

# Senior Community Service Employment Program (SCSEP)

State of Maine

State Plan

2016 – 2020

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Under Title V of the Older Americans Act

## SCSEP STATE PLAN

2016-2020

### Introduction

#### **Overview of the Senior Community Service Employment Program (SCSEP)**

This State Plan focuses on Title V of the Older Americans Act, which is the Senior Community Service Employment Program (SCSEP). The Plan is written in accordance with the United States Department of Labor (US DOL) Training and Employment State Plan Guidance (insert Guidance #).

The State Plan's purpose is to describe the statewide provision of authorized activities for eligible individuals under SCSEP. In applicable sections, the Plan describes current operations and longer term strategies which will be implemented during the 4-year span. The goal is to ensure constant improvement in overall services but more specifically ensure the target population is securing unsubsidized employment. This Plan is a document that will be reviewed at least quarterly over the next four years in order to guide the ongoing operations and strategies of SCSEP within Maine.

The Senior Community Service Employment Program creates subsidized work opportunities and provides job skills training with supportive services for Maine's older workers. United States Department of Labor, Employment and Training Administration (DOLETA) distributes SCSEP funds to national and state grantees, the national SCSEP grantees operate across multiple state jurisdictions and receive 78% of SCSEP funds.

Maine's Department of Health and Human Services, Office of Aging and Disability Services manages the State Grantee funds, currently with a sub-contract with Goodwill Industries of Northern New England. The current National Grantee is The National Able Network. The National Grantee and the State Grantee sub-contract are awarded using Requests for Proposals on a regular basis (typically, every four years). The State of Maine receives Older Americans Act funding from the US DOL through an annual grant process. The program is managed by the Department of Health and Human Services Office of Aging and Disability Services which is Maine's State Unit on Aging.

Program eligible older workers must be residents of Maine, 55 years of age or older, unemployed, with family income at 125% or less of the poverty level (after allowable exclusions), as established by the United States Department of Health and Human Services (US DHHS). Service priority is given to individuals meeting one or more of the barriers to employment:

- Is a veteran or a spouse of veteran
- Is 65 years of age or older
- Has a disability
- Has limited English proficiency
- Has low literacy skills
- Resides in a rural area
- Has low employment prospects
- Has failed to find employment after utilizing services provided under Title I of the Workforce Investment Act (WIA) of 1998

- Is homeless or at risk for homelessness

Unsubsidized employment is the ultimate goal of the Program. SCSEP provides subsidized work experience predominantly at non-profit businesses and government agencies as Host Sites. Occasionally, a for-profit Host Site can be used for a direct On the Job Experience (OJE). In the last four years Maine SCSEP has helped 177 program participants acquire unsubsidized employment and provided 821,643 hours of work in the community. That equates to \$6,162,323 of employment costs that small, local Maine non-profits have benefited from and would otherwise have to incur.

SCSEP works in tandem with the Maine “Employment First” Statute which was enacted June 22, 2013.<sup>1</sup> The Employment First Maine Act requires that state agencies (Departments of Education, Health and Human Services and Labor) offer employment as a core component of services and supports; provide employment as the first and preferred service or support option and coordinate efforts and information with other State of Maine agencies. In to order comply with this statute Maine DHHS enacted the “Employment Policy for Individuals Served”<sup>2</sup> which states “The Department of Health and Human Services shall support career development and meaningful employment for all working aged individuals receiving services through the Department. Employment is part of the natural course of adult life and provides opportunities for economic gain, personal growth and contributing to one’s community.

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<sup>1</sup> [http://www.mainelegislature.org/legis/bills/bills\\_126th/billtexts/SP047101.asp](http://www.mainelegislature.org/legis/bills/bills_126th/billtexts/SP047101.asp)

<sup>2</sup> <http://www.maine.gov/dhhs/oads/docs/employment-policy-for-individuals-served.pdf>

The development of a skilled and motivated workforce is essential to meeting the needs of Maine businesses.” The State of Maine is committed to education, training and job placement for its citizens with significant barriers to employment. There are a wide range of SCSEP Host Sites which together with our partners, Goodwill Industries and National Able Network accomplish this task. Host Sites and other Program contributors and partners are described in this Plan.

