

<b>EMPLOYMENT AND TRAINING ADMINISTRATION</b> <b>ADVISORY SYSTEM</b> <b>U.S. DEPARTMENT OF LABOR</b> <b>Washington, D.C. 20210</b>	<b>CLASSIFICATION</b> SCSEP
	<b>CORRESPONDENCE SYMBOL</b> DNPTTA
	<b>DATE</b> October 1, 2014

**ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 8-14**

**TO:** Senior Community Service Employment Program Grantees  
State Governors  
State Workforce Administrators  
State Workforce Liaisons  
State and Local Workforce Board Executive Directors and Chairs

**FROM:** PORTIA WU   
Assistant Secretary

**SUBJECT:** Senior Community Service Employment Program State Plan Modifications

1. **Purpose.** The purpose of this Training and Employment Guidance Letter (TEGL) is to provide guidance to Senior Community Service Employment Program (SCSEP) grantees for modifying unified, integrated, and stand-alone State Plans that were approved in 2012.

2. **References.**

- Older Americans Act, as amended in 2006, Public Law 106-501 Section 503(a)(1)
- SCSEP Final Rule, 20 CFR 641.302-365 (September 10, 2010)
- State Integrated Workforce Plan Requirements for Workforce Investment Act Title I/Wagner-Peyser Act and Department of Labor Workforce Programs (OMB Circular No. 1205-0398)
- Planning Guidance for State Unified Plans and Unified Plan Modifications Submitted under Section 501 of the Workforce Investment Act (OMB No. 1205-0398)
- TEGL 21-11, Requirements for 2012 State Workforce Plans, March 27, 2012
- TEGL 03-14, Implementing a Job-Driven Workforce System

3. **Background.** In 2012, the Department of Labor, Employment and Training Administration (ETA) updated the requirements governing state planning for all agency-funded programs. ETA issued two sets of guidance, allowing states to submit integrated or unified plans. The *State Integrated Workforce Plan Requirements for Workforce Investment Act Title I/Wagner-Peyser Act and Department of Labor Workforce Programs* guidance was for states that submit Integrated Workforce Plans; and *Planning Guidance for State Unified Plans and Unified Plan Modifications Submitted under Section 501 of the Workforce Investment Act (WIA)* was for states that submitted a Unified Plan. SCSEP grantees had the option of submitting the SCSEP portion within either plan, as a separate standalone SCSEP plan or both.

<b>RESCISSIONS</b> None	<b>EXPIRATION DATE</b> Continuing
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SCSEP regulations require that either the Governor or the highest state governmental official review and submit an update to the State Plan every 2 years (20 CFR 641.340(a)).

SCSEP grantees must make the modified plan available for public comment before submission (20 CFR 641.345(c)). The regulations allow but do not require the state to seek the advice and recommendations of involved individuals and organizations affected by changes to the plan (20 CFR 641.345(d)).

This TEGL describes modification requirements and submission instructions for the 2014 SCSEP State Plans as required under the Older Americans Act. The Workforce Innovations and Opportunities Act (WIOA) provisions are effective as of July 1, 2015, and do not impact the SCSEP State Plan modifications for 2014. ETA will issue regulations and guidance on the new Unified State Plans and Combined State Plans under WIOA in 2016.

The SCSEP state plans offer several opportunities to review how SCSEP grants align with and advance an integrated, effective, job-driven workforce system, as described in TEGL No. 3-14. SCSEP grant plans ask states to consider several of the features of a job-driven workforce system, including: strong partnerships to support the comprehensive service needs of SCSEP participants; enhanced business engagement to increase use of appropriate on-the-job experience and to increase placement into unsubsidized employment; and using SPARQ and other program data to inform strategic decisions on services offered and industries targeted, and for continuous improvement. Together, incorporating these elements into program planning and operations prepares SCSEP participants for self-sustaining employment and economic stability after program exit.

