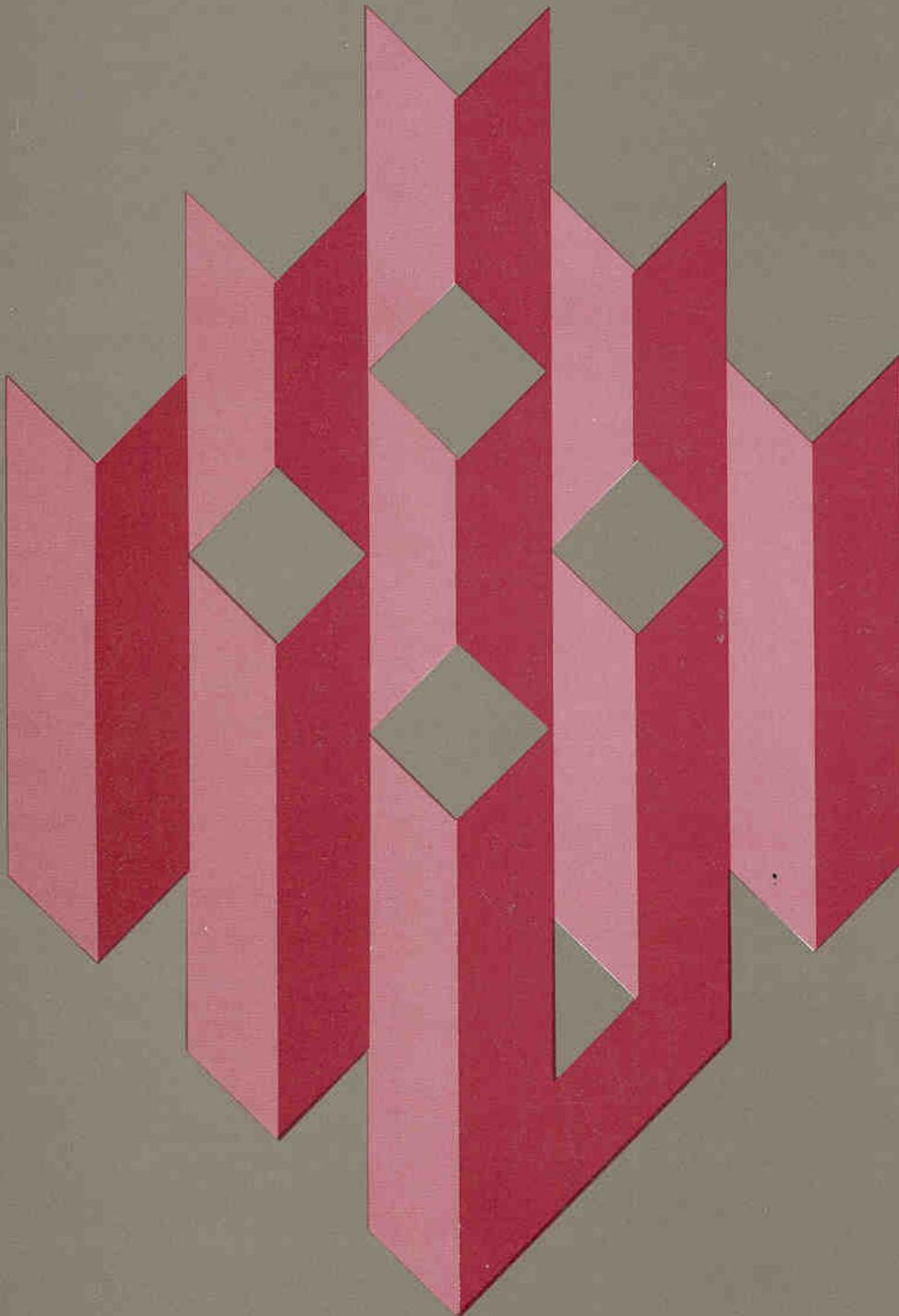


Reemployment Services To Unemployed Workers Having Difficulty Becoming Reemployed



Unemployment Insurance
Occasional Paper 90-2

Department of Labor
Employment and Training Administration



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Occasional Paper 90-2

U.S. Department of Labor
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Employment and Training Administration
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1990

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The Unemployment Insurance Occasional Paper Series presents research findings and analyses dealing with unemployment insurance issues. Papers are prepared by research contractors, staff members of the unemployment insurance system, or individual researchers. Manuscripts and comments from interested individuals are welcome. All correspondence should be sent to UI Occasional Papers, Unemployment Insurance Service, Frances Perkins Building, Room S-4519, 200 Constitution Ave., N.W., Washington, D.C. 20210.

INTRODUCTION

The purpose of this publication is to compile information about State programs that utilize the Unemployment Insurance (UI) System to provide reemployment services or benefits to unemployed workers having difficulty becoming reemployed. Projects submitted by the States have been divided into six categories based on the nature and scope of the project and the primary policy responses considered by State agencies for the unemployed workers' problem to date. These categories are:

- (1) Additional UI Benefits--furnishing additional UI benefits to unemployed workers while they receive training;
- (2) Dislocated Worker Demonstration Projects or Pilots--developing conceptual responses to the dislocated worker problem and conducting pilot studies or demonstration projects;
- (3) Employer/Claimant Incentives--providing the employer with financial incentives for hiring the hard to employ and providing financial incentives to claimants who return to work sooner than otherwise and to encourage self employment;
- (4) State Training and Retraining Programs--providing State conducted training services to dislocated UI claimants while they receive UI benefits;
- (5) UI, ES, JTPA Linkages--developing linkages between UI and other organizations such as Job Training and Partnership Act (JTPA) and Employment Services (ES) to more efficiently provide reemployment services to unemployed workers to return them to work sooner; and
- (6) Work Search Assistance--providing job placement assistance, career evaluation, and other support services to unemployed workers. Some projects could have been placed in more than one category.

This publication also includes proposed state reemployment services or benefit programs for unemployed workers having difficulty becoming reemployed that were not enacted.

A breakdown of the responses from the Regions shows that 26 States and the District of Columbia have reemployment services and benefits for unemployed workers having difficulty becoming reemployed. These states have a total of 51 programs in place. Of the 51 programs, 15 or 29% fall under the Work Search Assistance category. The next largest category is UI, ES, JTPA Linkages with 14 programs or 27%. Seven programs or

14% fall under the Dislocated Worker Demonstration Projects category; Seven programs or 14% fall under Training; Six or 12% fall under Additional UI Benefits; and two or 4% fall under Employer/Claimant Incentives category.

Region VIII submitted a proposed Dislocated Worker Pilot - a plan for dislocated workers and a new way to market their services.

There were eleven programs proposed but not enacted from three States. Seven of these programs are Employer/Claimant Incentive programs, two are Work Search Assistance programs, and two are Training programs. Tennessee had a Work Search Assistance program in place from 1983-1984 but discontinued the program when workload levels declined to the point that continuing the program became uneconomical.

Special thanks to Ms. Rosalind Thomas, a part-time employee, who typed much of this manuscript.

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ADDITIONAL UI BENEFITS

NAME OF STATE

CALIFORNIA

TITLE/TYPE OF SERVICE

California Training Benefits (CTB) provides eligible Unemployment Insurance (UI) claimant with UI benefits while attending approved training. CTB provides for additional UI benefits to those claimants who apply and are found eligible for training during a specified time frame. It is the policy of the State of California to provide UI benefits to those individuals requiring assistance in training or retraining for new jobs in occupations with demand skills.

DESCRIPTION OF THE PROGRAM

Without special training and reemployment assistance, many displaced, disadvantaged, or unskilled workers would not be able to compete effectively for jobs. Accordingly, California law (Senate Bill (SB) 1115, Chapter 522, Statutes of 1980) waives UI work search and availability requirements to allow unemployed workers, participating in demand occupation training, to collect UI benefits.

Benefits beyond regular UI are available to trainees through the Training Extension (TE) program. This program permits trainees to receive additional weeks of benefits if they have exhausted their basic benefits. Under this provision, a claimant may be eligible to receive benefits for a maximum of 52 weeks. Every claimant is given a CTB brochure at the time a new claim is filed and advised to let the EDD field office know if he or she wishes to enroll in training and participate in the CTB program.

SB 2164 (Chapter 1211, Statutes of 1984) extended eligibility for CTB and TE benefits to trainees in an authorized Job Training and Partnership Act (JTPA) program and Employment Training Program (ETP), as well as trainees who are displaced workers.

The ETP was established under Assembly Bill (AB) 3461 (Chapter 1074, Statutes of 1982), with funding for the program provided through a tax of 0.1 percent on UI taxable wages (up to \$7,000 per worker) paid by employers with positive UI reserve balances. ETP's mission is to foster job creation, minimize employers' unemployment costs, and meet employers' needs for skilled workers by providing skills training to UI claimants, recent exhaustees who have remained unemployed, and potentially displaced workers who have otherwise become UI claimants. Legislation in 1989 (AB 28) extended the life of the Panel and its funding through December 1993.

The JTPA program prepares youths and unskilled adults for entry into labor force, primarily through the efforts of local program administrators who plan and develop programs suited to local needs. Local programs are administered in areas known as Service Delivery Areas (SDAs) and local policies are established by advisory bodies known as Private Industry Councils (PICs).

Title II of JTPA focuses on providing job training and services to economically disadvantaged adults, youths, and others facing severe barriers to employment. Under Title II-A, 78 percent of the funds are distributed by mandated formula to the SDAs, and the remaining 22 percent of the funds are distributed at the Governor's discretion to provide specialized services to older workers, facilitate coordination of education and training services, provide incentive and technical assistance, and other programs and services. If their training programs are performance-based (the training must have a goal of employment for 90 days in a training-related job for 75 percent of the training participants), Title II participants are eligible to receive benefits under the CTB program if otherwise eligible for UI benefits. Title II participants who are not in performance-based JTPA training and participants in other training programs must meet the eligibility criteria outlined in UI Code, Section 1269-1274, to participate in the CTB program.

Title III of JTPA assists workers who have been terminated from or have received notice of termination of employment as a result of plant closure or mass layoff. In 1988, Congress enacted two bills affecting these services to dislocated workers in three different programs: The Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act, which amended Title III of JTPA; the Trade Adjustment Assistance (TAA) Act; and, the Worker Adjustment and Retraining Notification (WARN) Act. These new initiatives will focus on and increase services available to Title III JTPA displaced workers. These displaced workers are eligible to receive benefits under the CTB program if otherwise eligible for UI benefits.

AB 2465 (Chapter 1231, Statutes of 1984) extended the CTB program to seasonal workers.

In 1987 the legislature again made changes to the program. SB 1083 (chapter 956, Statutes of 1987) was signed by the Governor on September 22, 1987, and the changes became effective on that date. SB 1083 made the following changes to the program:

- * The program ending date was extended from January 1, 1988, to January 1, 1993 (UI Code, Section 1274.10).
- * Participation by an individual in the program is limited to one time in a three-year period (UI Code, Section 1269(c)(7)). Program participation was previously limited to one-time participation regardless of the number of years between training periods.
- * The language of the 16-week requirement for TE claims was amended and clarified to require that the application for TE benefits must be made no later than the 16th week of receiving UI benefits. An individual who applies after the 16th week of receiving benefits can be approved for CTB but, cannot be approved for TE.

LEGISLATIVE PROVISION

ARTICLE 1.5--RETRAINING BENEFITS

Sec. 1266. Experience has shown that the ability of a large number of population of California to compete for jobs in the labor market is impaired by advancement in technological improvements, the widespread efforts of automation and relocation in our economy, and foreign competition as set forth in petitions certified under the federal Trade Act of 1974, as amended (Title 19, United States Code, Sections 2101 et seq.). The Legislature finds that many individuals in California are lacking in skills which would make them competitive in the labor market. They are in need of training or retraining in skills required in demand occupations. It is the policy of this state to assist these individuals by providing unemployment compensation benefits, extended duration benefits, and other federally funded unemployment compensation benefits, including those available under the federal Trade Act of 1974 (P. L. 93-618), as amended, during a period of retraining to qualify them for new jobs in demand occupations and thus avoid long-term unemployment.

(Added by renumbering Section 1274 by Stats. 1984, Sec. 3. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1267. Notwithstanding any other provision of this division, with respect to an unemployed individual otherwise eligible for benefits, such benefits shall not be denied to an individual for any week because he or she is in training or retraining with the approval of the director, or because of the application to any such week in training or retraining of any law of this state relating to availability for work, active search for work, refusal to accept work, or for leaving his or her most recent work, if continuing the most recent work would require the individual to terminate his or her training or retraining course of instruction. The individual is considered to be in training or retraining during regularly scheduled vacation or recess periods, such as Christmas and Thanksgiving holidays, or semester breaks, but not during a summer vacation period. As used in this article, "individual" includes an exhaustee as defined in Section 3503, and any individual claiming federal-state extended benefits under Part 4 (commencing with Section 4001), and anyone receiving federally funded unemployment compensation benefits.

(Added by renumbering Section 1274.1 by Stats. 1984, Ch. 1211, Sec. 4. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1268. An unemployed individual who files a claim for unemployment compensation benefits or extended duration benefits, or an application for federal-state extended benefits or any federally funded unemployment compensation benefits, may apply to the department for a determination of potential eligibility for benefits during a period of training or retraining.

(Added by renumbering Section 1274.2 by Stats. 1984, Ch. 1211, Sec. 5. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1269. A determination of potential eligibility for benefits under this article shall be issued to an unemployed individual if the director finds that any of the following apply:

(a) The training is authorized by Title III of the federal Job Training Partnership Act or by Chapter 3.5 (commencing with Section 10200) of Part I of Division 3.

(b) The training is performance-based and authorized by Division 8 (commencing with Section 15000) or by the federal Job Training Partnership Act (Public Law 97-300).

(c) That all of the following apply:

(1) The individual has been unemployed for four or more continuous weeks, or the individual is unemployed and unlikely to return to his or her most recent workplace because work opportunities in the individual's job classification are impaired by a plant closure or a substantial reduction in employment at the individual's most recent workplace, or by advancement in technological improvements, the effects of automation and relocation in the economy, and foreign completion as set forth in petitions certified under the federal Trade Act of 1974, as amended (Title 19, United States Code, Sections 2101 et seq.), or because of a mental or physical disability which prohibits the individual from utilizing existing occupational skills.

(2) One of the substantial causes of the individual's unemployment is a lack of sufficient current demand in the individual's labor market area for occupational skills for which the individual is fitted by training and experience or current physical or mental capacity and that the lack of employment opportunities is expected to continue for an extended period of time, or, if the individual's occupation is one for which there is a seasonable variation in demand in the labor market and the individual has no other skill for which there is current demand.

(3) The training or retraining course of instruction relates to an occupation or skill for which there are, or are expected to be in the immediate future, reasonable employment opportunities in the labor market area in this state in which the individual intends to seek work and there is not a substantial surplus of workers with requisite skills in the occupation in that area.

(4) The training or retraining course of instruction is one approved by the director and can be completed within one year.

(5) The training or retraining course is a full-time course prescribed for the primary purpose of training the applicant in skills that will allow him or her to obtain immediate employment in a demand occupation and is not primarily intended to meet the requirements of any degree from a college, community college, or university.

(6) The individual can be reasonably expected to complete the training or retraining successfully.

(7) The individual has not previously participated in training approved under this chapter.

(Amended by Stats. 1987, Ch. 956, Sec. 2. Effective September 22, 1987. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1270. As used in this article:

(a) "Demand occupation" means an occupation in a labor market area in which the director determines work opportunities are available and there is not a surplus of qualified applicants.

(b) "Labor market area" means a county, or aggregation of counties designated by the department that meets criteria of population, population density, commute patterns, and social and economic integration specified by the department.

(c) "Performance-based" means training under a contract in which payment is made only for achievement of job placement goals. "Performance-based" also means training in a program which has demonstrated its effectiveness by achievement of job placement goals, as determined by the director. The minimum job placement goal for performance-based training under this article shall be employment in training-related jobs for at least 90 days each for 75 percent of the individuals who enter training.

(Added by renumbering Section 1274.4 by Stats. 1984, Ch. 1211, Sec. 8. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1271

(a) Notwithstanding any other provision of this division, any unemployed individual receiving benefits payable under this part, Part 3 (commencing with Section 3501, or Part 4 (commencing with Section 4001), or any other federal unemployment compensation law, who, no later than the 16th week of his or her unemployment, applies for a determination of potential eligibility for benefits under this article and is determined eligible for benefits under this article, is eligible for a maximum of 52 times his or her weekly benefit amount under the provisions of this division. The department shall notify every individual who applies for unemployment compensation in this state of his or her opportunity to

receive benefits under this article and to receive extended benefits under this article if application is made by the 16th week of unemployment.

(b) Any claimant receiving benefits pursuant to subdivision (a) who becomes eligible to file an unemployment compensation claim under state law or any other federal unemployment compensation law, shall file the claim in order to remain eligible under this article.

(c) Additional benefits paid under this section, and not otherwise payable under this division, shall be charged to individual employer reserve accounts, consistent with other provisions of this code.

(d) To the extent permitted by federal law, benefits payable under any federal unemployment compensation law shall be included as benefits payable under this article.

(Amended by Stats. 1987, Ch. 956, Sec. 3. Effective September 22, 1987. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1272. Notwithstanding subdivision (c) of Section 1253, an unemployed individual who is able to work is eligible to receive benefits under this article with respect to any week during a period of training or retraining only if the director finds both of the following:

(a) He or she has been determined potentially eligible under Section 1269 or 1271.

(b) He or she submits with each claim a written certification executed by a responsible person connected with the training or retraining program certifying that he or she is enrolled in and satisfactorily pursuing the training or retraining course of instruction.

(Added by renumbering Section 1274.6 by Stats. 1984, Ch. 1211, Sec. 9. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1272.5. If an individual fails to submit for any week during a period of training or retraining the certification required by Section 1272, he or she shall be ineligible to receive any benefits for that week. This section shall not render an individual ineligible for benefits for any week during the period of training or retraining if on or before Monday of that week he or she notifies the department that his or her training or retraining course of instruction has been or is being discontinued or terminated prior to that week.

(Added by renumbering Section 1274.7 by Stats. 1984, Ch. 1211, Sec. 10. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1273. Notwithstanding any other provision of this article, no payment of benefits during a period of training or retraining as described in this article shall be made to any individual for any week or part of any week with respect to which he or she receives training or retraining benefits, allowance, or stipends pursuant to the provisions of any state or federal law providing for the payment of such benefits, but excluding costs of training paid pursuant to the federal Trade Act of 1974, as amended (Title 19, United States Code, Sections 2101 et seq.).

"Training or retraining benefits, allowances, or stipends," as used in this section, means discretionary use, cash in-hand payment available to the individual to be used as he or she sees fit. Direct and indirect compensation for training costs, such as tuition, books, and supplies, is excluded as a condition of approval.

(Added by renumbering Section 1274.8 by Stats. 1984, Ch. 1211, Sec. 11. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1274. The director may publish a list of high demand occupations in each labor market area of this state. If a demand occupation is limited to a particular industry, the director may identify the industry of the demand occupation.

(Added by renumbering Section 1274.5 by Stats. 1987, Ch. 956, Sec. 5. Effective September 22, 1987. Repealed as of January 1, 1993, pursuant to Section 1274.10.)

Sec. 1274.10. This article shall remain in effect only until January 1, 1988, and as of that date is repealed, unless a later enacted statute, which is chaptered before that date, deletes or extends such date.

(Amended by Stats. 1987, Ch. 956, Sec. 7. Effective September 22, 1987. Repealed as of January 1, 1993, by its own provisions.)

PROGRAM ASSESSMENT

We estimate a total of \$22.0 million in CTB benefits were paid to trainees in FY 1988-1989.

This included an estimated \$5.9 million of the TE benefits. Because CTB trainees are unemployed and drawing UI benefits at the time of enrollment, only the TE benefits should be considered as an additional cost to the UI Fund.

We estimate that 7,570 individuals participated in the CTB program during FY 1988-1989. An estimated 3,907 individuals also drew TE benefits because their training extended beyond the termination or exhaustion of their regular unemployment benefits.

Administrative charges for FY 1988-1989 were an estimated \$113,196.

During FY 1988-1989, applicants were determined ineligible to receive training benefits. Table I lists reasons for ineligibility.

Table I
Reasons for Ineligibility Determinations
July 1, 1988 Through June 30, 1989

Reasons	Percent Denials of Total	
1. Adequate labor market for claimant skills	689	32.0
2. Did not apply by sixteenth week of unemployment	344	16.0
3. Training was not full time	222	10.0
4. Receiving or entitled to training benefits or stipend	74	2.0
5. Training could not be completed in one year	146	7.0
6. Not unemployed for four or more continuous weeks	201	9.0
7. Limited opportunities or surplus workers for occupation for which applicant requested training	95	4.0
8. Previously participated in the program	51	2.0
9. Other	342	18.0
TOTAL REASONS FOR DENIAL	2,164	100%

NOTE: The total reasons for denial are not equal to the number of individuals determined ineligible because an applicant may be denied benefits for more than one reason.

SOURCE: EDD Form DE 3100, Decision of Potential Training Benefits Entitlement, for period July 1, 1988 through June 30, 1989.

STATE CONTACT

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(916) 324-6602.

**CALIFORNIA TRAINING BENEFITS AND TRAINING EXTENSION
ANNUAL PROGRAM REPORT
1988**

This report complies with Unemployment Insurance (UI) Code, Sections 9614(c) and 15079 which require the Employment Development Department (EDD) to report annually on program outcomes for the California Training Benefits (CTB) program and the costs to the UI Fund of benefits provided program participants. This report describes:

- The training elements of the CTB program
- Program operations for Fiscal Year (FY) 1987-88
- Program Costs

PROGRAM DESCRIPTION

Without special training and reemployment assistance, many displaced, disadvantaged, or unskilled workers would not be able to compete effectively for jobs. Accordingly, California law (Senate Bill (SB) 1115, Chapter 522, Statutes of 1980) waives UI work search and availability requirements to allow unemployed workers, participating in demand occupation training, to collect UI benefits.

Benefits beyond regular UI are available to trainees through the Training Extension (TE) program. This program permits trainees to receive additional weeks of benefits if they have exhausted their basic benefits. Under this provision, a claimant may be eligible to receive benefits for a maximum of 52 weeks. Every claimant is given a CTB brochure at the time a new claim is filed and advised to let the EDD field office know if he or she wishes to enroll in training and participate in the CTB program.

SB 2164 (Chapter 1211, Statutes of 1984) extended eligibility for CTB and TE benefits to trainees in authorized Job Training and Partnership Act (JTPA) program and Employment Training Program (ETP), as well as trainees who are displaced workers, individuals affected by substantial layoffs, or other UI claimants who apply for training before the sixteenth week of unemployment benefits.

The ETP was established under Assembly Bill (AB) 3461 (Chapter 1074, Statutes of 1982), with funding for the program provided through a tax of 0.1 percent on UI taxable wages (up to \$7,000 per worker) paid by employers with positive UI reserve balances. ETP's mission is to foster job creation, minimize employers' unemployment costs, and meet employers' needs for skilled workers by providing skills training to UI claimants, recent exhaustees who have remained unemployed, and potentially displaced workers who would otherwise become UI claimants. Legislation in 1985 (Chapter 449, Section 1) extended the life of the Panel and its funding through December 1990.

The JTPA program prepares youths and unskilled adults for entry into the labor force, primarily through the efforts of local program administrators who plan and develop programs suited to local needs. Local programs are administered in areas known as Service Delivery Areas (SDAs) and local policies are established by advisory bodies known as Private Industry Councils (PICs).

Title II of JTPA focuses on providing job training and services to economically disadvantaged adults, youths, and others facing severe barriers to employment. Under Title II-A, 78 percent of the funds are distributed by mandated formula to the SDAs, and the remaining 22 percent of the funds are distributed at the Governor's discretion to provide specialized services to older workers, facilitate coordination of education and training services, provide incentive and technical assistance, and other programs and services. If their training programs are performance-based (the training must have a goal of employment for 90 days in a training-related job for 75 percent of the training participants), Title II participants are eligible to receive benefits under the CTB program if otherwise eligible for UI benefits. Title II participants who are not in performance-based JTPA training and participants in other training programs must meet the eligibility criteria outlined in UI Code, Section 1269-1274 to participate in the CTB program.

Title III of JTPA assists workers who have been displaced from their jobs or who have received notice of layoff due to work force reduction or plant closure, or who have been unemployed for a long period. JTPA requires that the State match Title III funds with funding from non-federal sources. JTPA allows up to 50 percent of the required Title III match to be the UI benefits expended on JTPA participants. Title III participants are eligible to receive benefits under the CTB program if otherwise eligible for UI benefits..

AB 2465 (Chapter 1231, Statutes of 1984) extended the CTB program to seasonal workers.

In 1987 the Legislature again made changes to the program. SB 1083 (Chapter 956, Statutes of 1987) was signed by the Governor on September 22, 1987, and the changes became effective on that date. SB 1083 made the following changes to the program:

- The program ending date was extended from January 1, 1988 to January 1, 1993 (UI Code, Section 1274.10).
- Participation by an individual in the program is limited to one time in a three-year period. (UI Code, Section 1269(c)(7)). Program participation was previously limited to one time participation regardless of the number of years between training periods.
- The language of the 16-week requirement for TE claims was amended and clarified to require that the application for TE benefits must be made no later than the 16th week of receiving UI benefits (UI Code, Section 1271(a)). Previously the language of the Code stated that the application for TE benefits had to be applied for by the 16th week of unemployment. An individual who applies after the 16th week of drawing benefits can be approved for CTB, but cannot be approved for TE.

PROGRAM OPERATIONS AND COSTS

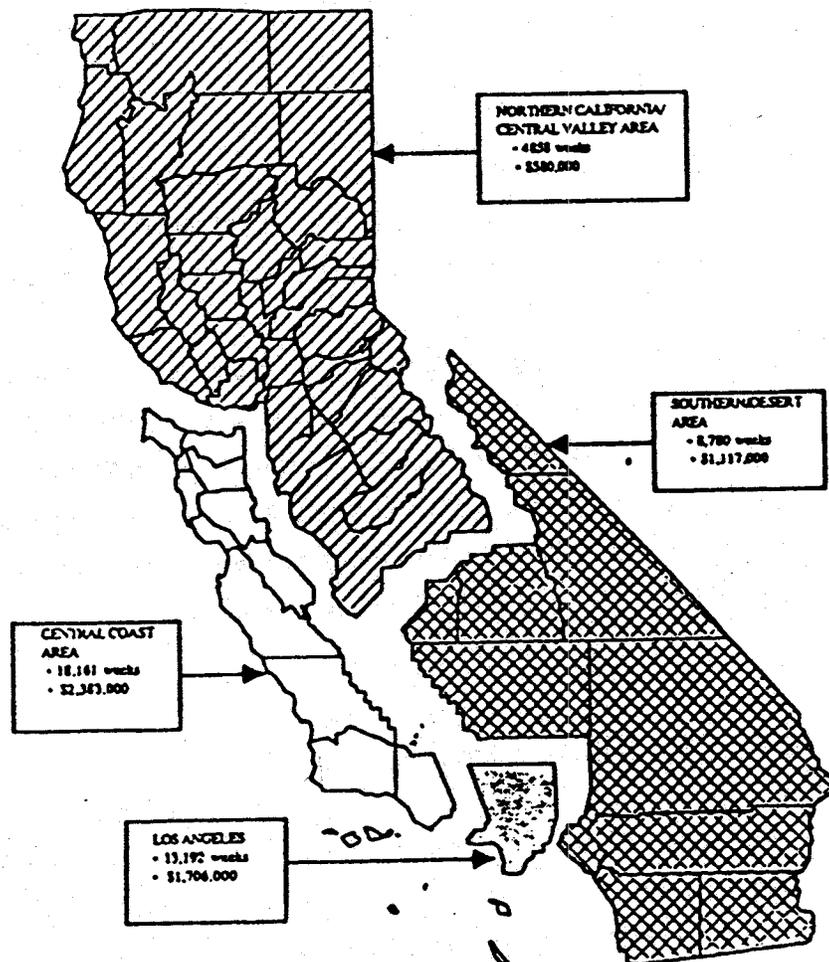
We estimate a total of \$19.0 million in CTB benefits were paid to trainees in FY 1987-88. This included an estimated \$5.8 million of TE benefits. Because CTB trainees are unemployed and drawing UI benefits at the time of enrollment, only the TE benefits should be considered as an additional cost to the UI Fund.

We estimate that 7,420 individuals participated in the CTB program during FY 1987-88. An estimated 67%, (or 4,969 individuals) also drew TE benefits because their training extended beyond the termination or exhaustion of their regular unemployment benefits.

As indicated by Figure 1, most of the TE benefits were paid in the Central Coast and Los Angeles areas of the state. TE benefits paid in these two areas represented approximately 71% of the estimated \$5.8 TE expenditure. Since the Central Coast and Los Angeles areas encompass most of the larger metropolitan population centers of the state where several training facilities are available, the concentration of TE payments in these two areas was to be expected.

FIGURE 1

TRAINING EXTENSION BENEFITS
PAID
BY GEOGRAPHICAL AREA
FISCAL YEAR 1987-88



SOURCE: REPORT 99F-UNEMPLOYMENT INSURANCE PAYMENT ACTIVITY
FOR PERIOD JULY 1, 1987 THROUGH JUNE 30, 1988

During FY 1987-88, 1,118 applicants were determined ineligible to receive training benefits. Table I lists reasons for ineligibility.

Table I
Reasons for Ineligibility Determinations
July 1, 1987 Through June 30, 1988

Reasons	Denials	Percent of Total
Adequate labor market for claimants skills	471	31.1
Did not apply by sixteenth week of unemployment	291	19.2
Training was not full time	140	9.2
Receiving or entitled to training benefits or stipend	16	1.1
Training could not be completed in one year	95	6.3
Did not obtain approval or apply while receiving benefits	5	.3
Not unemployed for four or more continuous weeks	114	7.5
Limited opportunities or surplus workers for occupation for which applicant requested training	84	5.6
Previously participated in the program	31	2.1
Other	266	17.6
TOTAL REASONS FOR DENIAL	1,513	100%

NOTE: The total reasons for denial is not equal to the number of individuals determined ineligible because an applicant may be denied benefits for more than one reason.

SOURCE: EDD Form DE 3100, Decision of Potential Training Benefits Entitlement, for period July 1, 1987 through June 30, 1988.

Administrative charges for FY 1987-88 were an estimated \$260,000. This amount reflects the estimated costs of assessing eligibility for CTB.

State Fiscal Year 1987-88 was a transition year for EDD with regards to its information systems. The manual systems were phased out and new automated systems were being phased in throughout the fiscal year. The new systems are now in place and should provide more accurate data on CTB program participation and program expenditures for the FY 1988-89 report.

NAME OF STATE

IOWA

TITLE/TYPE OF SERVICE

Additional Benefits

DESCRIPTION OF PROGRAM

Program to extend additional benefits to individuals laid off due to the individual's employer going out of business.

LEGISLATIVE PROVISIONS

Duration of Benefits

5. The maximum total amount of benefits payable to any eligible individual during any benefit year shall not exceed the total of the wage credits accrued to the individual's account during the individual's base period, or twenty-six times the individual's weekly benefit amount, whichever is the lesser. The director shall maintain a separate account for each individual who earns wages in insured work. The director shall compute wage credits for each individual by crediting the individual's account with one-third of the wages for insured work paid to the individual during the individual's base period. However, the director shall recompute wage credits for an individual who is laid off due to the individual's employer going out of business at the factory, establishment, or other premises at which the individual was last employed, by crediting the individual's account with one-half, instead of one-third, of the wages for insured work paid to the individual during the individual's base period. Benefits paid to an eligible individual shall be charged against the base period wage credits in the individual's account which have not been previously charged hereunder, in the inverse chronological order as the wages on which such wage credits are based were paid. However if the state and national "off indicators" are in effect and if the individual is laid off due to the individual's employer going out of business at the factory, establishment, or other premises at which the individual was last employed, the maximum benefits payable shall be extended to thirty-nine times the individual's weekly benefit amount, but not to exceed the total of the wage credits accrued to the individual's account.

