

STATE OF SOUTH CAROLINA
LIEUTENANT GOVERNOR'S OFFICE ON AGING



**SENIOR COMMUNITY SERVICE EMPLOYMENT
PROGRAM (SCSEP)**

STATE COORDINATION PLAN 2008-2011



State of South Carolina
Office of the Governor

MARK SARGENT
GOVERNOR

Post Office Box #2267
COLUMBIA, 29215

March 14, 2008

Ms. Alexandra Kieley, Director
U.S. Department of Labor
Employment and Training Administration
Office of Workforce Investment
Division of Adult Services
Room S-4209
200 Constitution Avenue, N.W.
Washington, D.C. 20210

Dear Ms. Kieley,

The South Carolina Senior Community Service Employment Program (SCSEP) is administered in South Carolina by the State Unit on Aging and two national sponsors - Experience Works, Inc. and the American Association of Retired Persons. South Carolina has 815 slots. All SCSEP sponsors operating in the state participate in the development of the state plan. The advice and recommendations of a broad array of other interested parties such as Area Agencies on Aging, non-profit employment service providers, Workforce Investment Board representatives, business and labor are gathered during the development of the plan. Copies of public comments relating to the plan are submitted with the plan.

I have designated to the Lt. Governor's Office on Aging, our State Unit on Aging, the responsibility of development and submission of the State Coordination Plan. The State Unit on Aging has had responsibility for this program for many years and has the expertise to complete the plan in an efficient and effective manner. We support the efforts of all organizations in South Carolina who assist low-income, older adults in training for and finding meaningful employment in community service organizations or the private sector. Take care.

Sincerely,

A handwritten signature in black ink, appearing to read "Mark Sargent".

Mark Sargent

MS/sc:ll

cc: The Honorable André Bane

TABLE OF CONTENTS

Senior Community Service Employment Program (SCSEP)

State Senior Employment Services Coordination Plan

Section 1	Purpose of the State Plan	2
Section 2	Involvement of Organizations and Individuals.....	3
Section 3	Solicitation and Collection of Public Comments.....	5
Section 4	State Plan Provisions.....	5
	A. Basic Distribution of SCSEP Positions	
	B. Rural and Urban Populations	
	C. Specific Population Groups	
Section 5	Supporting Employment Opportunities.....	11
Section 6	Increasing Unsubsidized Employment.....	12
Section 7	Community Service Needs.....	13
Section 8	Local Coordination.....	14
Section 9	Avoidance Disruptions in Service.....	15
Section 10	Improvement of SCSEP Services	15

Plan Appendixes

South Carolina Distribution Report	18
Public Comments	20
Letters of Attestation.....	21

State of South Carolina
Lieutenant Governor's Office on Aging
SCSEP State Plan 2008-2011

Section 1. Purpose of the State Plan

The purpose of the Senior Community Service Employment Program (SCSEP) State Plan (hereinafter referred to as "the Plan") is to enhance older worker employment services by improving coordination among organizations engaged in older worker activities. The Plan will be used as a guide for SCSEP providers as they plan for activities within our state.

The United States Department of Labor SCSEP Regulation was signed in to law in April, 2004. The regulation changes were designed to strengthen and improve delivery of important services to older workers through a network of providers on a local, state and national level. The amendment's main focus is to compel grantees to measure performance of its SCSEP program and to strengthen partnerships with workforce organizations to improve recruitment, training, and employment for older individuals.

As described in this Plan, the SCSEP program fosters and promotes useful part-time training opportunities in community service organizations for unemployed low-income persons who are 55 years of age or older and who have poor employment prospects. Additionally, SCSEP promotes individual economic self-sufficiency and increases the number of persons who may enjoy the benefits of unsubsidized employment in both the public and private sectors by providing individuals with appropriate training for targeted jobs in the community. The new regulations have strengthened the role of the State Unit on Aging (SUA) in ensuring that seniors receive services in a more coordinated manner.

