

COMMONWEALTH OF MASSACHUSETTS

**IMPLEMENTING THE WORKFORCE INVESTMENT ACT
IN MASSACHUSETTS: THE WIA TRANSITION PLAN**

DEPARTMENT OF LABOR AND WORKFORCE DEVELOPMENT

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BOSTON, MA 02108

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I. Plan Overview

Soon after President Clinton signed the Workforce Investment Act (PL. 105-220 and hereinafter referred to as “WIA”) into law last summer, the Department of Labor and Workforce Development (DLWD) was designated by Governor Paul Cellucci as the lead state agency responsible for WIA implementation in Massachusetts. In that role, DLWD convened a group of state workforce development agencies to begin discussing implementing WIA in Massachusetts. This initial group consisted of senior policy and program administrators from the MassJobs Council (MJC), the Division of Employment and Training (DET), and the Corporation for Business, Work, and Learning (CBWL). Given the diverse programs and populations required to be served under WIA through One-Stop Career Centers (OSCC), additional state policy administrators were invited to participate from the Department of Education (DOE) (Adult Basic Education and the School-to-Career cluster) and the Department of Transitional Assistance (DTA). After the start of the new year, this informal group established a “WIA Steering Committee” to oversee policy and program development and guide implementation recommendations and decisions. Additional Steering Committee members were added, including the Executive Office of Health and Human Services (EOHHS), the Massachusetts Rehabilitation Commission (MRC), the Massachusetts Regional Employment Board Association, and the Job Training Partnership Association. Moreover, we anticipate bringing additional members onto the Steering Committee as WIA implementation progresses. Additional members may include the Attorney General and/or District Attorneys' Association, as well as business representatives.

To supplement the work of the WIA Steering Committee, we have “chartered” several subcommittees comprised of both state and local stakeholders from the public and private sectors. The role of the subcommittees is to develop policy and program recommendations around key implementation issues for the Steering Committee and the State Workforce Investment Board (SWIB). (See Appendix A for the WIA Steering Committee Organization Chart.)

One of the initial decisions of the WIA Steering Committee was to work toward submitting a unified state plan. Given the enormity of work to be done to accomplish this goal, Massachusetts will *not* be an early implementor. And, although we are not submitting a formal “Option 2 Plan” - as documented in the U.S. Department of Labor’s (USDOL) WIA Planning Guidance, we have begun to work collaboratively to work towards the implementation of WIA, as described in this WIA Transition Plan.

Under the WIA Transition Plan, Massachusetts will use Program Year (PY) 1999 (State Fiscal Year 2000) to prepare and implement a unified Job Training and Partnership Act (JTPA) and Wagner-Peyser plan in preparation for a unified WIA State plan in the following year. Second, we will continue to roll out OSCCs based on previously-approved local plans. Third, we will continue providing technical assistance to OSCCs to bolster universal services to all populations covered under WIA. Fourth, the State will implement certain aspects of WIA during PY 1999

and provide a timetable, with measurable benchmarks, for implementing the remaining activities needed for full WIA implementation. Fifth, WIA policy will be developed through a cooperative process between the State and its local partners, with implementation by the appropriate governmental body as determined by WIA.

During PY 1999, we plan to complete the following:

- ◆ establishment of the SWIB;
- ◆ designation of local areas;
- ◆ certification of the local Workforce Investment Boards (WIB) (including Youth Councils);
- ◆ use of Individual Training Accounts (ITAs) in as many local areas as possible;
- ◆ creation of the provider eligibility certification system.

We also plan to address other activities after consultation with local partners.

Moreover, this plan lays out a timetable and benchmarks (see Appendix B) for full implementation as of July 1, 2000, of the following:

- ◆ WIA allocation formulas;
- ◆ procedures to operate the consumer report card system;
- ◆ strategies to coordinate services provided through the local OSCC system;
- ◆ development of financial and management information systems;
- ◆ statewide employment statistics system; and
- ◆ establishing performance measurement systems, including those necessary for wage record follow-up.

Implicit in all of this is our commitment to work closely with local areas in the development of the unified plan, as well as following the required WIA plan comment procedures. This approach will ensure participation by all interested parties.

Clearly, much work remains to be done. While the challenges and opportunities created by WIA range from great to daunting, the Commonwealth has already made progress in the following areas:

- ◆ Massachusetts already has separate workforce investments boards* (WIBs) and local administrative entities (SDAs) in 13 of the 16 local areas. The remaining areas will have separated WIBs and administrative entities by the time of full WIA implementation.
- ◆ Our nationally recognized OSCC system is comprised of an innovative mix of non-profit, for profit, public sector, community based, and educational institutions providing universal core services to a range of customers including dislocated workers, youth, individuals with disabilities, and welfare recipients.
- ◆ The Commonwealth's Welfare-to-Work (WtW), School-to-Career, and new Workforce

* In Massachusetts, we refer to the local boards as Regional Employment Boards (REBs). For the purposes of this plan, we will refer to them as Workforce Investment Boards or WIBs.

Training Fund programs require the state to coordinate policy and program resources while engaging local workforce development partners and the private sector in strategies to provide education and skill training around workplace learning.

- ◆ A state effort targeted at youth-at-risk is raising the profile of addressing the issues facing this important population.
- ◆ The Governor's Blue Ribbon Commission on Older Workers is gathering a series of policy recommendations on addressing the employment and training needs of this important population.
- ◆ Massachusetts has worked to build partnerships between State and local agencies and governments.