The amount of benefits paid to an individual, which is solely due to wage credits considered to be in an individual's base period due to the exclusion and substitution of calendar quarters from the individual's base period under section 96.23, shall be charged against the account of the employer

responsible for paying the workers' compensation benefits for temporary total disability or during a healing period under section 85.33, section 85.34, subsection 1, or section 85A.17, or responsible for paying indemnity insurance benefits.

As amended by H. 637, L. 1983; H. 767, L. 1980.

H. 767, L. 1986, effective retroactively to benefit claims filed on or after July 3, 1983, deleted "weekly" which formerly preceded "workers" and "indemnity" in the second paragraph.

PROGRAM ASSESSMENT

Not Available

STATE CONTACT

Max Noe, Job Service Specialist
(512) 281-5422

NAME OF STATE

MAINE

TITLE/TYPE OF SERVICE

Dislocated Worker Benefits (DWB) Program--To provide special extended unemployment benefits to participate in approved training.

DESCRIPTION OF PROGRAM

Special unemployment benefits are available to workers who are having difficulty becoming reemployed. Dislocated Worker Benefits are available to workers who have exhausted regular unemployment benefits and are attending an approved training program. To be eligible for these special benefits, a claimant, in addition to attending approved training, must have been terminated or laid off or received a notice of layoff, be eligible for or exhausted entitlement to unemployment compensation, and unlikely to return to his/her previous industry or occupation. Benefits are payable for up to 26 weeks and may not be paid for a training program subsequent to the claimant's initial enrollment in a training program.

LEGISLATIVE PROVISIONS

1196 Extended benefits for dislocated workers in approved training; sunset and review

1. Dislocated workers defined. As used in this section; section 1043, subsection 5, paragraph B; and section 1191, subsection 4, paragraph A, the term "dislocated worker" means:

A. An individual who:

(1) Has been terminated or laid off or who has received a notice of termination or layoff from employment;

(2) Is eligible for or has exhausted his entitlement to unemployment compensation; and

(3) Is unlikely to return to his previous industry or occupation;

B. An individual who has been terminated or who has received a notice of termination of employment, as a result of any permanent closure of a plant or facility; or

C. An individual who is long-term unemployed and has limited opportunities for employment or reemployment in the same or a similar occupation in the area in which he resides, including any older individual who may have substantial barriers to employment because of his age.

2. Annual report. The Commissioner of Labor shall report to the joint standing committee of the Legislature having jurisdiction over labor before March 1st of each year regarding the actions taken under section 1043, subsection 5, paragraph B, and section 1191, subsection 4, paragraph A. The report shall include:

A. The number of persons who receive benefits under those provisions:

B. The average length of time in training for persons who receive benefits under those provisions:

C. The average weekly benefit and average total amount of benefits paid to persons under those provisions:

D. The success rate in placing trainees who receive benefits under those provisions; and

E. The total cost of benefits paid under those provisions and the effect on the Unemployment Trust Fund.

3. Repeal. This section; section 1043, subsection 5, paragraph B; and section 1191, subsection 4, paragraph A; are repealed:

A. Three years from the effective date of this section; or

B. If the reserve multiple determined under section 1221, subsection 4, paragraph C, is 245 or below.

Any person who has qualified to receive benefits under section 1043, subsection 5, paragraph B, or section 1191, subsection 4, paragraph A, at the time of repeal under this subsection shall continue to be governed by the repealed provision.

PROGRAM ASSESSMENT

DISLOCATED WORKER BENEFITS PROGRAM
ANNUAL REPORT FOR 1988 TO THE JOINT STANDING COMMITTEE ON LABOR
OF THE 114th MAINE LEGISLATURE

In accordance with 26 MRSA 1196, sub- 2, there is respectfully submitted herewith an annual report of activities under the dislocated worker benefits (DWB) program for 1988.

- A. The number of persons who receive benefits under those provision:

805

- B. The average length of time in training for persons who receive benefits under those provisions: 18.0 weeks

- C. The average weekly benefit and average total amount of benefits paid to persons under those provisions:

Average Weekly Benefit..... \$155.37

Total Benefits Paid to Each Person \$2,796.52

- D. The success rate in placing trainees who receive benefits under those provisions for 1986-1988:

[Data available only for trainees enrolled in Job Training System (JTS) programs.]

Total Eligible for DWB Program.....1,358

Referred to Non-JTS Programs*.....625

Total Referred to JTS Programs.....406

Unenrolled Applicants.....63

Total Enrolled Applicants.....670

Active Enrollees.....148

Total Inactive Entrants to JTS.....522

Project or Program Terminees.....14

Total Completions or Self-Terminations.....508

Positive Completions:

Full/Part-Time Unsubsidized Employment.....375

Self-Employment.....9

Competency Certificate.....4

Completed Employment Development Plan.... 10

Total Positive Completions.....398

Total Positive Completions as a Percent of
Total Completions of Self-Terminations.....78%

*Includes Mountain Valley Training Dislocated Worker Program funded through General Revenue funds in 1988.

E. The total cost of benefits paid under those provisions and the effect on the Unemployment Trust Fund:

Total Cost of DWB.....	\$2,251,201
As a Percent of Total Benefits Paid.....	4.5%
As a Percent of Dec. 31, 1988 Trust Fund Balance.....	1.3%

Regular Benefit Costs.....	\$49,486,561
Unemployment Trust Fund Balance as Dec. 31, 1988.....	175,568,543

Estimated 1988 Reserve Multiple:

With DWB Program.....	0.860
Without DWB Program.....	0.871

February 28, 1989 289d

STATE CONTACT

Gail Y. Thayer, Maine Department of Labor.
(207) 289-2316

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

D.E.T. Training Opportunities Program (Section 30)

DESCRIPTION OF THE PROGRAM

The D.E.T. Training Opportunities Program (Section 30) promotes access to training opportunities for UI claimants in need of skills upgrading to increase their chances for reemployment. This statewide special program targets UI claimants who are permanently separated and/or underemployed.

Section 30 of the Massachusetts Unemployment Insurance Law provides for extended UI benefits to an individual who needs industrial or vocational training to become reemployed while the individual participates in an approved training course.

The following categories of claimants are eligible for the Section 30 extended training benefits:

- o claimants who are permanently separated and/or underemployed;
- o claimants who do not have a reasonable expectation of being recalled to his or her base period employer are also eligible;
- o claimants who meet the federal eligibility guideline for "economically disadvantaged" persons under the JTPA programs;
- o "dislocated workers" whose job losses were certified as full or partial plant closings;
- o individuals who qualify for the JTPA Title III programs; and
- o individuals who have lost their job permanently or who have been unemployed for at least 15 consecutive weeks.

Allowable training courses or programs must:

- o be vocational or industrial training provided by a vendor who has achieved a placement rate of 70% or higher;

- o be conducted on a full-time basis (20 hours a week) and last 52 weeks or less (Individuals requiring remedial assistances, ESL or ABE instruction may be approved for extended duration); and
- o be adequate to prepare the trainee to assume gainful employment

LEGISLATIVE PROVISIONS

430 CMR 9.00: EXTENDED BENEFITS UNDER M.G.L.C. ISIA, S.30

Section

- 9.01: Purpose
- 9.02: Scope and Applicability
- 9.03: Definitions
- 9.04: Eligibility of Claimants
- 9.05: Approval of Training Programs (Courses)
- 9.06: Application Procedure
- 9.07: Rights and Obligations of Program Participants

9.01: Purpose:

The purpose of 430 CMR 9.00 is to establish procedures and interpret the standards for receiving extended benefits under the Division of Employment Security's (DES) Training Opportunities Program.

9.02: Scope and Applicability:

430 CMR 9.00 applies to any person who has an eligible claim for unemployment compensation benefits and is seeking extended benefits under M.F.L.C. 151A, s. 30.

9.03: Definitions:

The following words and phrases shall have the following meanings, unless otherwise clearly indicated by the context of 430 CMR 9.00.

Adult Basic Education (A.B.E.): academic training to bring students up to an appropriate level of skill to meet their vocational objectives, up to, and/or including a high school equivalency diploma.

Bay State Skills Corporation: a quasi-public corporation established by Massachusetts Law to facilitate the development of skills training and education programs for high growth occupations and to stimulate close working relationships between business, education, labor and government.

C.A.R.E.E.R, (Commonwealth Account for Reemployment Resources): services or programs available as a result of a plant closing.

Director: the Director of the Division of Employment Security established under section M.G.L. c. 23, s. 91.

ESL: English as a Second Language course given to teach basic literacy skills to non-English speaking persons.

Job Training Partnership Act of 1982 (JTPA): a law passed by Congress to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facting serious barriers to employment who are in special need of such training to obtain productive employment.

Personal Employment Plan: a strategy developed by both the interviewer and applicant involving specific actions that are appropriate to increase possibilities in obtaining employment.

Title IIA: that section of the Job Training Partnership Act of 1982 which authorizes funding and sets out requirements for training services to be provided at the local level for disadvantaged youth and adults. Eligibility requirements include residency, age, citizenship status, and economically disadvantaged status.

Title IIA 10% Window: that provision of Title II of the Job Training Partnership Act of 1982 where up to ten percent (10%) of the participants in Title IIA training programs may be considered eligible regardless of income, if they have encountered other barriers to employment.

Title III: the section of the Job Training Partnership Act of 1982 that provides funds to assist experienced workers who have permanently lost their jobs due to technological displacement, foreign competition or other structural changes in the economy. This Title is commonly called the Dislocated Workers Program and provides employment and training services aimed at reemploying the victims of displacement.

9.04: Eligibility of Claimants

(1) The four categories of claimants listed below are automatically eligible to participate in an approved training program as defined in 430 CMR 9.05 below: (a) Claimants meeting the eligibility guidelines for Title IIA of the Job Training Partnership Act of 1982, not including claimants whose Title IIA eligibility is through the ten percent (10%) window; or (b) Claimants who have been in total unemployment for fifteen (15)

csecutive weeks or longer, although not necessarily collecting unemployment benefits, and who have been permanently separated from their last employer; or (c) "Dislocated workers", defined as those terminated by Division of Employment Security certified firms (plant closings), and those eligible for JTPA Title III and/or Career Dislocated Worker programs; or (d) Special occupational classes of workers involved in indefinite plant shutdowns of declining industries within a specific labor market area as determined by the Director; or other groups as may be designated by the Director.

(2) Any claimant who is not eligible, subject to 430 CMR 9.04(1), may be eligible if it is determined that, based on the claimant's most recently utilized skills, it is unlikely that the claimant will secure comparable employment.

(3) A claimant shall be eligible, subject to 430 CMR 9.04(1) and (2), during the pendency of any dispute regarding eligibility for leaving work under M.G.L. c. 151A, s. 25(e), provided the claimant is receiving benefits pursuant to a determination made under M.G.L. c. 151A, s. 39(a).

9.05: Approval of Training Programs (Courses)

(1) The following types of training programs are automatically approved: (a) Training programs sponsored under the Job Training Partnership Act of 1982 (Titles IIA and III) or by the Bay State Skills Corporation, C.A.R.E.E.R. Programs, or any course that is part of a Personal Employment Plan for JTPA Title III and C.A.R.E.E.R. Program participants and those programs which have previously been approved by the Director; (b) English as a Second Language (ESL), Adult Basic Education (ABE), or G.E.D. preparation programs offered in conjunction with another approved training program.

(2) A program which is not approved pursuant to 430 CMR 9.05(1), shall be approved if it meets the requirements set forth below: (a) The program provides vocational or industrial training. (b) The program requires attendance at least twenty (20) hours per week. (c) The program has achieved an average "placement rate" of seventy percent (70%) during the most recent twelve (12) months period for which such data is available. If no such data is available for the particular program in question, this requirement shall be satisfied if the average placement rate of other comparable courses offered by the training organization involved was at least seventy percent (70%) during the most recent twelve (12) month period for which such data is available. Other evidence that successful completion of the program is likely to lead to reemployment may also be provided and considered.

(d) The program will be completed within one (1) year, except that this requirement may be waived if the program in question combines remedial (e.g. A.B.E., E.S.L., or G.E.D. Preparation) education with vocational or industrial training. (e) The program is not primarily designed to meet requirements for a post-secondary degree. (f) An Adult Basic Education, (A.B.E.), English as a Second Language (E.S.L.), or G.E.D. program that is called for in a Personal Employment Plan developed by a JTPA/CP or by DES. (g) Program which satisfy the above requirements except 430 CMR 9.05(2)(b) may be approved at the discretion of the Director.

9.06: Application Procedure

(1) Application for approval under M.G.L. c.151A, s 30, shall be made in writing, on forms provided by DES.

(2) DES shall mail notice of the approval or denial of the claimant's application to the claimant no later than five(5) working days after receipt of all forms and required verifications. If the application is approved prior to the commencement of the program in question, such approval shall be preliminary, and shall become final upon the claimant's attendance at the program and being otherwise eligible for benefits.

(3) A notice of denial of application shall include a statement of the reason for the denial, the specific facts upon which the denial is based, citation of the statute or regulation(s) upon which the denial is based, and an explanation of the claimant's right to appeal, right to be represented, and the manner and time limits for filing an appeal.

9.07: Rights and Obligations of Program Participants

(1) Extended benefits provided for under M.G.L. c. 151A, s. 30, are payable only while the Claimant is in attendance at the training course. If the claimant is not yet collecting extended benefits under M.G.L. c.151A, s. 30 but finishes training or ceases to attend training, the claimant will be entitled to be remaining regular unemployment insurance benefit credit if otherwise eligible. In order to qualify for extended benefits under M.G.L. c. 151A, s. 30 a claimant must begin training prior to the expiration of the benefit year. If a claimant is approved to collect extended benefits under M.G.L. c. 151A, s. 30 and the benefit year then expires while the claimant is still attending training and the claimant is not eligible to file new benefit year claim., the claimant can continue to collect extended benefits under M.G.L. c. 151A, s. 30 beyond the benefit year expiration date.

If the claimant is eligible to file for a new benefit year claim, the new benefit year claim must be filed and the facts will be investigated and another determination of entitlement to extended benefits under M.G.L. c. 151A, s. 30 will be made on the new claim.

(2) Participants approved under M.G.L. c. 151A, s. 30 shall not be required to engage in work search activities and shall not be required to apply for or accept suitable work during any week in which the participant is in attendance at the training program.

(3) The director shall make reasonable effort to advise a claimants periodically of their right to apply or extended benefits under M.F.L. c. 151A, s. 30 and the procedure for applying.

PROGRAM ASSESSMENT

A follow up survey of participants is being conducted by the D.E.T. Evaluation office.

STATE CONTACT

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Department of Employment and Training
19 Staniford Street, First Floor
Boston, Mass. 02114
(617) 727-1335

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

Reemployment Assistance Benefits (RAB)

DESCRIPTION OF THE PROGRAM

This program provides extra financial assistance, special job training and placement services, and health care coverage to Massachusetts workers who lose their jobs due to either a full or partial plant closing. These benefits are intended to protect workers and their communities from the economic hardship that a sudden, large-scale, plant closing can cause.

Supplemental unemployment insurance benefits may be provided for a maximum of 13 weeks. In addition, the laid off employee is eligible to participate in an extended health insurance coverage plan (up to 90 day extension).

Special job training and placement services may be arranged through the Department of Employment and Training's Opportunity Job Centers, and the special centers which are set up in response to plant closings (called Worker Assistance Centers (WACs) or Emergency Assistance Centers (EACs).

LEGISLATIVE PROVISIONS

CHAPTER 208. AN ACT ALLEVIATING THE IMPACT OF MAJOR DISLOCATIONS OF EMPLOYMENT AND TO ASSIST THE REEMPLOYMENT OF DISLOCATED WORKERS

SECTION 7. Chapter 151A of the General Laws is hereby amended by inserting after section 71 the following seven sections: -

Section 71A. As used in section seventy-one B to seventy-one G inclusive, the following words shall unless the context clearly requires otherwise, have the following meanings: -

"Advance notification," a voluntary declaration by an employer, in a form and manner established by the director, that a plant closing, as defined in this section, will occur.

"Covered partial closing," a partial closing which the director has determined under the provisions of section seventy-one C, to be covered by the provisions of section seventy-one B to seventy-one G, inclusive.

"Date of certification," the actual or anticipated date of plant closing or covered partial closing as determined by the director.

"Date of notification," the date of announcement by the employer or the director, whichever is earlier, of a plant closing or covered partial closing as determined by the director.

"Director," the director of the division of employment security, established under section nine 1 of chapter twenty-three.

"Eligibility period," the period consisting of the weeks in an employee's benefit year which consist of the employee's first compensable week and the next twelve consecutive weeks following the date of notification or the date of certification, whichever is earlier.

"Employee," an individual who is or has performed service for wages, whether full-time or part-time, at a facility, who at the point of termination has received said wages for the past four quarterly periods from the employer or its predecessor, and who is otherwise eligible for unemployment benefits, excluding any individual employed by an employer engaged in a seasonal enterprise as defined by the director.

"Employer," an individual, corporation, or other private business entity, whether for profit or not-for-profit, except an employer engaged in a seasonal enterprise as defined by the director, which owns or operates a facility, at least one year.

"Facility," a plant, factory, commercial business, institution or other place of employment located in the commonwealth which had fifty or more employees, as defined in this section, during any month in the six month period prior to the date of certification.

"Group insurance policy," a medical insurance policy provided by an employer for its employees, in accordance with the provisions of either chapter one hundred and seventy-five, one hundred and seventy-six A, one hundred and seventy-six B, or chapter one hundred and seventy-six G.

"Health Insurance Benefits Fund," the fund established by section seventy-one E to finance the health insurance benefits in accordance with the provisions of section seventy-one G.

"Industrial Advisory Board" or "Board," the body, established by section one hundred and ninety of chapter six for the purpose of advising certain officials of the commonwealth on the implementation of certain provisions of this chapter and on possible future policies.

"Partial closing," a permanent cessation of a major discrete portion of the business conducted at a facility which results in the termination of a significant number of the employees of said facility and which affects workers and communities in a manner similar to that of plant closings.

"Plant closing," a permanent cessation or reduction of business at a facility which results or will result as determined by the director in the permanent separation of at least ninety per cent of the employees of said facility within a period of six months prior to the date of certification or with such other period as the director shall prescribe, provided that such period shall fall within the six month period prior to the date of certification.

"Reemployment assistance benefits," the supplemental benefits established by section seventy-one F for employees who have been terminated by plant closing and covered partial closings.

"Separation pay," the maintenance by an employer or a labor union of an employee's wages following his termination.

"Termination," the permanent layoff of an employee from the employ of an employer, provided however, that an employee who is offered continued suitable employment as defined in subsection (c) of section twenty-five by his employer at another workplace owned or operated by said employer shall not be deemed to have been laid off.

Section 71B. (a) Every employer who is closing a facility, as defined in section seventy-one A, shall thereupon promptly report to the director, in such form and manner as the director prescribes, such information as may be necessary to determine an employee's reemployment assistance benefits rights under section seventy-one A to seventy-one G, inclusive. The director, after making such inquiries and investigations as deemed necessary, shall certify whether a plant closing has occurred or will occur. The director shall certify that a plant closing has or will occur if the director determines that at least ninety per cent of the employees of a facility have been or will be permanently separated within the six month period prior to the date of certification or within such other period as the director shall prescribe; provided that, such period shall fall within six month period prior to the date of

certification. The director shall give notice of the determination regarding certification to the employer and if the employees are represented by a labor union to such union and to any other person or organization that the director determines is an interested party.

(b) Any interested party notified of a determination under this section may request a hearing within ten days after mailing of the notice of the determination. If a hearing is requested, the director or the director's authorized representative shall afford all interested parties a reasonable opportunity for a fair hearing, except that the director may refer the case to the board of review of hearing and decision in accordance with subsection (d) of section forty-one. The conduct of such hearings before the director or the board of review, as the case may be, shall be in accordance with the procedures prescribed by and pursuant to subsection (b) of section thirty-nine. Any interested party aggrieved by any decision on certification may appeal such decision. Such appeal shall be in accordance with the procedures prescribed in sections forty through forty-two inclusive.

(c) The director shall report, from time to time, to the secretary of manpower affairs and the industrial advisory board any determination or decision made pursuant to this section and may provide such information to any other interested individual or organization.

Section 71C. Subject to appropriation, the director shall, in consultation with the Massachusetts industrial advisory board, identify and assess various categories of partial closings. Subsequently, the director shall, by regulation, identify those partial closings that are deemed to fall within the intent of sections seventy-one A to seventy-one G, inclusive. Any proposed regulations to be issued pursuant to this section shall be filed with the clerk of the house and the clerk of the senate thirty days before publishing a notice of a public hearing, pursuant to section two of chapter thirty A. Subject to appropriation, employees whose employment is terminated in covered partial closings established by said regulations shall be eligible for the reemployment assistance benefits established by sections seventy-one F and health insurance benefits established by section seventy-one G.

Section 71D. Subject to appropriation, the secretary of manpower affairs, in coordination with the secretary of labor, and any other appropriate agency, shall establish a reemployment assistance program to provide counselling, placement, training, and any other services deemed necessary, to employees terminated in plant closings which will lead to the reemployment of said employees. Such services shall be

provided either at a plant closing site, at local offices of the division of employment security or at a site provided by any other appropriate agency. Subject to appropriation, said reemployment assistance program shall be administered by the secretary of manpower affairs. Participation in said program when said program is available shall be a requirement for eligibility for reemployment assistance benefits established pursuant to section seventy-one F.

Section 71E. There is hereby established a Reemployment Assistance Fund and a Health Insurance Benefits Fund which shall be administered by the director, without liability on the part of the commonwealth beyond the amounts credited to and earned by the funds. Such funds shall consist of all moneys credited to the funds as provided in this section, less payments made therefrom in accordance with sections seventy-one F and seventy-one G. Moneys in the reemployment assistance fund shall be pooled and available to pay reemployment assistance benefits under section seventy-one F and moneys in the health insurance benefits fund shall be pooled and available to pay health insurance benefits under section seventy-one G irrespective of the source of such moneys. Such funds may receive moneys from appropriations and any other revenue source that the general court may from time to time establish. Moneys in the funds shall not be commingled with moneys in the unemployment compensation fund established by section forty-eight.

Section 71F. (a) An employee shall be eligible to receive reemployment assistance benefits with respect to any week of unemployment in his or her eligibility period, as defined in section seventy-one A, only if the director finds that with respect to such week (1) the employee has been terminated from their employment as a result of a plant closing or covered partial closing, (2) the employee is otherwise eligible for regular benefits under this chapter, and (3) the employee is participating in the reemployment assistance program, when such program is available, in accordance with the provisions of section seventy-one D; provided that, no reemployment assistance benefits shall be paid for any week commencing prior to the date of notification as determined by the director.

No person eligible for reemployment assistance benefits shall be denied such benefits during his eligibility period because said person has refused to apply for or to accept employment which is not suitable employment, as defined in section twenty-five.

(b) The weekly reemployment assistance benefit amount payable to an employee for a week of total unemployment in his eligibility period shall be an amount equal to the difference between the weekly benefit amount, including dependency benefits, payable to the employee during the benefit year and seventy-five per cent of the employee's average weekly wage, rounded to the next lower full dollar amount; provided that, such amount shall not exceed the amount specified in subsection (d).

(c) The total amount of reemployment assistance benefits payable to any eligible employee with respect to the employee's benefit year shall be thirteen minus the number of weeks advance notification was given to the employee by the employer minus the number of weeks of separation pay, or equivalent thereof, received by the employee from the employer, times the employee's weekly reemployment assistance benefit amount.

(d) The maximum weekly reemployment assistance benefit amount payable to an employee shall be ninety-seven dollars; provided however, as of the first Sunday of October of each year commencing after December thirty-first, nineteen hundred and eighty-four the maximum amount payable shall increase by the percentage increase in the maximum weekly benefit rate computed under subsection (a) of section twenty-nine. Such new amount, rounded to the next lower full dollar amount, shall apply only to an employee whose benefit year commences on or after the first Sunday of October of the applicable year and prior to the first Sunday of October of the following year.

(e) No weekly reemployment assistance benefit amount shall be paid to an employee where the amount of regular benefits otherwise payable to the employee has been reduced to zero as a result of the application of subsection (b) of said section twenty-nine or subsection (d) of paragraph (6) of said section twenty-nine.

(f) Except when the result would be inconsistent with the provisions of section seventy-one A to seventy-one G, inclusive, the provisions of this chapter which apply to claims for, or the payment of, regular benefits shall apply to claims for, and the payment of reemployment assistance benefits.

Section 71G. (a) An employee eligible to receive reemployment assistance benefits under section seventy-one F shall also be eligible to receive health insurance benefits during his or her eligibility period if (1) the individual was, at the time of termination covered by an individually purchased health insurance plan, and (2) the individual is not able to be covered under any health insurance plan carried by a member of the family.

For the purpose of this section, the eligibility period shall commence with the effective week of the claim for regular benefits and end at the completion of three calendar months, or the completion of the month during which reemployment was obtained, whichever is less. The payment of health insurance benefits shall terminate at the end of the month during which employment was obtained.

(b) The maximum health insurance benefits amount shall be the amount of the monthly insurance premium, but not to exceed three months. Such amount shall be paid in accordance with the procedures prescribed by the director. In formulating said procedures and other regulations governing this section, the director shall consult with the commissioner of insurance.

PROGRAM ASSESSMENT

The Effectiveness of the Law and the RAB Program

STATE CONTACT

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THE EFFECTIVENESS OF THE LAW AND THE RAB PROGRAM

This section explores the following questions concerning whether the intent of the law and the RAB Program is being met:

- Is advance notice being provided to workers? What effects does the law appear to have had on employer behavior? Is the Social Compact working?
- What is the value of advance notice to workers? Of RAB benefits? Do RAB benefits effectively serve as a substitute for advance notice and separation pay?
- Who are the recipients of RAB benefits? What are their characteristics and reemployment experiences?

AVAILABILITY OF ADVANCE NOTICE AND SEPARATION PAY

This discussion focuses on the extent to which advance notice and/or separation pay has been provided to workers and on how the current law is likely to have affected employer behavior in this regard. Detailed information from RAB claim files indicates that low percentages of claimants received notice and/or pay, and that limited numbers of certified employers have actually provided formal, written notice to workers in advance of the closing. The following caveats, however, should be noted:

- Since there is no historical data about the availability of written notice and separation pay, it is not possible to measure whether employer behavior has actually changed as a result of the Mature Industries law. Only data for the first 21 months that the law has been in effect can be offered.
- In total, RAB claimants represent fewer than half of all workers potentially affected by certified full and partial closings. It

is not known what share of the remaining workers received notice and/or separation pay, and how this might have affected their reemployment. It is possible that some workers from the non-claimant group may have received some form of notice and may have become reemployed more quickly.

Findings

The vast majority of RAB claimants involved in full plant closings did not receive written advance notice (See Appendix Table C-1). This rate held fairly constant over time -- about 71% of RAB claimants from full plant closings received no written notice in 1985, while 72% went without written notice in 1986. None of the RAB claimants affected by partial plant closings through 9/30/86 had received written advance notice. Availability of separation pay to RAB claimants was even more limited (Appendix Table C-2). Seventy-seven percent (77%) of RAB claimants in 1985 and 86% of RAB claimants in 1986 did not receive separation pay.

Only 16% of all RAB claimants since 1/1/85 received the 13 weeks of advance notice and/or separation pay in combination, as recommended by the Social Compact. (See Appendix Table C-3).

On a company-by-company basis, only 24% of all employers involved in certified closings have provided written notice to their employees through September, 1986 (see Appendix Table C-4). For full closings, this rate has dropped slightly over time, with 27% of employers in 1985 and 21% of employers YTD in 1986 giving notice. Only 1 of the 9 facilities involved in certified partial closings has provided the recommended form of worker notice.

Large firms were somewhat more likely to provide advance notice and separation pay. Over half of the certified closings were at firms with 50-99 workers; 19% of the employers at this company size gave written advance notice, while 21% of the companies with 100-249 workers gave written notice. Eight out of the 15 largest employers (250 or more workers) also gave written notice. Although a similar share of all employers overall

(18%) gave separation pay, smaller companies were clearly less likely to provide this benefit. Availability of separation pay was minimal in companies with fewer than 100 workers. However, 31% of all firms with 100-249 workers gave some amount of separation pay, while one-third of the largest employers gave separation pay.

Other Forms of Notice

The above data about notice from RAB program statistics reflect only the availability of formal, written notice from employers to their workers. Information about layoffs and plant closings is also disseminated publicly in other ways, e.g., through media announcements, labor unions, and through the concerted efforts of the public sector to respond by providing services to dislocated workers and troubled firms. Certainly, the network of emergency assistance centers for dislocated workers is one example of the specific responses initiated by the Commonwealth in cooperation with local officials, labor, and affected employers. This process, in many instances, has been facilitated by early warning of a planned layoff or closing.

The Industrial Services Program (ISP) was created as the coordinating arm for state services established under the Mature Industries legislation. Consistent with its role to market the Social Compact, the ISP has evaluated how much general notice has been available about plant closings and how much severance pay has been provided by these firms.

The types of advance notice surveyed by the ISP include media announcements, verbal announcements, employee meetings, etc. Thus, the data is not directly comparable with DES totals, which use written employer notice as a basis of calculating individual worker benefits.

The ISP's analysis through May, 1986 indicates that, for 18% of the 106 firms in their sample, 3 months or more of notice in some form was available prior to the closing; in 8% of the firms, 7-11 weeks of notice and separation pay combined was available. The amount of advance notice was found to vary by size: all of the companies with 400 or more workers had given 3 months notice before the closing, or some combination of notice and

pay, although RAB benefits were paid to some portion of laid-off workers from all of these firms. The share of all workers receiving some form of advance notice, however, was probably higher than the above percentages might suggest. The share of smaller companies providing notice was much lower, on the other hand. In addition, industry analysis showed that garment firms, in particular, most of which were small firms, were also less likely to give notice.

These findings raise a number of questions about why the amount of advance notice is so limited. For example, how aware is the business community about the importance of advance notice? Does the law itself provide effective incentives for employers to confirm a closing for its workforce? Is the Social Compact working?

Marketing of the Social Compact

Information about the voluntary Social Compact, which recommends that employers provide advance notice, separation pay in lieu of notice, and reemployment assistance to laid-off workers, has been disseminated by the Massachusetts Industrial Services Program. Beginning in the fall of 1985, the ISP mailed letters describing the Social Compact to each Chamber of Commerce in the Commonwealth and requested that the Chambers in turn mail informational material to their members. Approximately 26 Chamber of Commerce participated in this marketing effort. The ISP has also scheduled presentations at the membership meetings of 12 different Chambers. Similar meetings and presentations have been arranged with the Massachusetts Employer Association, Associated Industries of Massachusetts, the Small Business Association of New England, and the Massachusetts Central Labor Council.

The goal of this outreach activity has been to inform employers throughout the state about the principles of responsible corporate behavior set out in the Mature Industries law, and about the planning and funding assistance available through the ISP. Materials developed by the ISP and

AIM also urge employers to "adopt the voluntary guidelines as a matter of corporate policy". (Similar guiding principles were also developed by the Mass High Tech Council for its members.)

It is important to note that the marketing of the Social Compact has not emphasized that an official document or agreement be signed by employers or employer associations. Implementation of the principles of the Social Compact may be demonstrated by firms that provide reemployment assistance, notice, or pay in lieu of notice to their workers. However, adherence to the Compact is difficult to measure, as the principles set forth in the Compact do not prescribe a minimum standard of notice and/or pay, nor a specific form or procedure for providing notice.

Certainly, efforts to market the Social Compact and what it can mean to the worker and the business community should be continued. Perhaps greater emphasis should be placed on what is considered "proper" notice to workers, i.e., written confirmation by the employer to the worker. A more formalized and tangible process for gaining employer acceptance of the Social Compact might also be emphasized, such as asking employers to "sign up" in support of the Compact.