South Carolina's Vision of the One-Stop Delivery System includes the following goals:

- Increase the partnerships currently in place to meet the needs of more older workers and potential employers
- Link services across agencies and programs, replacing fragmentation and duplication with coordination and consolidation
- Promote collaboration between the One-Stop and SCSEP systems by the establishment of Memoranda of Agreement with local One-Stops

Section 2 - Involvement of Organizations and Individuals

The Amended and Reauthorized OAA of 2000, Section 503 requires that the Governor of each State submit annually a *State SCSEP Coordination Plan* to the U.S. Secretary of Labor. The Plan is intended to improve coordination among organizations engaged in older worker employment activities, to enhance employment services, and to provide community service opportunities to older workers.

The Lieutenant Governor's Office on Aging (LGOA) is the State Unit on Aging (SUA) and has solicited input into the plan in the following ways:

- Informed organizations of the proposal
- Made drafts available to these organizations for review and comment
- Collected information from these agencies to develop a process to achieve the goals outlined in the plan

The LGOA will work more closely with the workforce organizations in 2008-2011 to assess, plan and execute these goals. Regular contact is ongoing to discuss mutual concerns and to develop a statewide Equitable Distribution Plan. The LGOA serves as the lead agency for communication and is responsible for initiation and facilitation of meetings and correspondence for the SCSEP State Coordination Plan. LGOA has conducted the necessary research to develop

the Plan and is responsible for collection of the information for distribution among plan development participants.

The objective is to develop a program delivery mechanism that builds on the One-Stop Workforce Center system, mandated under the federal Workforce Investment Act (WIA). The One-Stop system provides a comprehensive set of employment services to help individuals become economically and socially self-sufficient. The SCSEP program is required to be part of the One-Stop System. Many of the Councils of Governments (COGs) in our state have partnered with local One-Stops to meet the needs of older workers. To foster improved coordination between SCSEP and WIA providers, greater communication and coordination efforts have taken place since the LGOA subcontracted the program to Experience Works, Inc.

Below is a list of organizations and groups of individuals that contributed to the development of the Plan for 2008 - 2011.

- National Sponsors: Experience Works and AARP
- State and Local Workforce Investment Boards under WIA
- Public and Private nonprofit Agencies providing employment services
- Social Service Organizations providing services to older individuals
- Affected communities
- Unemployed older individuals
- Community –based organizations serving seniors
- Business Organizations
- Labor Organizations
- State Unit on Aging and Area Agencies on Aging

- State Workforce Investment Administrative Department (SWIAD) – Department of Commerce in South Carolina

Section 3 - Solicitation and Collection of Public Comments

As required by section 503(a) (3) of the OAA Amendments, OESC procedures and timeline for ensuring an open and inclusive planning process that provided a meaningful opportunity for public comment included:

- An email to representatives of a diverse group of public and private agencies giving notification of the availability of the proposed State Plan and the time period for public comment; e-mail was used because it is quick and efficient, and can be shared with all parties involved.
- Copies of the Plan were distributed through the Aging Network, the One Stops and Department of Commerce and other parties and was posted on the Lt. Governor's Office on Aging website. Copies of the revised State Plan were distributed to all parties June 25, 2008. Comments were due by July 15, 2008.

Section 4 - Basic Distribution of SCSEP Positions within the State

A. Location of Positions

South Carolina continues to work toward equitable distribution of SCSEP slots so all eligible persons have reasonable access to employment under the program. The Plan ensures greater coordination of SCSEP activities from all sponsors operating in the state. In the past, SCSEP sponsors have made some effort to reduce the number of positions in overserved counties and increase the number of positions in underserved counties. We commend these efforts and encourage all sponsors to continue to achieve an equitable distribution of authorized positions. We encourage all SCSEP providers in the regions that are significantly underserved or overserved to redistribute their SCSEP authorized positions in order to serve all areas of the state in an equitable manner. Under this plan, both SCSEP state and national sponsors were invited to