Several agencies have helped collaborate with DHHS on development of this Plan: The National Grantee (National Able Network), State Sub-grantee (Goodwill Industries), Maine DOL (including Vocational Rehabilitation, the State Workforce Investment Board, Center for Workforce Research and Information) and the Area Agencies on Aging. Additionally, the final draft has been disseminated and posted for public comment and questions for 10 days. The State Plan was then revised in response to the advice and recommendations received during this review process. The four year Maine SCSEP State Plan was reviewed and approved by the Maine Department of Health and Human Services before being submitted to the US Department of Labor.

### **Section I. Economic Projections and Impact:**

Industry sectors in Maine that employ the majority of wage and salary workers over age 55 are; healthcare, social assistance, educational services, and retail trade. Industry concentration varies by gender and age. Among men, the largest share of wage earners ages 55 to 64 is employed by manufacturing firms (9,600 or 18% of male workers, 55 to 64); the largest share of male wage earners ages 65 and older is employed by retailers (3,000 or 16% of the cohort).

Among women, the largest shares of wage earners in both the 55 to 64 age group (17,216 workers or 29% of female workers ages 55 to 64) and the 65 and older age group (4,201 workers or 26% of the cohort) are employed in the health care and social assistance sector.<sup>3</sup>

In 2014, the highest average monthly earnings by male and female workers ages 55 and older were from jobs in the finance and insurance sector. On the other end of the earnings spectrum, the lowest average monthly earnings by workers ages 55 to 64 were from jobs in accommodation and food services; among workers ages 65 and older, the lowest average monthly earnings were from jobs in retail trade.<sup>4</sup>

Maine SCSEP develops job leads and identifies potential employers in the public and private sectors by advertising, attending job fairs, responding to ads in local newspapers, contacting employers (in person, by telephone, and by letter), offering the On-the-Job Experience (OJE) training option, and speaking at local business meetings. All SCSEP participants will be required to register with Maine's Job Bank at the Maine Career Centers. Also, the Program will continue to use the Internet to access various job search sites in an effort to identify job opportunities for SCSEP participants. The SCSEP partnership with the Maine Career Centers will be strengthened and improved to better serve participants. For example, Career Centers will act as Host Sites for program participants across the state and access to the Maine Job Bank for each participant will

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<sup>3</sup> Data from the Longitudinal Employer-Household Dynamics program, U.S. Census Bureau, 2014Q2-2015Q1.

<sup>4</sup> Data from the Longitudinal Employer-Household Dynamics program, U.S. Census Bureau, 2014Q1-2014Q4.

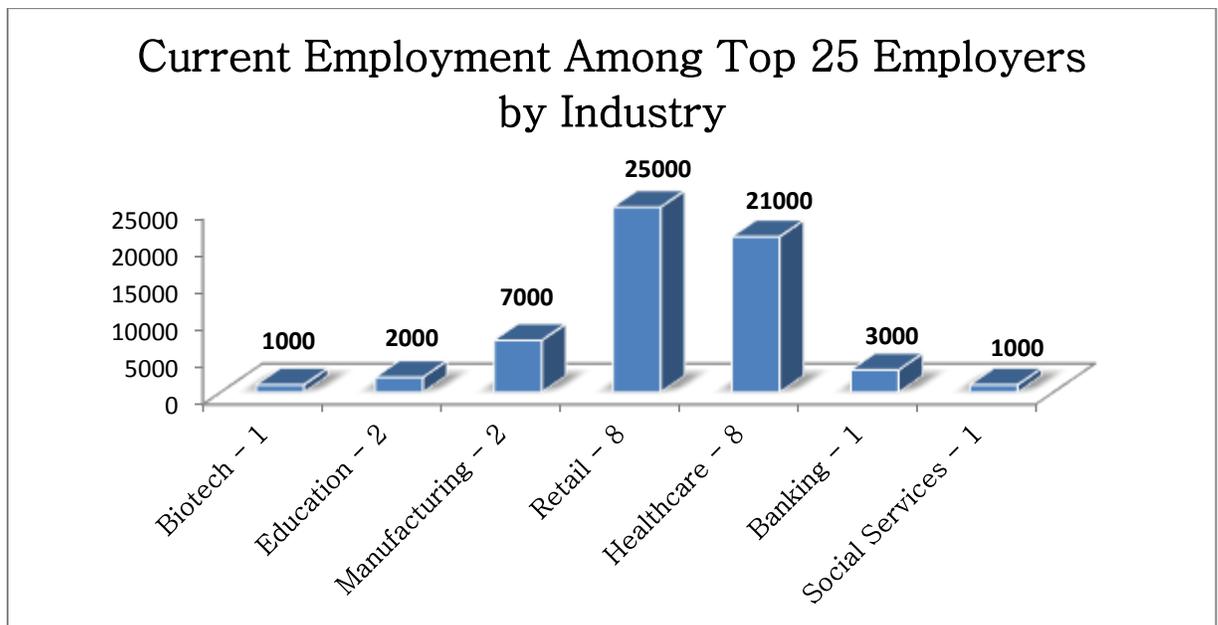
occur. SCSEP program managers and staff will routinely consult and coordinate with the Career Centers statewide.