The Division of Employment Security has undertaken a program of employer seminars to inform the business community about the Unemployment Compensation System. As part of this effort, the Division will emphasize that all employers can benefit when advance notice is provided to their employees and to state service agencies. That is, encouraging job-seeking services early can reduce workers' length of unemployment and thus the tax liability of the employer.

Employer Incentives to Provide Written Worker Notice

In analyzing why the amount of written notice provided to workers is so limited, it is also important to consider the motivational factors that might be influencing employer behavior. Under the present law, employers are neither directly penalized nor rewarded for providing specific worker notice and/or separation pay. RAB benefits are funded out of general

revenues and are not directly chargeable to the plant closing employer. Moreover, if the decision to close the plant is not made at least 13 weeks before layoffs begin, providing the full amount of advance notice would mean retaining all workers for a 90-day period. This could represent a sizeable cost to employers. Offering several weeks of separation pay in lieu of notice would also represent a similar cost to the business.

On the other hand, written advance notice might be viewed as a mixed blessing from the worker's perspective. That is, workers who do not receive formal advance notice gain financially. The employer who is aware of this situation is faced with the choice of officially notifying workers, thereby reducing or eliminating their RAB entitlement, or withholding written notice so that workers will be eligible for RAB. The "benevolent" employer may choose to do the latter. Moreover, providing workers with separation pay may seem less compelling if the employer believes that the workers will receive the RAB supplement. It is also possible for workers to receive "unofficial" notice (e.g., verbally through the employer or the union) while retaining eligibility for RAB. In fact, there have been instances where a plant closing has become "common knowledge" but workers collected RAB because written notice was not given. For example, in at least 10 instances, employers made public announcements of closings 2 or more weeks in advance but failed to notify their employees in writing.

It would appear that a form of disincentive may exist in the statute. It is not known, however, to what extent the failure of employers to provide notice/separation pay is due to lack of information about the law or to a lack of incentive in the law to encourage advance notice.

In analyzing the effectiveness of the advance notice law, it is also important to assess which employers are most capable of giving ample notice. The monitoring data about advance notice tends to confirm the notion that large employers have greater planning capabilities and financial resources and are most able to provide sufficient advance notice and separation pay to workers. The ISP's experience with providing assistance to troubled firms suggests that smaller firms often lack both the financial cushion and the planning capability to confirm a closing well in advance and to "manage" the closing process effectively. Many small companies and

certain hard-hit industries, such as garment manufacturers, may survive on a day-to-day basis until their money runs out and/or sources of credit "dry up." Other factors, such as the sudden loss of an important business source or the firm's inability to win a contract award, may dramatically affect a company's financial condition without warning. For these employers, providing ample notice or separation pay to laid-off workers becomes a financial improbability and could hasten the closing of marginal firms.

From a practical standpoint, then, to what extent can the current law influence the behavior of this type of employer? The greatest gains in terms of encouraging early, written notice and controlling RAB costs can be made by focusing efforts on large employers with substantial corporate resources.

RAB Claimants' Views on the Usefulness of Advance Notice and RAB Benefits

During the first year of the RAB Program, more than 90 firms were certified as full plant closings. The Division of Employment Security conducted a six-month follow-up survey of more than 600 RAB recipients who had filed claims between January 1 and September 30, 1985. In addition to providing information on RAB claimant characteristics and reemployment experiences, the study provided some insights into the value of RAB benefits, advance notice, and separation pay to these workers.

The Mature Industries Commission Report indicated that supplemental RAB benefits were intended to help laid-off workers adjust to sudden income loss. Claimants in the follow-up survey were asked to rate the helpfulness of RAB, and also to explain the ways in which receiving the extra benefits had helped them. The majority of those interviewed said that they found the RAB benefits to be helpful. When asked to specify how they had benefitted from RAB, most claimants (86%) responded that RAB helped them to maintain income after being laid off; a smaller number (23%) said that RAB helped them to "adjust to job loss." A small proportion of respondents (8%) stated that RAB benefits had helped them to find a job faster or to find a better job. Claimant perceptions of the usefulness of separation pay were similar. Although a relatively small number of claimants had received

separation pay, the majority of this group also stated that separation pay had helped them to maintain income after losing their jobs; very few claimants said that severance pay helped them to find a comparable job (5%) or to find a job faster.

Some respondents were also asked to rate the helpfulness of advance notice and describe how notice had helped them. Most of the claimants in the RAB sample group (79%) did not receive any advance notice from their employers, and of those who did, only 60% received more than four weeks of advance notice. A slight majority (51%) of the respondents who received 4 or more weeks of advance notice said that it was somewhat or very helpful; 49% said that it was not helpful. Although it might be expected that workers who received more notice would find it more helpful, the claimants' responses do not show any clear pattern: a larger share of those who received 5-9 weeks of notice said it was helpful than did those who received 13 or more weeks of notice. Not surprisingly, however, the majority (62%) of those who received very little notice (1-4 weeks) said that it was not helpful.

When those who received more than a month's notice were asked an open-ended question about the specific ways in which advance notice had been helpful, the majority of respondents (53%) said that it had helped them to "adjust to job loss." According to staff who conducted the interviews, the answers grouped into this response category generally reflected claimants' need to adjust, psychologically and emotionally, to the prospect of losing their jobs because of a plant closing. The same response was consistent among those who received very little notice and those who received 13 or more weeks of notice. Some respondents said that advance notice helped them to find a better job (10%) or to find a job faster (10%).

Some of the data limitations mentioned earlier should be kept in mind when interpreting these results. Although a relatively small share of this sample group found that advance notice helped them in the reemployment process, RAB claimants represent fewer than half of all workers potentially affected by certified full closings. It is possible that some workers from the non-claimant group may have received some form of notice and may have

become reemployed more quickly without seeking RAB benefits. Moreover, as suggested in the next section, many of the RAB claimants in this sample may have lacked transferable skills and had other reemployment difficulties, such as age and educational barriers. This would indicate that longer-term training and/or reemployment services would be required for them to obtain comparable work. Receipt of advance notice alone could not be expected to overcome these barriers aside from offering the time and opportunity for reemployment services to begin.

From a program perspective, however, the underlying assumption is that RAB benefits can compensate for a lack of advance notice and separation pay. Claimant perceptions seem to indicate that separation serves a similar purpose to RAB benefits: both cushion monetary loss by helping workers maintain a certain income level. Advance notice, on the other hand, served a different purpose for most respondents: advance notice helped them prepare psychologically for job loss. While it is possible that advance notice may have prevented income loss or shortened the length of unemployment for some of the non-claimant group, no data is presently available to confirm this or to measure this factor. On the other hand, even with the receipt of advance notice, many RAB claimants who lack transferable skills and who face other substantial barriers to reemployment will have more problems accepting job loss and a difficult job search. These circumstances underscore the importance of the reemployment programs that provide early intervention with counseling, placement, and training services.

Reemployment Experiences of RAB Claimants

Information from these follow-up interviews with over 600 RAB claimants in 1985 reveals that these dislocated workers are severely disadvantaged participants in the labor market. Relative to the labor force as a whole, they face multiple barriers in competing for the jobs currently available in the Massachusetts economy. As a result, many of them remain unemployed or underemployed long after their plants close. As noted earlier, however, just over a third of all workers potentially affected by certified plant closings filed RAB claims in 1985. Since data is not available on the non-

claimant group, it is not known whether all plant closing victims have had similar characteristics and reemployment experiences.

In contrast to the rest of state's labor force and/or to the Commonwealth's U.I. claimant population overall, RAB claimants were more likely to be older, to be female and to have had fewer years of formal education. More than half of the RAB claimants were 45 years or older, in contrast to fewer than 1 in 3 workers in the state labor force and in the U.I. claimant population. Women comprised 55% of the RAB sample compared to 46% and 43% in the state labor force and the U.I. claimant population, respectively.¹ Almost half of the RAB sample had not graduated from high school, in contrast to only 1 in 4 workers in the state labor force. RAB claimants had difficulty finding new jobs in the current labor market: an exceptionally high share (32%) were still unemployed six months after being laid off. Older workers, women, and black workers were especially hard hit, registering unemployment rates of 52%, 39% and 46%, respectively.

Almost 20% of the RAB claimants finding work had part-time jobs, and these part-time workers were more likely to be women and older workers. Half of the part-timers had tried and failed to get full-time jobs. Those who were able to find new jobs typically were unable to maintain their pre-layoff incomes. Eighty percent of those reemployed suffered wage losses. On average, reemployed claimants lost \$52 in weekly earnings, or 17% of their previous wage. As a majority of RAB claimants (more than 40% of the women and 80% of the men) were primary wage earners, this unemployment and underemployment undoubtedly caused significant hardship.

¹ This sample reflects the particular skills and demographics of those who were laid off and claimed RAB in 1985. Judging from the industrial composition of 1986 plant closings, a higher share of 1986 RAB claimants were probably more likely to have been male and to have had higher-wage jobs than those in the 1985 sample. Proportionately large shares were also likely to have been older workers.

Losing health insurance coverage was an added problem for these workers. At the time of layoff, only 5% of RAB claimants were uninsured; six months later, at the time of the follow-up interview, 25% had no health coverage. In some instances, employers failed to extend coverage after the plant closure. Of all claimants who had an employer-sponsored group insurance plan, one-quarter stated that they did not receive any extension after layoff and one-fifth received one month's extension or less. Many claimants also seemed to have lost health insurance through taking jobs that did not include employer plans: while 68% of the sample had jobs at the time of the follow-up interview, only 29% were insured by employer-sponsored health plans.

The rapidly-growing services, trade, and construction industries providing jobs for 42% of these workers are the least likely to have employer-sponsored health insurance. While the uninsured problem is a symptom of statewide industrial change, it is heightened among RAB claimants because many of those losing jobs in the highly insured manufacturing sector have become reemployed in underinsured industries.

ANALYSIS OF THE HEALTH INSURANCE PROGRAM

As with the RAB benefits program, the health insurance provisions of the Mature Industries law apply only to those employers who meet the full or partial plant closing certification criteria.

o Employer-Financed Component

Certified employers with group health insurance plans in effect on or after January 1, 1985 are required to extend health insurance benefits to their employees for up to 90 days. Under this provision, employers must make extended coverage available to their workers under the same payment arrangements, i.e., employers must continue to finance their share of the premium, while workers who opt for extended coverage must do the same.

o State-Financed Component

If a certified company closes under bankruptcy laws, the Commonwealth will pay the company's share of the premium for 90 days on behalf of RAB-eligible workers; laid-off employees, however, must continue to pay their share of the premium for the extension period. From January 1 - November 30, 1986, 13 bankruptcy closings took place, representing 13% of the certified closings during that period. Payments were made by the Commonwealth in 4 of these bankruptcy closings; of the remaining 9 companies, health benefits were either extended by the employer or union, or the policy had lapsed. It is anticipated that state-funded payments in bankruptcy closings will equal or exceed the 1986 level in calendar year 1987, as public awareness of the program increases and DES continues to gain expertise in identifying and intervening in these problem situations.

For individuals who do not belong to a group plan but held an individually-purchased plan at the time of layoff, the Commonwealth pays up to 3 months of their insurance premiums if

they do not have access to alternative health insurance coverage under a family member's plan. Only 35 workers of the more than 13,000 RAB claimants qualified under this provision during the first 21 months of the program. (See Table 3.)

Program Limitations

The Mature Industries law may well be seen as an important first step in addressing health insurance coverage for the unemployed. It should be recognized, however, that workers laid off in certified plant closings represent only a small fraction of workers losing jobs in the Commonwealth. Moreover, the Mature Industries law contains no direct fines or penalties for certified employers who fail to extend health insurance benefits as required, including those who have allowed coverage to lapse under their group plans. This leaves room for some workers laid off in certified closings to "fall through the cracks."

Informational Services and Compliance Monitoring

A number of informational services and monitoring strategies have been put in place by DES to inform the business community about their health insurance responsibilities under the Mature Industries law and to begin assessing the extent of employer compliance with the law.

The DES Reemployment Assistance Benefits Unit mails each plant closing employer certified under the RAB Program an informational package that outlines the employer's requirement to extend worker coverage under the Mature Industries law. In addition, the Health Insurance Unit of DES contacts each employer by phone and by letter to inform them of the health insurance requirements. Finally, DES has established a monitoring system whereby RAB claimants are contacted by mail or phone to verify that employers have offered extended health insurance coverage.

Problem Areas

Our experience to date with the Health Insurance component of this law suggests that extended coverage may not be available to all certified plant

closing victims. Only half of the RAB claimant survey group who had been enrolled in an employer-sponsored plan before layoff indicated that their employers had made the full 90 days of extended coverage available. However, it is not known to what extent these employer-sponsored plans had been in effect as of January 1, 1985, and thus would have been subject to the health insurance extension requirement.

DES' experience with takeovers of health insurance premiums in bankruptcy closings has illuminated other problems as well. For example, if the employer's policy has already lapsed due to non-payment of premiums, insurance carriers often will not renew coverage and/or will require that payments in arrears be met before reactivating the policy. In one case, payments in arrears exceeded \$80,000. Some carriers could attempt to apply state-funded payments to premiums due rather than to use them to extend coverage for 90 days after the closing.

Lapses in coverage may occur among non-bankrupt as well as bankrupt employers. Small companies with limited financial resources are especially vulnerable -- a company in financial trouble often discontinues premium payments many weeks or months before a final closing. Moreover, there have been instances where coverage had lapsed but neither the employer nor the insurance carrier had notified the workers of this situation. Sometimes, employees do not become aware that they are uncovered until subsequent medical claims are rejected by the carrier.

In many cases involving bankruptcies, it has been extremely difficult if not impossible to contact employers, attorneys, or court-appointed trustees. This has made it difficult to obtain the names and addresses of former employees.

Finally, in some bankruptcy closings, DES has had to assume the role of the employer in collecting the workers' share of the premium. Aside from administrative concerns, it is not clear whether the Commonwealth could be held liable for payment of medical claims if, by chance, worker premiums were not received and/or submitted as required.

Program Improvements

A task force consisting of DES and Division of Insurance personnel was established to formulate recommendations for legislative and/or administrative improvements in the health insurance provisions under the Mature Industries law. This group has been especially concerned about the lack of direct fines or penalties for employers who fail to notify workers of the availability of extended health coverage or who do not provide for extended coverage on behalf of workers who have elected to continue participation in those plans. Since most workers affected by certified closings are not currently coverable under the state-funded program, it is important to tighten employer compliance to ensure that these workers have access to some form of extended health care. Specific recommendations for strengthening employer sanctions in this area are outlined in the final section of this report (Recommendation II B).

Finally, employer notification to DES in advance of a closing is an important adjunct to an effective health insurance program for plant closing victims.

Other Laws Pertaining to Health Insurance Extensions

In 1986, a new federal law, "COBRA," was enacted, requiring companies with 20 or more employees to offer terminated workers and/or members of their families the option of continuing participation in the employer's group plan for a period ranging from 18-36 months. Under this law, former employees must pay the premium. In addition, the employer may charge the worker an overhead fee to cover administrative expenses. State insurance laws also require employers to offer continuation of a group policy for up to 39 weeks. In these cases, the employee must also pay the premium. This option is not open to all employees, however, and is dependent on the type of policy (cf. MGL Chapter 175, Section 110G). Finally, the Governor has commissioned a comprehensive study of health insurance coverage, with one focus on coverage for the uninsured. This task force is expected to issue recommendations early in 1987.

THE REEMPLOYMENT ASSISTANCE PROGRAM

The Mature Industries legislation provides for funding a range of services targeted to dislocated workers. Since January 1, 1985, state funding has been paired with federal JTPA Title III funds to establish two types of service centers around the state that are specifically designed for assisting dislocated workers. Emergency Assistance Centers provide direct services, such as reemployment counseling, to workers affected by large layoffs. Both individual and group job search assistance is available. Emergency Assistance Center (EAC) staff also help to arrange job training or other educational programs for workers, and develop new job placements at wages close to or equal to those that workers earned at their previous jobs. Support services, such as funding for child care and transportation services, are provided to workers enrolled in training programs to make it possible for many of these workers to undertake more intensive vocational preparation. Other community-based agencies, such as the United Way, participate in providing these and other types of services as well.

Since January, 1985, 25 EACs have been established. Most EACs are company-specific sites. Fifteen EACs have been set up in conjunction with certified plant closings, five are specific to other closings or major layoffs, and five are multi-site centers set up to serve workers in areas where several major plant closings or layoffs have occurred. Over the last two years, EACs have provided services to over 11,000 dislocated workers. Approximately 5,000 of the workers served have been placed in new jobs through EACs; placement wages have averaged 93% of workers' previous wages in 1985, and 91% in 1986. EACs place many workers in training programs as well; at least 3,700 workers had been enrolled in retraining efforts thus far.

In addition to EACs, seven Worker Assistance Centers have been established to provide ongoing services to dislocated workers. Worker Assistance Centers (WACs) are designed to serve workers in economically distressed areas of the state, particularly those affected by long-term unemployment problems. Because of their longer-term, community-based focus, WACs emphasize strategies for identifying and reaching workers that are

unemployed long after a plant closing or layoff has occurred. WACs, like EACs, provide counseling, assessment, job search and job placement assistance, and encourage participants to enroll in training or educational programs. As resources and circumstances vary by community, EACs and WACs may be operated by a combination of DES local office staff, local Service Delivery Area staff, and workforce or union representatives.

We would like to emphasize the importance of increasing financial support for these intensive reemployment services to dislocated workers who, in many cases, are facing permanent layoff for the first time in years and whose job-seeking skills are poor. The search for quality jobs at comparable wages is a difficult one for dislocated workers, many of whom lack transferable job skills, have limited education or job-seeking skills, and/or face other reemployment barriers.

NAME OF STATE

NEW YORK

TITLE/TYPE OF SERVICE

Additional Benefits--This legislation provides for additional weeks of benefits to be paid for certain unemployed persons enrolled in approved training who were unable to complete such training prior to the expiration of regular benefits.

DESCRIPTION OF THE PROGRAM

This legislation addresses the goal of making the Unemployment Insurance system fit the training needs of today's workers by making two much-needed changes. First, the law allows payment of additional benefits for up to 13 weeks to enable workers to complete their training when benefits are not of sufficient duration to provide coverage for the full length of their training or retraining programs. Currently, because they know they will be forced to seek subsistence level employment at the time their regular UI benefits are exhausted, many workers do not bother to enroll in training programs regardless of how desirable they might be or how positive an impact they might have on the employee's future job security. It is the object of the training programs currently available to ensure a more stable, more highly skilled work force better able to meet the changing demands of the labor market and better able to provide a secure source of income for workers and their families. By providing additional benefits for claimants while in training, the law will increase the enrollment and completion rates of the program and ensure that these goals are met.

The approval of the Commissioner of Labor for worker participation in programs ensures that funds will be used only by eligible claimants in bona fide programs more likely to result in stable future employment for the claimant and the work force as a whole. The program also helps to ensure that the State's work force will be made up of persons with needed rather than outmoded skills.

The legislation encourages early entry into training programs by providing that a claimant may receive benefits only to the extent that the claimant has weeks of regular UI benefits remaining at the time that the claimant enters training. Thus, a claimant who delays entry into a training program until the

last five weeks of the regular UI benefit period, will only be eligible to receive five weeks of additional "training benefits."

The second aspect of this reform is designed to enroll more of the people who need training into programs. Many workers claiming unemployment insurance benefits have occupations where turnover is very high or the level of job security is very low. Because of the current law's requirement that a worker take a suitable job, which by definition would include the type they just had, many unemployed workers in these categories of work are often forced to take jobs in the same field, thereby ending their eligibility for benefits. This legislation will allow them to enroll in training in order that they may upgrade their skills and move to more secure jobs.

LEGISLATIVE PROVISIONS

AN ACT to amend the labor law, in relation to allowing for the payment of unemployment insurance during periods of training and retraining

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

Section 1. Subdivision four of section five hundred ninety of the labor law, as amended by chapter two of the laws of nineteen hundred seventy-one, is amended to read as follows:

4. Duration. Benefits shall not be paid for more than one hundred and four effective days in any benefit year, except as provided in section six hundred one and subdivision two of section five hundred ninety-nine of this chapter.

S/ 2. Subdivision one of section five hundred ninety-nine of such law, as amended by chapter five hundred fifty-four of the laws of nineteen hundred eighty-two, is amended to read as follows:

1. Notwithstanding any other provision of this article, a claimant shall not become ineligible for benefits because of [his] the claimant's regular attendance at a vocational training course, or at a course in basic education skills which the commissioner has approved and continues from time to time to approve for the claimant. The commissioner shall give due consideration to existing and prospective conditions of the labor market in the state, taking into account present and anticipated supply and demand regarding the occupation or skill to which the training course relates, and to any other relevant factor. However, in no event shall the commissioner approve such course for a claimant unless:

(a) (1) the course will upgrade the claimant's existing skill or train the claimant for an occupation likely to lead to more regular long term employment; or

(2) employment opportunities for the claimant are or may be substantially impaired because of:

(i) on existing or prospective conditions of the labor market in the locality or in the state or reduced opportunities for employment in the claimant's occupation or skill; or

(ii) technological change, plant closing or plant removal, discontinuance of specific plant operations, or similar reasons; or

(iii) on limited opportunities for employment throughout the year due to the seasonal nature of the industry in which [he] the claimant is customarily employed; or

(iv) the claimant's personal traits such as physical or mental handicap; and

(b) the training course relates to an occupation or skill for which there are, or are expected to be in the immediate future, reasonable employment opportunities in the state; and

(c) the training course is offered by a competent and reliable agency; and

(d) the claimant has the required qualifications and aptitudes to complete the course successfully.

S 3. Subdivision two of section five hundred ninety-nine of such law is renumbered subdivision three and a new subdivision two is added to read as follows:

2.(a) Notwithstanding any other provision of this chapter, the commissioner shall conduct a three year demonstration program pursuant to which a claimant attending an approved training course or program under this section may receive additional benefits of up to fifty-two effective days following exhaustion of regular and, if in effect, any other extended benefits, provided that entitlement to a new benefit claim cannot be established. Certification of continued satisfactory participation and progress in such training course or program must be submitted to the commissioner prior to the payment of any such benefits. The duration of such additional benefits shall in no case exceed the number of effective days of regular benefits to which the claimant is entitled at the time the claimant begins such training course or program.

(b) No more than ten million dollars of benefits shall be made available for payment to claimants participating in such courses or programs during each of the three years of the demonstration program.

(c) Participation in such program shall not be limited to any selected areas or localities of the state but subject to the availability of funds, shall be available to any claimant otherwise eligible to participate in training programs pursuant to this section.

(d) The additional benefits paid to a claimant shall be charged to the general account.

(e) The commissioner shall prepare an interim report evaluating the operation and utility of the projects and programs provided herein, to be submitted to the legislature and the governor by the thirtieth day of April, nineteen hundred eighty-nine, and a final report which shall include recommendations concerning possible future continuance of such programs by the thirtieth day of April, nineteen hundred ninety.

3. Notwithstanding any other provisions of this article, a claimant who is in training approved under the federal trade act of nineteen hundred seventy-four shall not be disqualified or become ineligible for benefits because he is in such training or because he left employment which is not suitable employment to enter such training.

For purposes hereof, "suitable employment" means work of a substantially equal or higher skill level than the claimant's past adversely affected employment and for which the remuneration is not less than eighty percent of the claimant's average weekly wage.

Sec. 599 as amended by L. 1966, Ch. 88 effective March 29, 1966; and further amended by L. 1982, Ch. 554, effective July 20, 1982. Subd. 1 amended by L. 1987. Subd. 3, formerly 2, renumbered by L. 1987, Ch. 457, effective October 25, 1987. Subd. 2 added by L. 1987, Ch. 457 effective October 25, 1987, Ch. 457, effective October 25, 1987.

PROGRAM ASSESSMENT

See Executive Summary (pages 58-59)

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I. EXECUTIVE SUMMARY

Section 599.2, Article 18 of the New York State Labor Law allows claimants to collect up to thirteen weeks of Unemployment Insurance (UI) benefits beyond their basic 26-week entitlement if they are enrolled in vocational training approved by the Commissioner of Labor.

- o Since its implementation in October 1987, through February 1990, nearly 7,900 claimants have collected Section 599.2 benefits. More than \$10 million in Section 599.2 benefits have been approved for payment, while \$8 million have already been paid. In 1989, \$5.1 million was paid. This is equivalent to less than 1.4 percent of all charges to the Unemployment Insurance General Account in 1989. Clearly, Section 599.2 expenditures will have a negligible effect on the General Account and the subsidiary tax rate.
- o During the period April 1989 - February 1990, the average weekly benefit of Section 599.2 beneficiaries was \$175.14. This was notably more than the \$164.49 average weekly regular UI payment, implying that clients of the Section 599.2 program typically had higher earnings than UI claimants, in general.
- o Between April 1989 and February 1990, beneficiaries collected Section 599.2 benefits for an average of 8.2 weeks, extending the total number of weeks of benefits (regular plus Section 599.2) to 34.2 weeks. Approximately 27.7 percent of those receiving Section 599.2 benefits collected the maximum number of weeks of extended benefits permitted - 13 weeks.
- o Three-quarters of the Section 599.2 beneficiaries enrolled in courses leading to white collar jobs while one-fifth took courses preparing them for blue collar occupations.
- o Females, younger workers and minorities, groups typically in greatest need of training, represented significantly greater proportions of Section 599.2 candidates than they did of regular UI beneficiaries.

Responses to a mail survey of 3,000 Section 599.2 beneficiaries were nearly unanimous in their praise of the Section 599.2 concept.

- o 95 percent indicated that the extra weeks of Unemployment Insurance benefits made a difference in their ability to participate in training.
- o 76 percent would not have been able to complete the training if the extra weeks of Unemployment Insurance benefits had not been available.
- o 80 percent of those who completed training are now employed and 77 percent of those employed indicated that the training helped them get the job. Only 57 percent of those who failed to complete training are currently employed.

CONCLUSIONS AND RECOMMENDATIONS

Statistics summarizing the first 30 months of the Section 599.2 program indicate that the Department of Labor has successfully integrated it into its menu of services to the unemployed.

A 28 percent increase in the number of Section 599.2 beneficiaries between 1988 and 1989 and a concurrent rise in the average number of weeks of extended training benefits received clearly demonstrate that claimants are being informed of the Section 599.2 option and that they are entering training at an earlier point in their unemployment.

The Section 599.2 program earned the acclaim of nearly all of the claimants who received extended benefits, but many suggested increasing the maximum duration of Section 599.2 benefits beyond 13 weeks so that they could have the financial support they need throughout their training programs.

The Section 599.2 program has proven itself to be an exemplary program and the Labor Department strongly urges the Governor and the Legislature to enact legislation which will make permanent this program which helps the unemployed to help themselves through training. From the comments of Section 599.2 beneficiaries the Legislature may want to consider increasing the number of weeks of extended benefits available since nearly half of those who failed to complete training did so because they exhausted their benefits.

DISLOCATED WORKER DEMONSTRATION PROJECTS OR PILOTS

NAME OF STATE

ILLINOIS

TITLE/TYPE OF SERVICE

The Illinois Unemployment Insurance Incentive Experiment--The Illinois Unemployment Insurance Experiment tested two approaches to reducing the burden on the Unemployment Insurance Trust Fund by shortening UI claimants' spells of insured unemployment. Each approach was represented by a separate experiment. The Employer Experiment was designed to determine if bonuses paid to employers would increase the demand for UI beneficiaries and hence speed up the hiring of UI beneficiaries. The Claimant Experiment was designed to determine if bonuses paid to UI beneficiaries would increase their job search effort and shorten the duration of their spell of insured unemployment.

DESCRIPTION OF THE PROGRAM

The experiment was conducted in 22 designated Job Service offices in northern and central Illinois, including the City of Chicago. About 17,000 new UI claimants who registered with the Job Service were randomly assigned to one of the two treatments or the control group according to the last two digits of their Social Security numbers. Approximately 12,000 of the originally assigned group of 17,000 claimants were determined to be eligible to participate in the experiment.

Excluded categories include recent veterans, federal employees, members of unions with associated hiring halls, and claimants on layoff with recall dates within 4 weeks. Each claimant who agreed to participate and had a valid UI claim was enrolled in the experiment and sent a packet of materials.

For the Claimant Experiment, the packet included a "Notice of Hire" form that the claimant signed and returned to the Department of Employment Security (DES) upon obtaining full-time employment within the 11-week period. The DES verified that benefit payments had stopped within the designated period and sent the participating claimant a voucher, which the claimant submitted for payment of \$500 after completing 4 months of continuous employment. Upon receipt of the voucher, the DES verified that UI benefit payments had not been resumed within the 4-month period and issued a check for \$500.

For the Employer Experiment, the packet included multiple copies of a letter to employers explaining the bonus offer, which the participating claimant could use in his or her job

search. Upon becoming employed, the claimant gave the employer the "Notice of Hire" form, which the employer and the claimant signed. The employer sent the Notice of Hire to the DES, which verified that the participating claimant was not receiving UI benefits and sent a voucher to the employer. The voucher was signed by both the employer and the claimant at the end of the 4-month employment period and submitted to the DES for payment. Upon verification by the DES, a check for \$500 was issued to the employer.

The effect of the experimental treatments were determined by examining the benefits paid to the claimants over a full benefit year and the number of weeks to insured unemployment experienced over a full benefit year.

The Claimant Experiment had a striking and statistically significant effect on the benefit receipts and weeks of insured unemployment of enrolled claimants. Claimants enrolled in the Claimant Experiment received \$158 less in state regular benefits, over the full benefit year, than did members of the control group. Also Claimant Experiment enrollees experienced 1.15 fewer weeks of insured unemployment over the benefit year than did controls. Both the \$158 benefit reduction and the 1.15-week unemployment reduction were achieved on average over the full group of claimants eligible to participate in the Claimant Experiment. Finally, the Claimant Experiment reduced the probability that a claimant would exhaust his or her benefits by 3.2 percent. Computation of the net benefits of the Claimant Experiment shows that for every \$1 spent on bonuses, expenditures from the UI Trust Fund were reduced by \$2.30.

The results of the Employer Experiment are more complex. The Employer Experiment clearly reduced benefit payments and weeks of insured unemployment in the spell of unemployment immediately following the initial claim. This in itself is remarkable, given the small number of claimants who participated in the experiment. But, over the full benefit year, the Employer Experiment had no statistically significant effect on the benefits paid to Employer Experiment enrollees taken as a whole, or in the number of weeks of insured unemployment they experienced.

LEGISLATIVE PROVISIONS

Since the experiment was conducted between mid 1984 and mid 1985 with a one-time grant from Governor James R. Thompson's 10% discretionary money under Wagner-Peyser 7(b), no legislative changes were necessary to provide the bonus payments.

PROGRAM ASSESSMENT

An extensive evaluation of the experiments was conducted by the W.E. Upjohn Institute for Employment Research. Results are reported by Dr. Robert G. Spiegelman in the publication The Illinois Unemployment Insurance Experiment.

STATE CONTACT

Dianna Durham-McCloud, Deputy Director, Program and Planning Bureau, Illinois Department of Employment Security 312-793-7800.

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

The Massachusetts Enterprise Project
(Massachusetts Unemployment Insurance Self-Employment
Demonstration Project)

DESCRIPTION OF THE PROGRAM

Started in May 1990, the Massachusetts Enterprise Project provides technical assistance, training and self-employment stipend to structurally unemployed people who want to start their own business. Participants are people who are eligible to receive between twenty six and thirty weeks of unemployment insurance benefits and who are likely to use all the benefits to which they are entitled before they are able to find new work. The project is an innovative alternative for claimants whose only option under current UI rules is to seek wage and salary type of employment. One hundred people will participate in the demonstration in each of the project's three years.

The project is located in seven of the Massachusetts Department and Employment and Training's Opportunity Job Centers. The sites reflect a mix of urban and rural settings as well as the spectrum of current economic conditions within the Commonwealth.

The Enterprise Project offers business development assistance through seminars and individual counseling sessions, access to small business loans through a public/private partnership with a commercial bank, and income support for twenty four weeks during business start-up.