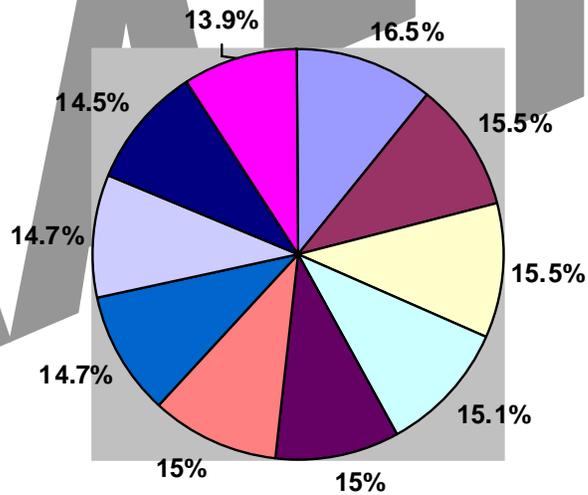
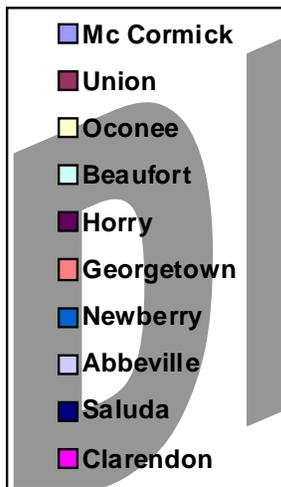
participate in a series of e-mails to review the statewide equitable distribution plan. The State Office on Aging slots, remain fairly constant to date.

All but a few counties are considered equitably served (see ED Plan-Appendix 1). The LGOA, Experience Works (sub-grantee) and AARP will continue to work diligently to have an equitable distribution of SCSEP positions across the state. There are several issues affecting the ability to distribute slots equitably, including high unemployment rates in many counties, rural access considerations, and the inability to locate training sites in these areas. The LGOA will take an active role in working on inequities to allocate slots appropriately.

B. Rural and Urban Populations

South Carolina's population is mostly rural with a few major urban centers. The smallest numbers of Title V positions are allocated in the rural counties with the highest number in the counties where the largest populations are located. Because of South Carolina's dual population areas, there is a wide diversity in community service needs. In some of the very rural areas of the state, some services might not be available without Title V participants. In the more populated areas, Title V enhances and expands existing services to inter-city or more remote parts in those critical service areas. Currently, workforce partners, including elected officials and other stakeholders, serve to help identify local community needs.

The following graph depicts the top ten counties with the highest 65 and older population according to Census 2000. Of the top ten, McCormick, Union, Oconee, Georgetown, Newberry, Abbeville, Saluda and Clarendon are rural counties. McCormick, Abbeville, Union and Clarendon are considered South Carolina's "least developed."



Source: South Carolina Association of Counties and South Carolina Rural Development Council Top ten counties with the greatest 65+ population in 2000. Source: US Bureau of the Census

Thirty-seven of the forty-six counties in South Carolina are classified as rural. In 2002, the rural population in South Carolina was 29.8%. Services are more difficult to deliver in these areas due to the distance between participants and services, higher transportation costs, and the increased amount of time needed to find, train and employ participants.

In the coming years, the collaboration of SCSEP partners will sponsor work groups that will address these dual population areas and work toward the formulation of a new systematic process that better identifies community needs. Through community hearings, surveys, and other means, the on-going strategy will be to not only better identify participant and employer needs, but to expand our capability of filling those needs through linkages of and collaboration with community partners.

