MAXIMIZING WIOA'S POTENTIAL:

A Regional Analysis of the State Plans of
Maryland, Virginia, and Washington, DC

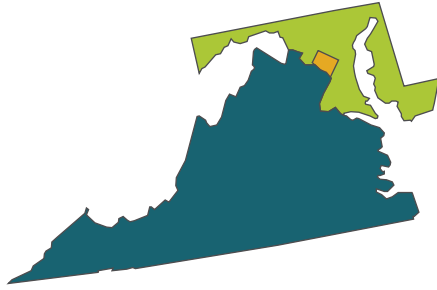## High-Demand Sectors

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*This module is one of five modules that correspond to the paper
"Maximizing WIOA's Potential: A Regional Analysis of the State Plans of Maryland, Virginia, and Washington, DC."*

High-Demand Sectors

Promising practices in high-demand sectors include:

✔ **Virginia:** The plan specifies that local boards allocate at least 40 percent of Title 1 funds annually on training services for jobseekers that lead to a high-demand industry credential.

✔ **DC:** Labor market analysis is focused on jobs that provide a living wage and require an associate's degree or less.

One of the critical ways that WIOA is designed to improve upon WIA is by better aligning the education and training opportunities available in the workforce development system with the labor market needs at the state, regional, and local levels. To realize this goal, WIOA requires states and localities to identify in-demand industries and occupations as part of its state plan and encourages them to target training and services to these sectors, specifically in the form of career pathways with multiple entry points that will lead to industry recognized credentials and higher skill, higher wage jobs.

Virginia, Maryland, and DC all identify target industries, and offer a variety of strategies for directing support to these sectors in their state plans. Many of the strategies that one region employs are not used by the others, however, which presents an excellent opportunity to learn from the creative solutions of the others.

A. CRITERIA FOR IDENTIFYING HIGH-DEMAND SECTORS

The strategic plans required by WIOA must include an analysis of the economic conditions in the region and identify existing and emerging in-demand industry sectors. This analysis can serve as guidance to local areas as they develop their plans, and to training providers in developing their curricula. WIOA defines in-demand industries and occupations as those with large current or projected employment opportunities that can lead to economic self-sufficiency.

Each of the three areas uses a similar framework for identifying in-demand industries and occupations. They all combine labor market analysis with input from experts and state leaders to identify target sectors. They also identify many of the same industries to focus their education and training opportunities. This overlap of target industries should make each of these industries an area of strength in recruiting employers as they will have a regional pool of workers to recruit. The industries identified by all three plans, include: health care, information technology, and hospitality and tourism.

TARGET INDUSTRIES IDENTIFIED IN WIOA STATE PLAN[83]

Maryland	Virginia	Washington, DC
Health Care	Health Care	Health Care
Hospitality and Tourism	Tourism	Hospitality
IT and Cybersecurity	Information Technology	Business Administration & IT1
Agriculture and Forestry	Agriculture and Forestry	N/A
Construction	N/A	Construction & Building Maintenance
Distribution, Warehousing, and Transportation	Logistics	Infrastructure*
Manufacturing	Advanced Manufacturing	N/A
N/A	Professional Business Services	Business Administration & IT
Biotechnology	N/A	N/A
N/A	Energy	N/A
N/A	Federal Government	N/A
N/A	N/A	Security and Law

* DC's State Plan identified five high-demand sectors. In January 2017, the WIC announced that it would be adding an additional high-demand sector: infrastructure. This will include energy and utilities, energy efficient technology, and transportation and logistics.

The plans differ in that Washington DC focused its analysis on job opportunities that can lead to economic self-sufficiency and are accessible to unemployed residents. The DC plan prioritizes job openings that pay at or above the District's living wage of $13.85 per hour[84] and that require an associate's degree or less.[85] Maryland and Virginia prioritize industries and occupations based on current and projected employment. Both provide information on the average wages and educational requirements, yet they do not prioritize this information in identifying the state's target industries and occupations. In consequence, Virginia's plan does not highlight in-demand occupations with a livable wage. The assessment of skills gaps in the plan identifies "retail salespersons, cashiers, waiters and waitresses, and combined food preparation and serving workers, including fast food workers" as having the largest labor shortages. None of these occupations have a median wage over $13.85 an hour.

