NATIONAL EMERGENCY GRANT PROMISING PRACTICES SERIES:
PARTNERING WITH ORGANIZED LABOR TO SUPPORT REEMPLOYMENT

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ABOUT THE NATIONAL EMERGENCY GRANT PROMISING PRACTICES SERIES

States and local areas that administer National Emergency Grants (NEGs) have developed a growing body of expertise in the effective management of these grants. The National Emergency Grant Promising Practices Series is a compilation of ten documents whose purpose is to highlight and share some exemplary approaches that were instrumental in preparing for, planning, and implementing a NEG. The intent of disseminating these effective methodologies on a broad, national level is to facilitate the continuous improvement of NEG project operations and to promote peer-to-peer information-sharing among practitioners.

The information presented in the NEG Promising Practices Series was gleaned from a study, which focused on the in-depth review of fifteen NEG projects that varied in type, size, and scope. Collectively, these projects represent an investment of $282,377,589 made by the Department of Labor (DOL) that helped states assist dislocated workers obtain reemployment in the aftermath of a large layoff or disaster-related event. The insights shared by these grantees were synthesized for dissemination, resulting in a set of promising practices that build upon four broad themes:

1. **Infrastructure and Readiness.** How grantees have organized state and local delivery systems to ensure effective and efficient use of NEG resources;

2. **Planning and Start-Up.** How grantees have mobilized key resources and stakeholders to facilitate effective grant planning and implementation;

3. **Program Design and Implementation.** What specific interventions and services have been implemented to support the unique reemployment needs of dislocated workers; and

4. **Institutional Results.** How NEG investments have directly or indirectly resulted in an enhanced capacity to respond to unexpected economic events.

Listed below are the ten documents, which comprise the National Emergency Grant Promising Practices Series. Each review addresses a specific area of NEG management and has been written to emphasize the specific planning, design, and operational decisions that contributed to successful retraining and reemployment strategies.

- Working Across Boundaries in Planning a Regional NEG Response
- Expanding NEG Training Capacity Through Partnerships with Community Colleges
- Aligning NEG Strategies with High Growth Sectors and Occupations
- Peer Support Systems that Strengthen Outreach and Participation
- Preparing for the Unexpected in Disaster Grants
- Establishing and Managing a Temporary Jobs Program
- Implementing Transition Teams to Lead the Dislocation Response
- Partnering with Organized Labor to Support Reemployment
- Coordinating Resources to Meet the Reemployment Challenge
- Using Data Strategically to Align Job Seekers and Occupational Demand
PREVIEW

When large layoff events occur in companies with labor representation, unions are committed to providing support, resources, and advocacy to facilitate reemployment. This dedication to a dislocated workforce makes organized labor a valuable partner in NEG design and implementation. State-level agreements with labor federations have provided important support for pre-NEG activities such as early warning systems and Rapid Response delivery. Once a NEG is implemented, organized labor’s relationships with its members along with its knowledge of resources and effective reemployment practices have strengthened NEG service capacity, increased participation rates, and enhanced reemployment results. The NEG grantees highlighted in this promising practices review identified numerous benefits in their collaborations with labor, all of which contributed positively across the lifespan of a NEG project:

**Infrastructure and Readiness.** Positive relationships that have been established between NEG grantees and labor organizations prior to a major layoff event enhance communications and coordination during the initial response period. Knowing in advance that the labor organizations will be active participants in the process helps to plan for staff capacity so that the needs of the affected workers are met.

**Planning and Start-up.** Labor organizations regularly communicate with their memberships; therefore, they often have the inherent trust of a workforce impacted by layoff. This established trust and confidence makes it possible for the labor organization to be extremely effective at recruiting participants for NEG services.

**Program Design and Implementation.** The local unions and regional labor councils typically have extensive knowledge of the workers and the workplace such as information on workforce demographics, occupational experience, skill levels, and past pay and benefits. In addition, labor representatives understand the collective bargaining agreements that may shape severance pay, continuing health insurance benefits, or bumping rights within a company and its affiliates. This collective knowledge provides helpful insight in the design of NEG services. The resulting program construction may be better tailored to the needs of workers, increasing the likelihood that participants will complete training and move on to good jobs.