We are confident that the experience and lessons we are learning from these programs will serve us well as we implement WIA.

II. Vision for the Massachusetts Workforce Investment System

The Commonwealth's plan for implementation of the Workforce Investment Act is guided by its overall vision for a workforce investment system which will be able to move Massachusetts residents and employers into the 21st century. That vision has two components: 1) *what* goals the workforce investment system will be designed to achieve, and 2) *how* the workforce investment system will be designed to ensure achievement of those goals.

We set two overarching goals for our system:

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

To achieve these goals, we are committed to a workforce investment system built on the following principles:

- ◆ The Massachusetts workforce investment system will be built on and guided by a genuine partnership between the public and private sectors and between state and local stakeholders.
- ◆ A common strategic vision will guide the entire workforce investment system. This vision will be translated by each partner into concrete goals which complement the goals of all other partners.
- ◆ The Massachusetts workforce investment system will be responsive to its customers and provide them with the opportunity to make informed choices.
- ◆ The workforce investment system will focus on those skills that improve workers' employability and earnings in the market place.
- ◆ Programs and services will be developed based on a continuing assessment of firms' needs and workers' skills.
- ◆ The workforce investment system will provide a coordinated progression of services that is

easily understood by and accessible to the Massachusetts workforce and employers.

- ◆ The workforce investment system will encourage the pursuit of education and lifelong learning in order to enhance earnings and improve workers' employability, productivity, and competitiveness in the changing global economy
- ◆ The workforce investment system will be run efficiently: customers will have access to a range of services that can accommodate those most job ready, and intensive services will be reserved for those most at risk of suffering unemployment, serious income loss, and/or poverty.
- ◆ The workforce investment system will be accountable to its customers and for continuous quality improvement.

The OSCC system will play a central role in moving the Commonwealth toward the achievement of this vision. Our mission statement for the OSCC system is the following:

The Massachusetts One-Stop Career Center initiative is a statewide, integrated, results-oriented workforce investment system, implemented through locally developed regional partnerships, that is based on the needs of individuals and employers, and that ensures ongoing access to employer information, labor market information, and workforce development services. The One Stop Career Center system is committed to continuously improving the capability of the system and its employees to deliver high-quality services to customers.

We know that integrating formerly discrete programs and broadening the scope of whom we serve, while simultaneously improving service quality will not be achieved overnight. Initially the principal funding streams for the OSCC system will be WIA Title I, Wagner-Peyser, Temporary Assistance for Needy Families (TANF), WtW, Trade Adjustment Assistance, and NAFTA. OSCCs will also contract with MRC to serve customers with physical and mental disabilities and with DOE to serve customers with limited basic skills.

OSCC staff will offer a range of services—both core and intensive—to employers, adult workers in general, dislocated workers, economically disadvantaged adults, TANF recipients, and youth. Other customers (such as those with serious physical and mental disabilities) will be provided core services, which will include a significant referral component. It is possible that over time the OSCCs will increase the range of services they offer on site; however, they are not intended to supplant all the specialized providers who now offer service but rather to ensure that these providers are integrated into a coherent workforce development system.

A comprehensive information technology system will be the centerpiece of the workforce development system, ensuring our capacity to offer access to universal core services to a wide range of customers, despite severely limited resources and geographic dispersion.

III. Proposed WIA Activities for Program Year 1999

A. ESTABLISHMENT OF STATE WORKFORCE INVESTMENT BOARD

Various alternatives for the makeup of the Massachusetts SWIB are currently under consideration.

B. DESIGNATION OF LOCAL AREAS

WIA lays out the structure whereby a “workforce investment area” is created, or designated. The state is afforded very little flexibility. Areas which existed under JTPA that have a population of 500,000 or more are automatically designated as a workforce investment area (in Massachusetts this only applies to Boston); areas that existed under JTPA that have a population between 200,000 and 500,000, and that meet certain performance criteria and fiscal integrity in each of the last two years shall receive a temporary designation as a workforce investment area by the Governor if the area Chief Elected Official (CEO) so requests. Temporary designation shall be for a period of not more than two years. If the Governor determines that the area substantially meets the local performance measures for the local area, the designation continues for up to three years or until the end of the period covered by the State plan. Fourteen of the sixteen areas in Massachusetts fall into the second category and may be designated as local areas. The only area in the Commonwealth not impacted by this process is Berkshire County. At this time, it is the recommendation of the WIA Steering Committee that Berkshire County be allowed to continue as a separate workforce investment area.

A process for designating a CEO in each area is currently under consideration.

C. INDIVIDUAL TRAINING ACCOUNTS, PROVIDER ELIGIBILITY, AND CONSUMER REPORTS SYSTEM

For the period from July 1, 1999, through June 30, 2000, Massachusetts proposes to implement a statewide demonstration initiative that will support interested local areas in transitioning to the use of an ITA methodology under the final year of JTPA. We are devising an evaluation protocol for the demonstration that will yield data to inform implementation and administration of a statewide account system under WIA. We have also begun work on the provider eligibility system. In PY 1999, we will continue to refine the process design and to frame policy recommendations for implementation on July 1, 2000. Over the next program year, we will review our current capacity to provide customers with education and training information, and determine what system enhancements will be needed to implement a comprehensive consumer report capability under WIA.