After each SCSEP participant has been transitioned to his or her unsubsidized job placement, follow ups will be accomplished with the successful person and his or her new workplace. The Program will maintain contact with the employers who have hired participants to unsubsidized employment ensure continued satisfaction and future job placement prospects. Regular follow-up activities (required by Program regulations, as well as more informal contacts) increase the probability of retention and of employers being receptive to SCSEP when additional jobs become available. In order to foster good job retention and employer relations, emphasis will continue to be placed on sending qualified and suitable participants to each particular job interview. The typical SCSEP participant usually accepts only part-time employment with daytime hours during the normal work week. Therefore, the program predominantly targets community social service organizations and small businesses. These types of employers have jobs that match SCSEP participant's skills, interests and abilities making for a successful long-term placement.

Additionally, SCSEP participants do not normally accept relocations or extended commutes. Due to transportation issues and rurality, Maine SCSEP has primarily focused on the local, community job markets. SCSEP program managers and participant staff will continue to routinely visit host training sites to encourage them to hire their

assigned SCSEP participants when there are job openings and available funds. The value and benefits of hiring their SCSEP-trained participants will continue to be emphasized.

A report released in November of 2015 by the Maine DOL shows that the job market is already heavily leaning towards healthcare and retail. Of the top 25 employers in the state, 8 are in the retail industry and 8 are healthcare related. Below is a chart that shows the current breakdown of employment by industry within those top 25 Maine employers (as of 2<sup>nd</sup> Q 2015). The chart also shows the number of employers within each industry.<sup>5</sup>



A recent Maine DOL report projected that by 2022 the labor market will be 87% service industry and only 13% production based. The Health Care and Social Assistance industry is expected to employ more than 13,000 Mainers by the year 2022. Professional & Business Services and the Hospitality Industry will be far behind with 3,500 and 2,400 respectively. Utilities, Government and manufacturing are all expected to decline for a total of nearly 10,000 positions across the state.<sup>6</sup> The expected job opportunities will

<sup>5</sup> <http://www.maine.gov/labor/cwri/publications/pdf/MaineTop50Employers.pdf>

<sup>6</sup> <http://www.maine.gov/labor/cwri/publications/pdf/VeteransConferenceWorkforceTrends.pdf> (Nov 2015)

need a wide range of skills and education; from the high-skill, highly analytical to the low-skill physical labor. The training and education opportunities for SCSEP participants will have to be just as diverse.

## **Section II. Service Delivery and Coordination:**

The strategic vision of SCSEP in Maine to bring together workforce development boards, educational systems and or resource services in a seamless customer focused service delivery network that enhances access to the programs' services to assist individuals in obtaining suitable employment. Achievement of this vision will allow Maine to continue building a workforce development system that prepares Older Mainers for high demand, high growth employment in industry sectors that are vital for the continued economic growth of Maine.

Every spring the US DOL posts the given goals and outcomes for both the National and State Grantees. There are six core measures that are tracked each year.

- **Entered Employment:** % of the number of participants employed in the first quarter after exiting the program
- **Employment Retention:** % of participants who exit to employment that are still employed 6 months after exiting the program
- **Average Earnings:** Of those participants who are employed in the 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> quarters after the quarter of program exit, total earnings in the 2<sup>nd</sup> and 3<sup>rd</sup> quarters after exit quarter, divided by the by the number of exiting participants during the period

- **Service Level:** The number of participants who are active on the last day of the reporting period divided by the number of hours of community service funded by the grant minus the number of paid training hours in the reporting period.
- **Community Service:** The number of hours of active community service divided by the number of hours of community service hours funded minus the number of paid training hours in the reporting period
- **Service to Most in Need:** Average number of barriers to employment divided by the number of participants active on the last day of the reporting period or who exited during the reporting period

The State and National Grantees are given different goals because the National Grantee works across multiple states.