**Learning from NEG Grantees:** This promising practices review draws insights from five exemplary grantees:
Maine. Great Northern Paper’s mills in Millinocket and East Millinocket were shuttered in 2003, laying off 1,100 workers in a rural community. The Maine American Federation of Labor and Congress of Industrial Organizations (AFL-CIO) Dislocated Worker Program partnered with the Maine Department of Labor’s Bureau of Employment Services to coordinate initial Rapid Response efforts and managed the hiring and training of peer support workers identified through the twelve local unions whose members were affected. The support of organized labor was instrumental in recruiting a large percentage of the workforce to participate in NEG services. NEG Award Amount: $9,298,121.

Massachusetts. Plant closings and layoffs at five manufacturing companies in Southern Worcester County affected nearly 800 workers during an eight-month period in 2006. Two of the companies were unionized; workers at Dresser Rand, a steam turbine manufacturer in Millbury, were represented by the International Brotherhood of Boilermakers, and workers at medical device manufacturer, Thermo IEC, in Milford were represented by the International Association of Machine and Aerospace Workers (IAM). The Massachusetts AFL-CIO Rapid Response Team collaborated with these unions and the Massachusetts Department of Workforce Development’s Division of Career Services Rapid Response program to provide information and services to all affected workers. The Central Massachusetts Central Labor Council was active in supporting the NEG effort throughout the planning process. NEG Award Amount: $927,957.

Missouri. The Ford Motor Company in Hazelwood laid off 900 workers in 2004 and ultimately closed in 2006 affecting an additional 1,360 workers. The resulting loss of production triggered the closure of Lear Corporation, a seat-assembly plant in Hazelwood that supplied Ford, affecting 500 workers. The Missouri AFL-CIO partnered with the Missouri Department of Economic Development’s Division of Workforce Development to provide outreach and reemployment planning services to United Auto Worker (UAW) members at both plants. The Missouri AFL-CIO enlisted the support of local labor unions to contact members, explain services available through the NEG, and serve as liaisons to NEG staff for benefits available to workers through collective bargaining agreements. NEG Award Amount: $1,938,618.

Oregon. In January 2005, the Amalgamated Sugar Company provided notice that it would no longer be processing sugar beets for white sugar at its plant in Nyssa, resulting in the loss of 400 jobs. Through a partnership with the Oregon Department of Community Colleges and Workforce Development (DCCWD) and in conjunction with the Bakers, Confectionary, Tobacco and Grain Millers Union (BCTGM), the Oregon AFL-CIO assisted in providing Rapid Response Services to workers, setting up a workforce transition team, and hiring four peer support workers to provide
outreach and information services to engage workers in the NEG. NEG Award Amount: $540,816.

**Wisconsin.** In 2004 the closing of four companies in Dane and Jefferson Counties resulted in the loss of 400 jobs. A partnership between the Wisconsin AFL-CIO and the Wisconsin Department of Workforce Development’s Division of Employment and Training created a coordinated Rapid Response effort for the affected workers. The Labor Education and Training Center (LETC), a non-profit arm of the Wisconsin AFL-CIO, was contracted to provide pre-layoff and case management support to NEG participants in three of the four companies. These included: the tool and die manufacturer **Danley IEM** in Beaver represented by the International Association of Machinists and Aerospace Workers (IAM), District 121; **Dean Foods Morningstar Dairy** in Madison represented by the International Brotherhood of Teamsters Local 695; and the furniture maker **Schweiger**, a division of KCS International in Jefferson, a company that had been unionized but was not represented at the time of closing. The glass manufacturer **Interpane**, a non-union company in Deerfield, was included in the NEG, but LETC did not provide services to workers at this company. NEG Award Amount: $740,604.

**Organized Labor’s National and Regional Structures**

To best understand NEG grantees’ partnerships with organized labor, it is useful to review the broad organizational structure that shapes the roles, responsibilities, and resources offered by union partners. At the **national level**, most international unions are now aligned with one of two larger umbrella organizations: the American Federation of Labor and Congress of Industrial Organizations (AFL-CIO) or the Change to Win Federation, which was formed in 2005. Both advocate for policies and legislation on behalf of workers in the United States and Canada. In serving dislocated workers, the grantees featured in this blueprint are primarily aligned with state federations and union locals affiliated with members of the AFL-CIO, a voluntary federation of fifty-six national and international labor unions.