By adopting the approach from DC, both Maryland and Virginia could help focus their labor market analysis to identify industries and occupations with sustainable wages and upward mobility.

B. DISSEMINATION OF LABOR MARKET INFORMATION

Sharing labor market information (LMI) on an ongoing basis with local areas and training providers is important to ensure that education and training opportunities stay aligned with the needs of the labor market as it evolves over time.

To facilitate this, states have created online tools for employers and jobseekers to share real-time LMI in a navigable format.

Maryland, Virginia, and DC each have an online

platform for providing LMI and job search assistance. For instance, Virginia offers job search assistance on the Virginia Workforce Connection,[86] Maryland does this on the Workforce Exchange,[87] and DC on the American Job Center.[88] All three regions also provide LMI on the website of the agency that provides this service.

In addition, each area has developed additional resources to make LMI more accessible to the public. Maryland creates a list called "Hot Jobs Now"[89] that identifies high-demand, high-growth, and high-wage occupations developed from LMI as an informative tool for local areas and education and training providers.[90] Virginia has plans to annually produce a similar list of high-demand occupations, although it has not yet been developed. Virginia has developed a website called Elevate Virginia[91] that serves as a hub for workforce development news and policies and connects to LMI and job search services.[92] Washington DC's Office for Planning & Economic Development provides an Economic Intelligence Dashboard[93] that offers economic and employment data in an easy to navigate format.[94]

The state plans show that each region is making progress in distributing LMI to education and training providers and the public. Yet, they could learn from strategies and tools utilized by one another. For instance, Virginia will be developing a list of promising occupations similar to Maryland's "Hot Jobs Now." The areas could also adopt tools from the Elevate Virginia website and DC's Economic Intelligence Dashboard.

In addition to collecting LMI, states can play a pivotal role in making sure that local areas and education and training providers appropriately use this information. WIOA directs states to take into account the degree to which training programs relate to in-demand industry sectors when awarding training funding. To fulfill

these responsibilities, areas should offer some requirements or direction for using LMI in awarding funds.

Maryland, Virginia, and DC all direct federal, state, or local support to high-demand occupations or industries using LMI. Yet they differ in their approach for targeting these funds. DC uses a broad directive that all federal workforce funding should be aligned with the five high-demand sectors identified in the report. The plan does not specify how this alignment should be demonstrated, yet this requirement suggests that all WIOA funds should prioritize high-demand sectors.

Virginia's plan is a bit more specific in its requirements. The plan requires each local workforce development board to allocate a minimum of 40 percent of WIOA adult and dislocated worker (Title I) funds to training services that lead to a postsecondary education or workforce credential aligned with in-demand industry sectors or occupations in the local area or region. This requirement designates a percentage of federal funds for training and targets it to post-secondary degrees and credentials in in-demand fields. After the release of the state plan, Virginia also approved a $12.5 million grant program for noncredit training that leads to workforce credentials that must be for in-demand occupations.

In Maryland, the plan requires local workforce boards to identify priority industries in their local areas, and directs them to use training funds in these target sectors. In addition, the plan requires strategic industry partnerships to use LMI to guide the development of their program, which includes the Maryland EARN program, a competitive grant program awarded to industry-led partnerships. Maryland also requires that activities under the WIOA youth program be directed by LMI.

C. WORK-BASED TRAINING

Work-based training is an important service for jobseekers as it teaches job-specific skills and can directly connect jobseekers to job opportunities. WIOA emphasizes the importance of work-

based training by increasing reimbursement to employers for both on-the-job training and customized training and by requiring 20 percent of the local youth formula be used

for work experiences. States can also play an important role by using their strategic plans to encourage the use of work-based training such as incumbent worker training, on-the-job training, apprenticeships, and other work-based learning.