1. Description of Subcommittee and Planning Process

In April 1999, the WIA Steering Committee established a Subcommittee (known as the CRS/ITA Subcommittee) to draft policy and procedural recommendations related to accessing training services under WIA Title I. The CRS/ITA Subcommittee is comprised of:

- ◆ representatives of State workforce investment partner organizations, including CBWL (JTPA), DOE (Perkins, Vocational Education), DET (Wagner Peysers, UI), and DTA (TANF);
- ◆ the MJC;
- ◆ representatives of local areas, including the local boards and SDAs;
- ◆ representatives of the education and training provider community, including community-based organizations, Massachusetts community colleges; and
- ◆ representatives of educational resources, including the Higher Education Information Center.

Over the next six months, the CRS/ITA Subcommittee is tasked with designing systems and developing policy recommendations that impact three key provisions of WIA:

- ◆ ITAs
- ◆ Training provider eligibility
- ◆ Consumer report system (CRS)

The CRS/ITA Subcommittee members will solicit input from their various constituencies to ensure a representative and inclusive planning process.

2. Individual Training Accounts

An important feature of WIA is its emphasis on informed customer choice in selecting training and education services. By law, individuals requiring training to either secure or retain employment may access such services through the use of an ITA at any approved training or educational institution. While there are numbers of critical policy issues that must be addressed in order to implement an effective ITA system statewide, Massachusetts does have an information infrastructure and successful program models to use as a basis for planning. As with all WIA policy development, the process to formulate policy regarding ITAs is envisioned as a cooperative effort between State and local partners, with implementation by the appropriate governmental body as determined by WIA.

Prior Experience with Individual Referral Models

Massachusetts has long experience in using a customer-focused approach to referring individuals to training. Historically, most JTPA Title III customers in the Commonwealth have been referred to training on an individual basis, based upon a careful assessment of each customer's needs and abilities. However, while the customer was a partner in the referral process, there was limited opportunity for the Title III customer to *manage* the processes of identifying and selecting a training provider or of selecting training support services.

In 1995, the Commonwealth was awarded a DOL demonstration grant to test a model of training service delivery that would be compatible with an OSCC environment. The Career Management Account (CMA) Demonstration provided customers in the northeast region of the State with vouchers for training and related services. The account funds were tiered to offer the greatest financial support to customers with the largest educational and occupational skills deficits. The Demonstration yielded some significant results in terms of customer satisfaction, as well as administrative systems development (much of which has been adapted for post-Demonstration

use in the region).

Another particularly successful training referral model was developed on a state-wide basis for TANF recipients needing to obtain jobs. The Skills Plus program enables customers to select a short-term skill course from a list of approved providers. Once customers have completed training, providers are reimbursed for all training costs via a streamlined payment voucher system.

We intend to leverage the experience gained while developing these customer-based individual referral methodologies to establish a comprehensive account system accessible to all OSSC customers. Clearly, this represents a long-term vision requiring a substantial policy framework as well as standardized operational procedures for use by customers, OSSC operators, and the education and training provider community.

ITA Demonstration for Program Year 1999

The final year of JTPA program administration offers Massachusetts a unique opportunity to shape policy and procedure through actual practice under a Demonstration initiative. The CRS/ITA Subcommittee has identified a number of objectives for the Demonstration:

- ◆ Meet job seeker customer needs
- ◆ Promote informed customer choice
- ◆ Provide customers with marketable skills to obtain employment or enhance earning capacity
- ◆ Meet local employer workforce demands
- ◆ Explore funding distribution scenarios that maximize limited financial resources and relate to local customer need demographics
- ◆ Delineate and define performance measures
- ◆ Develop administrative models for an ITA system
- ◆ Promote a financially viable, equitable, and quality-driven provider system

Within the broad parameters of these objectives, the State will invite local areas to participate in the Demonstration in PY 1999, using a combination of JTPA Title IIA and Title III funding. We will work with the DOL Regional Office to develop a streamlined and standardized procurement process for the Demonstration sites, to assist in the identification of local eligible training provider pools.

We propose using a field research approach to the Demonstration design, given that the short WIA implementation timeline limits the ability to conduct a thorough outcomes-based evaluation. Instead, the focus will be on process data, looking particularly at the impact of the Demonstration on customers, education and training providers, and OSSC operators. Process variables under consideration include customer satisfaction, simplicity and timeliness of customer access to training services, training provider satisfaction, timeliness and financial viability of payment methods, administrative cost of process, and simplicity of reporting.

The CRS/ITA Subcommittee will use data collected during the Demonstration period to frame final policy and procedural recommendations. The Demonstration methodology is purposely

designed so as to encourage active local participation in ITA process design. Further, a State/local partnership in the development and evaluation of an ITA Demonstration will be useful in delineating the respective roles of each partner under full WIA implementation.

Policy Considerations

Over the next program year, critical policy decisions must be made in order to establish a comprehensive account system by July 1, 2000. The CRS/ITA Subcommittee will be considering policy issues that are identified via statute and regulation and through the Demonstration initiative. Policy issues already identified include:

- ◆ Funding prioritization: The State and local areas must establish training fund priority for particular populations of customers per USDOL regulations. On what basis will the priorities be made?
- ◆ State and local roles in ITA design and administration: How will State and local decision-making be delineated? In a State with multiple WIBs, some consistency in practice will need to be established to promote customer ease of use, while still allowing for local flexibility.
- ◆ ITA parameters (dollar amounts, duration): Will there be minimum or maximum spending limits for accounts? Will there be time limits on accounts? Will types of allowable education and training programs be defined?
- ◆ Account transferability: How will accounts be made transferable across geographic boundaries, given that local areas may have variability in labor market demands and provider eligibility status?
- ◆ Alternative sources of funding: How will the State ensure that customers have access to a diverse array of funding options and that WIA funds are used only for services for those "individuals who are unable to obtain other grant assistance," required by WIA in Section 134(d)(4)(B)(i)?