At the **state level**, fifty-one state labor federations, including Puerto Rico’s, coordinate with **local** unions that represent workers at specific employers. The state federations are led by officers and boards elected by delegates from the local unions in each state and are chartered by the national AFL-CIO. The AFL-CIO also charters nearly 543 **central labor councils** across the country. These bodies coordinate labor activities, support, and advocacy efforts in **regional jurisdictions**.
STATE-LEVEL PARTNERSHIPS WITH ORGANIZED LABOR

The coordinating role that state labor federations play with local unions makes them a natural partner for state WIA agencies providing Rapid Response services. For the states highlighted in this document, the WIA state agency and the state’s AFL-CIO labor federation developed Rapid Response contracts or memoranda of agreement that directly supported NEG activities. The agreements served two purposes:

1. To set out a shared mission and define the role of organized labor in state-level workforce activities such as Rapid Response and to provide financial support for these activities; and

2. To provide the leadership, direction, and framework for collaboration at the local level, including activities directly affecting workers such as outreach, information dissemination, and case management.

While the state agreements shared these general features, each also operated somewhat differently:

**Maine—Lessons from Great Northern Paper:** Maine State law authorized the Maine Department of Labor (MDOL) to initiate the hiring of peer support workers from the affected workforce for all layoffs involving more than 100 workers. The MDOL contracted the delivery of this service to the Maine AFL-CIO, which established the Peer Support Worker Program in 1999 for this purpose.

**Massachusetts—Lessons from Central Massachusetts Trade:** In Massachusetts, a Rapid Response coordinator oversees the daily activities of five specialists who are based in five regions of the State but are able to work anywhere when needed. The specialists are part of the central labor council staff in their designated regions and maintain strong relationships with local unions. The specialists also are responsible for identifying potential layoffs, including routinely surveying local unions for early warning indicators.

**Activities Carried Out under State-Level Partnerships with Organized Labor**

- Ongoing development of an early warning system for plant closures and layoffs
- Coordination and delivery of statewide Rapid Response services
- Information resource for labor representatives serving on Workforce Development Boards
- Support for development of worker transition teams and training for team members
- Advocacy for issues affecting workers

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Missouri—Lessons from Ford/Lear: The staff of the Missouri AFL-CIO Dislocated Worker Program includes a director and two coordinators who work with the State Rapid Response team to present information to workers at informational meetings and to set up workforce transition teams for laid off workers. These teams are comprised of members of the affected workforce who serve as sources of information and peer counselors for their fellow workers until a NEG project is established.

Oregon—Lessons from Hewlett-Packard and Amalgamated Sugar: In Oregon, an AFL-CIO State labor federation union liaison works with the State Rapid Response staff by providing on-site technical assistance to help organize workforce transition teams that include participation by both workers and management. He/she also works with local unions to identify peer support staff from the affected workforce. These activities together create an effective outreach capacity in response to layoff events statewide.

Wisconsin—Lessons from Interpane/Morningstar: In Wisconsin, the AFL-CIO State labor federation provides flexible staff capacity under the auspices of the Labor Education and Training Center (LETC), an entrepreneurial non-profit organization that provides a wide array of services to workers. Under a contract with the Department of Workforce Development’s Division of Employment and Training, the LETC delivers Rapid Response and pre-layoff services in response to union workers receiving termination notices. The LETC also submits proposals to staff dislocated worker projects in response to competitive bidding processes conducted by Workforce Boards and One-Stop Career Centers.

While state-level partnerships with organized labor were established to support a broad spectrum of dislocated worker support activities, many had a direct impact on the development, start-up, and management of NEG projects. For instance, the agreements included resources and support for staffing. This allowed for an enhanced capacity to support essential outreach, information dissemination, and peer-counseling services to NEG participants when and where needed.

Labor’s Support in Planning and Implementing Local Reemployment Services

While state-level agreements were beneficial in supporting early Rapid Response activities, NEG grantees also developed effective partnerships with unions at the local level. These served to ensure that labor’s resources and understanding of the affected workforce were integrated into overall NEG planning and implementation. Grantees collaborated with central labor councils as well as with individual unions during the planning process to better address a number of objectives including:
Increasing the efficiency of collecting workforce data immediately following the layoff announcement to assist in the development of NEG applications and Trade Adjustment Assistance (TAA) petitions;

- Designing service strategies tailored to workers’ needs based on the union’s familiarity with the affected workforce;

- Identifying company and community resources to provide workers with space to meet with Rapid Response and NEG staff; and

- Supporting the overall preparation and submission of an NEG application.