C. Specific Population Groups

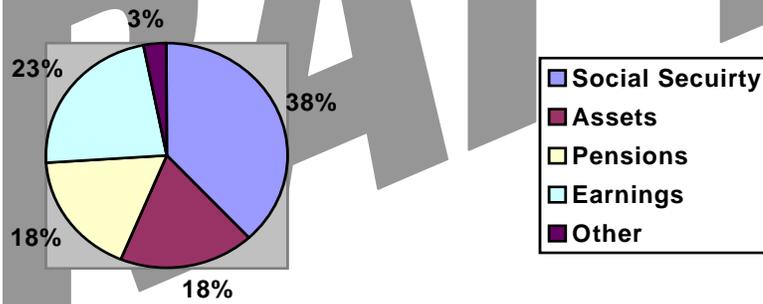
Section 503(a)(4)(C) of the OAA requires information about the relative distribution of those eligible individuals with the greatest economic and social needs as well as minorities. The following descriptions are used for submitting this information:

Greatest Economic Need *means those persons at or below the poverty level established by the USDHHS and approved by the Office of Management and Budget (OMB).*

Many older workers need employment to meet their basic needs for housing, food, transportation and medical care. They must subsidize Social Security benefits and/or pensions. Over one-fourth of South Carolinians age 55+ depend solely on Social Security for income. In South Carolina, 11.7% of those 65-74 had incomes below the poverty level, and 17% of those over age 75 live in poverty. Percentages increase significantly among African Americans in our state with 28.2% of those 65-74 and 34.3% of those 75+ below the poverty level. Older workers with incomes at or near poverty level (\$11,637.50 in 2004) may not have adequate pensions, savings, or equities permitting them to retire with the necessary resources to meet basic needs. Many low-income older workers not only want to work, they need to work.

(South Carolina Budget and Control Board, Mature Adults Counts report, 2003 and OWB 03-02)

What are the sources of income for South Carolinians 55+?



Source: Federal Interagency Forum on Aging-Related Statistics

The number of eligible older workers is expected to continually increase nationally. In 1995, there were 8.2 million older workers. It is estimated that in 2020, older workers 55 years and older will comprise 23% of the total workforce. Furthermore, the Bureau of Labor Statistics predicts that the percentage of workers over the age of 75 in 2020 will have doubled from the 2000 level (Mitra, Toossi. 2006. “A New Look at Long-Term Labor Force Projections to 2050). This trend results from the aging baby boomer generation. (The World of Work in the 21st Century: Older Workers, New Work Roles, and Age-Diverse Workplaces, November 2006)

Minorities include: *American Indian or Alaskan Native, Asians, Black or African Americans, Hispanic or Latino Americans, and Native Hawaiian or Other Pacific Islanders.*

Twenty-four % of the 55+ population in South Carolina is considered a minority. Thirty-four % of African-American women age 65+ live in poverty, as compared to only 11.8 % of their white counterparts. Census 2000 for South Carolina showed that while 9.2 % of whites 60+ lived below poverty level, 30.8 % of African-Americans were below poverty.

Greatest Social Need means needs caused by non-economic factors. It includes persons with physical and mental disabilities; language barriers; and cultural, social, or geographic isolation, including isolation brought about by racial or ethnic status.

Recruitment of eligible participants in rural areas require some different methods than in more urban areas due to the greater distances between participants, high transportation costs, and increased time needed to serve the participants. The SCSEP service providers in South Carolina are linked to mature workers through their local “One-Stops,” local community centers, senior citizens centers/groups, Area Agencies on Aging, and other community-based organizations. Methods used for recruitment include: posters; flyers; word of mouth; articles in newsletters, newspapers, church newsletters and bulletins; referrals from host agencies, one-stops, job fairs, job clubs at the one stops, internet sites, other workforce providers, Food Stamp offices, Social Security Offices, churches, current Title 5 participants and from Title 5 participants placed on jobs, and from business partners.

Many of the same techniques are used to recruit participants in urban areas, but with much reduced travel costs and with less time involved.

Disability

As people age, their ability to maintain independence decreases. Based on the 2000 Census data there are 213,448 individuals over age 65 with a disability in South Carolina.