3. Provider Eligibility

Over the next program year, the Commonwealth intends to complete design of a performance-driven provider eligibility process that certifies training and education providers to receive WIA funds in exchange for high-quality training services.

Existing Resources

Massachusetts has a number of existing resources that will aid in the design process. Currently, local areas rely on a centralized mechanism for identifying education and training providers interested in offering training services to JTPA customers. The Job Training Partnership Association sponsors an annual statewide Request for Qualifications solicitation, compiles a list of respondents, and sends their qualifications to OSCC operators. While the solicitation does not utilize performance data to determine provider eligibility status, it does provide a potentially useful framework for initial year eligibility under WIA. In the interest of maximizing customer choice by broadening the provider applicant pool, the State will access lists of training providers and programs compiled by numbers of other workforce development partners (e.g. Department of Education list, Community College Training and Education Inventory, locally-authorized training provider lists).

Process Design

Massachusetts intends that the Designated State Agency (DSA) responsible for training provider eligibility at the State level, (per WIA Section 122 (i)), will serve as the “gateway” to the provider eligibility system by managing and supporting a main provider database and links to other data sources. In addition, the DSA will enforce adherence to eligibility requirements and make provision for appeal of eligibility determinations.

Within the parameters of this broad vision, the CRS/ITA Subcommittee will be responsible for drafting processes for initial year and subsequent year provider eligibility. To date, it has begun work on a schematic for initial year eligibility. Members of the Subcommittee who represent the local boards and the training provider community will present committee work to their colleagues for ongoing input during the design process. In addition, the State will ensure that design drafts are posted regularly for public comment.

Policy Considerations

The provider eligibility system plays a critical role in ensuring the quality of the education and training services available to OSCC customers. The system construct is keyed *primarily* to provider performance and individual customer choice, and so represents a significant shift in provider selection methodology for the Commonwealth. It is imperative that a policy framework be put in place that is sensitive to the impact such change will have on customers, training providers, local and State governance structures, and OSCC operators. The CRS/ITA Subcommittee will identify policy issues, and offer recommendations to the WIA Steering Committee for consideration. Policy issues already identified include:

- ◆ Application Process: To what extent will the application process be standardized for consistency and efficiency, while still allowing for local area variability? What role, if any, will the State play in the application process? How will an equitable and inclusive application process be ensured?
- ◆ Eligibility requirements: What eligibility requirements will be established for the initial year and subsequent years of WIA implementation? For on-the-job and customized training? What provision will be made for ensuring regional variability in eligibility requirements?
- ◆ Provider performance information availability: What performance information will be accessible to OSCC customers, and by what means? How will the State ensure that information is accurate and that appropriate confidentiality mechanisms are in place?

4. Consumer Report System

The Consumer Report System provides consumers with timely and accurate data regarding available education and training resources. It is a critical component of a customer-driven workforce development system.

Elements of a Massachusetts Consumer Report System

Massachusetts envisions a technology-based consumer report system that will be universally accessible to all OSCC customers. It will provide useful information to individual job seekers needing skill development, employees seeking skill upgrading, and employers seeking training opportunities for workers. In addition, the consumer report system will generate data that can be

used to assess the performance of the State's workforce development system.

In order to achieve these multiple objectives, the system must contain: 1) detailed provider and program information, 2) performance data, and 3) quality data, including customer satisfaction ratings. It will provide links to current labor market information, education and training provider web sites, national job and talent banks, and fund source information.

Ideally, the consumer report data would be available in numerous languages and formats so that it would be adaptable to the research abilities of all customers. OSCCs will support computer-based output with user guides, staff-assisted individual and group activities, and basic skill development.

System Design

Over the next year, the CRS/ITA Subcommittee is tasked with studying the State's *current* capacity to provide customers with training and education information. The Subcommittee will also look at system enhancements needed to realize the State's vision of a comprehensive consumer report system. Recommendations regarding system development will be made to the WIA Steering Committee based upon results of the analysis of the gap between the current capacity and what is envisioned for the future.

IV. Plan for Full Implementation of the Workforce Investment Act

Please see Appendix B for a timeline of major activities for the implementation of WIA identified to date. This timeline will be revised on an ongoing basis to reflect the implementation activities of the various WIA partners.

V. Workforce Investment Act Partner Statements

In addition to the WIA Title I and Wagner Peyser programs, the Department of Education (Adult and Community Learning Services and Perkins/Vocational Education), the Massachusetts Rehabilitation Commission, and the Department of Transitional Assistance plan to be partners in the Commonwealth's unified State plan. These agencies have indicated their intent in this regard as follows:

A. DEPARTMENT OF EDUCATION: ADULT AND COMMUNITY LEARNING SERVICES

The Department of Education will continue to contract with the One-Stop Career Centers in order to increase the access for under-educated and limited English proficient adults to the full range of education, employment and training services which we hope and expect that these centers will be helping to coordinate. With a particular focus on intake, initial assessment and referrals for this population, the Department will provide \$500,000 in adult education funding to

the Career Centers in state FY 2000. We will expect quarterly reports related to assessed functioning level, referrals to adult basic education services, the success of those referrals, and other services that have been provided to this population.