**Massachusetts—Lessons from Central Massachusetts Trade:** Joint planning was generally conducted on an informal basis as large layoff events occurred but was shaped in part by the overarching agreements created at the State level. For instance, the contract between the State labor federation and the Department of Workforce Development created regional capacity to support Rapid Response activities through the Central Labor Councils (CLCs). Under this arrangement, the Central Massachusetts CLC and local unions were active partners in planning for the Central Massachusetts Dual Enrollment NEG. A total of 188 workers at Dresser Rand and Thermo IEC were represented by the International Brotherhood of Boilermakers and the International Association of Machine and Aerospace Workers, respectively. The CLC, in partnership with the Central Massachusetts Rapid Response Coordinator and One-Stop Career Center staff worked with these unions to conduct worker outreach, prepare TAA petitions, develop the NEG application, and provide information about resources and services to affected workers at these companies.

The officials of both unions were actively involved in the NEG response from the

**Union Activities that Support Laid Off Workers**

- **Planning a union response to a layoff situation and, when appropriate, developing strategies to avert layoffs if possible or to reduce the potential for future layoffs;**

- **Identifying/contacting labor-sponsored programs designed specifically to meet the needs of dislocated workers;**

- **Organizing and facilitating on-site worker information meetings, in coordination with the state Rapid Response program, where members can get facts and advice about assistance that is available; and**

- **Brokering special reemployment and supportive services tailored to meet their members’ needs.**

- **Coping with Layoffs and Plant Closures, AFL-CIO Working for America Institute**
beginning. They met with staff of the One-Stop Career Center, toured the premises to see what services and resources were available to their members, and then encouraged all members to take advantage of these services and resources. These collaborations resulted in strong participation by Dresser Rand and Thermo IEC workers.

Maine—Lessons from Great Northern Paper: Local unions also took an active role in planning a response to the closing of the Great Northern Paper mills. The Maine AFL-CIO Dislocated Worker Program staff coordinated with twelve unions representing workers at the company to obtain information about the affected workforce and to set up informational meetings as quickly as possible following the closure. Organized labor was also represented on a community transition team that was established to identify sources of support for workers who lost their jobs.

Organized Labor’s Role in Increasing Response Capacity

Large layoffs often mean significant numbers of dislocated workers needing urgent and frequently intensive reemployment services. Therefore, many NEG grantees are faced with the challenge of quickly strengthening their response capacity. States have successfully partnered with organized labor to create flexible arrangements that mobilize assistance for workers when and where it is needed. The staff associated with organized labor’s Rapid Response support can be quickly sent into local areas experiencing large dislocations; as that need is met, they can be redeployed to other layoff locations. The discussion that follows describes the practices that state labor federations have developed around organizing and training staff to provide responsive reemployment support to the workforce system and NEG grantees.

Massachusetts—Deploying Rapid Response Specialists: The AFL-CIO Rapid Response team includes a coordinator who has overall responsibility for managing the day-to-day activities of five specialists. Each specialist is based at a central labor council in one of the State Rapid Response regions. The specialist in each region partners with the State Rapid Response Regional Coordinator when the layoff event occurs to plan a joint response and coordinate the delivery of Rapid Response services to affected workers. The

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A coordinator provides support and training to the specialists and functions as part of the State-level team that includes the regional Rapid Response coordinators and manager.

**Missouri—Training Peer Counselors:** An AFL-CIO manager oversees the activities of two coordinators who assist State staff with Rapid Response and who take the lead in setting up and training transition teams in response to layoff events. The AFL-CIO staff organize a two-day training program for team members covering the basics of peer counseling, having the service providers provide information on the array of services to which workers will have access, and introducing team members to service provider staff. In addition to the staff of the Dislocated Worker Program, the State usually allots funding for a labor liaison position from each NEG grant for large layoffs. The main functions of this position are to support outreach efforts and to advise workers of the services available through the project. In the Ford/Lear project, the labor liaison was hired by the United Auto Workers (UAW) training arm and worked closely with the union presidents for local unions at both plants in outreaching to workers.