Maryland, Virginia, and DC all emphasize work-based learning as a priority in their state plans and identify creative strategies for expanding on-the-job training and apprenticeships. Each area has taken a unique approach to accomplishing this shared mission, and this presents an excellent opportunity for each region to learn from one another in growing their work-based learning opportunities. For example, Virginia and DC have adjusted their eligible trainer policies to make them more inclusive of work-based learning opportunities. Both regions added apprentice-related instruction to eligible trainers for individual training accounts, and DC also included on-the-job training and customized training.

Regions have also identified funding to expand opportunities. Virginia's governor made it a goal to double the number of registered apprenticeships by 2019 and dedicated financial resources to support employers in establishing new or expanding existing apprenticeship programs in information technology, cybersecurity, and professional business services. Virginia also established a state-funded need-based financial aid program for noncredit workforce training that leads to in-demand industry credentials, called Financial Aid for Noncredit Training leading to Industry Credentials (FANTIC).[95]

In Maryland, industry partnerships within the EARN program have utilized federal funds available through the Job Driven National Emergency Grant (JDNEG) program to provide work-based training for dislocated workers. Maryland's plan indicates the state will pursue additional JDNEG funds with WIOA partners. Maryland's governor has dedicated some of the WIOA set-aside funds to support apprenticeship opportunities in non-traditional apprenticeship fields.

Additionally, since submitting the WIOA State Plan, Maryland has been awarded $2 million under the federal ApprenticeshipUSA initiative.

These funds will be utilized to grow Registered Apprenticeship opportunities for low income individuals, youth, women, communities of color, and persons with disabilities. Grant funds will provide the necessary staffing, technical, and administrative resources to grow the state's apprenticeship system. The project will support a series of forums dedicated to increasing awareness of the benefits of apprenticeships to meet industry training needs, and will support an "Apprenticeship Innovation Fund" to invest in programs that support, evaluate and enhance apprenticeship expansion strategies, and a pilot program to create a pipeline for skilled immigrants to reenter jobs in health care. Targeted industries include health care, cybersecurity, construction, manufacturing, hospitality and tourism, and biotechnology. This initiative aims to expand Registered Apprenticeships in the state by 7 percent during the initial 18 months of the grant, including over 9,000 new apprentices.[96]

Partnering with high schools and employers in improving the quality of work-based learning is another strategy that regions have undertaken. Maryland's general assembly approved a Youth Apprenticeship Advisory Committee[97] with representation from state agencies, high schools, and employers to "engage a new generation of workers and employers." The DC plan identifies adding business advisory committees for health care, security and law, and business administration, so that all five of their target sectors have a committee. These committees will confirm labor market trends and identify opportunities for customized training, on-the-job-training, and apprenticeships.

D. SUMMARY AND KEY TAKEAWAYS

Maryland, Virginia, and DC all use a similar framework for identifying in-demand industries and occupations. Each area combines labor market analysis with input from experts and state leaders to identify target sectors. DC takes it a step further by focusing on job opportunities that provide a living wage (currently $13.85 per hour) and those that are more accessible to unemployed residents (by requiring an associate's degree or less). By adopting the approach from DC, both Maryland and Virginia could help focus their labor market analysis to identify industries and occupations with sustainable wages.

Maryland, Virginia, and DC all direct funding to high-demand occupations or industries using labor market information. Yet they differ in their approach for targeting these funds. Virginia's plan is the most specific in its requirements. The plan requires each local workforce development board to allocate a minimum of 40 percent of WIOA Title I funds to training services that lead to a postsecondary education or workforce credential aligned with in-demand industry sectors or occupations in the local area or region. Virginia has also approved a grant program for noncredit training that leads to workforce credentials that must be for in-demand occupations. Both Virginia and Maryland have sought out additional funding for the expansion of apprenticeship programs aligned with high demand industries. ∎

End Notes

1 Cielinski, A., and D. Socolow. 2015. " 'Priority of Service' Provision in the Workforce Innovation and Opportunity Act: Targeting Funding to Serve More High-Need Adults." CLASP.