**Current SCSEP program year goals: Jul 1, 2015 – Jun 30, 2016**

<b>National Grantee: National Able Network</b>	<b>Measure:</b>	<b>State Grantee: Maine -Goodwill</b>
41.7%	Entered Employment Proposed Goal	40.5%
74.8%	Retention Proposed Goal	71.7%
\$7,497	Average Earnings Proposed Goal	\$7,045
154.2%	Service Level Proposed Goal	153.3%
75.0%	Community Service Proposed Goal	77.7%
2.84	Most in Need Proposed Goal	2.50

In order to meet these annual goals Maine's SCSEP will continue to coordinate with the Maine Department of Labor Career Centers and One-Stops as well as the State Workforce Investment Board (SWIB) and the four Local Workforce Boards. SCSEP will work together with the SWIB to re-energize the Older Worker's Committee to focus on Maine's aging workforce and ensure ongoing coordination and dialogue to engage Maine's older workers. SCSEP is regularly marketed at Job Fairs throughout the state and information about the program is also shared with entities like the Maine State Chamber of Commerce and local Chambers. The Office of Aging and Disability Services in coordination with the State Chamber also coordinates the Maine Business Leadership Network (Me-BLN) which is a business to business entity to promote the benefits of hiring a diverse work force including older Mainers with barriers to employment. SCSEP participant Job Developers will be onsite at their local Career Centers at least once a week in order to provide access to the program and recruit eligible seniors. All of these entities will assist the State of Maine in the implementation of the Senior Community Services Employment Program.

The State Grantee SCSEP Program Administrator is housed in the Maine DHHS Office of Aging and Disability Services. ME DHHS-OADS is the State Unit on Aging and manage the other Older Americans Act funds and programs. The SCSEP Administrator is part of the Aging Services Unit which meets bi-weekly to coordinate all OAA programs and is connected to the Employment Services Program which is charged with increasing the employment of people served by OADS. Additionally, DHHS-OADS has

a memorandum of understanding with Vocational Rehabilitation Services to coordinate access to services and supports for individuals with disabilities.

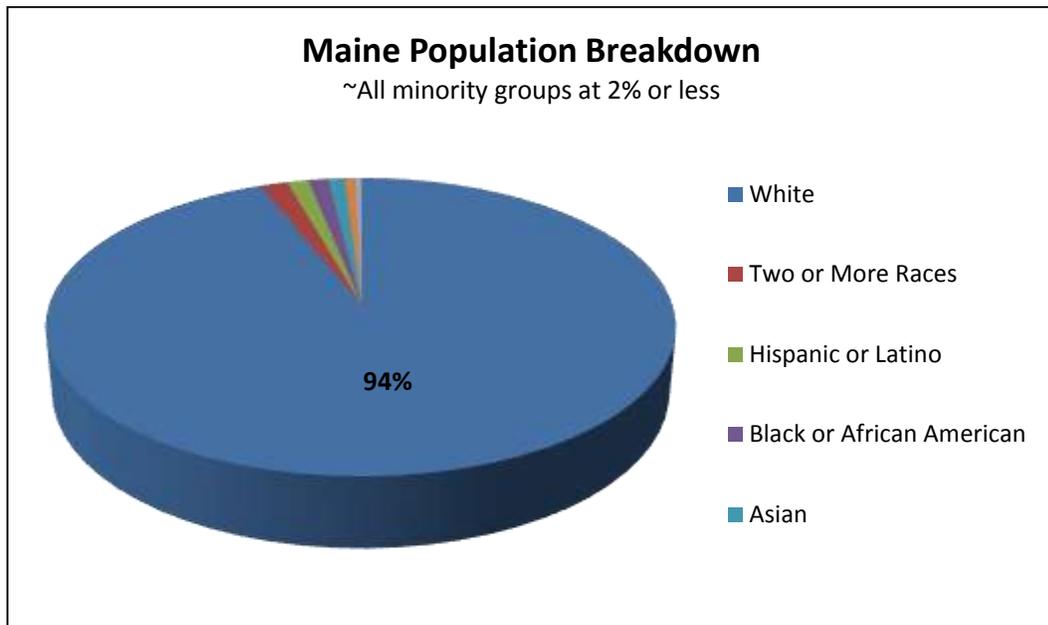
Maine SCSEP coordinates with the State Workforce Investment Board as active partners of the Older Worker's Committee. Maine SCSEP assists program participants to access local Adult Education classes and other training opportunities.

