement of local delivery systems, how technical assistance is provided, one-stop operator selection options, capacity building, governing structures, services, etc. **Attachment-H** outlines this guidance.

**17. The state established procedures for determining initial and subsequent eligibility of training providers.**

Maine has written procedures for determining initial and subsequent eligibility of training providers. **See Attachment-I, BES Policy #06-02: Eligible Training Providers**

**18. All partners in the workforce and education system described in this plan will ensure the physical, programmatic, and communications accessibility of facilities, programs, services, technology, and materials for individuals with disabilities in One-Stop Career Centers.**

All materials, facilities, programs, and communications funded by or sponsored by the Maine Department of Labor, including contractors such as Local Workforce Investment Boards and their subcontractors, are required to contain the following assurance to the public:

“The State Workforce Investment Board and the Maine Department of Labor provide equal opportunity in employment and programs. Auxiliary aids and services are available to individuals with disabilities upon request.”

Through our Disability Employment Initiative grant, the MDOL is responsible for ensuring that CareerCenters are meeting accessibility requirements in physical, programmatic and communication arenas. Beyond the grant period, Assistive Technology (AT) liaisons and Ticket to Work (TtW) liaisons, who are Wagner-Peyser staff people, have been or will have been appointed at all of Maine’s 12 full-service CareerCenters by the end of the grant period. MDOL’s BES became an employment network (EN) in 2010 and is taking a bigger role in working with SSA beneficiaries on employment strategies.

Furthermore, under Maine statute, administrative rules, and executive orders, partners in the workforce and education system described in this plan will ensure the physical, programmatic, and communications accessibility of facilities, programs, services, technology, and materials for individuals with disabilities in One-Stop Career Centers.

**Attachment V** is the State’s overall non-discrimination policy.

**12-168, Chap. 50, Non-Discrimination Policy and Grievance Procedure**

All programs, services, and activities, including grants and contracts, shall be available to individuals with disabilities in the same manner as accorded to all other persons in Maine.

This policy is adopted pursuant to the Americans with Disabilities Act of 1990, 42 U.S.C. §12101 *et seq.*, (“ADA”); the Rehabilitation Act of 1973, 29 U.S.C. §701 *et seq.* (“Rehabilitation Act”); and the Maine Human Rights Act, Title 5 M.R.S.A. §4551, *et seq.*

Governor’s order requiring effective communication is at:

[http://www.maine.gov/tools/whatsnew/index.php?topic=Gov\\_Executive\\_Orders&id=113873&v=article2011](http://www.maine.gov/tools/whatsnew/index.php?topic=Gov_Executive_Orders&id=113873&v=article2011)

**Governor's Executive Order No. 02/ FY 11/12, July 14, 2010**

Responsibilities of each department or agency head are...[t]o ensure that the department's or agency's communications with individuals with disabilities are as effective as communications with others, *i.e.*, that all electronic documents, websites, audiovisual materials, and other communication media, whether created by State employees or by contracted vendors, are available in accessible alternative formats appropriate to their use, consistent with the standards and best practices adopted by the Chief Information Officer.

OIT policy on effective communication is at:

<http://www.maine.gov/oit/policies/ADAeffectivecommunicationpolicy.htm>

**Accessibility Policy on Effective Electronic Communications**

State Executive Branch agencies are responsible for ensuring that its communications with individuals with disabilities are as effective as communications with others. This policy requires that all electronic documents and materials, transmitted to communicate information, are available in accessible, appropriate and alternative formats and to provide accessible phone service, consistent with the Standards and Best Practices.

To ensure availability of interpreters, the MDOL policy is found in **Attachment T**,

**Department of Labor Policy No. 009, POLICY STATEMENT ON LANGUAGE ACCESS.**

This Policy and Procedure Statement is designed to provide equal access to programs, services, and benefits for those individuals who may be limited in speaking, writing and/or understanding English (Limited English Proficient), which includes those individuals who are deaf or hard of hearing.

The Bureau of Purchases requires service providers to ensure accessibility, via the standard **State of Maine Agreement to Purchase Services** BP54 State contract at: <http://www.maine.gov/purchases/info/forms/BP54.doc>

See line 10e:

10.e. The Provider shall comply with all aspects of the Americans with Disabilities Act (ADA) in employment and in the provision of service to include accessibility and reasonable accommodations for employees and clients.