2 ApprenticeshipUSA State Expansion Grant Summaries.

3 Adams, G. S. Spaulding, and C. Heller. 2015. "Bridging the Gap: Exploring the Intersection of Workforce Development and Child Care." Urban Institute.

4 Urban Institute, 2014, "Child Care Assistance for Parents in Education and Training." And S. Spaulding. 2015. "The Workforce Innovation and Opportunity Act and Child Care for Low-Income Parents." Urban Institute.

5 S. Spaulding. 2015. "The Workforce Innovation and Opportunity Act and Child Care for Low-Income Parents." Urban Institute.

6 Adams, G., C. Heller, S. Spaulding, and T. Derrick-Mills. 2014. "Child Care Assistance for Parents in Education and Training." Urban Institute.

7 Phone conversation with staff at the Department of Employment Services, November 18, 2016.

8 See Adams, G. S. Spaulding, and C. Heller. 2015. "Bridging the Gap: Exploring the Intersection of Workforce Development and Child Care." Urban Institute for more information on each of these issues.

9 http://www.fairfaxcounty.gov/dfs/ss/view.htm

10 Under WIOA, WIBs (Workforce Investment Boards) have been renamed WDBs (Workforce Development Boards).

11 Adams, Gina, Teresa Derrick-Mills, and Caroline Heller. 2016. Strategies to Meet the Child Care Needs of Low-Income Parents Seeking Education and Training. Washington, DC: Urban Institute.

12 Bird, K., M. Foster, and E. Ganzglass. 2014. "New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults." CLASP.

13 DC's Department of Employment Services provides an hourly stipend for its "earn and learn" programs, which is meant to include transportation assistance. Each jurisdiction also provides some type of transportation services to individuals with disabilities, through their VR agencies. This is discussed in more detail in the Individuals with Disabilities section.

14 Maryland WIOA Policy Issuance 2016-05: Basic Education Skills and Language Assessments: http://www.dllr.state.md.us/employment/mpi/mpi5-16.pdf

15 Assessment policy for Virginia adult education and literacy programs: http://www.doe.virginia.gov/instruction/adulted/data_monitoring_evaluation/assessment/assessment_policy.pdf

16 For more information, see http://economicmobilitycorp.org/index.php?page=implementation-of-the-mi-best-initiative-in-maryland

17 For more information, see https://appam.confex.com/appam/2015/webprogram/Session6168.html and http://digital.graphcompubs.com/article/Partnering+For+Career+Readiness%3A+The+ACE+Model/2421111/0/article.html

18 Data provided by Maryland's Department of Labor, Licensing, and Regulation.

19 Data provided by Virginia Department of Education. PluggedInVA is currently a strong model for GED students and higher. The state plans to expand its reach to serve adult learners not yet at the secondary skill level. For more information on PluggedInVA, see the module on Sector Partnerships and Career Pathways.

20 DLLR and DHR internal document, "The Maryland Skilled Immigrants Task Force" Official Description, November 15, 2016.

21 Davis, Lois M., R. Bozick, J.L. Steele, J. Saunders, and J.N.V. Miles. 2013. "Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults." RAND Corporation.

22 Davis, Lois M., R. Bozick, J.L. Steele, J. Saunders, and J.N.V. Miles. 2013. "Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults." RAND Corporation.

23 Source: https://www.dpscs.state.md.us/publicinfo/publications/pdfs/DOC2013AnnualRpt.pdf

24 https://www.vehiclesforchange.org/

25 http://ohr.dc.gov/page/returning-citizens-and-employment

26 http://does.dc.gov/service/project-empowerment-program

27 Phone communication with Brandon Butler, Deputy Assistant Secretary, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 14, 2016.