Maine SCSEP (both the National Grantee and State Grantee) is an active partner with the One-Stop delivery system. The State Grant sub-grantee's main office in Portland is the designated One-Stop for Cumberland County. Other Career Centers in Maine house One-Stops and access for program participants to classes occurs regularly.

Maine has very few zip codes that are not designated as rural. The State Grantee and National Grantee use the equitable distribution across all counties and have a regular working relationship with local economic development offices, town governments, county governments and state offices.

Both the National Grantee and the State Grantee sub-grantee have a collaborative relationship with Catholic Charities Maine Refugee and Immigration Services, Maine's only refugee resettlement program, which is dedicated to helping those seeking a new life in America become independent, productive members of the community. There has been significant work with the Somali refugee population but, they also recruit participants through relationships with other organizations serving individuals with disabilities, homeless, veterans, and other minorities. Maine SCSEP continues to have a minority participant ratio higher than the total State minority ratio.

**III. Location & Population Served, including Equitable Distribution:**



Maine is a small rural state that was hit hard by the recent recession and previously by the overall decline of the manufacturing industries. The central and northern counties were hit especially hard and continue to struggle with the loss of large amounts of paper mill jobs. Employment training and re-training has been essential in these areas to stabilize these areas of the state. Local non-profit social service agencies, such as Community Action Agencies, Commodity Supplemental Food Program (CSFP), Area Agencies on Aging and faith-based agencies, are working across the state to provide all the needed services the necessary safety net. All of these agencies help to provide the services

needed for low income Mainers, but are especially critical for older Mainers who have multiple barriers to employment and limited resources.

High-Priority Services Needed in Maine:

- Fuel Assistance (LiHEAP)
- Transportation
- Food (Meals on Wheels, SNAP, CSFP)
- Health Care
- Respite Care
- Long Term Care
- Job Re-training/Adult Education
- English as Second Language

Under the direction of the State Grantee Program Administrator, the National Grantee and the State's sub-grantee meet at least quarterly to discuss SCSEP and how best to implement the State Plan. The continued improvement of SCSEP in Maine is dependent on continued lines of communication between all parties involved. A strong and active Older Workers Committee of the State Workforce Investment Board is essential to the employing older Mainers and more specifically to the long-term health of SCSEP in Maine. The stronger the relationships between partner agencies, the stronger SCSEP will be across the state.

The downward trend in the ratio of participants exiting to unsubsidized employment has started to turn around. This change has coincided with the economic recovery following the recent recession. The low entered employment numbers were due to many participants exiting the program for reaching the durational limit of 48 months without finding work. This was at the height of the recession when the unemployment rate reached as high as 10% in 2009 but has been cut to 5% in December 2015.<sup>7</sup>

In order for Maine SCSEP to continually improve upon the performance outcomes and goals of the program there will be regular (at least quarterly) coordination meetings between the National Grantee, State Grantee and State Sub-Grantee. The Plan and the goals of both the National and State Grantees will be standing agenda items.

Goodwill Industries of Northern New England, the State Grantee sub-grantee, currently serves four counties: Sagadahoc, Lincoln, Cumberland and York.

National Able Network, the National Grantee serves 13 counties: Androscoggin, Aroostook, Franklin, Hancock, Kennebec, Knox, Oxford, Penobscot, Piscataquis, Somerset, Waldo, Washington and York.

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<sup>7</sup> <http://www.maine.gov/labor/cwri/laus.html>

**Equitable Distribution: Current**

County	All Grantees	State Grantee Plan	National Grantee Plan	State Grantee Actual	National Grantee Actual	Variance
York	33	4	29	4	26	-3
Waldo	9		9		8	-1
Sagadahoc	6	6		4		-2
Oxford	15		15		6	-9
Washington	11		11		14	3
Somerset	17		17		12	-5
Piscataquis	7		7		4	-3
Penobscot	31		31		32	1
Lincoln	8	8		3		-5
Knox	11		11		5	-6
Kennebec	24		24		22	-2
Hancock	11		11		12	1
Franklin	6		6		2	-4
Cumberland	37	37		27		-10
Aroostook	23		23		31	8
Androscoggin	21		21		32	11
<b>Total</b>	<b>270</b>	<b>55</b>	<b>215</b>	<b>38</b>	<b>206</b>	<b>-26</b>

As of the most recent data both the State and National Grantees are under their planned participant enrollment. There needs to be a concerted effort across the state to recruit participants into the program.

