

MASSACHUSETTS STATE PLAN (MBoyle)

State Operating Systems and Policies: *The State Plan must include a description of the State operating systems and policies that will support the implementation of the State strategy described in section II Strategic Elements. This includes---*

(1) The State operating systems that will support the implementation of the State's strategies. This must include a description of-

A. State operating systems that support coordinated implementation of State strategies (e.g., labor market information systems, data systems, communication systems, case-management systems, job banks, etc.).

B. Data-collection and reporting processes used for all programs and activities, including those present in one-stop centers.

- i. The primary workforce development programs are administered by the Department of Career Services (DCS) within the Executive Office of Labor and Workforce Development (EOLWD) and operate through the State's network for career centers. DCS manages the Massachusetts One-Stop Employment System (MOSES) -- a client/server application and database that serves as the unified management information, client tracking, case management and reporting system used by staff at career centers and other workforce development service providers in Massachusetts. The application is distributed through a Citrix interface providing users with flexibility for data entry and report access. MOSES collects information and tracks data through the MOSES database for the following programs: Title I Adult, Title I Dislocated Worker, including Rapid Response, and Title I Youth; Wagner-Peyser; Trade Adjustment Assistance (TAA); Jobs for Veterans State Grant (JVSG); Migrant Seasonal Farm Worker (MSFW); Unemployment Insurance employment assistance services and programs, including Reemployment Services and Eligibility Assessment (RESEA); and grant activities, such as National Dislocated Worker Grants (formerly NEGs) and Disability Employment Initiative Grants (DEI). Several web-based applications collect information and interface with the MOSES database, including: (a) JobQuest which is used by job seekers to access job listings, eligible training providers and courses, services and workshops at career centers, and assessment tools, such as TORQ and Career Readiness, and is also used by employers to post jobs and search for qualified applicants; (b) TrainingPro which is used by training providers to register for approval under WIOA ITAs, Trade TAA and UI Section 30 (TOP, Training Opportunity Program for UI Claimants); and (c) a new Foreign Labor Certification application through which employers/agents submit required H2A and H2B applications and DCS staff approve and manage the programs.

- ii. Adult Education Services are provided by the Department of Elementary and Secondary Education's Adult and Community Learning Services (ACLS). ACLS's system
- iii. Vocational Rehabilitative Services are provided by the Massachusetts Rehabilitation Commission (MRC) and the Massachusetts Commission for the Blind (MCB) that fall within the Executive Office of Health and Human Services (EOHHS). MRC and MCB have individual management information and case management systems.....
- iv. The Department of Transitional Assistance (DTA) within the Executive Office of Health and Human Services (EOHHS) administers the Temporary Assistance for Needy Families (TANF) and the employment and training programs under the Supplemental Nutrition Assistance Program (SNAP) through the BEACON system. DCS and DTA operate an interface between BEACON and MOSES by which DCS provides information on services that selected TANF recipients (identified as work ready) received at career centers.

(2) *The State policies that will support the implementation of the State's strategies (e.g., co-enrollment policies and universal intake processes).*

(4) Assessment of Programs and One-Stop Program Partners

A. Assessment of Core Programs. Describe how the core programs will be assessed each year based on State performance accountability measures described in section 116(b) of WIOA. This State assessment must include quality, effectiveness, and improvement of programs broken down by local area or provider.

Federal Indicators of Performance

State Defined Measures

B. Assessment of One-Stop Program Partner Programs. Describe how other one-stop delivery system partner program services and Combined State Plan partner programs included in the plan will be assessed each year.

Federal Indicators of Performance

State Defined Measures

C. Previous Assessment Results. Provide the results of an assessment of the effectiveness of the core programs and other one-stop partner programs and Combined State Plan partner program included in the plan during the preceding 2-year period. Describe how the State is adapting its strategies based on these assessments.

(5) Distribution of Funds for Core Programs. *Describe the methods and factors the State will use in distributing funds under the core programs in accordance with the provisions authorizing such distributions*

A. For Title I programs, provide a description of the written policies that establish the State's methods and factors used to distribute funds to local areas for –

A Workforce Allocations Task Force was established in 2014 by the Executive Office of Labor and Workforce Development (EOLWD) to provide a standing forum for discussions concerning allocations under WIOA Title I. The Task Force includes representatives of the State workforce board, local workforce boards, local career centers, local Fiscal Officers, and staff at EOLWD's Department of Career Services (DCS) responsible for development and distribution of WIOA Title I program allocations. The Task Force makes its recommendations to the Governor through the Secretary of Labor and Workforce Development. The Task Force's recommendations are published through a WIOA Information Issuance. In addition, at the discretion of the Secretary, the Task Force may be called upon to recommend allocation methodologies for distribution of State funds legislated for career centers. DCS is responsible for computing the sixteen local workforce area allocations for WIOA Title I programs and providing the allocation levels to EOLWD's Finance Department. Local allocations, provided with the detailed input data and formulas, are published annually through the Fiscal Year WIOA Local Annual Plan Guidance Policy, and updated as necessary during the fiscal year.