**19. The state ensures that outreach is provided to populations and subpopulations who can benefit from One-Stop Career Center services.**

See Sections 1 and 2 of the Maine Workforce Investment Act Strategic Plan 2012-2016 for discussions of outreach to populations and subpopulations.

[http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

All One-Stop CareerCenters are required to display signage indicating that translation services are available upon request.

**20. The state implements universal access to programs and activities to all individuals through reasonable recruitment targeting, outreach efforts, assessments, services delivery, partnership development, and numeric goals.**

Maine practices universal access to programs and activities in a variety of forms, most of which are discussed in Sections 1 and 2 of the Maine Workforce Investment Act Strategic Plan 2012-2016

[http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

Additional access efforts include online access to the virtual CareerCenter and Maine Job Bank at <http://www.mainecareercenter.com> and <https://gateway.maine.gov/dol/mjb/jobseeker/JobSeekerWelcome.aspx> and programs such as the Disability Employment Initiative and the Aging Worker Initiative.

“Equal Opportunity Is the Law” is posted in every One-Stop CareerCenter, provided to all customers, and appears on the computers used by customers in the One-Stops. (See **Attachment-J**)

The One-Stop system is governed by state and federal non-discrimination policies. Individual CareerCenters partner with programs serving TANF and SNAP participants, women seeking nontraditional employment, displaced homemakers, immigrants, refugees, adult education programs, and community colleges, to expand outreach, recruitment, and service delivery to underserved populations.

**21. The state complies with the nondiscrimination provisions of section 188, including what Methods of Administration were developed and implemented.**

Please see the information provided in #18-20 above regarding nondiscrimination, recruitment, and outreach. In addition, under the Governor’s direction, Maine’s Department of Administrative and Financial Services conducts a biennial review of the Methods of Administration to ensure compliance with nondiscrimination and equal employment opportunity provisions under the WIA and CFR part 37. Further information can be obtained from Michaela Loisel, EEO Coordinator, [michaela.t.loisel@maine.gov](mailto:michaela.t.loisel@maine.gov). On September 17, 2012, Ms. Loisel met with Jessica Larkin of the USDOL Civil Rights Center for a routine compliance review, for which there has been no notice of findings.

**22. The state collects and maintains data necessary to show compliance with nondiscrimination provisions of section 188.**

Each local area’s customer demographic data are collected by our central OSOS data reporting system and analyzed for congruence with statewide demographic information to insure that our WIA funded workforce services are in compliance with EO and WIA. (See

**Attachment-K** for the most recent figures—May 2012) Further information can be obtained from Michaela Loisel, EEO Coordinator, [michaela.t.loisel@maine.gov](mailto:michaela.t.loisel@maine.gov).

- 23. For WIA Single-Area States only, the state has memorandums of understanding between the local workforce investment board and each of the One-Stop partner concerning the operation of the One-Stop delivery system in the local area.**

Not applicable: Maine is not a single area state.

#### **Assurances and Attachments: Administration of Funds**

- 24. The state established written policy and procedures that outline the methods and factors used in distributing funds, including WIA Adult, Dislocated Worker, and Youth formula and rapid response funds. The policy establishes a process for funds distribution to local areas for youth activities under WIA Section 128(b)(3)(B), and for adult and training activities under WIA Section 133(b), to the level of detail required by Section 112(b)(12)(a). In addition, the policy establishes a formula, prescribed by the governor under Section 133(b)(2)(B), for the allocation of funds to local areas for dislocated worker employment and training activities.**

Maine adheres to the funding formula prescribed by WIA. This description can be found on page 115 of the Maine Workforce Investment Act Strategic Plan 2012-2016 and the allocations can be found on page 118.

- 24a. For Dislocated Worker funding formulas, the state's policy and procedure includes the data used and weights assigned. If the state uses other information or chooses to omit any of the information sources set forth in WIA when determining the Dislocated Worker formula, the state assures that written rationale exists to explain the decision.**

A discussion of the state's policy and procedure on how dislocated worker formula funds are determined is discussed on page 117 of the Maine Workforce Investment Act Strategic Plan 2012-2016. [http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

MDOL ensures that for Dislocated Worker funding formulas, the state's policy and procedure includes the data used and weights assigned. If the state uses other information or chooses to omit any of the information sources set forth in WIA when determining the Dislocated Worker formula, the state assures that a written rationale exists to explain the decision.