The Project involves close collaboration between the Massachusetts Department of Employment and Training, the Massachusetts Office of Business Development, the Massachusetts Small Business Development Centers, and local economic development organizations (such as chambers of commerce and community development corporations).

LEGISLATIVE PROVISIONS

Sections 9152 of the Omnibus Budget Reconciliation Act of 1987

SECTION 76. Notwithstanding the provision of any general or special law to the contrary, the director of the division of employment security may enter into an agreement with the United States Secretary of Labor to conduct a three-year

self-employment demonstration project, the division may pay self-employment allowances to eligible individuals from the unemployment compensation fund in lieu of their regular or extended unemployment compensation and in the same amount, in the same terms and subject to the same conditions as regular or extended unemployment compensation. The costs of the project to the unemployment trust fund shall not exceed the costs that would have incurred had the state not participated in the project.

To the extent required by said section 9152, the director may waive or modify eligibility requirements and conditions for disqualifications under chapter one hundred and fifty-one A of the General Laws to permit the division to pay self-employment allowances to individuals who participate in the demonstration project and meet other applicable state and federal requirements regarding the payment of unemployment compensation. The director may consider individuals participating in the demonstration project as unemployed for purposes of their eligibility for unemployment compensation under said chapter one hundred and fifty-one A. The number of participants shall be limited during fiscal year to the lesser of: three per cent of the number of individuals eligible to receive regular benefits at the beginning of such fiscal year or the number of persons who exhausted their unemployment insurance benefits in the previous fiscal year.

PROGRAM ASSESSMENT

To test the effectiveness of the program, eligible individuals are randomly assigned to either a treatment group or a control group. Members of the treatment group receive their regular UI payment, but it is called a 'self-employment stipend.' Participants are relieved of work search requirements, and are assisted in starting their businesses through the services listed above. Members of the control group receive the usual and customary DET services and are subject to regular UI guidelines. The project will be evaluated by an independent subcontractor, Abt Associates.

STATE CONTACT

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NAME OF STATE

MINNESOTA

TITLE/TYPE OF SERVICE

Re-Employ Minnesota (REM)

1. Intensive Job Search Assistance.
2. Use of the UI program to target claimants for special assistance.
3. Early identification of Dislocated workers and those likely to experience difficulty in their return to work.

OVERVIEW

The Re-Employ Minnesota (REM) Project is a new program within the JS&UI Operations Division. This Job Service Unemployment Insurance cooperative effort seeks to reduce the duration of UI benefit recipients via the provision of better services. Set up as an experiment, claimants are randomly assigned to control and experimental groups. Claimants in the control group receive the regular UI and Job Service services. Claimants assigned to the experimental REM group receive more concentrated services in a case management setting. REM clients receive intensive reemployment services on the same day they file for benefits. When they again report in person the REM clients return to the same case manager. The REM case managers are limited to a caseload of 40 unemployed individuals. This limitation allows the case manager to devote more time to each client, providing more personalized and intensive services.

DESCRIPTION OF THE PROGRAM

The objective of the REM program is to provide immediate, personalized, intensive employment services to randomly selected claimants filing initial claims for Unemployment Insurance benefits. Special staff are funded to help the claimants conduct an effective job search campaign, thereby reducing the claimant's length of employment. Claimants selected for the REM program will receive all services from the same staff person, making office appointments more convenient and reducing time spent in the local office. Claimants are selected at random so that the REM program participants' activities and claim durations may be measured against a control group which will receive our regular level of reemployment services. The only difference between the two groups will be the higher level of program services provided by the REM staff. The ultimate objective of the program is to show that the provision of more reemployment services to claimants in a case management setting can be cost effective in terms of the Unemployment Insurance Trust Fund and employer taxes.

REM case managers are responsible for up to 40 unemployed individuals at any one time. This limitation allows the REM staff to devote more time to each client, providing more personalized and intensive services. The basic procedures for providing more concentrated services are as follows:

The claimant and the staff person develop a written plan of action for employment. This employability plan identifies potential barriers to employment and establishes specific activities and goals which best match the claimant's skills, abilities, and work history to the local labor market.

REM clients attend a video-based job seeking skills seminar. Through the seminar they learn to identify a broad range of jobs, how to prepare a persuasive resume, how to make effective telephone contacts, and how to sell themselves to an employer during the interview.

Using a computerized system called Job Match, REM staff match job applicants with job orders from employers. Information on the claimant's experience, education and requirements will be matched daily against new employer job listings to give REM participants the first opportunity to be referred to those newly listed jobs. Where no employer job orders are available which match a claimant's skills and requirements, a technique called Job Development is used to develop job orders which are specifically matched to the claimant's work history and requirements.

Claimants who are job ready are immediately referred to jobs. They are encouraged to maintain a dialogue with their Job Service contact so as to provide ongoing feedback on the outcome of job referrals and employment interviews. REM staff use this information to identify problem areas which may prevent the hiring of a claimant, and then work with the claimant on these areas in subsequent interviews.

Due to the nature of the program, claimants with separation issues, claimants whose claims are not based on Minnesota employment, and claimants who are on temporary layoff and will return to their previous employer are excluded from the random selection process. All initial claimants for UI benefits are specially coded as to employer attachment, control group or experimental group status, and dislocated worker status. Separate statistics are available for dislocated workers.

LEGISLATIVE PROVISIONS

Re-Employ Minnesota (REM) is a pilot program designed to reduce the duration of benefits for randomly selected Unemployment Insurance claimants. It is funded from the Unemployment Insurance Contingent Account which consists primarily of penalty and interest funds. Minnesota Statutes Section 268.15. Subdivision 3, allows the Commissioner of the Department of Jobs and Training to access the Contingent account to provide unemployment insurance services to Minnesota's unemployed. The REM budget for State Fiscal Year 1988 is \$780,000. The actual expenditures are \$751,392.

The program is delivered by eighteen specially funded staff in 10 high UI claim volume offices. Those staff's sole activity is to provide the above listed services to the special claimant group selected for the program, and to monitor their compliance with Unemployment Insurance laws.

PROGRAM ASSESSMENT

REM is a new program as of July 1, 1988. Through April 1989, cost savings to the UI Trust fund have exceeded \$1,100,000. Program expenses to date are \$600,000, leaving a net savings in excess of one-half million dollars. This savings is based on the comparison of the claim durations of the control and experimental groups. The experimental group (REM) have an average claim duration of 8 weeks, versus the control group which has an average of 11.5 weeks.

It is anticipated that the Unemployment Insurance Trust Fund saving of the target group will exceed the costs of administering the program. At the time that the cost effectiveness data becomes available, the Commissioner of the Department of Jobs and Training will approach the Legislature to secure permanent funding for a statewide RE-Employ Minnesota program.

Resources for the project come from the UI Penalty and Interest fund. The goal of the project is to reduce the average duration of experimental group REM clients by at least 20%. This level of reduction would result in a savings to the UI Trust fund which would exceed the cost of running the program. \$780,000 was set aside to administer the program for one year. After the first 12 months REM has saved \$1,476,235 and has reduced duration by some 25% (4.08 weeks/claim). Net savings to the UI Trust fund, based on actual expenditures of \$751,392, were \$724,843.

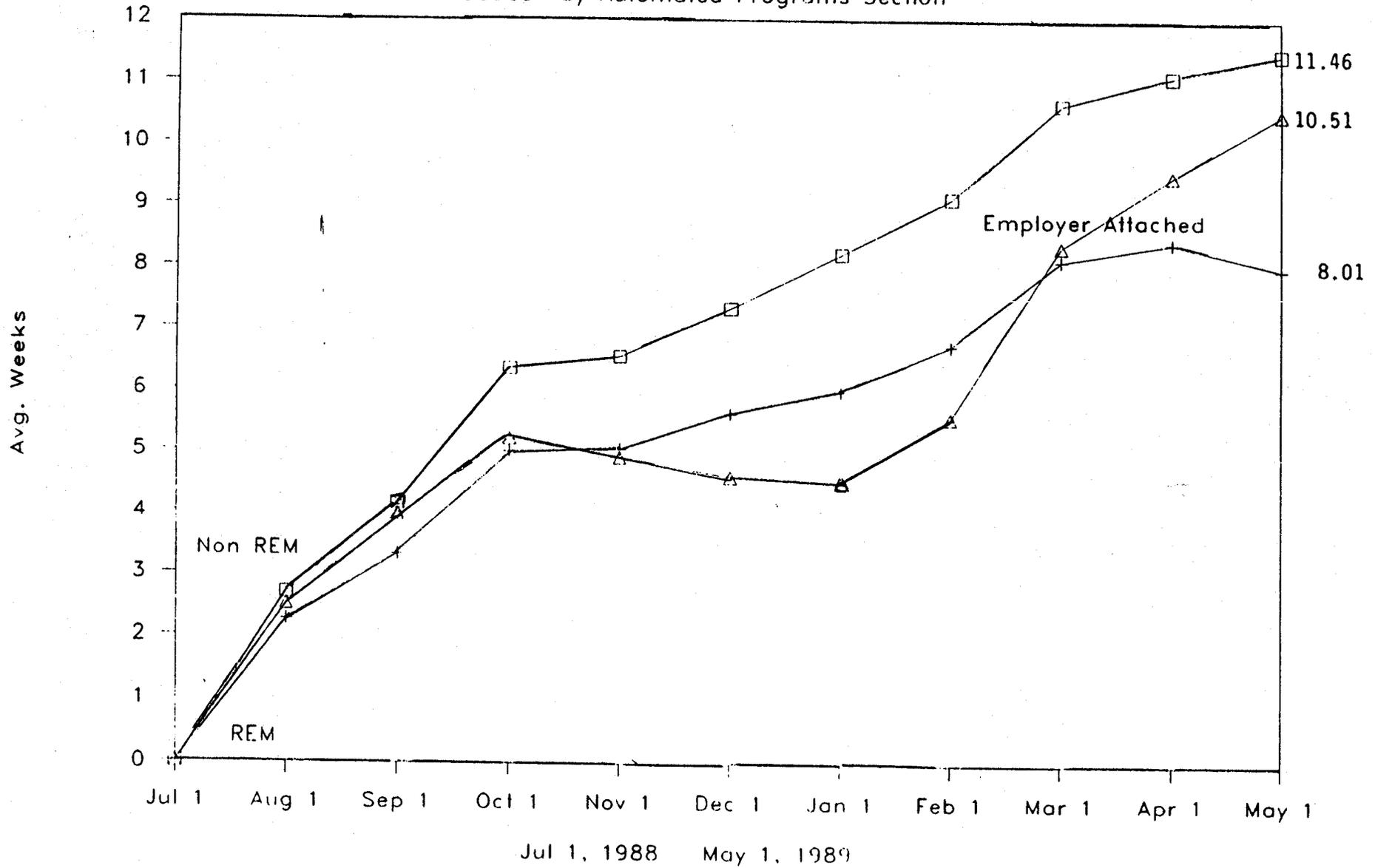
Based on the program's success in the first year, the program has continued for a second year. The REM program has been expanded to 23 positions in 12 offices for the second year. Savings for the second year are at 1.5 million through May 31, 1990.

STATE CONTACT

Thomas L. Romens
Office of Job Service and Unemployment Insurance Operations
(612) 296-3626

Re-Employ Minnesota: Avg Wks on Claim

Produced by Automated Programs Section



REM STATUS REPORT

July 1, 1988 - April 31, 1989

Office	REM Clients	Ave. Weeks/ REM	Ave. Weeks/ NON REM	Weeks Saved	Ave WBA	Savings	Referrals	Plcmt	Obtn Emp.
Duluth	110	10.60	12.83	2.23	\$144.55	\$35,446	262	29	41
Minneapolis	213	9.21	12.06	2.85	185.21	112,432	666	17	98
Fridley	283	7.43	11.54	4.11	186.00	217,133	1084	65	142
Bloomington	301	7.35	11.41	4.06	176.74	215,987	335	24	140
Crystal	115	7.27	10.03	2.76	201.56	63,975	389	12	59
Midway	244	8.73	11.54	2.81	181.07	124,149	662	30	80
N. St. Paul	263	7.40	11.73	4.33	187.37	213,375	1128	51	125
W. St. Paul	144	6.83	11.20	4.37	186.98	117,662	555	37	63
Minnetonka	190	7.84	10.87	3.03	184.88	106,435	593	23	112
Mankato	114	7.28	11.84	4.56	139.87	72,710	734	52	59
Total	1833	8.01	11.46	3.45	\$178.92	\$1,131,463	6,408	340	919

NAME OF STATE

PENNSYLVANIA

TITLE/TYPE OF SERVICE

UI Reemployment Demonstration Project--The purpose of the project is to improve the ability of the UI system to identify claimants who are likely to exhaust their UI benefits. It will also measure the costs and benefits of providing reemployment bonuses with job search assistance.

DESCRIPTION OF PROGRAM

The Pennsylvania demonstration is testing the effect of an offer of a cash bonus combined with the offer of structured job search assistance as a motivation for unemployment insurance claimants to go back to work faster. The demonstration is designed as a controlled experiment with four parts: (1) Eligibility conditions, delimiting the target population; (2) Treatment design, detailing the components of the experimental bonus program and the job search assistance workshops; (3) Selection of sites, including determination of the number of sites; and (4) Design of the sample, including determination of the appropriate sample size. The demonstration data base will contain data generated by the experiment and institutional data from the agency files. Supplementary information will be obtained by use of a follow-up telephone survey conducted on a sample of assigned claimants. Evaluating the effects of the experiment involves comparing the means of variables of interest across the treatment groups, thereby using the full power of the random assignment.

PROGRAM ASSESSMENT

Until the initiative commenced, the statewide average monthly claimant placement rate was 27% higher than the previous program year. An analysis of the first three months revealed a jump to 48%, thus resulting in 1286 more claimant placements than would have been realized at the lower rate. This translate into an additional net savings of \$750,368 to the UC Trust Fund. Although placement figures through September are not yet available as of this writing, it is anticipated that we will have realized an additional 1,820 claimant placements for a net savings of \$1,066.684 for the remaining four months.

STATE CONTACT

Richard Puerzer, Director
Bureau of Bureau of UI
(717) 787-3354
FAX 717-783-2159

NAME OF STATE

TENNESSEE

TITLE/TYPE OF SERVICE

UI Claimant Re-employment Project--In 1983 and 1984 the Agency conducted a claimant re-employment project in three local offices that offered intensified job search assistance for the purpose of promptly returning claimants to the work force.

DESCRIPTION OF PROGRAM

In each of three local combined Job Service/UI Offices a team of two Interviewers were assigned a caseload taken from a random sample of ERI grouped claimants, after a claim was established, but before work search plans had been developed, and worked with these individuals throughout their claims series to actual placement of the claimant on a job. Both Interviewers were charged with identical responsibilities; however, each team consisted of one Interviewer with UI background and one Interviewer with Job Service background for cross training purposes.

In this re-employment effort, claimant Eligibility Reviews were being conducted more frequently, e.g., every two weeks, thereby establishing a closer Claimant/Interviewer relationship. Communication with one another, regarding progress, occurred more frequently, further enhancing this relationship.

Interviewer responsibilities included obtaining and reviewing job orders sent to Job Service; developing a list of jobs from which individuals have been terminated or have voluntarily quit to utilize as a lead source (UI Records); evaluating claimants' qualifications for various types of jobs; assessing area needs for claimants' skills; probability of employment; developing, with the active involvement of the claimant, a detailed Re-employment Plan; performing job development activities by calling and visiting area employers; referring claimants to openings which have been listed with Job Service and to vacancies created by terminations and voluntary quits; performing periodic claimant follow-up to provide encouragement, enhance continued interest, and determine reasons for dropping out of the project, or discontinued activity.

PROGRAM ASSESSMENT

The project resulted in some actual savings to the Trust Fund and was successful in returning claimants to the work force. Had the claims load remained at or around 1983 levels, a

statewide program could have generated a generous savings to the Trust Fund and benefited a large number of claimants in returning to the work force much sooner.

The UI Claimant Re-employment Project was discontinued when workload levels dropped to the point that it became uneconomical.

STATE CONTACT

Rayburn Traughber, Commissioner
Department of Employment Security
(615) 741-2131

NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Self-Employment and Enterprise Development Demonstration

One intervention strategy for promoting the reemployment of Unemployment Insurance (UI) recipients is self-employment, yet the use of transfer payment programs to provide self-employment grants remains untested in the United States until now. The Washington State Self-Employment and Enterprise Development (SEED) demonstration project will test the use of UI and other services to assist UI recipients in starting their own small businesses, with a focus on those individuals who are structurally unemployed. The purpose of this demonstration project is to measure the costs and benefits of early intervention strategies to promote self-employment; to improve linkages between UI and other service delivery agencies; and to improve the ability of the UI system to identify claimants early in their claims series who will likely exhaust their benefits and have difficulty finding reemployment. The demonstration will test screening and analytic techniques to detect those claimants prior to random selection.

DESCRIPTION OF THE PROGRAM

Washington State Employment Security Department will operate the demonstration project according to the terms of a cooperative agreement with a grant of \$2.7 million from the U.S. Department of Labor. A pilot was implemented in September of 1989, with subsequent sites starting in February 1990.

The demonstration provides selected UI recipients with information that will enable them to determine whether they should undertake a business venture. The project includes both a control and treatment group. Those randomly assigned to the treatment will then be given the basic tools necessary to establish the new business. The intervention strategy will include self-employment grants plus supportive business services, which may include training, counseling, testing, management assistance, and other supportive services related to starting a new business.

Self employment grant payments will approximate the UI claimant's entitlement, however the actual grant will come from the cooperative agreement funds, not from the UI Trust Fund. Supportive business services provided to demonstration participants will be coordinated through the Washington State Business Assistance Center and the Small Business Administration's Small Business Development Centers. When individuals are in need of specialized self-employment assistance, their needs will be coordinated through current systems, with the support of current JTPA programs, when applicable.

The development and coordination of state linkages for this demonstration has wider implications. A key component of Washington State's economic development policy is providing a climate that fosters the development and retention of small businesses. Implementation of a workable system of self-employment support will provide that service; including referral, screening, training, licensing, funding, and continuing technical assistance.

LEGISLATIVE PROVISIONS

Congress passed the Omnibus Budget Reconciliation Act of 1987 which authorized the U.S. Department of Labor to operate a similar demonstration project in three states (Massachusetts, Minnesota and Oregon).

PROGRAM ASSESSMENT

A final report on the SEED Demonstration Project will be submitted to Congress in August of 1993. Distribution of interim reports are also planned.

STATE CONTACT

Judy Johnson
Washington State Employment Security Department
UI Program Analysis Branch
212 Maple Park, Olympia Washington 98504
(206) 586-8849

NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Washington Reemployment Bonus Demonstration (WREB)
(Incentive for faster reemployment)

DESCRIPTION OF THE PROGRAM

The project is designed to analyze the effect of a reemployment cash bonus as a motivation to new unemployed claimants to go back to work faster. An experimental design methodology with random assignments to treatment and control groups is used to replicate and expand a similar study done by the state of Illinois.

The Washington study focuses on a claimant bonus, measuring the effect of varying bonus amounts and durations. The bonus is available to those claimants who find work within the allotted time and retain the job for four months. A classical experimental design selected fully eligible UI claimants, including those attached to an employer or a full referral union. These claimants were randomly assigned to six treatment groups and a control group. The treatments included three levels of bonus, set as a multiple of the weekly benefit amount and two durations for the return to work requirement. The study includes 28,000 claimants statewide. A one month pilot began in February, 1988. Statewide enrollment began in March, 1988 and continued for nine months. Claimants benefit durations, cost/benefit analysis, a follow-up survey and post analysis will be done. The final report will be published by December, 1990.

The W.E. Upjohn Institute for Employment Research provided the experimental design and management assistance in evaluating the demonstration. The project is operated through a cooperative agreement with the Department of Labor, the Upjohn Institute and the Washington State Employment Security Department.

LEGISLATIVE PROVISIONS

Substitute House Bill 1221, the State budget, included a provision allocating administrative contingency funding to support this project.

PROGRAM ASSESSMENT

The Washington State Reemployment Bonus Demonstration is just completing active of participants and is starting the analysis phase.

STATE CONTACT

Patricia J. Remy
Project Coordinator
UI Program Analysis
(206) 753-3809

EMPLOYER/CLAIMANT INCENTIVES

NAME OF STATE

KENTUCKY

TITLE/TYPE OF SERVICE

Kentucky Unemployment Tax Credit--The purpose of the program is to encourage employers to hire the unemployed.

DESCRIPTION OF PROGRAM

The Unemployment Tax Credit program provides an income tax credit in the amount of \$100 to the employer hiring a worker who has been unemployed for 60 days. In order to qualify for the tax credit the worker must have been detached from regular employment and work for the new employer for a minimum of 180 consecutive days.

LEGISLATIVE PROVISIONS

AMENDED
KENTUCKY REVISED STATUTES
INCOME TAXES
UNEMPLOYMENT TAX CREDIT

141.065. Credit allowed for hiring person classified as unemployed

(1) For the purposes of this section, "code" or "Internal Revenue Code" means the Internal Revenue Code in effect as of December 31, 1981.

(2) There shall be allowed as a credit for any taxpayer against the tax imposed by this chapter for any taxable year, an amount equal to one hundred dollars (\$100) for each person hired by the taxpayer, provided such person has been classified as unemployed by the department for social insurance* of the human resources cabinet, and has been so classified for at least sixty (60) days prior to his employment by the taxpayer, and further provided that such person has remained in the employ of the taxpayer for at least one hundred and eighty (180) consecutive days during the taxable year in which the taxpayer claims the credit.

(3) No credit shall be allowed to any taxpayer for any person hired under any of the following circumstances:

(a) A person for whom the taxpayer receives federally funded payments for on-the-job training; or

(b) For any person who bears any of the relationships to the taxpayer described in paragraphs (1) through (8) of section 152(a) of the Internal Revenue Code, or, if the taxpayer is a corporation, to an individual who owns, directly or indirectly, more than fifty percent (50%) in value of the outstanding stock of the corporation as determined with the application of section 267(c) of the code; or

(c) If the taxpayer is an estate or trust, to any person who is a grantor, beneficiary, or fiduciary of the estate or trust, or is an individual who bears any of the relationship described in paragraphs (1) through (8) of section 152(a) of the code to a grantor, beneficiary, or fiduciary of the estate or trust; or

(d) To any person who is a dependent of the taxpayer as described in code section 152(a)(9), or, if the taxpayer is an estate or trust, of a grantor, beneficiary, or fiduciary of the estate or trust.

(4) For purposes of this section all employees of all corporations which are members of the same controlled group of corporations shall be treated as employed by a single employer. In no instance shall the credit, if any, allowable by subsection (2) of this section for any employee qualified thereunder be claimed more than once for any taxable year by such a controlled group of corporations. For purposes of this subsection, the term "controlled group of corporations" has the meaning given to such term by code section 1563(a), except that "more than fifty percent (50%)" shall be substituted for "at least eighty percent (80%)" each place it appear in code section 1563(a)(1), and the determination shall be made without regard to subsections (a)(4) and (e)(3)(c) of code section 1563.

(5) For purposes of this section, all employees of trades or businesses (whether or not incorporated) which are under common control shall be treated as employed by a single employer, and in no instance shall the credit, if any, allowable by subsection (2) of this section for any employee qualified thereunder be claimed more than once for any taxable year.

(6) No credit shall be allowed under subsection (2) of this section to any organization which is exempt from income tax by this chapter.

(7) In case of an electing small business corporation, the amount of the credit determined under this section for any taxable year shall be apportioned pro rata among the persons who are shareholders of such corporation of the last day of the taxable year, and any person to whom such an amount is so apportioned shall be allowed, subject to code section 53, a credit under subsection (2) of this section for such amount.

(8) In the case of an estate or trust, the amount of the credit determined under this section for any taxable year shall be apportioned between the estate or trust and the beneficiaries on the basis of income of the estate or trust allocable to each, and any beneficiary to whom any amount has been apportioned under this subsection shall be allowed, subject to code section 53, a credit under subsection (2) of this section for such amount.

(9) In no event shall the credit allowed, pursuant to this section, for any taxable year exceed the tax liability of the taxpayer for the taxable year.

*Transferred to Department for Employment Services by Administrative Order effective April 1, 1986

PROGRAM ASSESSMENT

The following statistics are for the period April 1, 1986 to June 30, 1987.

Number of employers requesting certificates	269
Certification requests received from employers	4,182
Certifications approved	1,817
Certifications pending	459
Reconsiderations in process	23
Certifications denied as not qualifying	1,883

STATE CONTACT

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NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Washington State "Substitute House Bill 1754 First Source Agreement"

BACKGROUND

On March 22, 1986, House Substitute Bill 1754, First Source Agreement was signed by the Governor. The intent of the legislation is to place unemployed individuals, especially those drawing UI benefits and/or public assistance, in jobs, thereby saving unemployment trust fund dollars. Using UI benefits as an ongoing wage supplement is not an intent of this legislation. This bill encourages Washington State's economic development by offering certain incentives to employers who sign a "First Source Hiring Agreement" with the Job Service Center (JSC) agreeing to hire individuals who are drawing UI benefits and/or public assistance or who are otherwise unemployed.

First Source Hiring Agreement

The "First Source Hiring Agreement" is a non-financial agreement made by the employer to consider hiring applicants from a "pool of qualified individuals" referred by the JSC. This non-financial agreement provides unemployed individuals with increased opportunities for training and employment and reduces costs associated with hiring by business. For an individual to be referred, the employer must have a bona fide job opening.

Thirty Day Training Period

An individual agrees to participate in the "Thirty-Day Training Period" which means a training period, not to exceed thirty calendar days, during which no wages are payable for services performed and the primary purpose of the claimants activity during the training is to acquire the skills necessary to perform the job if hired. This training must be for a bona fide job opening. Under the "Thirty Day Training Period:"

There are no specific eligibility/economic requirements for the claimant.

No wages are paid to the claimant for the work performed.

No employer/employee relationship exists.

Commissioner Approved Training (CAT) can be granted.

This training differs from On-the Job-Training (OJT). Under OJT:

Specific eligibility/economic requirements must be met (not all claimants can qualify).

Wages are paid to the individual for the work performed.

There is an employer/employee relationship.

The individual is considered "not Unemployed" as defined in RCW 50.04.310.

Commissioner Approved Training cannot be granted.

The job the claimant is training for does not have to be full-time but it does have to be a bona fide job. The intent of the legislation is to terminate the payment of UI benefits once the claimant has secured employment, not to use UI benefits as an ongoing wage supplement. This does not preclude the employer from listing a job for less than full time. The claimant is still eligible for CAT and the payment of UI benefits under CAT regardless of whether the job is full time or less than full time if the claimant is selected as a trainee by the employer.

Conditions for Granting CAT for the First Source Thirty-Day Training Period.

All of the following conditions must be met prior to approving the training:

The employer must have signed a First Source Hiring Agreement and a Training Certification with the JSC

The employer certifies the training position(s) will not be used to displace any existing paid positions.

The primary purpose of the claimant activity during the training is to acquire the skills necessary to perform the job if hired.

No wage is payable for services performed during the training period.

Participation in the training period does not exceed thirty calendar days.

At the end of the training period the employer decides whether or not to hire the claimant.

The claimant's agreement to participate in the training period is made in writing and filed with the JSC prior to granting CAT and paying UI benefits while in training.

UI PROVISIONS OF THE BILL

Qualifying Requirements

Individuals are eligible for the "pool of Qualified Individuals" if they are drawing UI benefits, otherwise unemployed, meet the basic job qualifications as stated by the employer, and must volunteer to participate in "First Source Training." Individually/Claimants who are working less than full time are also eligible for the "Pool." However, if the individual is drawing UI benefits and terminates his/her current employment, a potentially disqualifying issue exists (job separation). The claimant must be advised of the potential penalties and if the claimant still desires to terminate his/her employment, adjudicate under RCW 50.20.050. Before any denial of benefits are issued, the claimant must be issued an advise of rights and be interviewed prior to this.

Benefits

If the individual selected is drawing UI benefits and the training is approved by the Commissioner, if otherwise eligible, may draw up to five consecutive weeks of UI benefits while in training. At the end of the training period, the employer must make a decision whether or not to hire the claimant.

The employer has the option to give the claimant a training allowance during the thirty day training period to offset the costs associated with training. Allowances can include mileage; transportation; child care; uniforms; meals; tools; license/permits; etc. Training allowances are not deductible from the claimants UI benefits. They are not considered wages and will not be used to reduce the claimant's weekly benefit amount. Since the training allowance is not considered wages, it can't be used in determining base year wages and the employer is not required to report the training allowance as wages for UI purposes.

The hours worked during this training period are not considered employment because there is no employer/employee relationship. Therefore, the hours can't be used as part of

the base year hours calculation. Participation in this training will not extend the length of time a claimant can draw UI benefits. A claimant will only be eligible to draw UI as long as the claim is valid and he/she is otherwise eligible.

Eligibility Requirements

Activity seeking work requirements are waived while a claimant is in "First Source Thirty-Day Training." Work search requirements may also be waived under the following conditions:

Work search can be waived for a reasonable length of time until training begins if the claimant is selected for a First Source training slot but the training will not begin immediately.

Waiver of work search can be granted for the balance of the week, if the thirty-day training period begins or ends during that week.

Waiver of work search can be granted for a reasonable period if there is a "lag period" between the completion of the training or hire date.

If training ends and employment begins during the week claimed, consideration should be given to the eligibility of the claimant for partial benefits.

During the thirty-day training period, there is no employer/employee relationship and no wages are paid to the claimant for services performed. The claimant may be subject to a potential availability issue if he/she:

refuses a training position.

did not attend all classes. The employer must be contacted to verify whether or not the claimant's absence would adversely affect participation/completion of the training or the potential for employment with the employer.

discontinued participation in the training.

isn't hired by the employer or if the claimant and employer mutually agree to terminate the training.

The claimant is also subject to a potential disqualifying issue if he/she refuses a job offer by the employer.

STATE CONTACT

Cathy Countryman
(206) 753-3809

STATE TRAINING AND RETRAINING PROGRAMS

NAME OF STATE

IOWA

TITLE/TYPE OF SERVICE

Division Approved Training Tuition Assistance Program--The objective of this program is to provide tuition assistance for individuals who are eligible to draw unemployment compensation and who are involved in Division Approved Training.

DESCRIPTION OF THE PROGRAM

The Division Approved Training Tuition Assistance Program provides a maximum of \$1000 as a grant to workers who are enrolled in Division Approved Training. The Employment Service staff works with the claimant and representatives from the community college or other approved training programs. The claimant makes application for the grant and an Employment Service counselor approves the training program, based on the Department's rules. The program is funded through the monies generated by penalties and interest on employers filing late or errant reports or the legislature.

LEGISLATIVE PROVISIONS

Sec. 405. Contingency Fund Users--Building and Equipment Expenses, Economic Development Labor Surveys, Division Approved Training.

1. Notwithstanding the provisions of section 96.13, subsection 3, which restrict the use of monies in the special employment security contingency fund, monies in the fund on June 30, 1987, shall not be transferred by the treasurer of state to either the temporary emergency surcharge fund or the unemployment compensation fund, but shall be available to the Division of Job Service of the Department of Employment Services for the fiscal year beginning July 1, 1988, and ending June 30, 1989, for expenditures under subsection 2.

2. The division of job service shall expend monies which are credited to the special employment security contingency fund during the fiscal year beginning July 1, 1987, and ending June 30, 1988, including monies which are available to the Division of Job Service under subsection 1, only in accordance with the following restrictions:

a. The division may expend up to \$50,000 (fifty thousand dollars) from the fund for upgrading of electrical service within the State Administrative Office Building

in order to meet existing standards and for the purchase and installation of word processing equipment in the State Administrative Office Building to replace equipment transferred to the Department of Inspections and appeals.

b. The division may expend up to \$250,000 (two hundred fifty thousand) dollars from the fund for the support of the county, labor survey and economic development teams.

c. Any balance of monies in the special employment security contingency fund shall be deposited by the Treasurer of State in the Division Approved Training fund which is created as a special fund in the State Treasury. Notwithstanding section 453.7, interest or earnings from monies deposited in the Division Approved Training fund shall be credited to that fund. The Division shall use monies from the fund to pay only the instructional cost of training related to tuition and course fees, approved by the Division pursuant to section 96.4 and 345 IAC, rules 4.39 and 4.40, for individuals who demonstrate to the division's satisfaction that they are financially incapable of paying the instructional cost of the approved training. However, the Division may expend up to \$30,000 (thirty thousand dollars) from the fund for administrative costs relating to payments for Division Approved Training.