**Wisconsin—Engaging Case Managers from the Labor Education Training Center:** Staffing to respond to large layoffs at the Labor Education and Training Center (LETC) includes an executive director, five regional coordinators, and case managers. The number of case managers on staff expands and contracts based on the size, number, and duration of dislocation events in the State and the number of contracts the LETC manages at any one time. Currently the LETC employs about sixty-five staff. The primary responsibilities of the coordinator position are to work with local labor unions and community resource providers to set up informational meetings about services available through a NEG and to dislocated workers, obtain information about the affected workforce, identify sources of assistance for workers, hire and oversee case managers, train and supervise peer counselors, and manage the local project contracts. In some regions, the coordinators are directly involved in delivering Rapid Response services while in other areas these services are delivered by case managers or local union representatives. Case managers work directly with laid off workers, providing

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**Services Provided by the Wisconsin LETC Rapid Response Services**

- Pre-layoff services
- Career counseling/skills assessment
- Pre-employment planning
- Referral to supportive services
- Career transition support through peer counseling

"The transition team concept is based on the assumption that workers anticipating a layoff are more likely to ask knowledgeable peers about the programs and services available to them."

- Missouri AFL-CIO
assessment, counseling, and reemployment support. Many case managers were themselves dislocated workers and, therefore, are much attuned to the needs of this population. Case managers are stationed wherever they can be most effective in providing services, either at a One-Stop Career Center, on site at the affected company, or at satellite centers set up for a particular closing. Often case managers begin providing services on site at the company and then move to a more permanent location for the balance of the project.

**Maine & Oregon—Contracting with the AFL-CIO:** The AFL-CIO State labor federations in Maine and Oregon demonstrate that staffing on a smaller scale can also produce highly effective support for Rapid Response, peer support, and transition team activities. In Maine, an AFL-CIO coordinator is responsible for managing the State’s Peer Support Worker Program. The coordinator functions as a member of the State’s Rapid Response team and participates in statewide Rapid Response service delivery. Similarly, in Oregon, the AFL-CIO’s contract with Department of Community Colleges and Workforce Development funds a single union liaison position that supports Rapid Response activities, sets up transition teams, and provides training and support for peer support workers hired for individual NEG projects.

**Labor’s NEG Role in Providing Outreach, Information, and Reemployment Support to Workers**

Information from NEG grantees has indicated that peer support helps displaced workers connect with and benefit from the programs that are available to ease their transition after layoff. Most of the staff hired through state-level partnerships with AFL-CIO state labor federations had been laid off workers themselves. Their goals were to engage workers, inform them about a wide array of services and resources—including WIA and TAA-funded services, labor-sponsored programs and benefits, and community resources—and to support their efforts to gain new employment. Among the NEG grantees highlighted in this blueprint, front-line peer staff provided outreach, information, and advice to workers through two channels:

- Workforce Transition Teams; and
- Peer Support Worker Programs.

**Transition Teams:** Workforce transition teams are groups of workers from companies experiencing layoff whose purpose is to serve as an information hub for fellow employees. They also provide a critical outreach function for NEG projects during the start-up phase when getting affected workers in the door is paramount. Typically the teams are stationed at or near the company site or at union halls where workers can conveniently meet with team members face-to-face or contact them by phone. Workforce transition teams usually remain in place until all the layoffs have occurred and workers have had sufficient time to access services.
Missouri. In Missouri transition teams are formed in more than half of the layoff events addressed by Rapid Response. The Missouri AFL-CIO Dislocated Worker Program staff organizes teams using member selection criteria and training guidelines developed for this purpose. In response to the closing of the Ford Motor Company plant and supplier company Lear Corporation, the Missouri AFL-CIO organized a transition team to assist the 2,700 affected workers. The team consisted of twenty-eight members, including the Lear Company’s Human Resources manager, Ford and Lear union presidents, and twenty-five workers from the plants. Team members received two days of training at the UAW Region 5 offices in St. Louis, facilitated by the Missouri AFL-CIO and the State Rapid Response coordinator. During the training, team members learned about the programs and services that could assist dislocated workers and met representatives of these programs face-to-face.