- (i) Youth activities in accordance with WIOA section 128(b)(2) or (b)(3); and*
- (ii) Adult and training activities in accordance with WIOA section 133(b)(2) or (b)(3).*

WIOA Title I Youth and Adult local area allocations are computed in accordance with instructions in the WIOA sections identified above and are distributed by percentage share to the sixteen local Workforce Development Areas (local areas) according to the formula shown below.

The State's unemployment rate for Program Year 2014/Fiscal Year 2015 (July 1, 2014 - June 30, 2015) was 5.1% and, therefore, in PY2016/FY2017 Massachusetts will have sub-state Areas of Substantial Unemployment (ASUs) defined in accordance with the methodology proscribed by the U.S. Department of Labor's Bureau of Labor Statistics (BLS) and Employment and Training Administration (ETA). It is anticipated that the State will have sub-state ASUs for the four program years beginning July 1, 2016.

Factor / Source	Weight	Title I Youth	Title I Adult
Average Number of Economically Disadvantaged Youths (Census Bureau, American Community Survey)	1/3	X	
Average Number of Economically Disadvantaged Adults (Census Bureau, American Community Survey)	1/3		X
Number of Unemployed in ASUs (EOLWD, Department of Unemployment Assistance, Economic Research, BLS methodology)	1/3	X	X
Number of Excess Unemployed in ASUs (EOLWD, Department of Unemployment Assistance, Economic Research, BLS methodology)	1/3	X	X

A hold-harmless provision ensures that each local area's percentage share of the State allotments designated for local WIOA Title 1 Youth and Adult program activities does not fall below 90% of the local area's average percentage share for the prior two fiscal years.

(iii) Dislocated worker employment and training activities in accordance with WIOA section 133(b)(2) and based on data and weights assigned.

The Workforce Allocations Task Force reviews the formula for distribution of Title I Dislocated Worker funds to local workforce areas in accordance with requirements in WIOA section 133(b)(2)(B) and makes its recommendations to the Governor through the Secretary of Labor and Workforce Development.

The Task Force's final recommendations for Program Year 2016/Fiscal Year 2017 will be made by January 2016. The primary considerations for the Task Force with respect to the WIOA Title I Dislocated Worker formula are outlined on the table below. The Task Force is reviewing whether a viable data source exists for the *Plant Closing and Mass Layoff Data* factor to replace the BLS Mass Layoff Statistics data used in prior years. A final determination will affect the weighting of remaining formula factors.

Required Information Element/Factor (WIOA 133(b)(2)(B)(ii))	Data Used for PY15/FY16	Data Source	Factor Weight PY15/FY16	Preliminary Recommendation for PY16/FY17
Insured Unemployment Data	CY 2014 Average Monthly UI Claimants	UI Claimant Data DUA Economic Research	30%	Retain - Weight may change
Unemployment Concentrations	CY 2014 Average Annual Unemployment Rate	Labor Force Data DUA Economic Research	25%	Retain - Weight may change
Plant Closing and Mass Layoff Data	CY 2012 UI Claimants in Mass Layoffs	BLS Mass Layoff Statistics Program (<i>Discontinued</i>)	5%	Under review for viable data source
Declining Industries Data	3-Year Job Loss in Declining Industries	ES-202 DUA Economic Research	10%	Retain - Weight may change
Farmer-Rancher Economic Hardship Data	None	Agriculture farmer/rancher employment is not a significant economic factor in Massachusetts at 0.16% of total state employment (ES-202).		
Long-Term Unemployment Data	CY 2014 Average Long-Term UI Claims (15+ Weeks)	UI Claimant Data DUA Economic Research	15%	Retain - Weight may change
	CY2014 Annual Total of UI Claimants Exhausting Benefits	UI Claimant Data DUA Economic Research	15%	Retain - Weight may change

A hold-harmless provision ensures that each local area's percentage share of the State allotment designated for local Dislocated Worker program activities does not fall below 90% of the local area's average percentage share for the prior two fiscal years.

B. For Title II

(i) Describe how the eligibility agency will award multi-year grants or contracts on a competitive basis to eligible providers in the State, including how eligible agencies will establish that eligible providers are organizations of demonstrated effectiveness.

(ii) Describe how the eligible agency will ensure direct and equitable access to all eligible providers to apply and compete for funds and how the eligible agency will ensure that it is using the same grant or contract announcement application procedure for all eligible providers.