SCSEP currently serves participants who voluntarily declare a disability. The SCSEP sub-grantee works with training sites and employers to develop reasonable accommodations for those older workers who require assistance to participate in the SCSEP program and then move into unsubsidized positions.

The LGOA will develop a recruitment campaign to market the program to seniors most in need. There will also be a SCSEP section on the LGOA website with contact information for field staff for subgrantee and national sponsors. Costs of recruitment are greater in rural areas due to the factors listed above. Rural counties are often composed of several small towns with individual newspapers, community services, and “information networks.” In addition, those who live in isolated rural areas may be the most in need. It is difficult to identify participants through typical recruiting methods used in urban areas. The LGOA will work with its partners to determine the best methods of recruiting the targeted populations.

Section 5 - Supporting Employment Opportunities for Participants

With ongoing high unemployment rates in South Carolina and businesses closing, employers continue to fill positions quickly. This has been a challenge for older workers in our state. With changes in the workplace dominated by changes in technology, work methods and flexibility, older workers must receive more training to be competitive.

Most of the participants in the SCSEP program in South Carolina provide services to the elderly in the form of nutrition site trainees, employees at Senior Centers or in the transportation area. Many of our sub-grantees are in the process of working with non-profit organizations such as the Red Cross, United Way, Churches, Schools, Head Start and First Steps to locate additional training sites and to move these participants into new training possibilities or unsubsidized employment. According to data supplied by the sub-grantees, the skills and strengths that older South Carolinians provide employers include:

- Clerical Skills (although they may be somewhat outdated)
- Administrative Skills (writing letters, answering phones, etc.)
- Interpersonal Skills (the ability to get along well with co-workers and customers)

- Patience (the ability to deal with disruptive customers)
- Ability to work with bureaucracy and to work within it
- Good work ethics (prompt and dependable)

Some seniors do not wish to seek advanced training. They no longer wish to work in high technology, high skilled or high stress positions, but wish to be productive and useful.

A goal of the SCSEP is to construct programs and training to meet both the needs of the employer and the older worker. The SCSEP will work with others to identify the needs of the current labor market. Information gathered will enable training sites to provide training and resources that will be beneficial in preparing older workers for the current job market while giving them the skills that will make them more employable.

Section 6 - Increasing Participant Placement in Unsubsidized Employment and Employer Outreach

While one of the goals of the SCSEP program is to place participants into training assignments that involve activities which contribute to the community, the primary goal will remain the placement of participants into unsubsidized employment. Strategies to accomplish this goal include the following:

1. Completion of an assessment on all participants to identify their skills and obstacles to employment that will assist in their training needs.
2. Completion of an Individual Employment Plan for each participant with updates as needed.
3. Orientation to both the participant and host agency to ensure goals of SCSEP program.
4. Placement with host agency that will develop participants' skills for high growth employment opportunities.
5. Working through the Workforce Investment Boards to ensure employers are engaged in planning and identification of employment opportunities for SCSEP participants.

- DRAFT
6. Continuous meeting with employer groups throughout the State in order to determine skills needed and employment opportunities available in the local areas.
 7. Coordination between the participant, case manager, host agency, and private employers to ensure the training received and the unsubsidized employment will lead to employment opportunities with established career ladders.
 8. Follow up with participants after placement into unsubsidized employment to ensure that barriers are removed and needs are met to ensure retention in unsubsidized employment.

Section 7 - Community Service Needs

“Community Service” means social, health, welfare, and educational services (including literacy tutoring), legal and other counseling services, library, recreational, conservation, maintenance or restoration of natural resources; community betterment or beautification; antipollution/environmental quality efforts; weatherization activities; economic development; and other services essential and necessary to the community as the State may determine.