- 25. The state established a written policy and procedure for how the individuals and entities represented on the SWIB help to determine the methods and factors of distribution, and how the state consults with chief elected officials in local workforce investment areas throughout the state in determining the distributions.**

MDOL assures that it has established, 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 MDOL through the allotments made under sections 127 and 132. (§112(b)(11).)

Please use this link to access the Bureau of Employment Services Financial System Manual and Revisions: The relevant excerpts from that document are in **Attachment-U**

Maine statute requires that the members of the SWIB will assist the Governor in developing allocation formulas for the distribution of funds to local areas. The SWIB Program Policy Committee, along with the full SWIB, utilizes a newly developed Program Performance Scorecard to provide guidance in the distribution of funds not covered by WIA formula. The Scorecard can be found as Attachment-1 in the Maine Workforce Investment Act Strategic Plan 2012-2016. [http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

**26. The state established written policy and procedures for any distribution of funds to local workforce investment areas reserved for rapid response activities, including the timing and process for determining whether a distribution will take place.**

Maine has a written policy, *BES Policy #11-03: Rapid Response Additional Assistance Funds Request*, that addresses the distribution of funds to local workforce investment areas reserved for rapid response activities, including the timing and process for determining whether a distribution will take place. This policy can be found as Attachment-14 in the Maine Workforce Investment Act Strategic Plan 2012-2016 . [http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

**27. The state established written policy and procedures to competitively award grants and contracts for WIA Title I activities.**

Maine has written policies and procedures addressing competitively awarded grants and contracts for WIA Title I activities. Refer to Section K: Procurement, in the Bureau of Employment Services *Financial System Manual and Revisions*, in **Attachment-U**

**28. The state established written criteria to be used by local workforce investment boards in awarding grants for youth activities, including criteria that the governor and local workforce investment boards will use to identify effective and ineffective youth activities and providers of such activities.**

Written criteria to be used by LWIBs in awarding grants for youth activities, including the criteria used by the governor and LWIBs to identify effective and ineffective youth activities and providers of such activities are found in the Maine Workforce Investment Act Planning Guidelines 2000-2005. *The criteria were implemented in a prior year and are currently in effect. Maine is in the process of updating the criteria.* See **Attachment-L** for the relevant excerpt from that document.



An LWIB identifies eligible providers of youth activities by awarding grants or contracts on a competitive basis, based on Youth Council recommendations and on the criteria contained in the State plan. Providers of youth activities are not subject to the Training Provider Certification System and are not eligible to provide training through the receipt of Individual Training Accounts. Eligible Youth Activities Providers are subject to the Governor's Standard for core indicators of performance established for youth programs in the Act.

Based on experience, the needs of the youth population will greatly outweigh the resources available to serve them. The LWIBs and their youth councils conducted, over the first year of WIA operation, a systematic assessment of local youth populations and existing services and identified the gaps in services that could best be filled by these resources.

MDOL does not support the use of WIA funds to underwrite the cost and development of new or additional stand-alone categorical programs. MDOL does envision the development of a closer working relationship between existing programs and activities and the provision of a menu of varied services at different times, which are coordinated through the CareerCenters. Present service providers of WIA youth activities are evaluated on an ongoing basis. Youth Councils engage in community discussions on improving the youth services system.

Requests for Proposals have been and will continue to be issued with grants awarded by LWIBs using the following criteria at a minimum:

- Length of service delivery;
- Community credibility;
- Effectiveness in achieving stated goals;
- Audit reports; and,
- Experience in working with coordinated approaches.

Additional criteria may be developed by LWIBs relating to their local goals and objectives.

Results of the evaluation of achievement of stated goals will be used to identify effectiveness of providers.

**29. The state established written criteria for a process to award a grant or contract on a competitive basis for the Summer Youth Employment Opportunities element of the local youth program, where a provider is other than the grant recipient/fiscal agent.**

Maine does not have a stand-alone summer youth program. All youth elements are handled by service providers, and the summer programs are part of the plans for year round youth enrollees.

Maine does not award grants or contracts on a competitive basis for Summer Youth Employment Opportunities. If we were to have a program, the same procurement policies

that we use for all contracts, including outside vendors, would apply. Maine has written policies and procedures addressing competitively awarded grants and contracts for WIA Title I activities. Refer to Section K: Procurement, in the Bureau of Employment Services *Financial System Manual and Revisions*, in **Attachment-U**

Local areas that do so must have their own criteria for the process of awarding grants or contracts for this element of their local youth programs. Local areas are monitored by the Bureau of Employment Services and any procurement processes are examined through routine auditing conducted by the state.