28 http://doc.dc.gov/page/re-entry-services-doc

29 http://www.dcfpi.org/making-a-good-jobs-program-even-better-how-to-strengthen-dcs-project-empowerment

30 DLLR internal document, "DEI 2016 Abstract", November 15th, 2016.

31 https://mwejobs.maryland.gov/vosnet/Default.aspx

32 For more information on the Data Vault, see the module on Performance Measurement.

33 http://wwrc.virginia.gov/

34 http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program

35 https://www.dol.gov/odep/

36 https://www.dllr.state.md.us/employment/appr

37 http://www.schooltalkdc.org/dc-summer-youth-employment-institute/ and http://www.schooltalkdc.org/programs-training-4/secondary-transition_v2-2/

38 http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program

39 According to Measure of America of the Social Science Research Institute, as of June 2015, there are 5,527,000 disconnected youth in America today, or one in seven teens and young adults (13.8 percent). http://www.measureofamerica.org/disconnected-youth/

40 Corcoran, M., F. Hanleybrown, A. Steinberg, and K. Tallant. 2012. "Collective Impact for Opportunity Youth." FSG.

41 http://osse.dc.gov/service/dc-reengagement-center

42 DC WIC Board Meeting Powerpoint Slides, April 12, 2016.

43 http://does.dc.gov/service/2016-mayor-marion-s-barry-summer-youth-employment-program

44 http://does.dc.gov/service/pathways-young-adults-0

45 The recommendations put forth by Maryland's Youth Apprenticeship Advisory Committee are available at: https://www.dllr.state.md.us/aboutdllr/youthapprrep.pdf

46 http://www.ncwd-youth.info/node/342

47 U.S. Department of Education. Jaunary 11, 2016. Program Memorandum OCTAE/DAEL 15-7. And Bird, K., M. Foster, and E. Ganzglass. 2014. "New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults." CLASP. pg.11.

48 Bird, K., M. Foster, and E. Ganzglass. 2014. "New Opportunities to Improve Economic and Career Success for Low-Income Youth and Adults." CLASP. pg.11.

49 For more information, see http://economicmobilitycorp.org/index.php?page=implementation-of-the-mi-best-initiative-in-maryland

50 http://www.sbctc.edu/colleges-staff/programs-services/i-best/

51 https://www.lep.gov/resources/2008_Conference_Materials/DCLanguageAccessActof2004.pdf

52 https://www.wcl.american.edu/news/documents/AccessDenied.pdf

53 https://www.whitehouse.gov/sites/whitehouse.gov/files/images/NSCICommunitiesFactSheet.pdf

54 DLLR and DHR internal document, "The Maryland Skilled Immigrants Task Force" official description, November 15, 2016.

55 See https://www.dllr.state.md.us/whatsnews/apprgrant.shtml and http://go.wh.gov/KmmRV7

56 http://law.justia.com/codes/maryland/2015/article-ghu/title-5/subtitle-3/section-5-318

57 http://webapp.psc.state.md.us/Intranet/aboutus/elecunivsvc_new.cfm

58 http://www1.pgcps.org/masterplan/

59 In Maryland, TANF is called Temporary Cash Assistance (TCA).

60 http://dds.dc.gov/page/youth-transition-programs

61 http://www.dllr.state.md.us/earn/

62 Wilson, B., and DeRenzis, B. 2015. "Realizing Innovation and Opportunity in WIOA." National Skills Coalition.

63 These program-level performance measures are not listed in the WIOA State Plan. They are taken from the Joint Legislative Audit and Review Commission, 2014. "Report to the Governor and the General Assembly of Virginia: Virginia's Workforce Development Programs," Appendix E.

64 WIOA language, see p. 56: https://www.congress.gov/113/bills/hr803/BILLS-113hr803enr.pdf

65 Email from Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 16, 2016.

66 Phone conversation with Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 14, 2016. These performance targets were included in the final Maryland WIOA State plan.

67 Implementation timetable retrieved from https://www.dllr.state.md.us/employment/wioa.shtml

68 Benchmarks retrieved from https://www.dllr.state.md.us/employment/wioa.shtml

69 http://www.elevatevirginia.org/wp-content/uploads/2016/11/VWL-16-04-LWDA-Performance-Goals-Negotiation-Process-for-PY-2016-and-PY-2017.pdf

70 Since the plan has been submitted, the monthly agency head meetings appear to have been replaced by several implementation groups on various WIOA-related issues, and are being led by agency staff, rather than the director. Meeting summaries are posted on the DCWorks website, available at http://dcworks.dc.gov/page/wioa-working-groups.