C. Title IV Vocational Rehabilitation

In the case of a state that, under section 101(a)(2)(A)(i) of the Rehabilitation Act designates a State agency to administer the part of the Vocational Rehabilitation (VR) services portion of the State Plan under which VR services are provided for individuals who are blind, describe the process and the factors used by the State to determine the distribution of funds among the two VR agencies in the State.

(6) Program Data (Source: primarily information developed for the WIF grant)

A. Data Alignment and Integration. Describe the plans of the lead State agencies with responsibility for the administration of the core programs, along with the State Board, to align and integrate available workforce and education data systems for core programs, unemployment insurance programs, and education through postsecondary education, to the extent possible, the Combined State Plan partner programs included in this plan. The description of the State's plan for integrating data systems should include the State's goals for achieving integration and any progress to date.

(i) Describe the State's plans to make the management information systems for the core programs interoperable to maximize the efficient exchange of common data elements to support assessment and evaluation.

(ii) Describe the State's plans to integrate data systems to facilitate streamlined intake and service delivery to track participation across all programs included in the plan.

(iii) Explain how the State Board will assist the governor in aligning technology and data systems across mandatory one-stop partner programs (including design and implementation of common

intake, data collection, etc.) and how such alignment will improve service delivery to individuals, including unemployed individuals.

<Content: Overview pulled from the WIF grant which addressed each of these points>

(iv) Describe the State's plans to develop and produce the reports required under section 116, performance accountability system (WIOA section 116(d)(2)).

WIOA Section 116(d)(2): Performance Reports --

(2) Contents of state performance reports.--The performance report for a State shall include, subject to paragraph (5)(C)—

(A) information specifying the levels of performance achieved with respect to the primary indicators of performance described in subsection (b)(2)(A) for each of the programs described in subsection (b)(3)(A)(ii) and the State adjusted levels of performance with respect to such indicators for each program;

(B) information specifying the levels of performance achieved with respect to the primary indicators of performance described in subsection (b)(2)(A) for each of the programs described in subsection (b)(3)(A)(ii) with respect to individuals with barriers to employment, disaggregated by each subpopulation of such individuals, and by race, ethnicity, sex, and age;

(C) the total number of participants served by each of the programs described in subsection (b)(3)(A)(ii);

(D) the number of participants who received career and training services, respectively, during the most recent program year and the 3 preceding program years, and the amount of funds spent on each type of service;

(E) the number of participants who exited from career and training services, respectively, during the most recent program year and the 3 preceding program years;

(F) the average cost per participant of those participants who received career and training services, respectively, during the most recent program year and the 3 preceding program years;

(G) the percentage of participants in a program authorized under this subtitle who received training services and obtained unsubsidized employment in a field related to the training received;

(H) the number of individuals with barriers to employment served by each of the programs described in subsection (b)(3)(A)(ii), disaggregated by each subpopulation of such individuals;

(I) the number of participants who are enrolled in more than 1 of the programs described in subsection (b)(3)(A)(ii);

(J) the percentage of the State's annual allotment under section 132(b) that the State spent on administrative costs;

(K) in the case of a State in which local areas are implementing pay-for-performance contract strategies for programs--

(i) the performance of service providers entering into contracts for such strategies, measured against the levels of performance specified in the contracts for such strategies; and

(ii) an evaluation of the design of the programs and performance of the strategies, and, where possible, the level of satisfaction with the strategies among employers and participants benefitting from the strategies; and

(L) other information that facilitates comparisons of programs with programs in other States.

Planning Note: States should be aware that Section 116(i)(1) requires the core programs, local boards, and chief elected officials to establish and operate a fiscal and management accountability

information system based on guidelines established by the Secretaries of Labor and Education. Separately, the Departments of Labor and Education anticipate working with States to inform future guidance and possible information collection(s) on these accountability systems. States should begin laying the groundwork for these fiscal and management accountability requirements, recognizing that adjustments to meet the elements above may provide opportunity or have impact on such a fiscal and management accountability system.

B. Assessment of Participants' Post-Program Success. Describe how lead State agencies will use the workforce development system to assess the progress of participants who are exiting from core programs in entering, persisting in, and completing postsecondary education, or entering or remaining in employment. States may choose to set additional indicators of performance.

C. Use of Unemployment Insurance (UI) Wage Record Data. Explain how the State will meet the requirements to utilize quarterly UI wage records for performance accountability, evaluations, and as a source for workforce and labor market information, consistent with Federal and State law. (This Operational Planning element applies to core programs.)

D. Privacy Safeguards. Describe the privacy safeguards incorporation in the State's workforce development system, including safeguards required by section 444 of the General Education Provisions Act (10 U.S.C. 1232g) and other applicable Federal laws.

Appendix I: Performance Goals for the Core Programs

Include the State's expected levels of performance relating to the performance accountability measures based on primary indicators of performance described in section 116(b)(2)(A) of WIOA.

Include Appendix I