**B. DEPARTMENT OF EDUCATION:
SCHOOL TO CAREER CLUSTER**

The Department of Education (DOE) School to Career Cluster has a strong commitment to be actively involved as a partner in the design and implementation of a unified plan for the Workforce Investment Act of 1998.

Through the school-to-career initiative, we have begun to connect our schools -- both academic and vocational-technical -- to the realities of the Commonwealth's workforce needs. The initiative is currently working closely with the One Stop Career Centers and the local boards.

The DOE will work with the Department of Labor and Workforce Development as a vital component in building a stronger and more active partnership with the business community to develop a workforce of high-skilled individuals to meet the needs of today's economy.

C. MASSACHUSETTS REHABILITATION COMMISSION

The Massachusetts Rehabilitation Commission (MRC) is the designated, sole state agency to administer direct service programs of the federal Rehabilitation Act, except for eligible individuals who are blind. The MRC plans to purchase specific, "non-core" services from Massachusetts "Competitive One-Stop Career Centers" and to have a cooperative presence in and/or with Massachusetts "Collaborative One-Stop Career Centers." The Final plan is contingent on the endorsement and approval of the federal Office of the Special Education and Rehabilitation Services and appropriate state administrative and legislative authority(s).

D. DEPARTMENT OF TRANSITIONAL ASSISTANCE

The Department of Transitional Assistance (DTA), although not a required partner, is pleased to accept the invitation of the Department of Labor and Workforce Development to become a partner at both the State and Local level. By participating in the Vision/Design and the Implementation/Operations committees, DTA can and will see that its Employment Services Programs (ESP) are complementary both in program content and in process to the WIA programs. The performance accountability system will become an integral component to the ESP tracking, monitoring, and evaluation process. DTA will participate in the Commonwealth's initiative to provide for a coordinated and integrated workforce development system.