Due to population the Equitable Distribution is expected to be adjusted slightly at the beginning of the new program year (July 1, 2016). The total number of participant slots will not change, nor will the amount for each Grantee.

**Equitable Distribution: Proposed**

County	PY 16 Total ED Based on Census	PY 15 State Grantee Allocation	PY 16 State Allocations	PY15-PY16 Change	PY 15 National Grantee Allocation	PY 16 National Grantee Slots Available	PY15- PY16 Change
Androscoggin	21		0	0	21	21	0
Aroostook	22		0	0	23	22	-1
Cumberland	45	37	45	8	0	0	0
Franklin	6		0	0	6	6	0
Hancock	13		0	0	11	13	2
Kennebec	24		0	0	24	24	0
Knox	8		0	0	11	8	-3
Lincoln	7	8	7	-1	0	0	0
Oxford	15		0	0	15	15	0
Penobscot	30		0	0	31	30	-1
Piscataquis	6		0	0	7	6	-1
Sagadahoc	5	6	0	-6	0	5	5
Somerset	14		0	0	17	14	-3
Waldo	10		0	0	9	10	1
Washington	10		0	0	11	10	-1
York	34	4	3	-1	29	31	2
<b>Total</b>	<b>270</b>	<b>55</b>	<b>55</b>	<b>0</b>	<b>215</b>	<b>215</b>	<b>0</b>

There will be a few minor changes in order to meet the new Equitable Distribution. For the last two years we have tried to keep a lone provider in any single county. This is to avoid duplication of services, reduce confusion and ultimately to be able to serve more participants by consolidating resources. Each Grantee will manage their own Equitable Distribution, but they will give a report at the quarterly coordination meetings.

Once per program year, at the end of the third quarter, the SCSEP coordination team will discuss any slot imbalances (consistent over enrollments, under-enrollments or waiting lists) and if necessary request slot transfers between counties from the USDOL.

Maine is almost entirely rural, but Maine SCSEP serves the entire state using the Equitable Distribution given by the USDOL.<sup>8</sup> The Equitable Distribution is based directly on census data and therefore serves Mainers by ratio of population.

The Senior Community Service Employment Program affords priority for service to eligible individuals who meet one or more of the following criteria as prescribed by US DOL:

- Are aged 65 years or older;
- Have a disability;
- Have limited English proficiency or low literacy skills;
- Reside in a rural area;
- Are veterans or their spouses who meet the requirements of the Jobs for Veterans Act;
- Have low employment prospects;
- Have failed to find employment after using services provided through the One-Stop delivery system;
- Are homeless or at risk for homelessness.

The Program views the distribution of priority individuals across the State as being in line with the equitable distribution of program-eligible individuals across the all 16 counties.

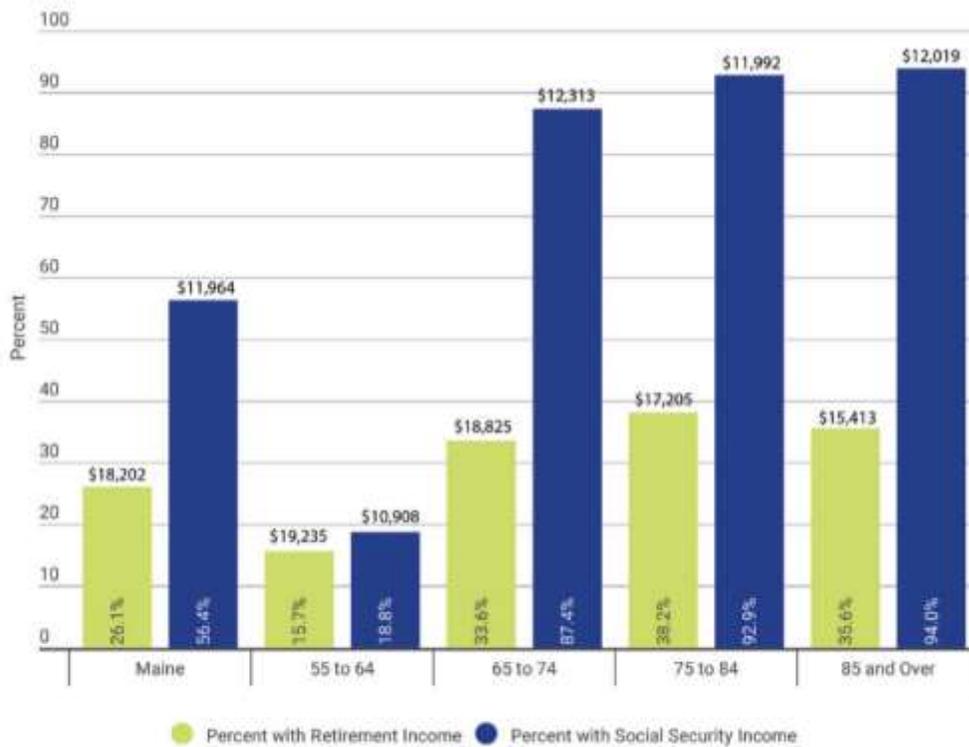
In addition, the service to minorities is more than double the rate of minorities living in Maine. At the close of last program year the minority participant rate was nearly 9.47%