Payments from the fund shall not be made to the individual receiving approved training but shall be made directly to the institution or person providing the approved training. Payments shall not exceed \$1000 (one thousand dollars) per individual trainee in any two-year period. The Division shall distribute information on the qualification requirements for and availability of payment for the Division Approved Training to individuals filing claims for benefits or receiving benefits under chapter 96.

d. The State Legislature provided tuition assistance money from the surcharge to pay for the program beginning July 1, 1988 through June 30, 1989.

Division Rules Governing DAT

345-4.39(96) Division Approved Training or retraining programs. Eligibility for training for an unemployed individual to be considered for approval for training programs and continuing participation therein shall meet the following requirements:

4.39(1) Reasonable employment opportunities for which the claimant is fitted by training or experience are minimal, severely curtailed or do not exist in the locality, making a change in occupation necessary to again become gainfully employed.

4.39(2) Employment opportunities are severely curtailed or nonexistent for the claimant's current skills or education because of health, disability or other compelling factors.

4.39(3) Training is necessary for the claimant who has unusable or obsolete skills to enable such claimant to obtain adequate employment.

4.39(4) The training for the claimant relates to an occupation or a skill for which there is or is expected to be in the immediate future, reasonable opportunities in the locality where the claimant is residing or in a location to which the claimant is willing to move.

4.39(5) The claimant has the required qualifications and aptitudes to successfully complete the training or other short-term vocationally directed academic courses may also be approved.

4.39(6) The training program consists of a practical and substantial curriculum to substantiate the expenditure of job insurance funds.

4.39(7) The claimant furnishes to the Division satisfactory evidence that such claimant is attending the training course regularly and is making satisfactory progress in an approved training course.

4.39(8) Method of making application for approval. Any claimant for benefits who desires to receive benefits while attending school for training or retraining purposes shall make a written application to the Division setting out the following:

- a. Claimant's most recent employer and employment;
- b. The reasons for claimant's unemployment;
- c. The proposed course of training or retraining;
- d. The educational establishment at which the claimant would receive training;

- e. The estimated time required for such training; and
- f. The type of jobs for which the claimant will qualify at completion of such training.

4.39(9) An individual while pursuing an evaluation program designed to result in suitable employment for the individual shall be ineligible for unemployment benefits.

4.39(10) Rescinded, effective 2/14/79, to conform to federal regulation.

4.39(11) Furnishing of or payment for books, instructional material, tuition, reimbursement for travel expenses or other expenses, or cost of such program of instruction, or the furnishing in cash or in kind of a daily lunch allowance, does not constitute the direct receipt of a payment or benefit under subrule 4.39(10).

4.39(12) Definition of Training. "Training," as used in these rules, means vocational or technical training or retraining in schools or classes (involving, but not limited to, field or laboratory work and remedial or academic and technical instruction incident thereto) that is conducted as a program designed to prepare individuals for gainful employment in recognized or new occupations. The term "training" does not include programs of instruction for an individual (including transfer credit programs of instruction given at community colleges) which are primarily intended to lead toward a baccalaureate or higher degree or training that has for its purpose the preparation of individuals for employment in occupations which require a baccalaureate or higher degree from institutions of higher education.

4.39(13) An individual receiving benefits under the provisions of the Trade Act of 1974 shall not be disqualified for leaving employment which is not suitable to enter approved training. Suitable employment for Trade Act purposes is defined as "work of substantially equal or higher skill level than the individual's past adversely affected employment if the wages for such employment are not less than eighty percent (80%) of the individual's weekly benefit amount."

4.39(14) Notwithstanding all other provisions of this rule, the acceptance of training opportunities by eligible individuals pursuant to the Job Training Partnership Act (JTPA) and other federally approved training programs shall be deemed as meeting the requirements of Iowa Code subsection 96.4(6). This subrule pertains to an individual who:

- a. Is one of a substantial group of eligible individuals who has been terminated or received notice of termination from their jobs;
- b. Is one of a group which is eligible for unemployment benefits or has exhausted entitlement thereto; and
- c. Either
 - (1) is unlikely to return to the previous industry or occupation, or
 - (2) is long-term unemployed with limited opportunities for work in the same or similar occupations in the areas where the individual resides; and
- d. Has accepted a training opportunity for which information was made available by the state.

4.39(15) Notwithstanding all other provisions of this rule, academic training may be approved for an individual who:

- a. Is one of a substantial group of eligible individuals who have been terminated from their jobs due to a plant closing; or
- b. Has limited opportunities for work in the same or similar occupation in the area where the individual resides.

Therefore, those individuals may apply for Division Approved Training which may include academic courses. This training should increase the employability of the individual.

This rule is intended to implement Iowa Code section 96.4(6) as amended by the 1986 Iowa Acts, House File 2484, section 623, and Public Law 97-35.

345-440(96) Division Approved Training (DAT)--Procedure

4.40(1) A claimant may receive job insurance while attending a training course approved by the Division. While attending the approved training course the claimant need not be available for work or actively seeking work. After completion of Division Approved Training, the claimant must, in order to continue to be eligible for

job insurance, place no restriction on employability. The claimant must be able to work, available for work and be actively searching for work. In addition, the claimant may be subject to disqualification for any refusal of work without good cause.

4.40(2) The claimant must show satisfactory attendance and progress in the training course and must demonstrate that such claimant has the necessary finances to complete the training to substantiate the expenditure of job insurance funds. In addition, the nature of the training must be vocational rather than academic.

4.40(3) For those individuals who are otherwise eligible, but who are financially incapable of paying tuition and related course fees, the Division may provide up to \$1000 (one thousand dollars) per individual in a twenty-four-(24)-calendar-month period. The criteria is:

a. Funds must be available.

b. Approval of division approved training must be received prior to payment to the educational institution.

c. Individuals must certify financial need to qualify for DAT tuition and fees. An individual cannot have income of more than 125% (one hundred twenty-five percent) of their weekly unemployment insurance benefit amount. Income is defined as job insurance benefits and wages.

d. Individuals must apply for financial assistance at an educational institution and provide a copy to the Division. Financial assistance shall be defined as grants and scholarships for tuition and fees.

e. Tuition and fees can be approved for the length of the course up to the twenty-four (24)-month maximum, even if the job insurance benefits subsequently exhaust or the claimant becomes ineligible.

f. Tuition and fees cannot be approved for a person who is currently attending class.

g. Any obligation to the training institution from the Division Approved Training assistance fund combined with other financial aid, which is awarded to the student and can only be used for tuition and fees, may not exceed the total cost of tuition and fees at the training institution.

h. Any DAT funds which are not used by the educational institution due to whatever reason, shall be returned to the Division within ninety (90) days of completion of the course.

This rule is intended to implement Iowa Code section 96.13(3) as amended by the 1986 Iowa Acts, House File 2484, section 623.

Under these rules, the department was allowed to provide \$550,000 in grants to unemployed workers between July 1, 1986, and June 30, 1987, approximately \$200,000 available between July 1, 1987 through June 30, 1988, and administrative surcharge funds in the amount of \$1,449,000 are appropriated for the July 1, 1988-June 30, 1989 fiscal year.

PROGRAM ASSESSMENT

The Department has just begun to evaluate the effectiveness of the DAT program during the last year. We know that demand generated by the program far exceeded the funds available. The program, which began July 1, 1986, was suspended by early February 1987, because all funds had been committed. During the 1987 program year, the Department had program funds available for only a short period of time (five weeks), before the demand exceeded the funds available. During the 1988 program year, funds were available the entire 12 months.

Through 1988, 85% (eighty-five percent) of those completing DAT training had obtained jobs.

It is felt that DAT is an excellent retraining tool for claimants.

STATE CONTACT

Max Allender, Job Service Specialist
(515) 281-3685

NAME OF STATE

NEBRASKA

TITLE/TYPE OF SERVICE

Payment Approved Training--This program allows claimants whose employment prospects are not good and would be improved through additional training to receive unemployment benefits during training.

DESCRIPTION OF PROGRAM

Claimants who are interested in participating in training may apply. Title III Dislocated Workers are approved automatically. The work search requirement, disqualifications for availability, refusal of work, and student status are waived during training. Claimants need only to maintain satisfactory progress and attendance in training to maintain eligibility.

LEGISLATIVE PROVISIONS

48-627. (c) Able and available for work. He or she is able to work and is available for work. No individual, who is otherwise eligible, shall be deemed ineligible, or unavailable for work, because he or she is on vacation without pay during such week, if such vacation is not the result of his or her own action as distinguished from any collective action by a collective bargaining agent or other action beyond his or her individual control, and regardless of whether he or she has not been notified of the vacation at the time of his or her hiring. Receipt of a nonservice-connected total disability pension by a veteran at the age of sixty-five or more shall not of itself bar the veteran from benefits as not able to work. An otherwise eligible individual while engaged in a training course approved for him or her by the commissioner shall be considered available for work for the purposes of this section;

48-628. (c) Suitable employment, refusal of. For any week of unemployment in which he or she has failed, without good cause, either to apply for available, suitable work when so directed by the employment office or the commissioner or to accept suitable work when offered him or her, or to return to his or her customary self-employment, if any, and the commissioner so finds, and for not less than seven weeks nor more than ten weeks which immediately follow such week as determined by the commissioner, and his or her total benefit amount to which he or she is then entitled shall be reduced by an amount equal to the number of weeks for which he or she has been disqualified by the commissioner. (1) In determining whether or not any work is suitable for an individual, the commissioner shall

consider the degree of risk involved to his or her health, safety, and morals, his or her physical fitness and prior training, his or her experience and prior earnings, his or her length of unemployment and prospects for securing local work in his or her customary occupation, and the distance of the available work from his or her residence. (2) Notwithstanding any other provisions of the Employment Security Law, no work shall be deemed suitable and benefits shall not be denied under such law to any otherwise eligible individual for refusing to accept new work under any of the following conditions: (i) if the position offered is vacant due directly to a strike, lockout, or other dispute; (ii) if the wages, hours, or other conditions of the work offered are substantially less favorable to the individual than those prevailing for similar work in the locality; or (iii) if, as a condition of being employed, the individual would be required to join a company union or to resign from or refrain from joining any bona fide labor organization. (3) Notwithstanding any other provisions in this subdivision, no otherwise eligible individual shall be denied benefits with respect to any week in which he or she is in training with approval of the commissioner, by reason of the application of the provisions in this subdivision relating to failure to apply for or a refusal to accept suitable work; and

(g) Students. For any week of unemployment if such individual is a student. For the purpose of this subdivision, the term student shall mean an individual registered for full attendance at and regularly attending an established school, college, or university, unless the major portion of his or her wages for insured work during his or her base period was for service performed while attending school, except that attendance for training purposes under a plan approved by the commissioner for such individual before attendance shall not be disqualifying.

TITLE 225 - DEPARTMENT OF LABOR

CHAPTER 1 - APPROVAL OF TRAINING PROGRAMS

001. This regulation is adopted pursuant to Neb. Rev. Stat. 48-607 and 48-628.

002. Any claimant may request to receive benefits while attending school for training purposes. He or she shall make a written application on a form prescribed by the Commissioner. The application shall include the following information:

A. The Claimant's most recent employer, and a brief description of duties;

- B. The reason for claimant's unemployment;
- C. The proposed course of training, including a written description of the course of instruction;
- D. The establishment where claimant will receive training;
- E. The estimated time required for the training; and
- F. The types of jobs for which the claimant will qualify upon completion of the training.

003. The Commissioner will approve of training programs for claimants who are dislocated workers under the Job Training Partnership Act and whose training programs are established under section 302 of that Act.

004. Other than those training programs identified under paragraph 003, the Commissioner will only approve applications for training in vocational or technical schools or classes. The training program must be designed to prepare the participants for gainful employment in recognized or new occupations. The Commissioner will not approve any applications for training programs primarily intended to lead toward a baccalaureate or higher degree or that have as their purpose the preparation of participants for employment in occupations normally requiring a baccalaureate or higher degree from institutions of higher education.

005. The Commissioner will, in addition to paragraph 004, only approve training programs under the following conditions:

- A. Reasonable employment opportunities for which the claimant is qualified do not exist or have been substantially diminished making a change in occupation necessary for reemployment.
- B. The claimant must have the required qualifications or aptitudes to successfully complete the training program. Basic education programs which are a prerequisite for skilled training or other short term, vocationally directed academic courses may be approved.
- C. The training program must consist of a practical curriculum for development of vocational, rather than avocational, skills.

D. The written description of the course of instruction relates to an occupation or skill for which there are, or are expected to be in the immediate future, reasonable employment opportunities in any Labor Market area of this state in which the individual intends to seek work.

E. The training program has been planned and scheduled so as to lead to the earliest feasible completion and readiness for reemployment.

F. The claimant's application for approval of training, as described under paragraph 002, was submitted and received at one of the offices of the Nebraska Department of Labor, or equivalent office in another state, prior to the commencement of the training.

006. A claimant whose training program has been approved shall not be required to make an active search for work during participation in the training program.

007. The Commissioner shall disqualify a claimant's approved training program if the claimant does not regularly attend the classes of the program or receives notice of unsatisfactory progress from the training institution.

008. A claimant enrolled in an approved training program shall promptly notify his or her regular claims office in writing if he or she discontinues regular attendance of the training program or receives notice of unsatisfactory progress from the training institution.

009. At the time a course of training is approved, the training institution shall be notified by mail of the claimant's status under this chapter. This notification shall direct the training institution to promptly notify the claimant's regular claims reporting office in writing if the claimant's attendance or progress becomes unsatisfactory.

010. An individual shall not be eligible for unemployment insurance benefits under this chapter for any week with respect to which he or she receives a subsistence allowance on account of participation in training. Subsistence allowances are direct or indirect payments to the claimant which are not made specifically to defray the costs associated with participation in training. Subsistence allowances specifically include any payments made or usable for routine living expense not directly associated with participation in training, such as room, board, utilities, or general transportation costs. Dependent's allowances, one time emergency payments, and reimbursements for any of the direct costs of training, which might include the cost of tuition, books, supplies, tools,

transportation costs to and from training, and the cost of child care during time spent in training, shall have no bearing on the claimant's entitlement to benefits under this chapter.

PROGRAM ASSESSMENT

There has been no formal assessment of the effects of the program. Claimant interest and participation is moderate, but has increased over the past few years.

STATE CONTACT

Roger Day, U.I. Program Specialist, (402) 471-3406

NAME OF STATE

OREGON

TITLE/TYPE OF SERVICE

Vocational Unemployment Insurance--VOC UI provides for waiving UI eligibility requirements for claimants who have difficulty obtaining work where technological improvements, the effects of automation and relocation in the economy are combined with a lack of job skills. It provides for the facilitation of vocational training, and the acquiring of necessary basic educational skills as a prerequisite for this training, for those individuals.

DESCRIPTION OF PROGRAM

Individuals will not be denied unemployment insurance benefits if the individual is enrolled in a vocational training program approved by the State Agency. All able, available, and actively seeking requirements are deemed to be met if an individual maintains satisfactory progress in an approved course of study. The training must be vocational in nature and provide technical training to prepare persons for gainful employment in recognized or new locations. Training does not include programs which primarily lead to a baccalaureate degree. An individual is not eligible during any week in which the person receives incentive pay, subsistence, per diem, et al; however, payment for books, instructional materials, and tuition does not render the claimant ineligible. The claimant must: (1) submit a written training plan; (2) possess the qualifications and aptitudes to complete the training program successfully; (3) demonstrate that employment opportunities for which he/she is qualified do not exist or have been reduced within the labor market and will therefore experience an extended period of dependence upon the unemployment insurance program; and (4) the program of instruction will not last more than 180 days.

PROGRAM ASSESSMENT

The program has been in existence since 1969. Currently, there are approximately 20 active participants, with a high of 60 participants involved during the most active period of the program. To date, there is no information available regarding the number of participants completing the program, or data available to indicate how duration of unemployment may be impacted by participating in the VOC UI program.

STATE CONTACT

Richard Van Pelt, Employment Division, Program Support
(503) 373-1645.

NAME OF STATE

RHODE ISLAND

TITLE/TYPE OF SERVICE

The Comprehensive Competencies Program (CCP) - The objective of this program is to provide educational remediation and/or upgrading to clients whose academic deficiencies have proven to be a barrier to their securing suitable employment. Participants may be workers who are in need of retraining due to job obsolescence or plant closing or workers who have minimal skills which limit their employability. The primary referral source for CCP are individuals eligible for Trade Adjustment Assistance.

DESCRIPTION OF PROGRAM

Participants are screened for this activity based on a combined review of Unemployment Insurance and placement records to determine length of unemployment and to establish whether academic deficiencies are a prohibitive factor in obtaining suitable employment. If this is in fact the case, clients are then referred to the CCP Learning Center where counselors and instructors review and explain program activities and encourage participation by stressing the importance of acquiring basic education skills as a prelude to seeking suitable employment. Upon committing themselves to the program, clients are scheduled for in-depth orientation and assessment in the course of which learning deficiencies are determined and educational plans are developed to address them.

The CCP is an individualized, self-paced system which permits learners to work independently or in small groups in order to meet their educational needs. Instructional materials are available in printed, audiovisual, and computerized formats, thereby permitting learners and instructors to select methodologies which can produce optimal results for the individual participant. Core and supplementary material is available in all subjects which constitute standard elementary and high school curricular, and a comprehensive testing system is built into the program so that competency gains can be measured accurately and quickly. An English as a Secondary Language (ESL) component is included, thereby providing an educational matrix which allows instructors to assist clients with extremely diverse needs. Learning programs can be created for students who are at pre-literate, English as a Secondary Language, elementary grade, or comprehensive pre-General Equivalency Diploma levels of ability. Individual tutoring is provided as necessary, progress is carefully monitored, and achievement is appropriately recognized in order to positively reinforce the learning process.

Since the ultimate goal of remediation or advancement is employment, participants are encouraged to view their academic progress as a means of broadening and solidifying their prospects for finding suitable work. Employment counseling in the form of career assessment, vocational planning, aptitude testing and the development of job seeking skills are incorporated into the academic program to substantiate its purposiveness and validity. As participants reach their academic goals and define their career options, referrals are made either to appropriate job openings or to training opportunities available through state or federally-funded programs.

LEGISLATIVE PROVISIONS

N/A

PROGRAM ASSESSMENT

PERIOD: JANUARY 1, 1988 - JUNE 30, 1990

Total No. of CCP Participants.....	128
Total No. of CCP Remedial Participants.....	49----38%
Total No. of CCP pre-G.E.D. Participants.....	41----32%
Total No. of CCP/ESL.....	38----30%
Total No. of Participants Earned G.E.D.....	32----78%
(Percentage of pre-GED participants)	
Total No. of Participants Entered Vocational Training...	13----14%
(Percentage of Remedial and pre-GED participants)	
Total No. of Participants Entered Employment.....	75----59%
Total No. of ESL Reading Level Gains.....	3.3 Grades
Total No. of CCP Reading Level Gains.....	3.4 Grades
Total No. of CCP Math Level Gains.....	3.3 Grades

Average Duration: 14 weeks

STATE CONTACT

James W. Farley
Employment Service Program Coordinator
Job Service Division
Rhode Island Department of Employment
and Training
(401) 277-3727

NAME OF STATE

RHODE ISLAND

TITLE/TYPE OF SERVICE

Workforce 2000--To institute innovative and effective programs that will recruit and train thousands of new workers and upgrade the skills of the existing work force.

DESCRIPTION OF THE PROGRAM

The funding for Workforce 2000 is collected through the existing U.I. tax collection mechanism.

LEGISLATIVE PROVISIONS

AN ACT CREATING THE JOB DEVELOPMENT FUND AND THE WORKFORCE 2000 COUNCIL

It is enacted by the General Assembly as follows:

SECTION 1. CHAPTER 28-42 OF THE GENERAL LAWS ENTITLED "EMPLOYMENT SECURITY -- GENERAL PROVISIONS" IS HEREBY AMENDED BY ADDING THERETO THE FOLLOWING SECTIONS:

28-42-82. Declaration of policy -- Job development fund.--
WHEREAS, Improvements in the standard of living for all Rhode Islanders by increasing their prosperity and their opportunities for continued employment and better jobs is one (1) of the top priorities of state government; and

WHEREAS, The rapidly changing economy requires that the Rhode Island workforce be able to adapt to emerging needs of the workplace; and

WHEREAS, The energies and resources of numerous state agencies and commissions contribute to the state's overall response to the needs of the workforce and must be coordinated to achieve maximum efficiency and effectiveness; and

WHEREAS, The competitiveness of Rhode Island business is dependent on a well-skilled, literate and productive workforce:
NOW THEREFORE, the General Assembly declares as follows:

(a) There is a need to stimulate long-term economic development, reconcile the needs of women, work and families, better integrate minorities fully into the workforce, and improve workers' educational preparation and skills; and

(b) Enhancement of the competitiveness of the state's businesses and workforce requires state support and encouragement for programs aimed at improving skill levels and expanding opportunities for all segments of the workforce, particularly those in need of customized training or training to upgrade existing skill levels; and

(c) These needs require the establishment of a job development fund pursuant to section 28-42-83 and the establishment of the workforce 2000 council pursuant to chapter 42-102 to administer such fund.

28-42-83. Job development fund established--Sources--

(a) There is hereby created the job development fund, to be administered by the workforce 2000 council created pursuant to chapter 42-102, without liability on the part of the state beyond the amounts paid into and earned by the job development fund. This fund shall consist of all contributions received from employers and paid pursuant to section 28-43-8.5, and of all other moneys paid into and received by the job development fund, or property and securities acquired by and through the use of moneys belonging to the job development fund, and of interest earned upon moneys belonging to the job development fund. All moneys in the job development fund shall be mingled and undivided.

(b) All moneys received by the director for account of the job development fund shall, upon receipt, be deposited by the director in a clearance account in a bank in this state.

28-42-84. Disbursements from the job development fund -- Unexpended balance. --

(a) The moneys in the job development fund shall be used for the following purposes:

(1) To reimburse the department of employment security for the loss of any federal funds resulting from the collection and maintenance of the fund by the department of employment security;

(2) To make refunds of contributions erroneously collected and deposited in the job development fund;

(3) To pay any administrative expenses incurred by the department of employment security associated with the collection of the contributions for employers paid pursuant to section 28-43-8.5, and any other administrative expenses associated with the maintenance of the job development fund, including the payment of all premiums upon bonds required pursuant to section 28-42-85; and

(4) To provide for job training, counseling and assessment services and other related activities and services established by the workforce 2000 council.

(b) The general treasurer shall pay all vouchers duly drawn by the governor upon the job development fund, in such amounts and in such manner as the governor may prescribe. Vouchers so drawn upon the job development fund shall be referred to the controller within the department of administration. Upon receipt of those vouchers, the controller shall immediately record and sign the same and shall promptly transfer those vouchers so signed to the general treasurer; provided, however, that those expenditures shall be used solely for the purposes herein specified and its balance shall not lapse at any time but shall remain continuously available for expenditures consistent herewith. Beginning July 1, 1989 and thereafter, the General Assembly shall annually appropriate the funds contained in the job development fund for the use of the workforce 2000 council.

28-42-85. Treasurer of the job development fund -- Bond -- Investments.

(a) The general treasurer of the state of Rhode Island and Providence Plantations shall be custodian and treasurer of the job development fund. The general treasurer shall have custody of all moneys belonging to the job development fund. The general treasurer shall have custody of all moneys belonging to the job development fund and not otherwise held or deposited or invested pursuant to chapters 42-44, inclusive, of this title, and chapter 42-102.

(b) The general treasurer shall give bond conditioned on the faithful performance of his duties as custodian and treasurer of the job development fund, in a form prescribed by statute and approved by the attorney general, and in amount specified by the governor. All premiums upon bond required pursuant to this section when furnished by an authorized surety company or by a duly constituted governmental bonding fund shall be paid from the moneys in the employment security administration account. The general treasurer shall deposit the moneys in his custody subject to the provisions of chapters 42-44, inclusive, of this title, and chapter 42-102.

(c) The general treasurer, as custodian of the job development fund, shall hold, invest, transfer, sell, deposit, and release those moneys, properties, or securities in a manner approved by the governor in accordance with the provisions of chapters 42-44, inclusive, of this title, and chapter 42-102; provided, however, that those moneys shall be invested in the classes of securities legal for investment of public moneys of

this state and provided, further, that the investment shall at all times be so made that all assets of the job development fund shall always be readily convertible into cash when needed for the expenditures specified in section 28-42-84.

SECTION 2. Section 28-42-25 of the General Laws in Chapter 28-42 entitled "Employment Security -- General Provisions" is hereby amended to read as follows:

28-42-25. Administration account -- Sources. For the purpose of carrying out the provisions of chapters 42 -- 44, inclusive, of this title and chapter 42-102 and providing for the administration thereof, there is hereby created the employment security administration account, referred to as the "administration account," to consist of all moneys that may be appropriated from time to time by the general assembly, or received from the secretary of labor of the United States, or the railroad retirement board, or other agency, or that may be transferred from the employment security tardy account fund, or the job development fund, for the administration of those chapters. Moneys received from the railroad retirement board as compensation either for services or for facilities supplied to that board shall be paid into this account. Notwithstanding any provision of this section, all money received in this account for the payment of expenses incurred pursuant to an appropriation duly made by the legislature in accordance with the provisions of section 903 of the social security act (42 U.S.C. section 1103), as amended, shall remain part of the unemployment security fund and shall be used only in accordance with the provisions of section 903 of the social security act (42 U.S.C. section 1103), as amended.

SECTION 3. CHAPTER 28-43 OF THE GENERAL LAWS ENTITLED "EMPLOYMENT SECURITY -- CONTRIBUTORS" IS HEREBY AMENDED BY ADDING THERETO THE FOLLOWING SECTION:

28-43-8.5 Job development assessment. For the tax year 1989 and subsequent tax years each employer subject to this chapter shall be required to pay a job development assessment of one-tenth of one per cent (0.1%) of that employer's taxable payroll, in addition to any other contribution which that employer is required to make under any other provision of this chapter; provided, however, that the assessment shall not be considered as part of the individual employer's contribution rate for the purpose of determining the individual employer's balancing charge pursuant - to section 28-43-9. Provided further however that the tax rate for all employers subject to the contribution provisions of chapters 42-44, inclusive of this title, shall be reduced by one-tenth of one per cent (0.1%).

SECTION 4. TITLE 42 OF THE GENERAL LAWS ENTITLED "STATE AFFAIRS AND GOVERNMENT" IS HEREBY AMENDED BY ADDING THERETO THE FOLLOWING CHAPTER:

CHAPTER 102
WORKFORCE 2000 COUNCIL

42-102-1. Establishment of council. There is hereby established within the executive department a council to be known as the workforce 2000 council, hereinafter referred to as the "Council."

42-102-2. Composition of Council. The council shall be composed of twenty-five (25) members, nineteen (19) of whom shall be members of the public appointed by the governor to serve for terms as hereinafter provided; two (2) of whom shall be appointed by the governor from a list of five individuals to be nominated by the senate majority leader; two (2) of whom shall be appointed by the governor from a list of five (5) individuals to be nominated by the speaker of the house; one (1) of whom shall be appointed by the governor from a list of five (5) individuals to be nominated by the house minority leader; and one (1) of whom shall be appointed by the governor from a list of five (5) individuals provided by the senate minority leader; and of the following officials who shall serve as non-voting ex-officio members: the directors of the departments of economic development, mental health, retardation and hospitals, human services, elderly affairs, employment security, and administration; the commissioners of education and higher education; and the presidents of the Community College of Rhode Island, University of Rhode Island, and Rhode Island College.

42-102-3. Officers. The governor shall serve as chairperson of the council during the governor's term of office or he or she may appoint another member of the council to serve in that capacity with the advice and consent of the senate to be offered commencing in 1989. The council shall elect from its own members a vice-chairperson, who shall serve as such until his or her successor is elected, and who is authorized to act as chairperson should there be a vacancy for any cause in the office of the chairperson. The council may provide for such other officers or committees as it may deem necessary or desirable in its bylaws. The governor shall appoint an executive director (who may also be the chairperson), of the council to serve as executive officer of the council. He or she shall be a full-time employee and shall serve at the pleasure of the governor. Upon the recommendation of the executive director, the council may appoint such other personnel or support staff or counsel as may be necessary for the efficient performance of the duties prescribed by this chapter.

42-102-4. Term of office. Of the number of public members appointed originally under this chapter, six (6) shall be appointed for a term of one (1) year; six (6) shall be appointed for a term of two (2) years; and seven (7) shall be appointed for a term of three (3) years. Of the members nominated by the speaker and the house minority leader, one (1) shall be appointed for a term of one (1) year; one (1) shall be appointed for a term of two (2) years; one (1) shall be appointed for a term of three (3) years. Of the members nominated by the senate majority leader and the senate minority leader, one (1) shall be appointed for a term of one (1) year; one (1) shall be appointed for a term of two (2) years; and one (1) shall be appointed for a term of three (3) years.

A vacancy in the office of a member, other than by expiration, shall be filled in like manner as the original appointments, but only for the remainder of the term of the retiring member. Thereafter, vacancies created by expiration of terms shall be filled with appointments for terms of three (3) years. Members whose terms expire may be reappointed to succeed themselves.

42-102-5. Compensation and expenses. The members of the council shall receive no compensation for their services as members, but may, at the discretion of the governor, be reimbursed for traveling and other expenses actually incurred in the performance of their official duties. The compensation paid the executive director, personnel and other support staff and the administrative cost of the council shall be drawn from an account established within the budget of the department of economic development and not from the job development fund.

42-102-6. Duties.

(a) The council shall exercise general oversight authority over the workforce 2000 program, its executive director, and its staff. The ex-officio members of the council shall organize as the workforce 2000 interagency task force to assist the chairperson of the workforce 2000 council in implementing and coordinating the policies of the council.

(b) It shall be the responsibility of the council to develop initiatives and programs that:

1. Increase the skill base of the Rhode Island workforce through customized job training and retraining of workers to meet the specific needs of businesses and to allow all workers to increase their capabilities to compete for better and higher quality jobs;

2. Promote worksite literacy programs that provide workers on the job opportunities to improve their literacy skills;

3. Assist women to enter or re-enter the workforce by providing better child care services, specialized training, and consideration of alternative work schedules;

4. Insure that all segments of the population and the business community participate in the current prosperity through targeted outreach efforts to minorities and other underemployed groups and small and existing businesses;

5. Utilize the accumulated skills and wisdom of our senior citizens to increase workforce productivity;

6. Involve people with handicaps and developmental disabilities in productive jobs at decent wages;

7. Conduct a study of the Rhode Island economy to make some reasonable predictions about sectors of significant job growth and creation in order to determine the types of skills and programs needed to prepare workers for the year 2000; and

8. Improve the accessibility to the job market for the structurally unemployed and those on public assistance by refocusing existing programs toward employment oriented services and adopting preventative strategies.

42-102-7. Powers. In order to implement the duties of the council, the council shall have all powers necessary to do or perform any act to carry out the purposes of this chapter, and shall also have the following powers and responsibilities:

1. Prepare and submit by September 1, 1989 and thereafter annually, a proposed budget for the ensuing fiscal year for the governor's approval;

2. Prepare and submit to the governor and the general assembly and the auditor general by October 1, 1989 and each October 1 thereafter an annual report on the council's goals, policies, activities and finances. The annual report shall list the council's estimated revenues and expenditures for the ensuing fiscal year, along with a comparison of the current and last two completed fiscal years; the auditor general shall conduct annual audits of all accounts and such other audits as he shall deem necessary.