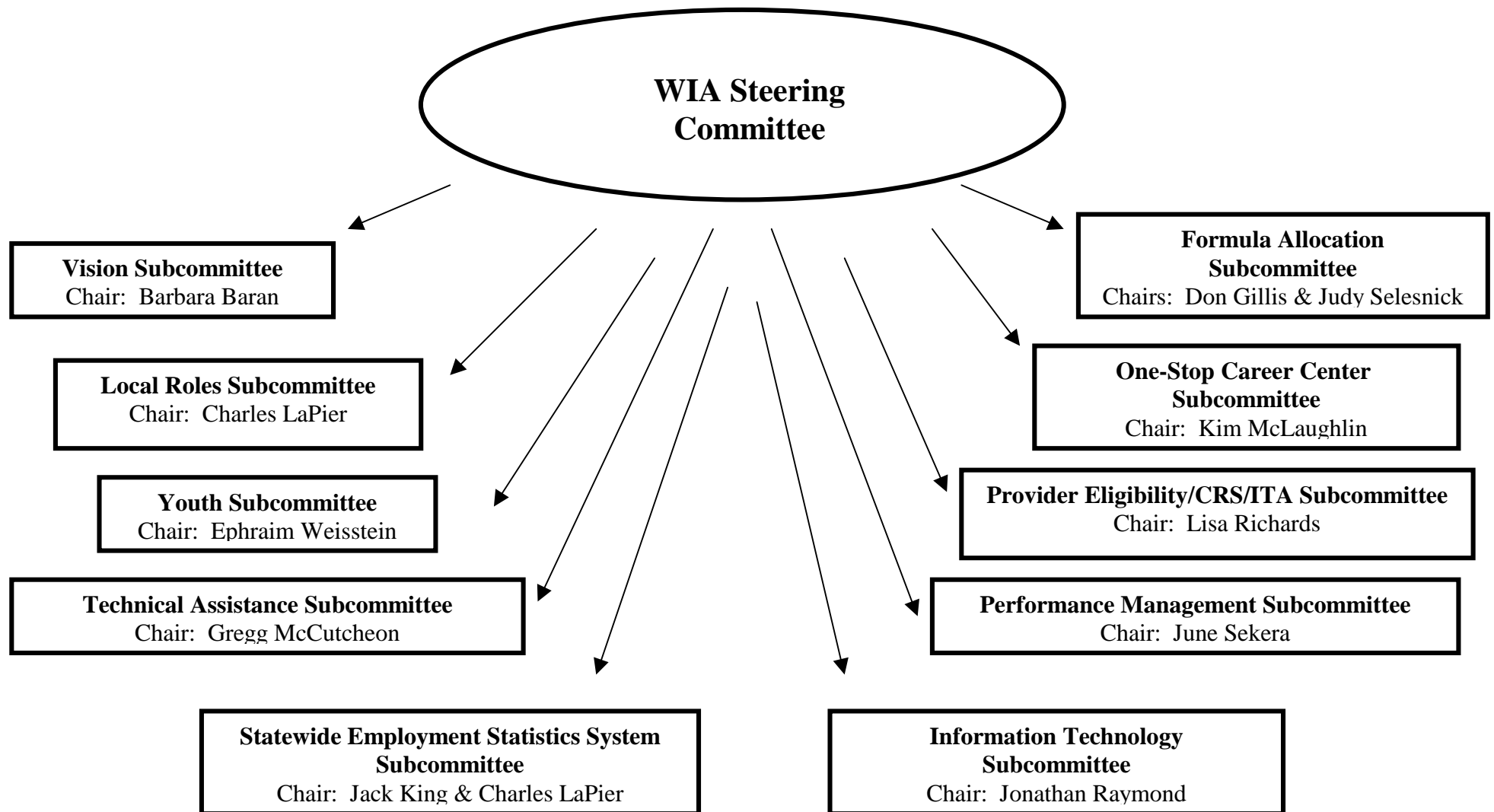
VI. Program Administration Designees

<p>Name of WIA Title I Grant Recipient Agency: Department of Labor and Workforce Development Address: One Ashburton Place, Room 2101, Boston, MA 02108 Telephone Number: (617) 727-6573 Facsimile Number: (617)727-1090 E-Mail Address: Angelo.Buonopane@state.ma.us</p>
<p>Name of State WIA Title I Administrative Agency: Corporation for Business, Work, and Learning Contact: Barbara Baran, Vice President, Workforce Development Services Address: The Schrafft Center, 529 Main Street, Suite 110, Boston, MA 02129 Telephone Number: (617) 727-8158 Facsimile Number: (617) 242-7660 E-Mail Address: bbaran@cbwl.org</p>
<p>Name of WIA Title I Signatory Official: Angelo R. Buonopane, Director Address: Department of Labor and Workforce Development, One Ashburton Place, Room 2101, Boston, MA 02108 Telephone Number: (617) 727-6573 Facsimile Number: (617)727-1090 E-Mail Address: Angelo.Buonopane@state.ma.us</p>
<p>Name of WIA Title I Liaison: Jonathan Raymond, Deputy Director of Workforce Development Address: Department of Labor and Workforce Development, One Ashburton Place, Room 2101, Boston, MA 02108 Telephone Number: (617) 727-6573 Facsimile Number: (617)727-1090 E-Mail Address: Jonathan.Raymond@state.ma.us</p>
<p>Name of Wagner-Peyser Act Grant Recipient/State Employment Security Agency: Division of Employment and Training Address: 19 Staniford Street, Boston, MA 02114 Telephone Number: (617) 626-6600 Facsimile Number: (617)727-0315 E-Mail Address: jking@detma.org</p>
<p>Name and Title of State Employment Security Administrator (Signatory Official): John A. King, Deputy Director Address: Division of Employment and Training, Executive Office, 19 Staniford Street, Boston, MA 02114 Telephone Number: (617) 626-6600 Facsimile Number: (617)727-0315 E-Mail Address: jking@detma.org</p>

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

Angelo R. Buonopane, Director, Department of Labor and Workforce Development DATE

Appendix A: WIA STATEWIDE COMMITTEES



Appendix B: WIA Implementation Timeline

Task	Start Date	End Date
Implementation of Workforce Investment Act		7/1/00
Establish and certify one-stop delivery system	3/1/00	7/1/00
Career Center certification: Work with local WIB, CEO to certify OSCCs		
Develop a new MOA between the State and each WIB		
Ensure that all required partners sign local MOUs		
Develop a boiler-plate MOU that WIBs and CEOs can follow		
Decide if MA wants any other partners in addition to the required ones (e.g., DTA/TANF)		
Get all “required partners” to be part of the one-stop system at the local level		
Determine who constitutes required partners		
Identify major policy issues		
System for State Incentives/Sanctions	10/1/99	7/1/00
Ensure IT/other management systems work to facilitate State being eligible for incentive grants		
Work with state-level partners to prepare process to apply for incentive grants		
Statewide Employment Statistics System	6/1/99	7/1/00
WIA 5-year local plans: Drafting, Submission, and Approval	12/20/99	6/30/00
Plan review, approval and issuance of contracts		
Local Plans due to CBWL		
Local Plan comment period (required 30 days)		
WIBs, in partnership with CEO, develop Local Plans		
Provide technical assistance on plan requirements		
Local planning conference		
State develops and issues Local Plan instructions		
Performance Management/IT/Reporting (Design and Development)	4/1/99	6/30/00
<i>Performance management system (Report Card system)</i>	4/1/99	6/30/00
Benchmark State-added standards		
Design “report card” system for MA for implementation 7/1/00		
PAS (get it functioning)		
Survey other states to determine features of extant report card systems		
ID State standards in addition to WIA		

Task	Start Date	End Date
<i>Process for negotiating standards with DOL and with locals</i>	4/1/99	3/1/00
Levels agreed to by state		
Negotiate levels with each WIB and CEO		
Formally propose 16 levels for each WIB		
Levels agreed to by DOL		
Negotiations with DOL on levels		
Propose levels to DOL		
Work with WIBs (and other locals?) to identify proposed levels of performance on each standard		
Come up with process for identifying proposed levels of performance on 16 DOL standards		
Determine DOL requirements		
<i>IT System</i>	7/1/99	7/1/00
Final revisions and debugging of WIA system.		
Bulk of changes should be in place for beginning of PY2000 summer program or other early implementation.		
Policies below should be implemented by modifying IT system(s) to allow for testing and pilots.		
Preliminary policy on "best guess" of WIA Title I data elements/definitions needed for registration/intake, activity tracking, outcome tracking consistent with WIA performance standards		
Preliminary review of how WIA Title I data elements are part of "uniform" data elements across programs - DOE, Voc Ed, ES, DTA, WtW and DOL YOU grants.		
Preliminary proposal as to how PAS wage record results will be linked to Title I demographic and outcome data on tracking system.		
Counting methodology for single-counts versus categorical double-counts under WIA; counting methodology for sequential participation in multiple programs.		
Policy on tracking and reporting WIA enrollments pre-July 1, 2000 (e.g., early ITAs).		
Vision and funding of IT system		
<i>Reporting System</i>	10/1/99	4/1/00
Reporting routines in place. To be modified or added to on ongoing basis from this point forward.		
Begin actual programming of agreed to reporting formats and processes.		
Draft policy on the "official" reporting formats to be used to evaluate local areas, e.g., what will be elements of quarterly plan vs. actual report or performance standard report		
Draft of suggested management reports and monitoring reports that address WIA oversight issues at local and state level.		
<i>Design and Implement Self Evaluation System (SES)</i>	9/1/99	7/1/00
Implement SES		
Draft SES		
Review literature/survey other states/ask info from NGA on possible models		
Meet with WIBs & other locals on system design		