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<sup>8</sup> <http://www.scseped.org/?q=tables&SFIPS=20&yearupload=4&quarter=2>

while the most recent census data showed the overall minority ratio at 4.69%; a 202% difference.

**Percent of Maine Seniors with Retirement or Social Security Income and Mean Annual Retirement and Social Security Income by Age Category:**

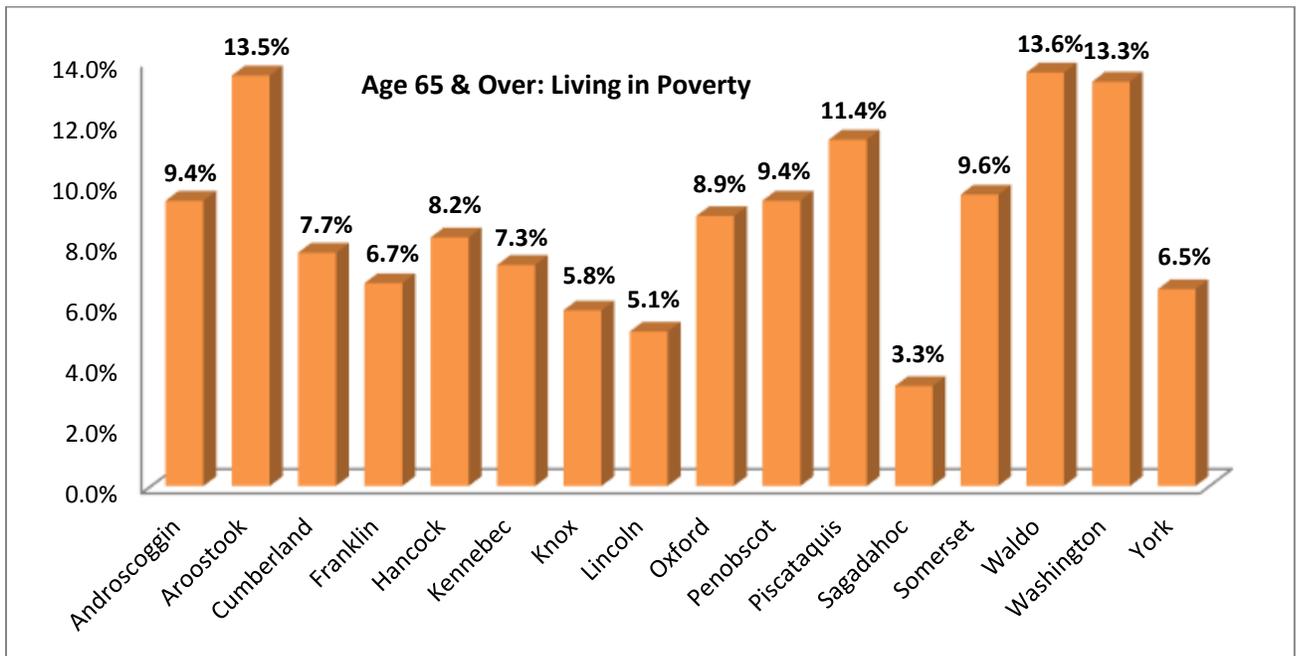


**Note: The length of bars indicates the percent of seniors with each of these sources of income. The value at the top of the bar indicates the mean yearly dollar value among those receiving any income from that source.**

According to the Federal government, nearly all of the State of Maine is designated rural. The largest section not deemed rural is the city of Portland and its immediate surrounding

cities and towns within Cumberland County. There are also very small pieces of the other cities and towns not considered rural.<sup>9</sup>

SCSEP is expected to help seniors with the most economic need.<sup>10</sup>



Most of the minority population is centered in the greater Portland area of Cumberland County. The next largest minority population center is the Lewiston-Auburn area in Androscoggin County. All of the other counties have minority residents who are eligible for SCSEP, but those numbers are negligible.