3. Develop and implement a systematic program of information gathering and analysis to address various aspects of workers' preparation and training needs and employers' occupational and skill requirements;

4. Prepare an annual survey that projects areas of significant job growth in order to identify programs needed to increase the skills of the Rhode Island workforce to meet specific job opportunities;

5. Develop annual inventories of public and private sector programs in the areas of workers' training and retraining, education, outreach and affirmative action for minorities, women and senior citizens, and support service to encourage participation in the workforce;

6. Enter into contracts, award grants to public and private entities, provided however:

(a) All council members shall receive copies of contract or grant proposals at least thirty (30) days prior to confirmation of same.

(b) Any contract or grant in excess of one hundred fifty thousand dollars (\$150,000.) shall be approved by a two-thirds (2/3) vote of the council member present and voting.

(c) For those contracts or grants characterized as training or upgrading, administrative expenses of the private or public entity awarded the contract or grant shall not exceed fifteen per cent (15%) of the total contract or grant.

7. Receive any gifts, grants or donations made for any of the purposes of its program and to disburse and administer the same in accordance with the terms thereof;

8. Allocate monies from the job development fund for projects to implement the intent of the workforce 2000 council;

9. Establish and publish standards for considering projects and awarding grants;

10. Provide the ongoing evaluation of each project fund by the council. Such evaluation shall include but not be limited to a summary description of the project; the number of persons served, including, age, sex, minority group status, educational background; special efforts made to reach out to

persons or groups which have suffered from past discrimination or deprivation; the number of persons successfully employed at the completion of the project; the total cost of the project; and a summary cost benefit analysis of each project.

11. Provide for fiscal and accounting controls to monitor and audit grants and awards; and

12. Adopt bylaws not inconsistent with this chapter.

42-102-8. Application of other laws. The council shall be subject to the provisions of chapter 2 of title 38 ("Access to Public Records"), chapter 35 of this title ("Administrative Procedures"), chapter 46 of this title ("Open Meetings") of the general laws and, in addition, the members of the council shall be subject to provisions of chapter 14 of title 36 ("Conflict of Interest").

42-102-9. Small business, allocation of resources -- Cooperation with existing departments and agencies. --

(a) In awarding grants, the council shall annually establish the goal of reserving a portion of its available resources to programs and projects that benefit small business, with such percentage determined by taking into account such factors as proportional contributions to the job development fund, needs ascertained through surveys and such other factors as the council may deem advisable.

(b) The council may request and receive from any department, division, board, bureau, commission or agency of the state such assistance and data as will enable it properly to carry out its powers and duties hereunder. To the extent it deems advisable, the council may use existing programs and delivery systems to accomplish the purposes of this chapter.

SECTION 5. This act shall take effect upon passage.

EXPLANATION OF AN ACT CREATING THE JOB DEVELOPMENT FUND AND THE WORKFORCE 2000 COUNCIL

This act would establish a 0.1% job development assessment to be paid by all contributory employers beginning in 1989. These contributions would be deposited in a newly created job development fund to be administered by the Workforce 2000 Council to be used to provide job training, counseling and assessment services to Rhode Island workers.

This act would take effect upon passage.

PROGRAM ASSESSMENT

N/A

STATE CONTACT

Dr. Lee Arnold
R.I. Workforce 2000 Council
100 North Main Street
Providence, R.I. 02903
(401) 277-6700

NAME OF STATE

SOUTH DAKOTA

TITLE/TYPE OF SERVICE

Career Learning Center (CLC)--This program is available to unemployment insurance claimants and non-claimants, and is designed to assess and/or re-assess an individual's ability, aptitudes and skills.

DESCRIPTION OF THE PROGRAM

This program is designed to evaluate an individual's abilities, aptitudes and skills, or the lack thereof. Individuals can obtain their GED at the Centers. Within the 2 to 6 weeks an individual is at a Center, a decision is made on the most beneficial course of action to take with the ultimate goal being long-term gainful employment. This course of action could be vocational training, short-term skills training, or on-the-job training. If, after assessment, individuals have skills and abilities adequate to obtain gainful employment but lack job-seeking skills, comprehensive training is provided to the individual on how to get and keep a job.

LEGISLATIVE PROVISIONS

Special legislation not required. While unemployment insurance claimants are encouraged to attend Career Learning Centers, individuals are to continue to look for employment during their enrollment period and are expected to accept suitable work if offered at any time during enrollment.

PROGRAM ASSESSMENT

CLC-ABERDEEN
PROGRAM YEAR 1987
(7-1-86 to 6-30-87)

TOTAL PARTICIPANTS	YOUTH RATE	DROPOUT RATE	PUB.ASST.RAT
CLC	19/138 13.8%	27/138 19.6%	12/138 8.7
SW	335/1485 22.6%	385/1485 25.9%	146/1485 9.8

TERMINATION DATA	ENT.EMPLOYMENT	POSITIVE TERM	AV.WGE-PLACE
CLC -TOTAL	83/108 76.9%	89/108 82.4%	5.09
ADULT	74/93 79.6%	76/93 81.7%	5.20
ADULT WELFARE	4/7 57.1%	5/7 71.4%	3.55
YOUTH	9/15 60.0%	13/15 86.7%	4.19
SW-TOTAL	849/1040 81.6%	920/1040 88.5%	4.62
ADULT	697/802 86.9%	700/802 87.3%	4.74
ADULT WELFARE	58/82 70.7%	59/82 72.0%	4.11
YOUTH	152/238 63.9%	220/238 92.4%	4.08

	CLC	STATEWIDE
GOAL FOR PARTICIPANTS ENROLLED	150	1205
PARTICIPANTS ENTERING CLC DURING PY	104	1230
% OF TOTAL GOAL ENROLLED	69.3%	102.1%
TOTAL PARTICIPANTS SERVED (UI & NEW)	138	1454
CURRENT ENROLLMENT	38	427
TOTAL EXITS FROM CLC DURING PY	106	1058
TOTAL COMPLETIONS	102	986
POSITIVE COMPLETION RATE	96.2%	93.2%

To read the report, begin at the top left of the page under TOTAL PARTICIPANTS. The CLC (Aberdeen) served 19 youth of the total 138 participants for YOUTH RATE of 13.8%. They served 27 dropouts of the total 138 participants for 19.6% DROPOUT RATE. This versus the SW (Statewide) 22.6% YOUTH RATE and the 25.9% DROPOUT RATE. The remainder of the report is read in the same manner.

STATE CONTACT

Gerry Davis, Program Administrator
Unemployment Insurance Division.
(605) 622-2452

NAME OF STATE

SOUTH DAKOTA

TITLE/TYPE OF SERVICE

The South Dakota Job Training Institute--This program is available to unemployment insurance claimants and non-claimants, and is designed to provide computer-oriented competency-based training.

DESCRIPTION OF THE PROGRAM

The JTI program emphasizes the development of skills to use computer-based systems for the preparation of letters, reports and documents. Participants gain experience in the operation of Micro-Computer, Displaywrite 3 and other word processing systems and telecommunications software. In addition, this program develops skills in business mathematics, accounting, oral and written communications and office manners, procedures and interpersonal relationships.

Completion of this 10-week competency-based training enables participants to be employed as word processors, data entry personnel, secretaries or accounting assistants.

LEGISLATIVE PROVISIONS

No special legislation was required to implement this program. Unemployment insurance claimants participate under unemployment insurance approved training provisions.

PROGRAM ASSESSMENT

A comprehensive assessment has not been conducted but it is estimated that 60% of the participants who complete this program have obtained gainful employment.

STATE CONTACT

Gerry Davis, Program Administrator
Unemployment Insurance Division.
(605) 622-2452

UI, ES, JTPA LINKAGES

NAME OF STATE

FLORIDA

TITLE/TYPE OF SERVICE

Coordination Of Rapid Response Activities/EDWAA

Coordination of rapid response activities pertaining to the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). The objective is to respond quickly to employers' notifications of layoffs and to provide assistance as soon as possible.

DESCRIPTION OF THE PROGRAM

Local claims office staff are often the first to learn of an impending layoff. Local claims office staff notify the State Dislocated Worker Unit when they receive information regarding a large layoff. A member of the local claims office staff participates with the Dislocated Worker Unit in making an in-person visit to the subject employer to inform employees of the services available. The goal is interagency cooperation with emphasis upon the early detection of dislocated workers.

LEGISLATIVE PROVISIONS

No specific state legislation.

PROGRAM ASSESSMENT

No data available at this time. However, it is felt that the system established will provide the type of interagency coordination needed to effectively provide services.

STATE CONTACT

Talmadge O. Harrison, Chief
Bureau of Claims and Benefits
(904) 488-0753

NAME OF STATE

GEORGIA

TITLE/TYPE OF SERVICE

Claimant-Trainee Status has been expanded to include all dislocated workers enrolled in a JTPA Title III training program, including remedial education, entrepreneurial, OJT and other training opportunities.

DESCRIPTION OF THE PROGRAM

The objective is to allow claimants the opportunity to increase their job skills and abilities through educational training and/or on-the-job training while continuing to receive their unemployment benefits.

PROGRAM ASSESSMENT

This program has not been assessed.

STATE CONTACT

Ms. Margaret Herring, Director
UI Policy & Procedures
(404) 656-3070

NAME OF STATE

GEORGIA

TITLE/TYPE OF SERVICE

Dislocated Worker Claimants Call-In. In the fifth and twelfth weeks of the claim, an automatic call-in letter is being generated and sent to each dislocated worker who is receiving unemployment insurance benefits. The purpose is to again inform the dislocated worker of the availability of reemployment services and encourage their participation.

DESCRIPTION OF THE PROGRAM

All applicants who are identified as potential dislocated workers and are not enrolled in JTPA are matched to the UI file. If still unemployed at week five they are mailed a call-in letter. Another call-in letter is sent at the twelfth week of the claim. An in-person is placed on the claim when the letters are generated. Applicants who do not respond are taken off mail-claims status.

STATE CONTACT

Ms. Margaret Herring, Director
UI Policy & Procedures
(404) 656-3070

NAME OF STATE

GEORGIA

TITLE/TYPE OF SERVICE

Identification of potential dislocated workers at the time the initial claim is taken. The objective is to identify these workers as soon as possible so that they may take advantage of the various training programs and job search assistance available to them while receiving unemployment insurance.

DESCRIPTION OF THE PROGRAM

A dislocated worker identification code is keyed into the claim record which is automatically entered into the employment services registration record. JTPA criteria is used to determine dislocation. ES makes an additional assessment and offers appropriate service such as referral to a job search assistance program or to the SDA for possible enrollment in a training program, either OJT, customized or remedial education.

STATE CONTACT

Ms. Margaret Herring, Director
UI Policy & Procedures
(404) 656-3070

NAME OF STATE

MAINE

TITLE/TYPE OF SERVICE

Strategic Training for Accelerated Reemployment (STAR) Program-To provide unemployed or displaced workers with skills and training, and support which lead to jobs in stable and expanding industries.

DESCRIPTION OF THE PROGRAM

The STAR Program provides employment and training opportunities to individuals who have been unemployed due to a reduction in overall employment or a substantial change in skill requirements on a job, and apply for STAR prior to the end of his/her eighth full week of collecting unemployment compensation benefits. The Unemployment Compensation local offices issue the form, "Me. STAR-1 (rev. 1-89)" to all claimants to alert them of the program and direct them to register with their local Job Service office. Eligible participants are provided with the following options by their local Jobs Training System (JTPA) office: General occupational training, employability competency training, and educational skills' training. Services include assessment, educational skills' testing, employment counseling, skills' training, plus financial support to help with education and training. The Unemployment Compensation office will provide continued unemployment compensation benefits to eligible STAR participants in training.

LEGISLATIVE PROVISIONS

An Act to Continue the Strategic Training for Accelerated Reemployment Program

Emergency preamble. Whereas, Acts of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, unemployed and dislocated workers are eligible for the Strategic Training for Accelerated Reemployment (STAR) program and are in need of its services; and

Whereas, STAR participants currently being served need to have these services continued; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore,

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 26 MRSA 2015-A, sub-2, as amended by PL 1989, c. 2, is further amended to read:

2. Program goals. The purpose of this section is to establish and employment training program to provide unemployed or displaced workers with skills training and support which lead to jobs in stable and expanding industries with, whenever possible, wages equal to or greater than the workers' customary prior employment, as well as support services so that individuals are able to take advantage of educational and training opportunities. A further purpose of the STAR program is to provide employers with trained workers by ensuring that training provided is consistent with the needs of employers. Unemployed or displaced railroad and railway workers who are residents of the State are eligible to participate in the program if they otherwise meet program eligibility requirements.

Sec. 2. 26 MSRA 2015-A, sub-4, A and C, as enacted by PL 1987, c. 775, 3, are amended to read:

A. During the first year of the STAR program, up to 14% of the funds may be used for grant administration. In the 2nd and subsequent years of the STAR program, up to 12% of the funds may be used for grant administration.

C. Each county shall receive an annual allocation, 50% of which shall be based on the number of individuals unemployed during the calendar year preceding the program year and 50% of which shall be based on the unemployment rate during the calendar year preceding the program year. These allocations may be shifted among counties within a service delivery area depending on the demand for STAR services and the availability of unexpended funds.

(1) The "end of the 8th week of collecting unemployment compensation benefits" means either:

(a) The last day of the 8th week after the most recent total separation for which the claimant was issued a benefit check, offset credit or waiting period credit under any state or federal unemployment program administered by the Department of Labor; or

(b) The last day of the 8th week after an appellate decision awarding benefits to the individual becomes final.

(2) An individual may register after the end of the 8th week of collecting unemployment compensation benefits if that individual reasonably expected to return to that person's prior employment or occupation or for other good cause as determined by rules adopted by the commissioner under the Maine Administrative Procedure Act, Title 5, chapter 375.

(3) Nothing in this paragraph prevents an individual from registering for the STAR program before the end of the 8th week of collecting unemployment compensation benefits; or

Sec. 4. 26 MRSA 2015-A, sub-5, B, as enacted by PL 1987, c. 775, 3, is amended to read:

B. Have received notice of pending job displacement due to either a reduction in overall employment within a business or a substantial change, due to technological or other reasons, in the skills required of an ongoing job.

Sec. 5. 26 MRSA 2015-A, sub 5, C, as enacted by PL 1987, c. 775, 3, is repealed.

Sec. 6. 26 MRSA 2015-A, sub-6, A, as enacted by PL 1987, c. 775, 3, is repealed and the following enacted in its place:

A. Claimants shall receive written notice of the STAR program when they apply for unemployment compensation benefits administered by the Bureau of Employment Security.

(1) The notice shall explain:

(a) The program's eligibility requirements;

(b) The importance of entering training early in a claimant's term of unemployment;

(c) The availability of unemployment compensation benefits to claimants in approved training; and

(d) The availability of extended benefits for dislocated workers in approved training for up to 26 weeks.

(2) The notice shall be written in language that is clear and understandable and must have a readability score, as determined by a recognized instrument or measuring adult literacy reading levels, equivalent to no higher than a 6th grade level. A claimant's inability to understand the written notice due to illiteracy or other factors constitutes good cause under subsection 5, paragraph A, for purposes of determining eligibility for the STAR program.

(3) Interested individuals shall be referred to the Maine Job Service for a determination of eligibility and referral to testing and counseling centers.

Sec. 7. 26 MRSA 2015-A, sub-6, A-1 and A-2 are enacted to read:

A-1. Paragraph A does not apply to individuals who are receiving unemployment benefits administered by the federal Railroad Retirement Board, under the Railroad Unemployment Insurance Act, Public Law 1938, No. 722, United States Code, Title 45, Section 351, et seq., as amended. The Department of Labor shall provide notice to the STAR program to the federal Railroad Retirement Board.

A-2. An individual who is determined to be eligible for the STAR program must apply at the federal Job Training Partnership Act local service provider for an employability development plan within 30 days after the eligibility determination is made.

(1) An individual must be collecting unemployment benefits or have received a notice of pending displacement under subsection 5, paragraph B, in order to apply for an employability development plan under the STAR program.

(2) If no STAR funds are available when an individual applies for an employability development plan, written notice shall be provided to that individual when money again becomes available. At that time, the individual, if still eligible to collect unemployment insurance benefits, including any dislocated worker benefits, may again apply for an employability development plan within 15 days after the written notice is sent.

Sec. 8. 26 MRSA 2015-A, sub-6, C and D, as enacted by PL 1987, c. 775, 3, are amended to read:

C. At the end of the assessment process, an employability development plan shall be developed for each participant based on the results of the assessment, the participant's occupational preference and the occupational opportunities available as determined under subsection 9, including opportunities in nontraditional occupations. Participants may choose among training opportunities provided under subsection 7, provided that choice is appropriate for the occupation identified in the employability development plan. The plan shall identify the occupation selected and what additional training and education is necessary. If the occupation is one for which a apprenticeship program may be available, the State Apprenticeship and Training Council shall be notified, and shall determine what additional training or education may be necessary for indenturing in an apprentice program.

D. A STAR participant, who has been assessed and has received an employability development plan, may be provided up to \$3,000 under subsection 8. to enable the participant to enter into training for occupations approved under subsection 9, paragraph A, to be conducted by approved training agents under subsection 9, paragraph D. Training shall be provided according to the time periods, terms and conditions set forth and agreed upon in the employability development plan, unless an extension for cause is approved by the Job Training Partnership Act local service providers. A STAR participant who signs an employability development plan under this paragraph does not waive the participant's rights to appeal under subsection 10.

Sec. 9. 26 MRSA 2015-A, sub-7, D, as enacted by PL 1987, c. 775, 3, is amended to read:

D. Employment competency training in preemployment skills. This component consists of structured activities designed to assess basic employment competency and to provide remedial training in such areas as job-seeking skills, interviewing and resume writing;

Sec. 10. 26 MRSA 2015-A, sub 8, A, as enacted by PL 1987, c. 775, 3, is amended to read:

A. Up to \$3,000 for the following activities:

- (1) Tuition for education and training;
- (2) Training materials or books necessary for participation in the training;

(3) Payment for dependent care costs, provided those costs do not exceed the prevailing regional rate for such care; and

(4) Travel payments according to the policies established by the United States Job Training Partnership Act service providers;

Sec. 11. 26 MRSA 2015-A, sub-8, C, as enacted by PL 1987, c. 775, 3, is amended to read:

C. While a participant is collecting unemployment benefits or for the duration of the training program which does not exceed one year, an exception to the limitations set forth in paragraph A shall be granted for supportive services when additional funds for transportation and dependent care are necessary for the participant to complete the training specified in the employability development plan and the participant is unable to purchase those services. The commissioner shall adopt rules under the Maine Administrative Procedure, Act, Title 5, chapter 375, to determine the requirements for these exceptions.

Sec. 12. 26 MRSA 2015-A, sub-9, B and D, as enacted by PL 1987, c. 775, 3, are amended to read:

B. Review at their option the curricula for classroom and customized vocational training in their areas for consistency with employers' needs;

D. Ensure use of training agents who have demonstrated effectiveness in delivering training in their areas according to the performance standards established in this section.

Sec. 13. 26 MRSA 2015-A, sub-10, as amended by PL 1987, c. 861, 23, is repealed and the following enacted in its place:

10. Grievance procedure. All determinations under this section shall be made promptly in writing. A claimant who is aggrieved by any decision or action made under this section may appeal as provided in this subsection.

A. Each person who requests or receives training or supportive services under this section shall be given written notice describing the right and procedure of appeal provided by this section. This notice shall:

(1) Be uniform throughout the State;

(2) Be written in language that is clear and understandable and must have a readability score, as determined by a recognized instrument for measuring adult literacy reading levels, equivalent to no higher than a 6th grade level; and

(3) Include a statement that:

(a) Any decision regarding the type of training or the type, amount or duration of support services offered may be appealed;

(b) Hearings provided under paragraph C will be conducted by an impartial hearing officer whose decisions may be appealed to court; and

(c) The person may be eligible to receive free legal assistance in pursuing an appeal. This statement shall also provide a list of organizations that provide legal assistance to persons of low income.

B. Any person who requests or receives training or supportive services under this section may obtain a review of any decision made by the job training agency related to those services. When an individual requests a review, the agency shall promptly investigate and attempt to resolve the complaint informally. If the problem is not resolved to the complainant's satisfaction through this informal process, a hearing to review the agency's decision shall be scheduled before an impartial hearing officer as provided in paragraph C.

C. Hearings provided under this subsection shall be held pursuant to the Maine Administrative Procedure Act, Title 5, chapter 375.

Sec. 14. 26 MRSA 2015-A, sub-12, as enacted by PL 1987, c. 775, 3, is repealed.

Emergency clause. In view of the emergency cited in the preamble, this Act shall take effect when approved.

An Act to Improve Retraining Opportunities for Maine Workers

Be it enacted by the People of the State of Maine as follows:

Sec. 1. 26 MRSA 2015-A, sub-8, A, as enacted by PL 1987, c. 775, 3, is amended to read:

A. A training voucher of up to \$3,000 for the following activities:

- (1) Tuition for education and training;
- (2) Training materials or books necessary for participation in the training;
- (3) Payment for dependent care costs, provided those costs do not exceed the prevailing regional rate for such care;
- (4) Travel payments according to the policies established by the United States Job Training Partnership Act service providers; and
- (5) Payment of a living allowance in the same amount as the participant's prior unemployment compensation weekly benefit amount for a reasonable time period to allow the employee to complete the employability development plan, provided that the individual has exhausted all entitlement to unemployment compensation and is ineligible for extended benefits as a dislocated worker under section 1196;

Sec. 2. 26 MRSA 2015-A, sub-8, C, as enacted by PL 1987, c. 775, 3, is amended to read:

C. While a participant is collecting unemployment benefits or for the duration of the training program which does not exceed one year, an exception to the limitations set forth in paragraph A shall be granted for supportive services when additional funds for transportation, living allowance and dependent care are necessary for the participant to complete the training specified in the individual employment plan and the participant is unable to purchase transportation, basic necessities or dependent care. The commissioner shall adopt rules under the Maine Administrative Procedure Act, Title 5, chapter 375, to determine the requirements for these exceptions.

Sec. 3. 26 MRSA c. 33 is enacted to read:

CHAPTER 33

JOB TRAINING SYSTEM

2171. Maine Job Training System

This chapter applies to actions taken under the Maine Job Training System. For the purposes of this chapter, the "Maine Job Training System" means all state and federal education and training programs administered by the Department of Labor and operated by a network of private industry councils and their respective service delivery areas and service providers, including:

1. Job Training Partnership Act. The state program under the United States Job Training Partnership Act, Public Law 97-300, as amended by the Omnibus Trade and Competitiveness Act, Public Law 100-418;

2. Maine Training Initiative. The Maine Training Initiative program under sections 2013 and 2014;

3. ASPIRE. The Additional Support for People in Retraining and Education program under Title 22, chapter 1054-A;

4. STAR. The Strategic Training for Accelerated Reemployment program under section 2015-A; and

5. Health Occupations Training Project. The Health Occupations Training Project under chapter 31.

2172. On-the job training contracts; apprenticeships

1. Application. This section applies to all on-the-job training contracts entered into by any agency or organization, public or private, that provides a wage subsidy for a trainee with public funds, including all contracts written under the Maine Job Training System.

2. Standards for on-the-job training contracts. All on-the job training contracts must meet the following requirements of this subsection.

A. The occupation for which the contract is written is one which traditionally requires specific occupational training as a prerequisite.

B. The firm or establishment with which the contract is made is not involved in a strike, lockout or other labor dispute.

C. The trainee working under the contract shall receive the same wages and benefits and be subject to the same working conditions as other employees working an equivalent length of time and performing a substantially equivalent job at the work site.

D. Except when the employer has good cause related to the trainees's work performance, the employer shall, upon completion of the on-the-job training contract, offer the trainee continued employment with at least equivalent wages, benefits and working conditions, as existed under the contract.

E. The employer with whom the contract is made has not, in the past, violated paragraph D.

3. Nondisplacement; noninfringement; existing collective bargaining agreements. An on-the-job training contract may be executed only if:

A. No currently employed worker would be displaced by the trainee, including partial displacement such as reduction in the hours of work, wages or employment benefits;

B. The training position would not impair existing contracts for the services or collective bargaining agreements, except when the written concurrence of the labor organization concerned has been obtained;

C. No other individual is on layoff from the same or any substantially equivalent job for which the trainee would be trained;

D. The employer has not terminated the employment of any regular employee or otherwise reduced the work force of the employer with the intention of filling the vacancy so created by contracting to hire the trainee; and

E. The job for which the individual would be trained is not being created in a promotional line that will infringe in any way on the promotional opportunities of currently employed individuals.

4. Apprenticiable occupations. With respect to each placement the Maine Job Training System, the Department of Labor shall:

A. Determine whether the occupation is apprenticiable in accordance with a list of apprenticiable occupations provided by the State Apprenticeship and Training Council;

B. If the occupation is determined to be apprenticeable, contact the State Apprenticeship and Training Council for assistance in establishing a apprenticeship position that would follow Maine Job Training System placement;

C. Ensure that the State Apprenticeship and Training Council provides a semiannual and annual list to the Commissioner of Labor on both the number of Maine Job Training System referrals received and the number of apprenticeship positions that were established from the Maine Job Training System referrals; and

D. If an apprenticeship program is developed under this subsection, provide the trainee information on various education and training opportunities that may be of assistance for indenturing in the apprenticeship program.

2173. Labor education

Each person enrolled in a program under the Maine Job Training System shall be provided an informational pamphlet on labor law which explains the person's rights and responsibilities and lists the appropriate agency to contact for additional information. The informational pamphlet shall be developed and disseminated to all Maine Job Training System service providers by January 1, 1990.

1. Content of pamphlet. The pamphlet shall cover such laws as:

A. The National Labor Relations Act, Public Law 1935, No. 198, 49 Stat 449;

B. The Occupational Safety and Health Act of 1970, Public Law 91-596;

C. The Fair Labor Standards Act, Public Law 1938, No. 7118, 52 Stat 1060;

D. The Worker's Compensation Act;

E. Unemployment insurance laws; and

F. State and federal laws relating to employment discrimination, including sexual harassment.

2. Review with providers. To enhance the trainees' knowledge of labor law, the Maine Job Training System service providers shall, when offering prevocational services to program participants, review the content of the informational pamphlet with the program participants, unless the participants have already received this review.

3. Staff training. The direct service staff of the Maine Job Training System service providers shall receive training to expand their knowledge of the labor laws contained in the informational pamphlet.

PROGRAM ASSESSMENT

PROGRAM RESULTS FOR PERIOD JULY 1, 1988 - MARCH 1, 1989

A. Program Enrollments and Outcomes:

Total Enrolled:	561
Total Still In Training:	439
Total Terminated:	122
Total Entered Employment	114 (93%)
Average Wage Placement	\$6.33

Enrollment by County:

<u>COUNTY</u>	<u>TOTAL ENROLLEES</u>
Androscoggin	49
Aroostook.....	81
Cumberland.....	41
Franklin.....	29
Hancock.....	12
Kennebec.....	56
Knox.....	21
Lincoln.....	13
Oxford.....	26
Penobscot.....	71
Piscataquis.....	7
Sagadahoc.....	19
Somerset.....	46
Washington.....	19
Waldo.....	40
York.....	31
TOTAL	561

B. Characteristics of Enrollees:

A breakout of the characteristics of those enrolled is as follows:

<u>Category</u>	<u>No. of Participants</u>	<u>% of Total</u>
Male	260	46%
Female	301	54%
Age 14-21	26	5%
Age 22-44	381	68%
Age 45-54	97	17%
55 and over	57	10%
Economically Disadvantaged	334	60%
Veteran	116	21%
Handicapped	59	11%
Offender	35	6%

C. Educational Level:

The educational level of participants is as follows:

	<u>No. of Participants</u>	<u>% of Total</u>
School Dropout	68	12%
Student	1	0%
High School Grad or Equivalent	317	57%
Post High School Attendee	175	31%

D. Training Activities:

<u>Description of Training Activity</u>	<u>Number of Individuals Who Received Training</u>
o Educational Training:	77
Training in academic and learning skills to correct educational deficiencies and provide needed credentials to meet employer standards.	
o Employability Competency Training:	321
Structured activities to provide remedial training in job-seeking skills such as job interviewing and resume writing.	
o General Occupational Training:	308
Training in skills for an occupation that is in general demand by employers. Training may be provided by an employer, a Vocational Training Institute, or the JTPA provider.	
o Customized Occupational Training:	1
Training in skills specific to an employer or a group of employers. This requires a commitment on the part of the employer to hire the individual upon completion of the training.	
o On-the Job Training:	63
A contract is written with an employer to hire and provide individualized training to a participant. The employer is reimbursed up to 50% of the training cost and is expected to retain the employee after completion of the contract.	

Page provides a list of occupations for which training is being provided.

E. Nontraditional Occupations:

Of the 114 individuals who entered employment upon leaving STAR, placement in nontraditional occupations is as follows:

	<u>Women</u>	<u>Men</u>
Total Entered Employment	55	59
Entered Nontraditional Occupation	14	11
Percent of Total	25%	18%

Page provides a listing of the occupations in which participants were hired.

F. Employers:

The majority (73%) of employers who hired STAR participants are categorized as small with 50 or fewer employees. Only 3% are employers with 500 employees or more.

CONTACT PERSON

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Maine Department of Labor
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TRAINING AND PLACEMENT OCCUPATIONS FOR STAR ENROLLEES
FROM JULY 1, 1988 THRU MARCH 1, 1989

OCCUPATION	ENROLLED IN TRAINING	PLACEMENT		
		TOTAL	MALE	FEMALE
BENCHWORK				
FABRICATION, ASSEMBLY, AND REPAIR OF METAL PRODUCTS, N.E.C.	3	0		
FABRICATION AND REPAIR OF SCIENTIFIC AND RELATED PRODUCTS.	3	0		
ASSEMBLY AND REPAIR OF ELECTRICAL EQUIPMENT.....	3	1	1	
FABRICATION/REPAIR OF PRODUCTS MADE FROM ASSORTED MATERIAL		1		1
FABRICATION/REPAIR OF TEXTILE, LEATHER, & RELATED PRODUCTS	3	3	1	2
SUBTOTAL	12	5	2	3
STRUCTURAL WORK				
METAL FABRICATING, N.E.C.....	2	0		
WELDERS, CUTTERS, AND RELATED OCCUPATIONS.....	5	1	1	
ELECTRICAL, ASSEMBLING, INSTALLING, AND REPAIRING.....	10	2	2	
EXCAVATING, GRADING, PAVING, AND RELATED OCCUPATIONS.....	1	1	1	
CONSTRUCTION OCCUPATIONS, N.E.C.....	20	4	3	1
STRUCTURAL WORK, N.E.C.....		2	2	
SUBTOTAL	38	10	9	1
MISCELLANEOUS				
MOTOR FREIGHT.....	31	5	5	
TRANSPORTATION, N.E.C.....		2	2	
PACKAGING AND MATERIALS HANDLING.....	1	9	6	3
PRODUCTION AND DISTRIBUTION OF UTILITIES.....	2	2	2	
GRAPHIC ART WORK.....	2	1	1	
SUBTOTAL	36	19	16	3
GRAND TOTAL	362	114	59	55

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

Dislocated Worker Programs

In response to problems associated with dislocation, the Commonwealth of Massachusetts enacted legislation in 1984 to assist employees and firms impacted by, or threatened with plant closings. The legislation included: provisions to extend health insurance for permanently laid-off workers, state-financed supplemental unemployment insurance benefits; a capital fund for financial assistance to troubled firms; and a reemployment assistance program that supplements federal JTPA funds.

The legislation also created the Industrial Services Program (ISP), which administers the EDWAA (formerly JTPA Title III) grants. The dislocated worker programs funded by the ISP are operated on the local level by Service Delivery Areas, community colleges, the Department of Employment and Training, unions and non-profit organizations. The ISP provides oversight and technical assistance to all programs it funds, and is responsible for the State's rapid response activities. The ISP-funded programs focus on workers with barriers to reemployment. The Department of Employment and Training provides reemployment services to other dislocated workers.