**30. The state distributes adult and youth funds received under WIA equitably throughout the state, and no local areas suffer significant shifts in funding from year-to-year during the period covered by this plan.**

(See # 24 above) Maine adheres to the funding formula prescribed by WIA. This description can be found starting on page 115 of the Maine Workforce Investment Act Strategic Plan 2012-2016.

**31. The state established written fiscal-controls and fund-accounting procedures and ensures such procedures are followed to ensure the proper disbursement and accounting of funds paid to the state through funding allotments made for WIA Adult, Dislocated Worker, and Youth programs, and the Wagner-Peyser Act.**

The state has written fiscal controls and fund accounting procedures in place to ensure proper disbursement and accounting of funds paid to the state through Wagner-Peyser and all WIA programs. The relevant excerpts from that document are in **Attachment-U**

**32. The state ensures compliance with the uniform administrative requirements in WIA through annual, onsite monitoring of each local area.**

The Bureau of Employment Services conducts annual on-site monitoring of each local area, under procedures established in the *Bureau of Employment Services Federal Program Monitoring Manual* (**Please see Attachment-N**).

MDOL ensures compliance with the uniform administrative requirements in WIA through annual, onsite monitoring of each local area.

**33. The state follows confidentiality requirements for wage and education records as required by the Family Educational Rights and Privacy Act of 1974 (FERPA), as amended, WIA, and applicable Departmental Regulations.**

The state adheres to confidentiality requirements for wage and education records as required by the Family Educational Rights and Privacy Act of 1974 (FERPA), as amended, WIA, and applicable Departmental regulations. A current inventory of the confidentiality

agreements is not available; please contact Chris Boudreau, Director of the Center for Workforce Research and Information, Maine Department of Labor, for more information: [chris.l.boudreau@maine.gov](mailto:chris.l.boudreau@maine.gov)

**34. The state will not use funds received under WIA to assist, promote, or deter union organizing.**

Maine assures that no funds received under the Workforce Investment Act will be used to assist, promote, or deter union organizing. (§181(b)(7).)

**Assurances and Attachments: Eligibility**

**35. Where the SWIB chooses to establish them, the state established definitions and eligibility documentation requirements regarding the “deficient in basic literacy skills” criterion.**

Maine has established definitions and requirements for eligibility documentation for “deficient in basic literacy skills.” See the CareerCenter Customer Tracking Manual. The relevant excerpts from that document are **Attachment-O**.

**36. Where the SWIB chooses to establish them, the state established definitions and eligibility documentation requirements regarding “requires additional assistance to complete an educational program, or to secure and hold employment” criterion.**

The State Workforce Investment Board has not chosen to establish definitions and eligibility documentation requirements regarding “requires additional assistance to complete an educational program, or to secure and hold employment.” Local Workforce Investment Boards and individual WIA service providers may establish such definitions and documentation requirements.

Although the SWIB doesn’t address the matter, **Attachment-P** indicates that under the 5% exception, LWIBs may identify “serious barriers to employment.” In communications with individual service providers and from materials available from the LWIBs, the following are the most common examples of indicators that a youth requires additional assistance:

- In need of assistance with finding and/or maintaining employment;
- Enrolled in an alternative education program or program for high-risk youth, such as  
Jobs For Maine’s Graduates.

Youth counselors are required to document the determination that the individual requires additional assistance, and when indicated, to provide additional documentation from a third party to confirm the youth’s activities and/or participation or enrollment in programs as described in the examples above.

- 37. The state established policies, procedures, and criteria for prioritizing adult title I employment and training funds for use by recipients of public assistance and other low-income individuals in the local area when funds are limited.**

Maine has provided policies, procedures and criteria for recipients of public assistance and other low-income individuals when funds are limited. This guidance is found in the *Maine Workforce Investment Act Guidelines 2000-2005*. The guidance was issued in a prior year and remains in effect. Maine is in the process of reviewing and updating the guidance. **Please see Attachment-Q**

In addition, policies, procedures and criteria for recipients of public assistance are found in the CareerCenter Customer Tracking Manual. The relevant excerpts from that document are in **Attachment-R**.