**4. Required Updates to SCSEP State Plans.** SCSEP State Plans cover planned activities for the next 4 years, and are updated every 2 years. This year, all states must modify their SCSEP State Plan to describe activities and services for 2014-2018. For State Plan Modification requirements, please see Attachment I. Modifications must address all of the following that are applicable:

- Changes in long-term industry or occupational outlook that affect employment opportunities for older workers (20 CFR 641.302(d)).
- Changes in long-term employment projections that affect the types of unsubsidized jobs available for SCSEP participants, and the types of skill training they receive (20 CFR 641.302(d)).
- Changes in current or projected employment opportunities in the state, and the types of skills possessed by eligible individuals (20 CFR 641.325(c)).
- Changes in the localities served, or changes in the characteristics of the populations served by SCSEP (20 CFR 641.325 (d)).

- Changes in how SCSEP coordinates with other programs including the following:
  - 1) Planned actions to coordinate activities of SCSEP grantees with WIA Title I programs, including plans for using the WIA One-Stop delivery system and its partners to serve individuals aged 55 and older. (20 CFR 641.302(g), 641.325(e))
  - 2) Planned actions to coordinate SCSEP grantee activities with the state activities being carried out under the other titles of the Older Americans Act (20 CFR 641.302(h)).
  - 3) Planned actions to coordinate SCSEP with other private and public entities and programs that serve older Americans, such as community and faith-based organizations, transportation programs, and programs for those with special needs or disabilities (20 CFR 641.302(i)).
  - 4) Planned actions to coordinate SCSEP with other labor market and job training initiatives (20 CFR 641.302(j)).
  - 5) Actions to ensure that SCSEP is an active partner in the One-Stop delivery system and the steps the state will take to encourage and improve coordination with the One-Stop delivery system (20 CFR 641.335).
  
- Changes in the state’s long-term strategy for engaging employers to develop and promote opportunities to place SCSEP participants in unsubsidized employment (20 CFR 641.302(e)).
  
- Changes in any of the requirements listed in 20 CFR 641.345(b), such as changes in Federal law or policy that affect the state plan’s functions; changes in performance indicators, or organizational responsibilities; changes in grantee or grantee functions; or when the state has failed to meet performance goals and must submit a corrective action plan.

**5. Public Comment and Submitting Modifications to the SCSEP Portions of State Plans.**

Whether a state previously submitted the SCSEP plan as a standalone plan, as part of the Integrated Workforce Plan, or as part of a Unified Plan, states have options for updating their 2014 SCSEP State Plan. States can describe their updates in a separate document, or can alter the original document. The state grantee should follow established state procedures to solicit and collect public comments on the modified State Plan.

States should submit their State Plan modifications with “State Plan Modification” in the subject line to [grants.scsepdocs@dol.gov](mailto:grants.scsepdocs@dol.gov) on or before November 28, 2014. The Governor or the Governor’s designee submits the SCSEP State Plan. If the designee is submitting the plan, please attach a letter from the Governor naming his or her designee if you have not already provided ETA with a copy. Please send a copy to the appropriate Federal Project Officer (FPO) at the same time.

- 6. Inquiries.** Please direct questions to the appropriate regional Federal Project Officer, please see Attachment II for FPO list and contact information.

7. **Attachments.**

Attachment I: State Plan Modification Requirements

Attachment II: FPO List and Contact Information

## ATTACHMENT I SCSEP STATE PLAN MODIFICATION REQUIREMENTS

Following are the requirements for Senior Community Service Employment Program (SCSEP) State Plan modifications. Grantees should only submit information on the following subjects if there have been changes or if there are scheduled changes in the next two years. If the state has any modifications or changes to any of the sections described below, please make the changes and include them as part of the modified plan.

**Section 1. Purpose of the State Plan Modification.** The State Plan modifications allow states to provide updated information on the longer term, strategic view of the SCSEP, projected state changes in demographics, economy and the labor market. Modifications of the State Plan should address the role of SCSEP with other workforce programs, whether or not they serve older workers. Plan modifications should articulate how all grantees will enhance the goals of the program. National grantees [except for those exempt under Final Rule Section 641.320(b)] must coordinate activities and participate in state planning activities in order to be eligible to receive SCSEP funds, thus state grantees must seek the advice and recommendations of those national grantees operating in their state as provided in 641.345(d).