The challenge of the SCSEP continues to be providing workers to community service organizations versus meeting the ever-growing need of seniors to find unsubsidized placement. Although some seniors would prefer to stay in their subsidized roles for a variety of reasons, the program’s intent is to train the worker so that the person may be hired by the community service organization or find employment elsewhere. It must be stressed that the slot follows the individual’s need for training, not the community service organization’s need for the worker. Each enrollee’s community service assignment will be based on the assessment and the enrollee’s IEP, and will give the enrollee the opportunity to develop marketable job skills and transition into paid employment.

SCSEP providers work with community agencies through “interagency councils”, made up of a collection of non-profit, local, state and federal agency representatives. The challenge continues

to be the limited community resources of service organizations. Older workers can receive training, but are often unable to find permanent employment at the completion of the training.

The SCSEP program has been considered a service to community service organizations in the past. With recent regulation changes, community service organizations may need an incentive to “train” older workers, knowing that unless they can hire the person, they may lose the person to another employer.

South Carolina will have to work diligently to retain past community service partners while recruiting new ones.

Section 8 - Coordination with Other Programs, Initiatives and Entities

We urge service providers to coordinate and cooperate with each other as they make plans to locate at a One-Stop Center. We encourage all sub-grantees and sponsors to co-locate at One-Stop Centers to reduce administrative/travel costs, especially in low-population counties where there are only a few authorized SCSEP positions.

One-Stop Workforce Centers have established and maintained working relationships with providers of SCSEP to ensure the availability of adequate outreach services to older individuals. Referrals are made among and between agencies, and resources are coordinated to provide the best possible services tailored to the needs of older individuals.

One-Stop Workforce Centers, along with SCSEP providers and National Sponsors are working together to meet the needs of older workers. Most One-Stop Workforce Centers in South Carolina have an Older Worker Specialist who works with older individuals seeking employment. This is accomplished with the assistance of SCSEP staff and the commitment of

local Workforce Center staff. This ensures that older workers are offered core, intensive and/or training services as needed.

Cooperative relationships have also been established with other social service agencies through mutual referrals and other arrangements. These entities include local housing authorities, home delivered meal programs, elderly nutrition projects, community health programs, United Way, community soup kitchens, clothes closets and food pantries, Salvation Army, Good Will, other faith-based programs, county Social Service departments and area Mental Health agencies. In upcoming years, The State Unit on Aging will work to continue to improve the collaboration between One-Stops, National Sponsors and SCSEP sub-grantee at all levels.

Section 9 - Avoidance of Disruptions in Service

Disruptions in providing community service employment opportunities will be avoided. When new census data indicate that there is a shift in the location of eligible populations or when there is over-enrollment for other reasons, the Governor or his designee will recommend that all SCSEP grantees in the state whose areas are affected by this change gradually shift positions and encourage unsubsidized employment in overserved areas so that authorized SCSEP positions may be moved to areas that are underserved. The shift will be gradual as participants transition into unsubsidized employment or leave the program for other reasons. This does not mean that participants are entitled to stay in the given subsidized community service assignment or in a subsidized employment position indefinitely.

Section 10 - Improvement of SCSEP Services

We intend to help older adults gain skills by improving the development of their Individual Employment Plan (IEP). This plan will be more in depth than in the past by identifying specific

skills needed by the participant for a particular goal. The IEP should be written clear enough that it specifically targets remedial training and job-specific training. A variety of training settings will be sought and tailor-made for motivated individuals, such as on-the-job skills development and classroom training in public and non-profit agencies and institutions, as well as with the private sector.

Although, many current SCSEP workers and graduates are in the middle-old (60-69) to old-old (70+) age range, we recommend that the Secretary of Labor continue to develop initiatives that recognize the need for services which target young-old (55-59) workers. Baby-boomers are still aging, and many of them will need assistance in changing careers before they retire. It is very timely to increase the development of training methods and curricula that are responsive to the specific learning styles and unique training needs of older persons. Use of Set-Aside programs, such as the WIA 3% and 5% Set Asides for Older Persons, could provide the employment and training services that many older persons need.