- 38. The state established policies for the delivery of priority of service for veterans and eligible spouses by the state workforce agency or agencies, local workforce investment boards, and One-Stop Career Centers for all qualified job training programs delivered throughout the state's workforce system. The state policies:**

- 1. Ensure that covered persons are identified at the point of entry and given an opportunity to take full advantage of priority of service; and**
- 2. Ensure that covered persons are aware of:**
  - a. Their full entitlement to priority of service;**
  - b. The full array of employment, training, and placement services available under priority of service; and**
  - c. Any applicable eligibility requirements for those programs and/or services; and**
- 3. Require local workforce investment boards to develop and include policies in their local plan to implement priority of service for the local One-stop Career Centers and for service delivery by local workforce preparation and service providers.**

**Please see Attachments S**, BES Policy 09-04, addressing Implementing the Veterans' Priority Provisions of the Jobs for Veterans Act and American Recovery and Reinvestment Act of 2009.

- 39. The state assures that Migrant and Seasonal Farmworker (MSFW) significant office requirements are met.**

**Note: The five states with the highest estimated year-round MSFW activities must assign full-time, year round staff to outreach activities. The Employment and Training Administration designates these states each year. The remainder of the top 20 significant MSFW states must make maximum efforts to hire outreach staff with MSFW experience for year-round positions and shall assign outreach staff to work full-time during the period of highest activity.**

**If a state proposes that its State Monitor Advocate work less than full-time, the state must submit, for approval by the Department, a plan for less than full-time work, demonstrating that the state MSFW Monitor Advocate function can be effectively performed with part-time staffing.**

Maine meets the MSFW significant office requirements. Please see page 106 of the Maine Workforce Investment Act Strategic Plan 2012-2016.  
[http://www.maine.gov/swib/wia\\_plan.html](http://www.maine.gov/swib/wia_plan.html)

**40. Merit-based public employees provide Wagner-Peyser labor exchange activities in accordance with Departmental regulations.**

In Maine, merit-based public employees provide Wagner-Peyser labor exchange activities in accordance with Departmental regulations. All W-P funded services are provided by Maine state employees.

**41. The state has designated at least one person in each state or Federal employment office to promote and develop employment opportunities, job counseling, and placement for individuals with disabilities.**

Through our Disability Employment Initiative grant, the MDOL is responsible for ensuring that CareerCenters are meeting accessibility requirements in physical, programmatic and communication arenas. Beyond the grant period, Assistive Technology (AT) liaisons and Ticket to Work (TtW) liaisons, who are Wagner-Peyser staff people, have been (or will have been - before grant's end) appointed at all of Maine's 12 full-service CareerCenters.

In addition, Vocational Rehabilitation services are co-located in our CareerCenters. VR, WIA, and Wagner-Peyser staffs all promote and provide services to people with disabilities.

**42. If a SWIB, department, or agency administers state laws for vocational rehabilitation of persons with disabilities, that board, department, or agency cooperates with the agency that administers Wagner-Peyser services.**

(See #41 above) The Maine Department of Labor administers Vocational Rehabilitation services, which are co-located in our CareerCenters. The State Director of Bureau of Rehabilitation Services overseeing the state's vocational rehabilitation program, and the Director of the Bureau of Employment Services, overseeing the Wagner-Peyser Program, sit on the Maine DOL Senior Management Team and meet on a regular basis regarding agency cross-goals and common missions. On a local level, each CareerCenter has a local core management team consisting of all Center partners' leadership including Wagner-Peyser, WIA, Vocational Rehabilitation, and Division of the Blind and Visually Impaired. This Core Management Team meet on a regular basis to collaborate on services and address common issues with customer flow, customer service, staff issues, and facilities management.

**STATEMENT OF ASSURANCES CERTIFICATION**

The State of Maine certifies on the eighteenth day of October in the year 2012 that it complied with all of required components of the Workforce Investment Act, Wagner-Peyser Act, and Maine Statute MRSA 26, Chapter 25 Section 2006 “Workforce Investment Act.” The State also assures that funds will be spent in accordance with the Workforce Investment Act and their regulations, written Department of Labor guidance implementing these laws, and all other applicable Federal and state laws and regulations.

A handwritten signature in black ink, reading "Paul R. LePage". The signature is written in a cursive, flowing style.

**Paul R. LePage, Governor**