The Ford/Lear transition team met with workers in dedicated space located in each plant. In addition to individual meetings with workers, the team members created a newsletter to keep workers apprised of service and resource offerings and to help dispel rumors that might spread misinformation. The workforce transition teams were particularly important in the case of the Ford/Lear closings since benefits such as Supplemental Unemployment Benefits were available through UAW collective bargaining agreements that were essential for workers to consider as part of their reemployment planning process.

Oregon. The AFL-CIO helped State staff to establish a workforce transition team for 400 workers laid off from Amalgamated Sugar Company in eastern Oregon. Reaching out to workers was particularly challenging since the company was structured as a farmer’s cooperative. A majority of the employees worked part-time at the plant during the three to four months per year when sugar beets were harvested; some worked on an early call-back basis for eight or nine months of the year while others worked year-round. Workers also lived across a sizeable geographic area in Oregon and Idaho. The twelve members of the workforce transition team were each assigned approximately twenty workers and given the responsibility of maintaining regular contact with their “caseloads.” The team members ensured that workers were aware of upcoming events and had access to available support resources; in some cases, they personally transported workers to meetings and appointments. The transition teams were instrumental in increasing participation in a project that started gradually and gained momentum largely through word-of-mouth referrals.

Peer support workers: Like members of workforce transition teams, peer support workers are individuals who are selected from the affected workforce because they have the
experience, leadership qualities, and desire to help their fellow workers. Unlike transition team members, however, peer support workers are generally hired to work as an integral part of the NEG staff and to remain with the project until the majority of workers have developed reemployment plans. Their primary functions include outreach and meeting individually with workers to provide information and advice on the services and resources that might best support their reemployment. Under their partnerships with State Dislocated Worker Units, the AFL-CIO State labor federations in Maine, Oregon, and Wisconsin took a lead role in the selection, training, and ongoing coordination of peer support workers for NEG projects in these States.

**Maine.** When the Great Northern Paper Mills in Millinocket and East Millinocket were shut down putting 1,100 employees out of work, there was little lead time to hire new workforce system and Rapid Response staff. The coordinator of the Peer Support Worker Program had hired two peer support workers in response to an earlier layoff at the company, and these individuals were able to immediately begin meeting with fellow workers in response to the current layoff situation. The coordinator also contacted the leadership of the twelve unions representing workers at the plants and the local One-Stop Career Center and relayed the qualifications needed for peer support workers. The unions identified forty-two potential candidates from whom the coordinator hired an additional eight peer support workers. The coordinator provided two days of training to the peer support staff that covered the One-Stop Career Center system, TAA, WIA Dislocated Worker, and Unemployment Insurance programs, and community services available in the area. The coordinator provided ongoing supervision for peer support workers through on-site meetings and regular phone contact. The peer support staff was successful in engaging the majority of workers in retraining and reemployment services.

“*Maine has adopted a ‘Rapid Response’ approach to peer support. Projects are more effective when peer support workers are put in place as soon as workers are notified of the layoff or closing.*”

- *Maine AFL-CIO representative*

**Oregon.** As with workforce transition teams, the Oregon Department of Community Colleges and Workforce Development (DCCWD) established policies and provided on-site technical assistance to guide local areas in the selection and oversight of peer support workers. At Amalgamated Sugar Company, these individuals complemented the activities of the transition team described above. The peer support worker role was designed to provide short-term peer advocacy and to market the project to affected employees. The union liaison worked with DCCWD staff and local unions to identify and interview applicants for two positions. The successful candidates were hired as employees of the Training and Employment Consortium, a six-county non-profit organization that operated the NEG, on an
initial three-month contract that was extended to six months. Peer support workers met with laid off workers at the plant in Oregon and also worked across State lines to spend two days a week at an Idaho Employment Service Office, assisting twenty workers affected by the layoff who resided outside of the State.

**REEMPLOYMENT THROUGH NEG PROMISING PRACTICES**

Effective partnerships with organized labor can help facilitate the reemployment of dislocated workers. They can help increase local capacity to provide reemployment services through flexible staffing arrangements and staff development. Additionally, collaboration with unions can enhance the ability of local areas to obtain information about an affected workforce and gain access to workers, increase worker participation in NEG services, and leverage additional resources to support worker reemployment. Ultimately, this enables the workforce system to serve more workers and connect them to reemployment.
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