Task	Start Date	End Date
WIA 5-year unified state plan: Drafting and Submission	6/1/99	3/1/00
Submit plan to federal DOL		
Finalize plan		
Public comment period		
Modification based on review		
Review by SWIB and Board of Education		
Plan revised		
Interagency plan review		
Draft unified State plan		
Individual state partners do planning		
Identify individual plan due dates for all state-level partners		
Youth state policy and operations	4/15/99	3/1/00
Include youth policy as component of unified state plan		
Publish statewide roster of youth providers		
Develop and deliver technical assistance to local WIBs, Youth Councils, youth providers		
Negotiate performance levels for youth councils and providers		
Develop intra-state allocation formulas for youth funds		
Develop statewide system of youth performance measures		
Define joint planning process for affected agencies and programs		
Identify state agencies and youth programs that will be included in unified state plan		
Define connection between WIA and Perkins III planning and plan approval		
Define relationship between WIA and statewide educational improvement strategies		
Youth state coordination and policy development		
Coordination with Job Corps, youth opportunity grants, etc.		
Coordination with foster care, education, welfare and other relevant resources		
Monitoring System	11/1/99	2/1/00
Work with DET to develop combined monitoring plan		
Modify formal fiscal, procurement, program, and compliance monitoring tools, questionnaires, worksheets		
Revise or develop new monitoring MIS reports to reflect WIA		
Revise ongoing desk review tools to reflect WIA		
In-state allocation formula	7/1/99	1/1/00
<i>Adult allocation</i>	7/1/99	1/1/00
Produce actual allocations when DOL issues FY01 allotment		
Finalize allocation procedures for inclusion in state plan		
Document input of local WIBs, CEOs, and other partners		
Estimate 3 formula factors and state FY01 allotment		
Using policy and estimations developed above, develop allocation options		

Task	Start Date	End Date
Develop policy on use or not of 30% alternative factors		
<i>Youth allocation</i>	7/1/99	1/1/00
Finalize allocation procedures for inclusion in state plan		
Same seven steps as above		
<i>Dislocated workers allocation</i>	7/1/99	1/1/00
Produce actual allocations when DOL issues FY01 allotment		
Finalize allocation procedures for state plan		
Document input of local WIBs, CEOs, and other partners		
Select option to be used		
Estimate formula factors and state FY01 allotment		
Using options and estimations developed below, develop allocation options		
Develop options for revised formula factors		
<i>Reallotment policy</i>	8/1/99	10/1/99
Finalize for state plan		
Develop options for when local area not meet exp limits		
Programmatic Policy Development	5/3/99	12/31/99
“Limited funding” priority for public assistance recipients and low-income		
Prohibition of WIBs providing training programs except with Governor's waiver		
Transfer authority (not to exceed 20%) between the Adult and Dislocated Worker funding streams at the local level		
Displaced homemakers, nontraditional training for low-income individuals, older workers, disabled individuals and others with multiple barriers to employment and training		
Participant eligibility and priority for service		
3 levels of service (core, intensive, training)		
Incumbent worker programs		
Needs-related eligibility requirements		
Post secondary education as allowable skill attainment for adults		
Older Workers		
Engaging employers		
One-Stops providing training		
Limits on ITAs (e.g. dollar amount or duration).		
Definition of "extraordinary cost" for training provider's collection of performance information		
Pre-feasibility studies for employee buyouts		
Policies related to youth		
Post-secondary educational linkages		
Links between academic and occupational learning		
Preparation for unsubsidized employment		
Employer intermediaries		

Task	Start Date	End Date
Alternative education		
Summer employment		
Leadership development		
Occupational skill training		
Comprehensive guidance and counseling		
Supportive services		
Follow-up services		
Implementing year-round programming/connections to summer programming		
Coordination with local school districts		
Connecting work-based and school-based learning		
Applied learning opportunities		
Define relationship of youth programs to Career Centers		
Determine impact on service provision of overlap of youth in adult/youth programs		
Using youth councils for system building		
Definition of 6th youth eligibility criterion ("requires additional assistance to complete an educational program, or to secure and hold employment").		
Other policies as needed		
Administrative Policy Development	4/1/99	12/31/99
Route policies for review		
Draft new policies/revise existing policies as appropriate		
Review existing policies, develop comparison list against WIA		
Review WIA to determine required policies		
Review previously written policy development process/revise		
Establishing local areas/boards	2/1/99	11/30/99
Certify local WIBs		
CEOs submit LWIB certification request to state		
Local WIBs and CEOs appoint Youth Council members		
CEOs appoint Local Workforce Investment Boards		
Issue CEO approval letter, board criteria		
Establish CEOs and designate local workforce areas		
Caucus requests sent to SWIB and Governor for presentation and approval		
Caucus held		
Caucus Agreement rules and procedures forwarded to all CEOs in contested area		
Consensus Requests sent to SWIB and Governor for presentation and approval		
Consensus Period and Agreement		
Consensus Requests for CEO and area designations due to DLWD		
Multiple requests forwarded to CEOs in contested areas by DLWD		
Sole requests sent to SWIB and Governor for presentation and approval		
CEO responses due/received by DLWD		