**Section 2. Involving Organizations and Individuals.** Section 503(a)(2) of the Older Americans Act (OAA) Amendments of 2006 requires that the State Plans describe the state's process for ensuring the involvement, advice and recommendations of representatives from the following entities:

- State Units on Aging and Area Agencies on Aging
- State and Local Boards under the Workforce Investment Act (WIA)
- Public and private nonprofit agencies and organizations providing employment services, including each grantee operating a SCSEP project within the state, except national grantees serving older American Indians or Pacific Island Asian Americans (although they are encouraged to participate) - see OAA Section 503(a)(8)
- Social service organizations providing services to older individuals
- Grantees under Title III of the OAA
- Affected communities (i.e., grantee service areas)
- Unemployed older individuals
- Community-based organizations serving older individuals
- Business organizations
- Labor organizations

States may also seek the advice and recommendations of other interested organizations and individuals, including SCSEP participants, but this is not required by the statute.

In order to document statutorily required involvement of specific organizations and individuals, grantees must include an appendix containing letters from all required parties attesting to their participation in the state plan modification process.

**Section 3. Soliciting and Collecting Public Comments.** The State Plan must describe how it ensures an open and inclusive planning process with meaningful opportunity for public comment. Grantees must also include the state's procedures and schedule and comply with those procedures. Any individual or organization may comment on the State Plan. (20 CFR 641.350)

**Section 4. Increased Unsubsidized Employment and Employer Outreach.** In this section, the state must describe if there were changes in the overall goals and strategies related to placing participants in unsubsidized employment, including 1) partnerships with employers; 2) identifying employment opportunities with career potential; 3) placing individuals in high-growth industries and occupations as well as industries and occupations that provide substantial employment opportunities for participants; and 4) retention activities to assist former participants to retain unsubsidized employment.

The modification must also discuss whether this strategy has increased grantee performance levels for unsubsidized employment, including the grantee plans to improve training during community service employment assignments. Such training may include lectures or seminars, classroom or individual instruction, online instruction, private sector on-the-job experience, work experience or other arrangements as described in OAA Section 502(c)(6)(A)(ii).

The state plan modification must also specify what the state has done to ensure that the state grantee is meeting its negotiated goal.

**Section 5. Community Service Needs.** The State Plan must identify the localities and populations for which community service projects of the type authorized by SCSEP are most needed. Once grantees identify unmet community service needs, they must specify how they will recruit appropriate host agencies, including a prospective timeline.

The current and projected employment opportunities in the state and the types of skills available among the eligible populations have direct implications for the host agencies that grantees recruit to participate in the program; the types of training positions available at the host agencies; skill training offerings that grantees locate or develop; and training linkages that grantees negotiate and establish with the One-Stop. Grantees must discuss how, if at all, the grantees in the state have collaboratively addressed those issues to ensure that community service employment assignments are truly providing skill training that meets the needs of both participants and employers and if they were successful.

**Section 6. Coordinating with Other Programs, Initiatives, and Entities.** The State Plan must describe overall goals and strategies for coordinating SCSEP activities with other entities, including the following:

- Coordination of activities with the state's Title I WIA activities. The State Plan must describe the steps the state is taking to ensure that SCSEP is an active

partner in each One-Stop delivery system, and the actions it will take to encourage and further improve coordination with the One-Stop delivery system.

- State activities being carried out in the state under other titles of the OAA.
- Collaboration with other public and private entities and programs that provide services to older Americans, such as community-based organizations, transportation programs, and programs for those with special needs or disabilities.
- Collaboration with other partners, including state vocational rehabilitation agencies, adult education and literacy providers, and education and training providers such as community colleges.
- Collaboration with other labor market and job training initiatives.
- Leveraging resources from key state partners to support SCSEP activities, including state and local government agencies, foundations, employers, community-based organizations, and other entities.

**Section 7. Avoiding Service Disruptions.** The state must describe how their planned actions will comply with the statutory requirement to avoid disruptions to participants. If population, economic, labor market and/or skill sets indicate that there may have been changes in eligible population or that there is over-enrollment for any other reason, the Department recommends a gradual shift that encourages current participants in subsidized community service assignments to move into unsubsidized employment to make positions available for eligible individuals in the areas facing a relatively greater need. OAA Section 518(a)(3)(B)(i) places time limits on SCSEP community service assignments, requiring transition to unsubsidized employment.