We will continue to emphasize the SCSEP priorities of serving those over 60, veterans and spouses of veterans, those with the greatest economic need, those who are minorities and those with the greatest social need. We will continue to collaborate with agencies that serve persons with physical and mental disabilities, language barriers, and cultural, social or physical isolation brought about by racial or ethnic status or poverty level income. We expect to work with those organizations to facilitate providing needed services to special populations at One-Stop Centers.

Intergenerational training sites have been successful when tried in South Carolina. We recommend that sub-grantees and sponsors document their efforts to recruit schools as training and placement sites.

We recommend that the Secretary of Labor demonstrate support of older persons who need to return to the workforce by strongly encouraging State Department of Labor and other partner organizations in the workforce development system to make necessary changes in assessment procedures and instruments so that more of these older persons are able to access training opportunities through their programs when appropriate.

APPENDIX I

SCSEP Equitable Distribution Report

2007-2008

County	Distribution Factor	Equitable Share	State	AARP	Experience Works	Totals	Difference
Abbeville County, SC	0.0090	7	1		6	7	0
Aiken County, SC	0.0344	27			28	28	1
Allendale County, SC	0.0055	4			4	4	0
Anderson County, SC	0.0468	37	8	28		36	-1
Bamberg County, SC	0.0079	6			3	3	-3
Barnwell County, SC	0.0092	7			7	7	0
Beaufort County, SC	0.0193	15			16	16	1
Berkeley County, SC	0.0225	18			19	19	1
Calhoun County, SC	0.0055	4			3	3	-1
Charleston County, SC	0.0660	52			54	54	2
Cherokee County, SC	0.0151	12	8	2		10	-2
Chester County, SC	0.0099	8		10		10	2
Chesterfield County, SC	0.0166	13	9	4		13	0
Clarendon County, SC	0.0144	11			10	10	-1
Colleton County, SC	0.0141	11			14	14	3
Darlington County, SC	0.0250	20	4	16		20	0
Dillon County, SC	0.0116	9	6	2		8	-1
Dorchester County, SC	0.0164	13			13	13	0
Edgefield County, SC	0.0073	6			6	6	0
Fairfield County, SC	0.0098	8			7	7	-1
Florence County, SC	0.0346	28	6	24		30	2
Georgetown County, SC	0.0160	13	10		3	13	0
Greenville County, SC	0.0809	64	20	46		66	2
Greenwood County, SC	0.0205	16			16	16	0

Hampton County, SC	0.0083	7			8	8	1
Horry County, SC	0.0388	31	13		18	31	0
Jasper County, SC	0.0071	6			9	9	3
Kershaw County, SC	0.0142	11	5		5	10	-1
Lancaster County, SC	0.0177	14		16		16	2
Laurens County, SC	0.0236	19			14	14	-5
Lee County, SC	0.0088	7			8	8	1
Lexington County, SC	0.0341	27	9		14	23	-4
Mc Cormick County, SC	0.0041	3			5	5	2
Marion County, SC	0.0129	10	6	5		11	1
Marlboro County, SC	0.0123	10	4	8		12	2
Newberry County, SC	0.0114	9			11	11	2
Oconee County, SC	0.0189	15	3	12		15	0
Orangeburg County, SC	0.0364	29			25	25	-4
Pickens County, SC	0.0230	18	9	10		19	1
Richland County, SC	0.0554	44	17		26	43	-1
Saluda County, SC	0.0067	5			2	2	-3
Spartanburg County, SC	0.0627	50	9	39		48	-2
Sumter County, SC	0.0299	24	10		13	23	-1
Union County, SC	0.0101	8		8		8	0
Williamsburg County, SC	0.0168	13	4	10		14	1
York County, SC	0.0287	23		24		24	1
TOTALS:	1.0000	792	161	264	367	792	0

PY 2007-2008

Positions:

161 264 367 792
 State AARP EW Total

APPENDIX II (Comments)

DRAFT

APPENDIX III

Letters of Attestation

DRAFT