DESCRIPTION OF PROGRAM

- A. Emergency Assistance Centers are established to respond to specific plant closings or mass layoffs that are sufficiently large, or where the displaced workers have special reemployment barriers that necessitate specialized services. The ISP, in conjunction with the Regional Employment Boards, determines whether an Emergency Assistance Center is required. If a special program is needed to serve the affected workforce, employee meetings are held to inform workers of services available; through a survey of workers' skills, a needs analysis is conducted to determine program design. The workforce, and when possible the company, are involved in developing the program and workforce members are hired to help staff the project. These Centers provide assessment, counseling, job search assistance and retraining. Workers in need of retraining, receive, as appropriate, the basic and remedial education, GED preparation, ESL, and occupational skills training.

- B. Flexible Capacity Worker Assistance Centers (WAC) are established in sub-state areas experiencing numbers of smaller dislocations. These WAC's offer the same range of services as Emergency Centers, also hire former dislocated workers in staff management; and, in addition, provide on-site services in companies where sufficient advance notice is received.
- C. Rapid Response Teams are mobile Worker Assistance Centers. They provide re-employment assistance services to several adjacent sub-state areas. Much of their work is prior to the layoff at the company site. After the closing, satellite service locations are established at a site convenient to the affected workforce.

In addition to these programs funded by the ISP, the Department of Employment and Training offers services to dislocated workers through its 40 local Opportunity Jobs Centers where reemployment assistance is also available to a broad spectrum of job seekers. D.E.T. relies on Mature Industry Coordinators to coordinate training and employment services for dislocated workers in the five regions of the state.

LEGISLATIVE PROVISIONS

Funding is authorized through the federal Economic Dislocation and Worker Adjustment Act (EDWAA) supplemented by the Reemployment Assistance Program (state).

PROGRAM ASSESSMENT

The ISP monitors each program twice a year and provides on-going oversight and technical assistance.

STATE CONTACT

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Industrial Services Program
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Boston, MA 02108
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NAME OF STATE

NEBRASKA

TITLE/TYPE OF SERVICE

Job Training Referral--This program allows Unemployment Insurance staff to refer claimants who may have difficulty in securing reemployment to Job Training (JTPA) for services.

DESCRIPTION OF THE PROGRAM

This program has been piloted in two Unemployment Insurance local offices. At the time of the second Eligibility Review, a claimant's reemployment prospects are assessed. At this point in their claim, claimants either are or will soon be "long term unemployed" under JTPA definitions (13 weeks or longer), and are normally eligible for Title III assistance. Claimants who may be helped by a job search workshop, job finding club, training, or other JTPA service are issued a non-binding referral for service.

LEGISLATIVE PROVISIONS

There are no legislative provisions for this program.

PROGRAM ASSESSMENT

Voluntary claimant participation by reporting to JTPA has been good in the pilot sites. Preliminary figures suggest a report rate approaching 50%. Statewide implementation is currently under consideration.

STATE CONTACT

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(402) 471-3406

NAME OF STATE

NEVADA

TITLE/TYPE OF SERVICE

Claimant Employment Program--The objective of this program is to provide randomly selected UI claimants with enhanced unemployment insurance and employment service assistance to get them back to work as quickly a possible.

PROGRAM DESCRIPTION AND ASSESSMENT

See Pages 151-163

STATE CONTACT

Jim Hanna
Chief of Employment Security Research
(702) 885-4550

Executive Summary

■ During its 12 months of operation (July 17, 1988 to June 30, 1989), the Concentrated Employment Program (CEP) served 1,424 unemployment insurance claimants and expended \$312,948.

■ Of the 1,424 claimants served, the vast majority (1,294) received concentrated employment service (ES) and unemployment insurance (UI) services. Sixty-three of the 130 participants who underwent some type of training were funded by the CEP program at a cost of \$141,743.

■ Compensated unemployment duration for the 1,294 claimants receiving concentrated ES and UI services was reduced on average by 2.1 weeks. This resulted in a savings to the Nevada UI Trust Fund of \$409,500.

■ The UI Trust Fund savings from the concentrated ES and UI services produced an estimated benefit/cost ratio of 2.39. In other words, for every dollar spent of this activity, Trust Fund expenditures were reduced by \$2.39.

■ Timing and the research design prevented the development of estimates of the financial impact of training. However, it was estimated that for training expenditures to justify themselves in terms of reduced Trust Fund expenditures, they would have to reduce future UI usage on the order of 2 weeks per year. Based on other studies, such reductions do not seem to be out of order.

THE ECONOMIC IMPACT OF THE NEVADA CLAIMANT EMPLOYMENT PROJECT

In 1987, the Nevada Employment Security Department instituted a special project to increase services to unemployment insurance (UI) claimants. The Department conducted a similar effort, the **Nevada Claimant Placement Project**, in the late 1970s.¹ This federally funded project was extremely successful in reducing the UI duration of claimants served and concurrently Trust Fund payments. In spite of its success, the project did not receive additional federal funding.

The recent experience of several states, including California's Employment and Training Program, with similar types of projects renewed interest in this type of activity. Rather than relying on federal monies, however, funding for these new efforts was primarily from state legislatures or special employer taxes. With this in mind, Executive Director Stan Jones instructed staff in early 1988 to develop a pilot project using \$400,000 from the Department's UI Penalty and Interest fund. The intent was to present the results to the 1989 session of the Nevada Legislature. Director Jones hoped the results of the pilot would convince the Legislature to enact a permanent employment and training program.

The new design was similar to the earlier project with one major change--that being the introduction of a training module. The project earmarked one-half of the funding for training (on-the-job/classroom training) and the other half for project staff. Participation in the training phase of the project was for claimants who did not otherwise qualify for public programs. The intent was to break the employment/unemployment cycle that some claimants experience. To avoid duplication, training was the sole responsibility of the local JTPA service delivery entities.

The program officially began operation on July 17, 1988. Scheduled to run for one full year, it was necessary to compile preliminary results when the Legislature went into session in January of 1989. The preliminary results were enough to convince the Legislature to enact a special tax of five-one hundredths of one percent (.05 percent) on payrolls covered under the Nevada Unemployment Insurance Act. While this funded the continuation of the project, the legislation contained a "sunset" provision. Without specific action to extend it, the program will expire July 31, 1991.

This paper has two goals. The first is to provide a description of the Claimant Employment Program (CEP) and its activities over the 12-month period. The second is to detail its financial impact.

¹ For details see, John P. Steinman, The Nevada Claimant Placement Program, The Nevada Employment Security Department, June, 1978.

Program Design and Activities

The basic concept behind the CEP program was simply to provide normal ES and UI services by a team that had adequate time to deal with claimants. Quality, not quantity, was the hallmark of the project. Additionally, CEP Project teams had resources to fund training through programs operated by the local JTPA service delivery entity. These were earmarked for claimants facing educational/skill deficiencies that prevented them from finding adequate employment.

The program operated out of the Sparks and North Las Vegas local Employment Security Department offices. Each office had one CEP team consisting of an ES interviewer and an UI claims examiner. Once assigned to a team the claimant received all future ES and UI services, with the exception of adjudication, from these individuals. Unlike the earlier project, the regular UI adjudicators were responsible for all adjudication issues, because program administrators believed this function could be done more efficiently by regular adjudication staff.

Each team had access to the Department's mainframe computer via a terminal. In addition to being able to access the regular ES and UI applications, several special screens were available that allowed the teams to schedule and adjust their caseloads and to collect data on program activities. The additional computer support reduced time consuming paperwork.

An integral part of the project was the use of an experimental design which employed the use of "test" and "control" groups. The test group consisted of CEP participants and the control group individuals who received regular ES and UI services. Selection into the two groups was by random procedures from a pool of "eligible" claimants and was initially on a one-to-one basis.² To be eligible a claimant had to be no more than four weeks into his/her benefit year. Additionally, all interstate claimants or claimants with any pending nonmonetary issues were not eligible. The logic of the experimental design is that the random selection procedures will ensure the two groups are identical with the one exception that the test group received the experimental service (CEP) and the control group did not. Consequently, any impact on desired outcomes such as reduced UI duration can be attributed to the CEP program.

² This rule was modified later in the project when the demands of the teams for participants precluded it from being followed. The implications of this change are discussed further in the evaluation section.

Training Component

The Teams worked with each participant with the goal of getting them reemployed and off of UI. For most individuals, this effort consisted of normal ES and UI activities. For some participants, however, it was clear that immediate placement was not the answer. As noted earlier, these individuals had serious education or skill deficiencies that prevented them from finding adequate employment. Furthermore, there was a high probability they would soon return to the UI system if simply placed in a job. For these claimants, training was the most viable option.

The two JTPA service deliverers, Job Opportunities in Northern Nevada (JOIN) and Nevada Business Services (NBS) in the southern part of the state, provided the training. The contracts provided \$105,500 for each entity to train approximately 35 individuals. This worked out to \$3,000 per training slot. The training period was not to exceed six months in duration. Given limited training monies, the emphasis was on placing CEP participants in regular public training (e.g., JTPA Titles II and III programs, Job Corp, etc.). When this was not possible, the teams referred the individuals to JTPA with the commitment to pay for the training.

The documentation prepared by the team (the Employment Development Plan) contained a recommendation about the preferred occupational area for training. However, this was not binding on the JTPA service deliverers. Additionally, the JTPA service deliverers were free to determine the training method (e.g., classroom, on-the-job, etc.) to employ. Both the teams and their JTPA counterparts participated in the placement of training program graduates.

Program Activities

During its twelve months of operation, the CEP program served 1,424 claimants. With the single exception of adjudication, the two teams provided the participants with the full range of ES and UI services. Following is a summary count of some of the key activities.

CEP Activities*

Total Enrollees	1,424
Unemployment Insurance	
Complete Eligibility Review	748
Denied eligibility	360
Refused suitable work	70
Refused job referral	27
Not Available for work	66
Did not report as scheduled	25
Voluntary quit	61
Discharged	23
Other	88
Employment Service	
Completed EDP**	124
Completed job search workshop	38
Job development	13
Referred to counselor	31
Referred to Veterans rep.	33
Job referral	1,238
ES placement	136
Found own job	785
Training activities	
Placed in Dislocated Worker Prog.	43
Placed in Job Corp	0
Placed in JTPA (non-CEP)	24
Placed in JTPA (CEP funded)	63

* With the exception of the "Placed in JTPA (CEP funded)", all of the data were taken from the regular ES/UI reporting systems or from input provided by CEP staff. The CEP funded training data was taken from reports provided by the two JTPA service deliverers.

** Employment Development Plan

In terms of UI activity, slightly over half of the participants completed an Eligibility Review Interview. This was the standard UI form designed to identify and remove any barriers to employment. The teams' primary emphasis was to develop, with the claimant, a realistic plan to gain employment. Participants excused from the interview were judged by team members not to face any barriers to employment. Examples are individuals on temporary layoff or active union members. The nonmonetary issues are interesting in that an initial condition for eligibility was that the claimant did not

have any pending issues. As such, the 360 cases of denied eligibility for nonmonetary reasons were for issues that occurred since the claimants were assigned to the teams. Denials ranged from one to thirteen weeks.

The ES statistics indicate that the teams completed 124 Employment Development Plans (EDPs). These are intensive plans designed for individuals facing severe barriers to employment. All 124 individuals for whom EDPs were developed were referred to some type of public training. The remaining ES activities reflect the normal types of services ES provides. The placement to referral rate of approximately 11 percent is about the same as occurs in the regular system. That most (785) found their own jobs is also normal.

The training statistics show that the CEP teams were unable to fill their allotted training slots (70 in total). This was largely due to the unexpected success in placing claimants in the regular JTPA Title II programs. Claimants placed in regular Title II programs were funded from that source, and not from CEP. While hard data is lacking, anecdotal evidence supports the idea that few Title II referrals are made in the regular system.

Data from the two JTPA service deliverers indicate that as of June 30, 1989 (the ending date of the program), that 58.6 percent of all enrollees (JTPA and CEP funded and excluding JTPA Title III) completed their training and were placed in employment. The average wage at placement was \$7.35.

Program Impact

A key part of the initial CEP design was an evaluation mechanism. As noted earlier, the selection program randomly assigned claimants to a control group at the time it selected CEP participants. Initially, the design called for a one-to-one ratio; however, at certain points in the program, CEP workloads dictated a smaller ratio. This resulted in a later decision to put any claimants remaining in the selection pool after assignment was made to the test and control groups into the control group. The outcome was one of "overkill" in that the final count for the control group contained 243 more individuals than the test group. Since averages are the basis for all measurements, this alone presents no problem.

Preliminary comparisons, however, revealed an unexpected statistically significant difference for age and sex between the two groups. The test group was 1.2 years older on average (41.4 versus 40.2) and contained a higher proportion of females (38.2% versus 34.7%). This apparently resulted from a procedure that occurred before the running of the selection program which ordered the social security numbers (SSNs) in numerical sequence (i.e., the lowest numbers were first). Selection was then made to the two groups starting with the lowest numbered SSN. This meant that any

remaining SSNs in the pool, which would be higher numbered, automatically went into the control group. Apparently there was a tendency for higher numbered SSNs to be older males. One possible explanation is that SSNs with the first three digits higher than 530 (indicating issuance in Nevada) would exclude individuals having their cards issued in Nevada. Consequently, SSNs with the first three digits higher than 530 would have migrated to Nevada. If there is a tendency for migrants to be older males, this would explain the situation. In any event, in an attempt to solve the problem 120 older males were randomly removed from the control group. The results are listed below.

Claimant Characteristics--Test versus Control

	MEAN VALUES		<u>Difference</u>	<u>t Statistic*</u>
	<u>Test</u>	<u>Control</u>		
Age	41.4	40.6	0.8	1.7
Percent nonwhite	17.4	17.0	0.4	0.3
Percent female	38.2	37.4	0.8	0.5
Years of education	12.4	12.4	0.0	0.5
Potential UI duration	23.6	23.5	0.1	0.5

* This statistic tests the hypothesis that the means of the two groups are identical. Values (t statistics) greater than 1.96 reject the equality hypothesis with a 95 percent level of confidence.

The new tests reveal that the two groups are essentially the same for the measured characteristics. While the test group is still slightly older with a higher percentage of females than the control group, the differences are not statistically significant at the 95 percent level of confidence. For analytical purposes, the two groups are identical in every respect with the exception that the test group participated in the CEP program and the control group did not.

Services Provided

The existence of a control group allows testing to determine any significant differences in types of ES and UI services provided to the two groups. Tests for the major services follow:

Services Provided--Test versus Control

	MEAN VALUES		<u>Difference</u>	<u>t Statistic</u>
	<u>Test</u>	<u>Control</u>		
No. ES file searches	1.8	0.6	1.2	14.9*
No. of referrals	1.3	0.6	0.7	9.7*
Percent placed	10.5	4.9	5.6	5.8*
No. do not pay codes	0.2	0.3	0.1	0.5

* Statistically significant at the 95 percent level of confidence.

The finding is that the only differences in services provided between the test and control group was in the ES area. CEP participants had automated job searches done for them (1.8 searches per participant) three times as often as non-participants and had twice as many job referrals and placements. In contrast, there was no significant difference between the test and control groups for UI disqualifications. This means that the 360 nonmonetary disqualifications recorded by the teams were essentially the same amount as would have occurred in the regular system. Consequently, any reductions in duration resulting from CEP are probably the result of ES related activities, and not from increased UI disqualification activity.

Net Impact of CEP on Duration

The CEP program potentially impacts both the UI Trust Fund and the claimants themselves. The intended impact on the Trust Fund results from (1) getting claimants back to work sooner than they would otherwise, and (2) keeping them off of UI in the future. For the most part, non-training related efforts to get claimants back to work sooner than would otherwise be the case are assumed to produce short-term savings. In UI vernacular, this means they occur in the claimant's benefit year.

On the other hand, training has an assumed longer impact. Training represents an investment, both by society and the individual, in his/her human capital. This investment should result in a long-term increase in earning ability and a decrease in joblessness. The latter impact translates into fewer UI benefits. Unlike the return to work activities discussed above, however, training has a tendency to increase UI duration in the short run because claimants in training are normally not available for re-employment.

The 130 CEP claimants who received some type of training were

excluded from the test which assessed the non-training impact on duration. Similar exclusions were not made with the control group due to the belief that the numbers were small coupled with the difficulty in ascertaining training status (i.e., programming, files residing in other agencies, etc.). This probably introduces a slight upward bias in the control group's duration and consequently on the impact of the CEP program.

The following table clearly indicates that the CEP program consistently reduced average duration for all groups of claimant.

**Impact on Duration
Test versus Control Group**

	AVERAGE DURATION		Difference	t Statistic
	Test	Control		
Excluding trainees	11.9	14.0	- 2.1	7.2*
Males	11.9	13.6	- 1.7	4.7*
Females	11.8	14.6	- 2.8	5.5*
Age				
22-44	12.0	13.6	-1.6	4.6*
45-54	12.9	13.5	-0.6	1.0
55+	13.5	16.3	-2.8	3.4*
Including trainees	12.4	14.0	-1.6	5.4*

The total test and control group were 1,424 and 1,538 respectively. Excluding the trainees dropped the number in the test group to 1,294.

* Statistically significant at the 95 percent level confidence.

For the major group which excluded trainees, the program reduced average weekly duration by 2.1 weeks and the impact was greater by nearly one week for females than it was for males. It also had a positive impact for the three age-groups considered, though the finding for individuals age 45 to 54 was not statistically significant. While the CEP program had a positive impact on all groups, it had the greatest impact on females and claimants over 55 years of age.

Including the 130 trainees in the calculation increased the average duration of the test group by one-half week to 12.4 weeks. The average CEP claimant participating in training drew 18.4 weeks of benefits, compared to 11.9 for those not participating. While much of this increase is due to being in training, some part probably stems from the criteria used to select trainees. A condition for participation in training was that the claimant face serious barrier to employment. As such, it is reasonable to assume that

those selected for training would tend to draw benefits longer than average.

Financial Impact

The key variable used in assessing the financial net impact of the CEP program is UI payout. The reason for choosing this measure is that employers are, at least in the current CEP program, financing the program through their UI taxes. As such, positive impacts in the form of reduced UI duration will directly reduce payout and ultimately result in lower UI tax rates. This does not mean there are not other benefits that accrue from speeding up the return to work or from enhancing claimant skills (e.g., increased self esteem, reductions in crime, reduced job turnover, less dependence on welfare, a more skilled workforce, etc.). However, no attempt was made to put dollar values on these measures.

Cost/benefit analysis was used to assess the financial impact of the CEP program. The technique compares the present value of a future income stream to the present cost of producing that income stream.³ Future income values are discounted by an appropriate rate of interest (e.g., what the individual or entity could obtain in alternate investments). At a five percent interest rate, \$100 payable one year in the future has a present value of \$95.25. Conversely, an investment of \$95.25 at five percent produces \$100 (principle plus interest) in one year. If the cost of achieving the income stream goes beyond one year (e.g., a college education), then the cost is also discounted to produce a "present value" cost measure.

Once discounted, the analysis compares the present value of benefits to the present value of the associated costs. Ratios of benefits to costs that are greater than one represent a positive contribution. For example, a program that cost a million dollars and produced a present value benefit of \$1.5 million would have a benefit/cost ratio of 1.5. That is, the program in question returned \$1.50 for every dollar invested.

The benefit/cost calculations for the non-training portion of the CEP program are straightforward since the benefits and cost are both assumed to occur during the first year. This eliminates the need for discounting and reduces the benefit/cost analysis to a simple calculation. This is not the case with the training part of the project since the costs occur today, while benefits should continue well into future years. Unfortunately, both the length of time since the end of the program and the research design limit the

³ The formula for computing present values sums the terms $A_i/(1+r)^i$, where A is the amount received in the ith year and r is the discount rate.

amount of data available on the impact training has on future UI activity.⁴ A prior study of the Nevada Job Training Partnership Act's Title II program (the same program which trained the CEP participants) showed that training increased the annual incomes of male participants between \$1,400 and \$1,700, while females experienced an increase of \$700 to \$1,000.⁵ While this doesn't directly translate to a reduction in UI payout, it makes sense that there is a high correlation between increased earnings and reduced UI payout.

The total cost of the CEP project was \$312,948. It was less than the \$400,000 budgeted due primarily to the difficulty in filling CEP funded training slots. Of the \$211,000 budgeted for training, only \$141,743 was actually spent.

For the non-training portion of the CEP program, the estimated cost of serving the 1,309 participants was \$171,205. This is the total cost of the project less the \$141,743 spent on training. Some of the \$171,205 represents staff-costs associated with training; however, there was no way to quantify and remove this amount. As such, the estimate of the cost of serving the non-trainees has a slight upward bias. This should serve to offset the previously mentioned bias resulting from the presumed inclusion of some individuals receiving training in the control group.

The dollar saving to the UI Trust Fund resulting from the reduction of duration of 2.1 weeks for the 1,304 non-trainees, at an average check of \$150, was \$410,760 (i.e., $1,304 \times 2.1 \times \150). Dividing this amount by the cost of producing this benefit (\$171,205), produces a benefit cost ratio of 2.39. Or, for every dollar spent on providing enhanced services to claimants, excluding training, the CEP program reduced UI payout by \$2.39.

For the reasons mentioned earlier, the training component considerably increases the complexity of any financial analysis of the CEP program. In the benefit/cost calculations previously outlined, it impacts both benefits and costs. The denominator of the calculation, reflecting costs, is modified to reflect the estimated 6.5 weeks of increased duration that results from training. At \$150 per week this amounts to \$61,425 in increased payout for the 63 claimants who participated in CEP funded training. Since the increased payout, as well as the direct costs of training, occurred during the one year life of the project, there was no need to discount.

⁴ The research design did not incorporate a control group for the CEP trainees.

⁵ James Hanna and Zina Turney, The Net Impact of the Nevada JTPA Title II Program, The Nevada Employment Security Department, February, 1988.

The assumed reduction in future UI benefits produced by training presents a more complicated problem. A very simplistic way of dealing with it is to make the unrealistic assumption that training produces no impact on future UI usage. This approach drops the benefit/cost ratio considerably from 2.39 to 1.10 as the following table indicates.

Revised Benefit/Cost Calculations

Costs		\$374,373
Staff, etc.	\$171,205	
Training	\$141,743	
Increased UI duration	\$ 61,425	
 Benefits (calculated as before)		 \$410,760
 Benefits/cost (\$410,760/\$374,373)		 1.10

While highly unrealistic, this approach provides a floor for measuring the net impact of the CEP program. Since it is reasonable to conclude that a program that increases participant incomes rather substantially will reduce UI usage, the "true" benefit cost ratio must be greater than 1.10.

One means of assessing the impact of training within the benefit/cost framework is to estimate what the reductions in future UI usage would have to be for the benefits of training to equal the direct and indirect costs of \$203,168 (i.e. direct training cost plus the cost of increased UI duration). This analysis required three seemingly reasonable assumptions: (1) the trainees will remain in the Nevada labor force for 10 more years, (2) UI benefits will increase by five percent per year, and (3) the discount rate is five percent.⁶ Under this scenario, if training reduces future UI duration by 2.1 weeks per year, then the resulting present value of benefit savings will equal the cost.⁷ Discount rates higher than five percent require larger reductions in UI duration. Reductions in the area of 2.1 weeks do not seem out of the

⁶ Under these assumptions the effects of the increasing average check and the discount rate canceled themselves out. Consequently, each week of reduced UI duration produces present value savings of \$1500 per claimant.

⁷ The estimate was arrived at by determining the reduction in future UI duration for the 120 trainees required to produce a present value of \$203,168. That is, 63 trainees x 10 years x \$150 per weekly benefit x necessary reduction = \$203,168.

question, especially in view of the previously mentioned impacts on annual income produced by the JTPA Title II program. If this reduction was to occur, then the benefit/cost ratio would increase from 1.10 to 1.64.

Conclusion

The overall evidence strongly suggests that the CEP program was highly successful. The findings were unambiguous for the non-training portion of the program. For every dollar spent on enhanced ES and UI services, the resulting acceleration in the return to work yielded \$2.39 in reduced UI benefit payout. The data also suggest that the accelerated return to work stemmed from ES activities rather than UI.

Unfortunately, timing and the lack of a control group for the trainees prevented any similar analysis for the training portion of the program. As a result, all conclusions on this aspect are speculative. However, a prior Nevada study of the JTPA Title II program supports the contention that training will also prove to be cost effective. Because of the success of the non-training portion of the program in reducing UI duration, training would only have to be moderately successful at reducing future UI duration for the overall CEP program to be highly cost effective. Furthermore, since the benefits of a training program include more than just its impact on future UI usage, a benefit/cost analysis focusing solely on this measure minimizes the actual level of success. Actual returns from training are certain to be greater.

Even with the assumption that training produces no future impact on UI usage, the CEP program yielded a positive benefit/cost ratio because of the significant impact it had on accelerating the return to work for claimants not participating in training. Consequently, it makes sense to make such activities the cornerstone of any future CEP related program.

NAME OF STATE

NEVADA

TITLE/TYPE OF SERVICE

Employment Security Specialist--The creation of an Employment Security Specialist position series is based on the premise of cross-training and the performance of both ES and UI tasks by the same employee. Personnel serving UI claimants will be versed in ES functions providing better job search information, job referrals, and other employment assistance.

DESCRIPTION OF THE PROGRAM

Office managers will have a staff versed in all aspects of the ES/UI services. The goals of the Eligibility Review Program will be better met since personnel will have better labor market information and work search information.

Another benefit is that the staff will be better utilized during periods of peak UI services or ES services.

LEGISLATIVE PROVISION

None.

PROGRAM ASSESSMENT

To date an assessment analysis of the program has not been done.

STATE CONTACT

Steve Cerstvik, Personnel Officer
(702) 885-4570

NAME OF STATE

OHIO

TITLE/TYPE OF SERVICE

U.C. Linkage Project - The intent of this project is to increase the awareness of unemployment compensation recipients of the availability of training opportunities funded through JTPA Title III/EDWAA programs and to identify specific Title III EDWAA service providers which may provide assistance to them.

DESCRIPTION OF PROGRAM

In order to identify U.C. recipients who are potentially eligible for Title III services, a computerized search of the claimants who had recently filed an application for unemployment was initiated. The population of dislocated workers to be served was targeted to claimants who: (1) had claimed a minimum of eight (8) weeks of unemployment compensation within the last eleven (11) weeks, and (2) were Ohio residents living in the substate area.

Funds to pay for services associated with this population were provided by Title III awards to the SDAs. The general benefits to this coordinated approach include:

1. As a transition to EDWAA, more dislocated workers will be informed of JTPA services available through SDAs;
2. The increase in funds available to SDAs under EDWAA will be effectively utilized because of early identification and enrollment of eligible workers;
3. The need for Title III outreach expenditures at the local level will be minimized;
4. Unemployment compensation benefits paid to these eligible clients can be used to meet state match requirements; and
5. The unemployment compensation trust fund will benefit from reduction in the duration of benefit claims and, as a result, Ohio employers will benefit from reduced tax rates.

Our plan to link dislocated workers in the UC system with services from SDAs is a major step in developing a system of exchange of information to be used to benefit dislocated workers.

The substate area grantees were individually contacted and provided with an initial draft of a letter to be sent to U.C. recipients residing in their areas. This letter identified the substate grantee and indicated the type of services available. A contact person was listed at the bottom of the letter.

As each letter was individualized for each substate area, it was necessary to sort the names/addresses by county codes. To further personalize the letter the claimants name and address was printed on a blank letter size paper. The appropriate substate area letter was photocopied onto these sheets. The final product was an individually addressed letter identifying the appropriate substate grantee and contact person.

LEGISLATIVE PROVISIONS

Since we did not release the name of U.C. recipients to other organizations there was no need for legislative action.

PROGRAM ASSESSMENT

Coordination is the key to a successful program. Substate grantees must take an active part in this project. They need to be involved at all stages from their initial approval of the out reach letter to their assigning staff to answer questions from applicants responding to the letters.

STATE CONTACT

Dixie Sommers, Deputy Administrator
(614) 466-4951

Joe White, Deputy Administrator
(614) 466-8534

NAME OF STATE

TENNESSEE

TITLE/TYPE OF SERVICE

Economic Dislocation Workers Adjustment Assistance Act (EDWAA)

To identify, certify, and refer dislocated workers into special programs created to enhance their ability to return to the work force and to provide them with necessary assistance.

DESCRIPTION OF THE PROGRAM

The Department of Employment Security contracted with the Tennessee Department of Labor to provide an identification, certification, and referral process for dislocated workers at the time they file for unemployment insurance benefits. Those persons currently filing for benefits will be subject to this process during a scheduled eligibility review. These individuals will be identified as being economically dislocated by the claims interviewer, officially certified for participation in the appropriate special programs, and referred to the appropriate service delivery point.

PROGRAM ASSESSMENT

Since the process only began July 1, 1989, we have not had adequate time for an accurate assessment.

STATE CONTACT

Linda McDaniel
UI Technical Support
(615) 741-1948

NAME OF STATE

VERMONT

TITLE/TYPE OF SERVICE

Early Intervention Program For Long Term Unemployment Workers

Although this program is still in the planning stages, it is being designed to identify, through the U.I. system, those workers who are likely to experience long term unemployment. Once identified, the goal of the program will be to address the worker's training needs and provide assistance while the person is still eligible to receive Unemployment Compensation. By starting training prior to the 13th week of Unemployment Compensation, the worker will be eligible for needs related payments under the new Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act, which will continue to provide income should the worker exhaust regular U.I. benefits before completion of training.

DESCRIPTION OF THE PROGRAM

Vermont classifies workers applying for U.I. as fitting into one of three classes. "A" claimants are those workers who are laid off with a short term recall date. "B" claimants are workers with no specific recall date, who have a good work history and can be expected to find reemployment in a few weeks. Claimants who do not clearly fall into the "A" and "B" categories, or are reclassified from the "A" and "B" categories, are classified as "C" claimants. These claimants may have had a sporadic work history, may not have readily marketable skills, or may indicate they are not seeking work in their primary occupation. They may have also been seasonal workers who remained unemployed after work has resumed in their usual occupation. The classification also includes those with potential problems indicated by a separation or non-separation issue as well as those who cannot conduct an effective work search or make an adequate work search.

This type of claimant is assigned to a Case Manager, who develops an employability plan with the claimant. The claimant is scheduled for regular reviews with the Case Manager no later than 5 weeks after each interview. In addition, the "C" claimant completes a Work Search Report for each week that benefits are claimed. Duplicate employer contacts are not allowed during a five (5) week period unless specific authorization is given by the Case Manager.

It has long been known that long term unemployed workers often have multiple barriers to employment. However, in order to meet income eligibility requirements of programs such as JTPA, workers usually have to postpone training until the end of U.I. benefits is in sight. Unfortunately, this is often too late to address problems such as poor literacy skills, which may be preventing

the worker from becoming reemployed in a job with a future. Therefore, it is necessary for the State to both provide incentives for the workers to get involved in retraining and develop an open entry delivery system. A main focus of the EDWAA program is early intervention, and needs related payments will serve as an incentive to longer term training. The program, once fully developed, will enable workers to access literacy programs as they become unemployed.

Although the program will be tested in just one District Office, before consideration of going statewide, each office is responsible for U.I., JTPA, Wagner Peyser and the State Dislocated Worker program under EDWAA. Additionally, DET has a strong contractual and working relationship with Adult Basic Education, which will provide literacy training. Therefore, identification and referral to training will be accomplished without the logistical problems faced in earlier demonstrations in other States. Training will be individualized, but will focus on literacy improvement prior to occupational skill training. In this way, over the longer term, it is hoped that the program will enable the hardest to serve workers to break their cyclical dependency on the U.I. system.

LEGISLATIVE PROVISIONS

Provisions for services to long term unemployed workers and intervention to prevent long term unemployment is contained in the Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act.

PROGRAM ASSESSMENT

In order to measure whether this program enhanced the employability of the participants, a follow-up will be designed with St. Michaels College, which is the State's contractor for the JTPA 13 week follow-up and numerous other studies conducted in the past. Follow-up will be conducted at one year intervals for at least two years after termination from training.