Nearly all of the participants with limited English skills live in Cumberland and Androscoggin Counties. These two counties have seen the greatest number of refugee

<sup>9</sup> <http://eligibility.sc.egov.usda.gov/eligibility/welcomeAction.do>

<sup>10</sup> <http://www.maine.gov/labor/cwri/county-economic-profiles/countyProfiles.html>

families resettled into their cities and towns; Portland, Westbrook, Lewiston and Auburn being the highest. There are also some participants with limited language proficiency.

Maine SCSEP helps those with the greatest social need. Greatest social need means the need caused by non-economic factors, which include: Physical and mental disabilities; language barriers; and cultural, social, or geographical isolation, including isolation caused by racial or ethnic status, which restricts the ability of an individual to perform normal daily tasks or threatens the capacity of the individual to live independently. (42 U.S.C. 3002(24)).

SCSEP in Maine welcomes and encourages participants with the greatest social need.

Both the National and State Grantees build the Individual Employment Plans (IEPs) to suit the needs of the participant in order to have them succeed in their long-term employment goals.

**Demographics: Year to Date**

	<b>State Grantee: YTD Actual</b>	<b>YTD %</b>	<b>National Able Network: YTD Actual</b>	<b>YTD %</b>	<b>Total SCSEP Participants: YTD Actual</b>	<b>YTD %</b>
Male	26	50.0%	84	33.0%	110	41.5%
Female	26	50.0%	173	67.0%	199	58.5%
Hispanic, Latino or Spanish Origin	1	20.0%	7	30.0%	8	25.0%
American Indian, Alaska Native, Asian, Black or African American, Native Hawaiian or Pacific Islander	16	32.0%	14	30.0%	30	31.0%
White	35	68.0%	230	89.0%	265	78.5%
Family income at or below poverty level	47	90.0%	218	85.0%	265	87.5%
Individuals with disabilities	11	21.0%	3	10.0%	14	15.5%
Individuals with limited English proficiency	13	25.0%	23	60.0%	36	42.5%
Individuals with low literacy skills	3	60.0%	10	40.0%	13	50.0%
Individuals residing in rural areas	16	31.0%	166	65.0%	182	48.0%
Individuals with low employment prospects	46	88.0%	206	80.0%	252	84.0%
Individuals who are homeless or at risk of homelessness	13	25.0%	150	58.0%	163	41.5%
Veterans (or spouses)	6	12.0%	27	11.0%	33	11.5%

Occasionally, SCSEP in Maine has to update its distribution of participant slots for a variety of reason. Any time there is a need for changes or disruptions to service the Participant is given as much notice as possible, but those disruptions and redistributions are rare.

Maine Recommendations to US DOLETA:

1. Allow the State SCSEP Program Administrator direct access to real time SPARQ data in order to better manage SCSEP resources and to be able to respond timely to federal and state requests for information
2. Allow the State Grantee to submit bids for the National Grant within their state lines in order to have a higher return on investment of SCSEP funding and reduce administrative redundancy. It would also give Maine seniors statewide consistency in how SCSEP operates.

**IV. SCSEP Assurances and Public Comments & Questions:****Maine SCSEP Assurances:**

The Maine SCSEP State Plan has been posted on the Maine DHHS – OADS website (March 4, 2016 – March 15, 2016) for public comment. It has also been sent to the following partners for advice and recommendations:

- Representatives of the State and area agencies on aging;
- State and local boards under WIOA;
- Public and private nonprofit agencies and organizations providing employment services, including each grantee operating a SCSEP project within 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.

**Public Comments & Questions:**

**Great summation of need and target population statistics.**

**Where is the plan on implementation?** The specifics of implementation are handled by the National Grantee and Sub-Grantee each year when the annual grants are submitted.

**Specifically how are the target elderly going to be notified of the offered help?** Outreach is done in various ways across the state. This is addressed in Section II starting on page 10.

**And once notified how are they going to be helped to apply?** Each applicant has an initial interview and is walked through the process if they need assistance.