**Section 8. Improving SCSEP Services.** The plan must describe any changes in the long-term strategy to improve SCSEP services, including design changes to the program and planned changes in the use of SCSEP grantees and program operators including frequent formal collaboration activities among all SCSEP grantees within the state, more stringent criteria to select sub-recipients, and sharing best practices.

Grantees may also make recommendations to the Department, on such topics as allowable types of community services, deadlines for changes in the distribution of positions, and strategies to improve services to minorities, veterans, and those most-in-need.

**Section 9. Distribution of SCSEP Positions within the State.**

- A. Distribution of Positions.** SCSEP 20 CFR 641.360 requires state grantees to prepare an equitable distribution report that describes how the state distributes positions (or “slots”). SCSEP 20 CFR 641.325 requires state grantees to include a written summary describing the ratio of eligible individuals in each service area to the total state eligible population in their State Plan. When preparing their State Plan, we recommend that States leverage their most recent Equitable Distribution (ED) report when describing the current distribution of individuals being served along with a summary of the areas, if any, significantly under-served or over-served.

**B. Rural and Urban Population Distribution.** Information about the relative distribution of eligible individuals residing in rural and urban areas. Grantees can find areas designated as rural in the SCSEP Performance and Results Quarterly Progress Report (also known as “SPARQ”).

Where applicable, the State must describe how it ensures that rural and urban areas are served equitably. If rural areas possess inadequate resources to meet program requirements (e.g., too few host agencies or employers, lack of transportation, etc.), the State Plan must indicate how grantees plan to address these needs, and include timelines.

**C. Specific Population Distribution.** States must consider the relative distribution of eligible individuals afforded priority for service in OAA Section 518(b) and certain other population groups cited below. All grantees operating within the state must describe the recruitment and selection techniques for priority individuals.

OAA Section 518(b) defines priority individuals as those who qualify based on one or more of the following criteria:

1. Is 65 years of age or older; or
2.
  - a. has a disability;
  - b. has limited English proficiency or low literacy skills;
  - c. resides in a rural area;
  - d. is a veteran or a spouse who meet the requirements of the Jobs for Veterans Act, 38 U.S.C. § 4215(a)(1);
  - e. has low employment prospects;
  - f. has failed to find employment after utilizing services provided under Title I of WIA; or
  - g. is homeless or at risk for homelessness.

Other populations identified in the statute as most in need, are defined in OAA Section 503(a)(4)(C)(i)(iv) as eligible individuals based on:

- “greatest economic need” (as defined in 20 CFR 641.140);
- minority status; and
- “greatest social need” (as defined in 20 CFR 641.140).

Note: The statute also identifies eligible individuals who have limited English proficiency in section 518(b), but these are not included in this list because they are already identified in the list of priority individuals.

**Section 10. Copies of Public Comments.** The State Plan must include copies of any public comments received, if applicable.

**ATTACHMENT II**

**PY 2014 FEDERAL PROJECT OFFICER (FPO) LIST FOR SCSEP GRANTEES**

<b>Grantee</b>	<b>Region</b>	<b>FPO Name</b>	<b>Phone</b>	<b>E-Mail</b>
Alabama	III	Linda Lundy	(404) 302-5369	<a href="mailto:lundy.linda@dol.gov">lundy.linda@dol.gov</a>
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9/25/2014

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<b>Grantee</b>	<b>Region</b>	<b>FPO Name</b>	<b>Phone</b>	<b>E-Mail</b>
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Asociación Nacional Pro Personas Mayores	VI	John Jacobs	(415) 625-7940	<a href="mailto:jacobs.john@dol.gov">jacobs.john@dol.gov</a>
Associates for Training and Development, Inc. (4ADT)	I	Suzanne Pouliot	(617) 788-0180	<a href="mailto:pouliot.suzanne@dol.gov">pouliot.suzanne@dol.gov</a>
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