Task	Start Date	End Date
Prepare and send letter to CEOs of existing SDAs to inform them of process to request designation as a "local area."		
Review characteristics of existing SDAs in comparison to WIA requirements		
Determine which local areas qualify for automatic designation (>500k)		
Review local performance to determine if existing SDAs qualify for temporary designation		
Fiscal Policy Development	4/1/99	11/1/99
<i>Develop Fiscal Policies</i>	4/1/99	11/1/99
Provide draft policies for review		
Develop new policies if needed		
Review existing policies inline with WIA and 29 CFR		
Review work plan for missing policies		
Develop format and number system for policies		
<i>Develop contracts and Procurement guidelines for WIA</i>	4/1/99	11/1/99
Field review and comment on documents		
Agency review of new WIA documents		
Modify JTPA Master agreement and 93-24 to new WIA documents		
Review JTPA Master agreement and 93-24		
Capacity building and technical assistance	6/1/99	10/1/99
Maintain ongoing feedback loops with partners to determine TA needs		
Programmatic TA provided to system partners, to cover range of topics to include:		
Strategic planning and coordination across system		
Core and intensive services		
Employer linkages		
Implementation of local performance measures		
Linkages with support providers		
Development of 5 year local plan		
Other topics as determined		
Administrative, fiscal, and IT systems, including TA to local areas that fail on performance measures		
Ensure plan addresses all partners in system as appropriate, including WIBs, Career Centers, etc.		
Develop & implement plan to provide coordinated capacity building and TA to system		
Rapid response	7/1/99	10/1/99
Prepare to carry out Rapid Response activities working in conjunction with local WIBs and CEOs		
Revise MOAs with local WIBs to reflect WIA		
Develop new system (criteria and process) to handoff Rapid Response participants to Career Centers		
Revise and improve MIS collection process		

Task	Start Date	End Date
UI profiling - coordinate with DET		
Ensure coordination with other programs, such as TAA, NAFTA		
Provider Eligibility/Consumer Reports System/ITAs	4/1/99	9/1/99
<i>Vision for Provider Eligibility/Consumer Reports System/ITAs systems</i>	4/1/99	6/15/99
<i>Initial Eligibility Process</i>	4/1/99	7/1/99
Prepare package for review		
Outline proposed initial eligibility process (incl. Forms)		
Solicit input from provider community		
Review SDA's Statewide RFQ Process as prototype		
Identify major policy issues		
<i>Subsequent Eligibility Process</i>	4/1/99	7/1/99
Prepare package for review		
Develop plan and timeline for incorporation of UI wage data; recommend interim data collection strategy		
Propose process for data collection, development of statewide list of eligible providers, and distribution to one-stop delivery system		
Develop recommendations for eligibility enforcement and appeals processes		
Draft proposed State certification process		
Draft proposed subsequent eligibility process (incl. Forms)		
Solicit input from provider community and stakeholders		
Propose state-level performance and cost criteria (incl. criteria for OJT and customized training)		
Identify major policy issues		
<i>Policy and procedure for use of Individual Training Accounts</i>	5/1/99	7/1/99
Prepare package for review		
Draft ITA implementation plan (PY 1999 pilot and PY 2000 full implementation) and timeline		
Draft procedure for use of ITAs in local areas		
Draft recommendations regarding ITA policy for state-level decision-making		
Identify issues requiring state-level review and decision-making:		
Cap on ITA dollar amounts		
ITA \$ amount universal or pegged to participant characteristics		
Use of funds for ITA accounts; record-keeping and reporting		
System for apprising participants of account status		
System for expense recapture due to participant attrition		
Review evaluation data from DOL CMA Project		
Review legislative requirements and exceptions for individual training accounts		
Identify major policy issues		

Task	Start Date	End Date
<i>Plan for development of Consumer Report System</i>	7/1/99	9/1/99
Prepare package for review		
Draft implementation plan for system development, testing and distribution		
Research potential impact of data collection on provider community (incl. issue of “substantially similar” reporting to Title V of Higher Ed. Act)		
Draft recommendations regarding system enhancement		
Consider off-the-shelf CRS product		
Review capability of current information system; identify need for additional system components		
Review performance criteria and program information required in CRS		
Identify major policy issues		
Establish State Workforce Investment Board	1/21/99	8/30/99
Letter from Governor to designated SWIB		
Make recommendation to Governor on possible SWIB		
Review current State statutory membership requirements; compare to requirements of WIA		
Develop WIA Transition Plan	2/1/99	6/23/99
Plan submitted to USDOL		
Comments addressed		
Public comment period		
Internal review issues addressed		
DLWD review plan		
Draft of plan complete		
Draft outline of plan completed		
Letter to DOL on plan proposal		
Communication Plan	3/1/99	6/1/99
Implement communication series		
Review by Steering Committee		
Proposal for Communication Plan		
Get input to develop plan to ensure communication with stakeholders		
Set mission, goals, and strategy for WIA	3/1/99	6/15/99