71 Wilson, B., and DeRenzis, B. 2015. "Realizing Innovation and Opportunity in WIOA." National Skills Coalition.

72 Wilson, B., and DeRenzis, B. 2015. "Realizing Innovation and Opportunity in WIOA." National Skills Coalition.

73 http://www.dllr.state.md.us/earn/

74 http://www.govirginia.org/

75 Workforce Development Technical Assistance Professionals Request for Qualifications, Solicitation No. DCEB-2016-Q-1001, Career Pathways Community of Practice. Issued July 5, 2016 by the Office of the Deputy Mayor for Planning and Economic Development.

76 According to the Maryland state plan, the state is home to over 10,000 businesses, but according to the state's Department of Commerce, there are nearly 170,000 businesses in Maryland (http://commerce.maryland.gov/about/workforce-and-education.) Either way, the point is that there is ample opportunity for EARN Maryland to grow.

77 Commonwealth of Virginia, Office of the Governor. 2014. "Executive Order Number 23: Establishing the New Virginia Economy Workforce Initiative."

78 http://www.govirginia.org/

79 Workforce Development Technical Assistance Professionals Request for Qualifications, Solicitation No. DCEB-2016-Q-1001, Career Pathways Community of Practice. Issued July 5, 2016 by the Office of the Deputy Mayor for Planning and Economic Development.

80 http://www.pluggedinva.com/

81 https://governor.virginia.gov/newsroom/newsarticle?articleId=12988 .

82 http://www.dllr.state.md.us/earn/

83 Business Administration and IT is listed twice for Washington DC, because the District combined two industries that were listed separately by Maryland and Virginia.

84 DC's living wage was $13.85 per hour for 2016. The wage is adjusted annually per any changes in the Consumer Price Index.

85 These criteria were used for the five high-demand sectors listed in the state plan. It is unclear whether the same analysis and criteria were utilized to identify the recently added high-demand sector of infrastructure.

86 https://www.vawc.virginia.gov/vosnet/Default.aspx

87 https://mwejobs.maryland.gov/vosnet/Default.aspx

88 http://does.dc.gov/service/american-job-center

89 https://www.dllr.state.md.us/lmi/lmaihotjobsbrochure.pdf

90 Maryland Department of Labor, Licensing and Regulation. "Hot Jobs Now."

91 http://www.elevatevirginia.org/

92 Virginia Board of Workforce Development. "What Is Elevate Virginia?" pg.60

93 http://open.dc.gov/economic-intelligence/

94 DC Office of the Deputy Mayor for Planning & Economic Development. Economic Intelligence Dashboard.

95 http://www.vccs.edu/vccsblog_post/financial-aid-for-non-credit-training-leading-to-industry-recognized-credentials/

96 ApprenticeshipUSA State Expansion Grant Summaries: http://go.wh.gov/KmmRV7

97 http://goc.maryland.gov/myac/

98 http://www.fairfaxcounty.gov/dfs/ss/view.htm

99 CapSTAT is a data-driven performance management tool administered by the Office of Performance Management (OPM) within the District's Office of the City Administrator. http://oca.dc.gov/page/oca-performance-management

100 DC Municipal Regulations and DC Register. June 2, 2016. Mayor's Order No. 2016-086, "Re-establishment: Workforce Investment Council."

101 https://data.virginialmi.com/vosnet/Default.aspx

102 Maryland Department of Labor, Licensing and Regulation. "Workforce Innovation and Opportunity Act (WIOA) Local Workforce Plan Guidance—Workforce Development & Adult Learning."

103 https://www.dllr.state.md.us/employment/wioa.shtml

104 Phone communication with Erin Roth, Policy Director, Division of Workforce Development and Adult Learning, Maryland Department of Labor, Licensing and Regulation (DLLR), November 16, 2016.