STATE CONTACT

Thomas Douse, Director
Office of Employment and Training Programs
Vermont Department of Employment and Training
P.O. Box 488, 5 Green Mountain Drive
Montpelier, Vermont 05602

NAME OF STATE

WEST VIRGINIA

TITLE/TYPE OF SERVICE

Cooperative Agreement between West Virginia Department of Employment Security, Employment Services Division, Trade Adjustment Assistance Unit and Governor's Office of Community and Industrial Development, Employment and Training Division, State Dislocated Worker Unit.

DESCRIPTION OF THE PROGRAM

It is the intent of this nonfinancial agreement between ES and E&TD to deliver the most effective training and reemployment services to dislocated workers throughout West Virginia.

When the Dislocated Worker Unit receives notice of a plant closing or mass lay-off of workers, they contact Employment Security to participate in a rapid response to the affected plant or company to inform employer and employees of services available.

An employee assessment form is completed and forwarded to local job service managers to institute job search, determine counseling and/or testing needs of workforce.

A reemployment program is established to assist workers before their last day of employment. This would include, but not be limited to; options and benefits under unemployment compensation, trade act program benefits if company is certified, job search benefits, such as assessment, testing, counseling, job search workshops and registration for employment, training opportunities under the Economic Dislocated Worker Adjustment Assistance Act, vocational, technical and adult educational opportunities, assistance from the Department of Human Services and etc.

LEGISLATIVE PROVISIONS

None.

STATE CONTACT

Nancy R. Davis, Chief
Special Program Services
(304) 348-7849

NAME OF STATE

WISCONSIN

TITLE/TYPE OF SERVICE

Program and Planning Analyst 5

DESCRIPTION OF PROGRAM

Position Description

Under the general direction of the Director of the Benefits Bureau, develop and conduct a variety of complex special projects relating to a variety of operational policies affecting the UC programs consistent with applicable federal and state laws, regulations, guidelines and contractual obligations. Consistent policy application is necessary to ensure a fair and equitable administration of these provisions. The individual is expected to develop new policies or modify existing policies especially as it relates to inter-relationships between the UC Division and other divisions within the department, such as Job Service and Employment and Training. Provide leadership in specific policy and planning efforts aligned to the UC Division's coordination with Job Service and Employment and Training to assist in the development of effective unemployment compensation and employment program initiatives. Participate as a member of the Benefits team in the development of UC policy and program approaches and agency directions and make policy recommendations to UC Division Administrator, Deputy Administrator and Benefits Director. Provide on-going analysis and communications on policy and legislative developments to UC Administrator, Deputy Administrator and UC Bureau Directors and others inside and outside the agency in order to share information and build effective working relationships.

EXPECTED IMPACT

The economic impact is expected to be significant in terms of savings to the UC Trust Fund through reduced benefits paid as workers return to work; and due to decreased other costs (welfare, food stamps, etc.) as fewer workers exhaust UC benefits. There is also social impact due to reduction in length of unemployment and shifting of dislocated workers to productive jobs.

LEGISLATIVE PROVISIONS

None.

STATE CONTACT

Jan Van Vleck
Deputy Administrator
(608) 266-2284

WORK SEARCH ASSISTANCE

NAME OF STATE

DISTRICT OF COLUMBIA

TITLE/TYPE OF SERVICE

UI Claimant Job Seeking Skills Workshop--seeks to expedite UI claimants' return to work by developing job seeking skills.

DESCRIPTION OF THE PROGRAM

This is a four-hour workshop designed to help UI claimants improve their job seeking skills. The workshop encourages the participants to identify obstacles to finding employment and identifies techniques which are valuable in overcoming these obstacles. The workshop is comprised of five modules:

1. Identifying obstacles to employment
2. Overcoming these obstacles
3. Labor Market Analysis
4. Launching a job campaign
5. Job survival skills

This workshop is held three times each month.

LEGISLATIVE PROVISIONS

None required.

PROGRAM ASSESSMENT

While no formal assessment of the program has been done, evaluation by participants has been positive.

STATE CONTACT

Frank P. Orlando, Associate Director
Office of Unemployment Compensation
(202) 639-1163

NAME OF STATE

FLORIDA

TITLE/TYPE OF PROGRAM

Eligibility Review Program (ERP). The objective of this program is to provide job search assistance and to identify dislocated workers.

DESCRIPTION OF PROGRAM

An automated claimant call-in system periodically requires claimants to report in person to the local claims office for an in-person eligibility review interview. The goals of this program are to insure that each claimant is available for work within the meaning of the Unemployment Compensation Law and to assist, educate, and motivate claimants, so they are better able to find suitable work at the earliest possible date. The goal is also to identify those claimants who lack the skills or education needed to secure employment and to refer them to appropriate training.

LEGISLATIVE PROVISIONS

No specific state legislation. Federal guidelines (GAL-577) require that states establish sound eligibility review processes.

PROGRAM ASSESSMENT

Eligibility review interviews have proven to be of assistance to claimants in their work search efforts. The automated call-in system has saved time in scheduling claimants for eligibility review interviews and insures that the interviews are conducted timely.

STATE CONTACT

Chuck Brown
UC Program Specialist
(904) 488-6306

NAME OF STATE

FLORIDA

TYPE/TITLE OF THE PROGRAM

Registration of Unemployment Compensation claimants with the Florida State Job Service. The objective is to assist claimants in returning to suitable work as soon as possible.

DESCRIPTION OF THE PROGRAM

Claimants are referred to register with the Florida State Job Service immediately and must be registered no later than seven days from the date of filing the claim. Individuals on temporary layoffs of less than thirty days are not referred to the Job Service. Claimants are referred to the Job Service if it is found that the temporary layoff has become a permanent layoff. A computerized cross-match is used to identify those claimants who do not register with the Job Service. The goal is to coordinate efforts with the Job Service and to assure that claimants receive maximum exposure to available jobs by the Florida State Job Service.

LEGISLATIVE PROVISIONS

Section 443.091(1)(b), Florida Statutes, requires that claimants register for work.

PROGRAM ASSESSMENT

The computerized cross-match has simplified the process and has helped insure that claimants register timely with the Florida State Job Service. Many claimants have become reemployed through the efforts of the Florida State Job Service.

STATE CONTACT

Chuck Brown
UC Program Specialist
(904) 488-6306

NAME OF STATE

GEORGIA

TITLE/TYPE OF SERVICE

Claimant Assistance Program (CAP)

The purpose of Georgia Department of Labor's Claimant Assistance Program is to shorten the weeks of unemployment paid to claimants who lose their jobs due to lack of work (layoffs, plant closures) by providing intensive job search assistance. Counseling, workshops, individualized labor market information, job development and referrals are offered at the onset of the period of unemployment, followed by frequent contact throughout the first fourteen weeks of the claim to provide continuing assistance as well as to closely monitor UI's work test requirements.

DESCRIPTION OF THE PROGRAM

UI local program staff identify and refer all eligible CAP participants; resolve all issues arising from questions of continuing eligibility, availability and/or possible disqualification; train and coordinate with CAP/ES staff on administering and evaluating work test activities.

UI State staff provide programmatic training and technical assistance, policy guidance to local operations and, together with ES/CAP State staff, coordinate, monitor and evaluate local program operations.

Local ES/CAP staff conduct job search workshops and provide job search tools such as the "Replace Yourself" workbook, Personal Data Books and various printed materials. Counselors tailor labor market information to the situation of the individual claimant, refer to supportive and other non-ES services, job develop and screen ES orders for suitable openings. In addition, CAP staff constantly follow-up with each participant to assist in the job search, and mandated in-person counseling sessions are required during the ninth and fourteenth week of participation. In conjunction with UI staff, local CAP staff also administer the UI required work test by reviewing records of job contact activity and performing eligibility reviews. Issues of continuing eligibility and/or availability are referred to UI for resolution.

State ES/CAP administrative staff are responsible for overall program development, monitoring, technical assistance, training and coordination with UI administration.

Both UI and ES EDP systems provide special management and operational reports, maintain on-line participant/claimant data, and calculate activity levels and savings generated by entered employments and disqualifications.

LEGISLATIVE PROVISIONS

AN ACT

To amend Chapter 8 of Title 34 of the Official Code of Georgia Annotated, relating to employment security, so as to provide for a period of five years an administrative assessment on wages of certain employers; to provide for a method of payment and collection of assessments; to provide for rules of the Commissioner of Labor; to provide for initial assessments of employers; to provide payment of assessments into the state treasury by the Commissioner; to authorize appropriation of corresponding amounts by the General Assembly; to grant administrative powers and authority to the Commissioner corresponding to those granted under the "Employment Security Law;" to provide a reduction in rates of certain employment security contributions for five years; to provide that this Act shall not be severable; to provide an effective date to repeal conflicting laws; and for other purposes.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:

Section 1. Chapter 8 of Title 34 of the Official Code of Georgia Annotated, relating to employment security, is amended by inserting immediately following Article 4 a new article, to be designated Article 4A, to read as follows:

"ARTICLE 4A"

34-8-110. (a) There is created an administrative assessment of .06 percent to be assessed upon all wages, as defined in Code Section 34-8-51, except wages of the following employers:

(1) Those employers who have elected to make payments in lieu of contributions as provided by Code Section 34-8-123 or who are liable for the payment of contributions as provided in said Code section: or

(2) Those employers who, after application of the State-wide Reserve Ratio, as provided in subsection (i) of Code Section 34-8-122, have been assigned a rate of .06 percent or a rate of 8.64 percent.

(b) Assessments under this Code section shall become due and shall be paid by each employer and must be reported on the employer's quarterly tax and wage report according to such rules as the Commissioner may prescribe and shall not be deducted, in whole or in part, from the remuneration of individuals in the employ of the employer. Any deduction in violation of this subsection is unlawful.

34-8-111. In addition to the rate paid under Code Section 34-8-121, each new or newly covered employer shall pay an administrative assessment of .06 percent of wages payable by him with respect to employment during each calendar year until he is eligible for a rate calculation based on his experience as defined in this chapter, except as provided in Code Section 34-8-123.

34-8-112. (a) The Commissioner is authorized to collect the administrative assessment as provided in Code Section 34-8-110 and to deposit the funds in the clearing account which is a portion of the Unemployment Compensation Fund created by Code Section 34-8-100; provided, however, that such funds shall not be considered as part of the Unemployment Compensation Fund and shall not be deposited with the Secretary of the Treasury of the United States. He is further authorized to transfer the funds from that account to the state treasury.

(b) There is authorized to be appropriated by the General Assembly to the Commissioner all funds collected and deposited in the state treasury under this article, which shall be payable by warrant of the Fiscal Division of the Department of Administrative Services upon requisition of the Commissioner.

34-8-113. The Commissioner may promulgate such rules and regulations as are necessary to implement and effectuate this article.

34-8-114. (a) Except as otherwise provided in this article and in the rules and regulations of the Commissioner promulgated pursuant to this article, the provisions of this article shall be administered in accordance with corresponding provisions for the administration of this chapter and shall be subject to the same calculations, assessments, method of payment, penalties, interest, costs, and collection procedures. In the administration of this article and the collection of the administrative assessment created by this article, the Commissioner is granted the same authority as he possesses under this chapter including, but not limited to, the collection of payments, the imposition of interest,

penalties, and costs; injunctive relief as prescribed in Code Section 34-8-126; and all other rights, authority, and prerogatives granted the Commissioner under this chapter for the administration of this chapter.

(b) The rights, authority, and prerogatives created under this article shall not in any manner diminish the other rights, authority, and prerogatives of the Commissioner with respect to the administration of this chapter.

34-8-115. "This article shall become effective on April 1, 1987, and shall stand repealed in its entirety on March 31, 1992."

Section 2. Said chapter is further amended by striking in its entirety Code Section 34-8-121, relating to rates of contributions for new or newly covered employers, and inserting in its place a new Code Section 34-8-121 to read as follows:

"34-8-121. (a) For periods prior to April 1, 1987, or after March 31, 1992, each new or newly covered employer shall pay contributions at a rate of 2.7 percent of wages paid by him with respect to employment during each calendar year until he is eligible for a rate calculation based on his experience as defined in this chapter, except as provided in Code Section 34-8-123.

(b) For periods on or after April 1, 1987, but on or before March 31, 1992, each new or newly covered employer shall pay contributions at a rate of 2.64 percent of wages paid by him with respect to employment during each calendar year until he is eligible for a rate calculation based on his experience as defined in this chapter, except as provided in Code Section 34-8-123."

Section 3. Said chapter is further amended by striking in its entirety subsection (f) of Code Section 34-8-122, relating to determinations of rates of employer contributions, and inserting in its place a new subsection (f) to read as follows:

"(f) No employer's rate shall be reduced below the percentage specified in Code Section 34-8-121 for any calendar year, except as provided in this Code section, unless and until his account could have been chargeable with benefit payments throughout the 36 consecutive calendar months ending on the computation date for that calendar year, except that for the calendar year 1955 and for each calendar year thereafter, an employer who has not been subject to the law for a sufficient period to meet this requirement may qualify for a rate less than the

percentage specified in Code Section 34-8-121 if his account could have been chargeable with benefit payments throughout a lesser period, but in no event less than the four consecutive calendar quarters ending on the computation date for that calendar year."

Section 4. Said chapter is further amended by striking in its entirety the introductory language of subsection (h) of Code Section 34-8-122, relating to determinations of rates of employer contributions, and inserting in its place new introductory language of subsection (h) to read as follows:

(h) For the periods prior to April 1, 1987, or after March 31, 1982, variations from the standard rate of contributions shall be determined in accordance with the following requirements:"

Section 5. Said chapter is further amended by inserting immediately following subsection (h) of Code Section 34-8-122, relating to determinations of rates of employer contributions, a new subsection, to be designated subsection (h.1.), to read as follows:

"(h.1) For the periods on or after April 1, 1987, but on or before March 31, 1992, variations from the standard rate of contributions shall be determined in accordance with the following requirements:

(1) If the total of an employer's contributions paid on or before the last day of the month immediately following the computation date with respect to wages paid by him on or before such computation date exceeds the total benefits which were charged to his account and paid on or before the computation date, his contributions rate for the ensuing calendar year shall be determined by dividing such excess by his average annual payroll and applying the resulting percentage to the following rate table as shown:

**RATE TABLE FOR EMPLOYERS
WITH POSITIVE RESERVE ACCOUNTS**

If the excess percentage:

Equals or Exceeds	But is Less Than	The Contribution Rate is (Percent)
0.00	0.86	2.125
0.86	1.17	2.043
1.17	1.48	1.962
1.48	1.79	1.881
1.79	2.10	1.800
2.10	2.41	1.725
2.41	2.72	1.643
2.72	3.04	1.562
3.04	3.35	1.481
3.35	3.65	1.400
3.65	3.97	1.325
3.97	4.29	1.243
4.29	4.60	1.162
4.60	4.91	1.081
4.91	5.22	1.000
5.22	5.53	0.925
5.53	5.84	0.843
5.84	6.15	0.762
6.15	6.47	0.681
6.47	6.77	0.600
6.77	7.08	0.525
7.08	7.40	0.443
7.40	7.71	0.362
7.71	8.02	0.281
8.02	8.33	0.200
8.33	8.64	0.125
8.64	8.95	0.043
8.95 and over		0.04

(2) If the total of an employer's contributions paid on or before the last day of the month immediately following the computation date with respect to wages paid by him on or before such computation date is less than the total benefits which were charged to his account and paid on or before the computation data, his contribution rate for the ensuing calendar year shall be determined by dividing such deficit by his average annual payroll and applying the resulting percentage to the following rate table as shown:

**RATE TABLE FOR EMPLOYERS —
WITH DEFICIT RESERVE ACCOUNTS**

If the deficit percentage:

Equals or Exceeds	But is Less Than	The Contribution Rate is (Percent)
0.0	0.5	2.16
0.5	1.5	2.36
1.5	2.5	2.56
2.5	3.5	2.76
3.5	4.5	2.96
4.5	5.5	3.16
5.5	6.5	3.36
6.5	7.5	3.56
7.5	8.5	3.76
8.5	9.5	3.96
9.5	10.5	4.16
10.5	11.5	4.36
11.5	12.5	4.56
12.5	13.5	4.76
13.5	14.5	4.96
14.5	15.5	5.16
15.5 and over		5.4"

Section 6. In the event any Code section, subsection, paragraph, subparagraph, item, sentence, clause, phrase, or word of this Act is declared or adjudged to be invalid, or unconstitutional, such declaration or adjudication shall affect the remaining portions of this Act, which remaining portions shall be invalid, void, and of no effect as of the effective date of such declaration or judgment. The General Assembly declares that it would not have enacted the remaining parts of this Act if it had known that such portion hereof would be declared or adjudged invalid or unconstitutional.

Section 7. This Act shall become effective upon its approval by the Governor or upon its becoming law without such approval.

Section 8. All laws and parts of laws in conflict with this Act are repealed.

PROGRAM ASSESSMENT

From June 1, 1988 through June 30, 1989, approximately 23,000 claimants were served statewide; 15,000 attended workshops, and 11,500 returned to work during their participation in CAP (the goal was 60%; 56% was achieved).

The Department pledged a \$10,000,000 savings within two years; CAP saved approximately \$12.4 million in the first full year of operation (\$75,000 as a result of disqualification).

STATE CONTACTS

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Employment Services
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Susan Robinson
Basic Employment Services
Unit Manager
(404) 656-3160

Sherry Sparks
CAP Coordinator
(404) 656-3160

NAME OF STATE

KANSAS

TITLE/TYPE OF SERVICE

Job Search Assistance Workshops-This program is designed to help unemployed workers develop and refine their job hunting skills in three areas:

- 1) job skill and interest analysis/job-goal setting;
- 2) planning a strategy for a job hunting campaign; and
- 3) job interviewing techniques.

Workshops will include individuals who are receiving UI benefits, dislocated workers, displaced homemakers and other unemployed individuals.

DESCRIPTION OF THE PROGRAM

The workshop material is provided by the consulting firm of Karli and Associates, Inc. The material is being utilized in a number of states by employment and training service providers.

The materials consists of video presentations, work exercises and group discussion centered on the premise that there is a right and wrong way to hunt for a job.

Workshop size should be limited to ten participants to one facilitator ratio.

Material focuses on planning and practice in the development of job hunting skills. It requires each participant to examine their job skills, interests and accomplishments and to develop realistic job goals. The material allows the participant to test the job market in relationship to goals, and it requires the individual to develop a job search strategy to secure job interviews. Finally, the material provides the individual information and practice in how to conduct a successful job interview.

Recommended time needed for the workshop is two or three days.

LEGISLATIVE PROVISIONS

None.

PROGRAM ASSESSMENT

Training is currently being provided to Kansas Department of Human Resources staff who will be conducting these workshops.

Information will be provided to Job Service and Unemployment Insurance staff on the availability of these workshops, and staff will be encouraged to refer individuals for workshop assistance.

Assessment of program activity will be based on workshop completion rate and entered employment rate of participants. Specific performance levels have not been established to date.

STATE CONTACTS

Bob Fountain or Pat Pritchard
(913) 296-5317

NAME OR STATE

MARYLAND

TITLE/TYPE OF SERVICE

Fast Track is a project aimed at providing intensive reemployment assistance to a select group of non-job attached claimants. The program's goals are threefold: 1) To provide an accelerated reemployment process; 2) To reduce the average weeks duration for UI claims; and 3) To assist employers in securing a much needed workforce.

DESCRIPTION OF THE PROGRAM

Fast Track is predicated upon serving non-job attached claimants in the first half of their claim series (weeks 1-13). Upon receipt of their first benefit check, these claimants are scheduled for an Eligibility Review Interview (ERI). Assuming there are no barriers to reemployment the individual is enrolled in Fast Track; should an issue arise during the ERI, the claimant is scheduled for adjudication. Once enrolled in Fast Track, the claimant receives intensive counseling, job finding skill upgrading, referral, job development, and, ideally placement. Fast Track staff provides both UI (ERI) and Job Service roles in the process. This provision of both Job Service and UI services, by one individual, has proven invaluable; it reduces the waiting periods for the claimant and simplifies issue detection and referral suitability. The program has also helped to provide early detection and referral of dislocated workers to the Sub-State Service Delivery Areas for retraining. The value of dual performance by staff (UI-JS) has expedited the implementation of another State initiative aimed at cross training UI and Job Service Staff.

PROGRAM ASSESSMENT

The program was piloted in nine of the state's 26 offices in July, 1988; it expanded statewide in October, 1988. Early assessments of the program are encouraging. Statewide average weeks duration dropped from 13.7 weeks in 1987 to 13.1 weeks in 1988; it has been estimated that a reduction of .5 weeks would result in an annual UI Trust Fund savings of \$7,000,000. The statewide percentage of claimload exhausting benefits (26 weeks) dropped from 22.1% in 1987 to 21.7% in 1988. A comparison of ESARS data (for the nine pilots) for the first nine months of PY '88 versus the first nine months of PY '87 revealed claimant job referrals increasing 23% and claimant job placements increasing 12%.

STATE CONTACT

Ron Windsor, Coordinator
Dislocated Workers Unit
(301) 333-5149

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

JTPA 3% Older Worker Programs

In Fiscal Year 1988, the state's Older Worker Task Force created the Employer Challenge Grant Initiative which is designed to educate employees and alter fundamental, longstanding work place practices that limit job opportunities for older workers. As a result of incorporating the Challenge Grant concept into the 3% program design, the state's programs have contacted over 2000 companies statewide, involved 300 companies in employer roundtables, and secured pledges to hire older workers from over 75 companies in the Greater Boston area. Third quarter performance data show that 93% of the people are placed in jobs averaging \$7.32/hour.

DESCRIPTION OF PROGRAM

Services for both UI and non-UI Older Workers

The goal of this grant is to place older workers in good jobs with high wages, to provide technical assistance and incentives to employers who agree to change workplace practices that adversely affect older workers, and to enhance the capacity of local Opportunity Jobs Centers to serve older people. In addition, the Commonwealth's Older Worker programs seek to provide the support that older people may need to change their own attitudes and build their confidence, as well as to obtain higher wages, benefits and flexible working conditions.

A Key element in this year's program design is the requirement that Service Delivery Areas plan and implement programs in coordination with the appropriate Opportunity Jobs Centers. This will be accomplished by the co-location of staff in DET offices, developing common intake procedures, and expanding representation on the program's advisory committees to include the Department of Employment and Training.

Services for UI Clients

In March 1989, the number of UI claimants age 55 plus was 11,574 or 13.2% of all claimants. While overall, the number of Unemployment Insurance claimants who exhaust their benefits is declining, workers 55 plus are one group overrepresented among exhaustees, making up 16% of UI claimants, but 21% if UI

exhaustees. Special strategies for this group include: case management for ES registrants, referral to local jobs programs, job search workshops, and the videos with older workers as actors, which emphasize issues relevant to older job seekers.

LEGISLATIVE PROVISIONS

Public Law 97-300, the Job Training Partnership Act, Section 125

PROGRAM ASSESSMENT

Is conducted by the State Older Workers Task Force, to be made a subcommittee of the MASS JOBS council in June, 1989. Each year, programs are funded through a competitive Request-For-Proposals (RFP) process with recommendations from the Task Force.

STATE CONTACT

Pamela Wescott
Senior Planner
Department of Employment and Training
Charles F. Hurley Building, Fourth Floor
Boston, Massachusetts 02114
(617) 727-6230

NAME OF STATE

MASSACHUSETTS

TITLE/TYPE OF SERVICE

Unemployment Insurance Reemployment Program

DESCRIPTION OF THE PROGRAM

The primary objective of this new initiative is to return permanently separated UI claimant to quality jobs, to provide the services needed to improve the match between the skills of the unemployed and the needs of employers, to shorten the length of the average UI claim, and to accrue UI Trust Fund savings. Research and evaluation data revealed that specific groups of permanently separated claimants experience longer periods of unemployment than the claimant population as a whole and could therefore benefit from targeted services designed to address their specific reemployment needs. The development of services and outreach methods reflect the reemployment of claimants with a wide variety of needs and barriers.

The unique features of the program include voluntary participation, immediate intervention, case management services, and access to a wide menu of intensive and highly individualized services which include:

- * a professionally developed resume;
- * a weekly listing of "hot jobs" in the area of the individual's occupational interests;
- * a service in which appropriate claimants' resumes are mailed to employers who list jobs;
- * membership in a job club/support group;
- * a "dress-for-success" consultation;
- * a seminar on how to conduct a job search;
- * training in how to use the Job Guide and newspapers to tap the hidden labor market;
- * job referrals;
- * networking skills training;
- * invitations to job fairs;
- * job search workshops for particular occupational clusters;
- * an assessment of transferable skills for workers who want/need to make an occupational change;
- * Counseling in non-traditional job opportunities for women;
- * an automated job matching system (Voicenet) which can be accessed by dialing an 800 number;
- * support groups dealing with job loss; and
- * seminars on stress management and financial planning.

The inauguration date for this program was September 1, 1989.

LEGISLATIVE PROVISIONS

On April 4, 1989, Governor Dukakis signed legislation that provides the Department of Employment and Training with the opportunity to design and implement a program that targets reemployment services specifically to Unemployment Insurance (UI) claimants. Through our implementation of this early program, we will be testing the theory that the provision of early, intensive reemployment services to claimants will help them to reduce significantly their expected length of unemployment

The legislation which authorizes this program provides funding through an innovative mechanism. For each of two years, a small portion of the monies collected through the UI tax system (approximately \$5 million) will be set aside to pay for program costs. The program is expected to pay for itself by reducing the average length of unemployment for program participants, thereby reducing the amount of unemployment insurance benefits they will receive from the UI trust fund.

PROGRAM ASSESSMENT

An independent oversight committee will be convened to provide assistance in the design of a service strategy and program measurement models. Members will include employers, representatives of organized labor, and state legislators. The oversight committee will monitor progress toward goals throughout the two year pilot project and report the program's performance and expenditures to the Legislature on a quarterly basis.

STATE CONTACT

Rebekah Lashman, Director
UI Reemployment Program
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Boston, Mass. 02114
(617) 727-5436

NAME OF STATE

NORTH DAKOTA

TITLE/TYPE OF SERVICE

Job Search Assistance

DESCRIPTION OF THE PROGRAM

Job Search Assistance (JSA) workshops are available for qualified applicants receiving UI benefits and having difficulty returning to work. These workshops are designed to provide job ready participants with knowledge that will enable them to find jobs. Workshops are from one day to two weeks duration. Workshop topics include labor market information, making more and better employer contacts, locating the "hidden" jobs, preparing a resume, preparing for a job interview, keeping a job, and feeling better about job seeking. Participants who attend these workshops should be better prepared to obtain a job either through Job Service or on their own self-directed job search efforts. This concept was initiated as a job enrichment program in 1972 in the Fargo, North Dakota local office.

STATE CONTACT

Mitchell T Jaden, Job Service
(701) 224-3369.

NAME OF STATE

PENNSYLVANIA

TITLE/TYPE OF SERVICE

Rapid Response Team--This service was established to assist workers directly affected by mass layoffs and plant closings.

DESCRIPTION OF PROGRAM

Using Title III and TRA funds, the team is able to immediately respond with reemployment services, job search assistance retraining opportunities, financial aid, relocation assistance, etc. before workers become long-term unemployed. In most cases, the workers are provided an orientation of services available and registration for services prior to their last day of work.

STATE CONTACT

Robert Thiemann, Director
Bureau of Job Service
(717) 787-3354.

NAME OF STATE

SOUTH DAKOTA

TITLE/TYPE OF SERVICE

Job Search Assistance Program (JSAP)--This program is designed to provide participants with job seeking skills.

DESCRIPTION OF PROGRAM

The JSAP program is available to all individuals seeking employment. Unemployment insurance claimants are encouraged to attend this 1-2 day workshop. Participants are provided instructions on completing applications for employment, preparation of resumes, and telephone inquiry. In addition, participants are instructed on conduct on a job interview and proper grooming.

LEGISLATIVE PROVISIONS

No special legislation required. This program is conducted by Job Service or Career Learning Center staff.

PROGRAM ASSESSMENT

No data is accumulated.

STATE CONTACT

Gerry Davis, Program Administrator
Unemployment Insurance Division
(605) 622-2452

NAME OF STATE

TEXAS

TITLE/TYPE OF SERVICE

Unemployment Compensation (UI) Claimant Placement Model/Job Search Seminar.

During the early 1980's, the downturn in the Texas economy generated problems for the Texas Employment Commission (TEC) in its endeavor to serve the citizens of Texas. The number of company layoffs and company closings generated an increased number of individuals filing UI claims and a decrease in the number of job openings available for these workers. In order to address this problem, TEC submitted a proposal to the State Job Training Coordinating Council to use Wagner-Peyser 7(b) funds to implement a job search model for claimants that would provide additional information for claimants. The proposal was funded, and pilot projects were implemented in Fort Worth-Downtown and Richardson/Plano during program year (PY) 1986. In consideration of the high volume of blue collar claimants in the Fort Worth-Downtown local office and the high volume of white collar claimants in the Richardson/Plano local office, the model was designed in respect for each group of claimants.

DESCRIPTION OF THE PROGRAM

The majority of job applicants, including claimants, regardless of work competencies, are not knowledgeable of how to effectively approach their search for a job. The majority of claimants/applicants had been employed for many years, and it had not been necessary for them to look for employment in today's marketplace. Many were employed directly out of high school, technical school or college. In order to provide claimants the knowledge of how to conduct a job search, the Job Search Seminars (JSS), were designed. The JSS teaches participants attitudes and techniques to help them find unlisted job openings, schedule appointments and interview effectively. Upon completion of the JSS, the participants have the necessary job hunting skills that enable them to find jobs on their own and to get back to work sooner.

At the time the model programs were established, videotapes and workbooks from Karli and Associates Inc., Dallas, Texas were utilized to conduct the JSS. The programs "You're Hired" and "The Successful Job Hunter" were chosen because they fit TEC philosophy of a job search plan and offered a unique step-by-step method for implementing the Texas job search training program for both white collar and blue collar workers.

The seminars are often followed by weekly support group meetings which include guests speakers who provide relevant information. A resource room is available for JSS participants to utilize following completion of the seminar. This room contains newspapers, job-finding books and articles, telephones, typewriters, etc., which assist JSS participants in their job campaign.

LEGISLATIVE PROVISIONS

None.

PROGRAM ASSESSMENT

The statistics to date and the responses received from the claimants who have attended the JSS indicate this model has produced very positive results. The JSS has provided a new nontraditional method for assisting claimants to enter the job market.

As of June 30, 1990, 8,713 applicants had completed JSS training. Of this number, 6,147 applicants have entered employment. The long range effects of this model go beyond the measure of the number who entered employment after attending the JSS. Some of the claimants who attended the JSS have become employed in key positions in companies, and they have a new opinion of TEC and the services provided. Some have already listed job openings with TEC, and others have called TEC to apprise other claimants who attended the JSS of the job leads. This model has succeeded in providing TEC an improved and more positive reputation in the communities involved.

Expansion of the job search seminar

Because of the positive results, TEC expanded the Job Search Seminar into all 10 regions in Texas during PY 1987, and made the decision to refer other applicants as well as claimants. In addition to the Richardson-Plano and Fort Worth-Downtown local offices, the Job Search Seminar has been implemented in the following local offices:

Amarillo	Fort Worth-Mid Cities
Austin-Central	Longview
Beaumont	Midland
Corpus Christi	Odessa
El Paso	San Antonio-Downtown
Houston-Southwest	Sweetwater

TEC will continue its pursuit of permanent funding for JSS operations. It is our intention to provide this much needed service in as many locations as possible.

STATE CONTACT

Sunya A. Alexander
Texas Employment Commission
(512) 463-2664

NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Claimant Placement Program

The Claimant Placement Program provides intensified employment services to unemployment insurance claimants.

DESCRIPTION OF THE PROGRAM

In 1985, the Washington State Legislative authorized the funding for a pilot project to provide special employment assistance to unemployment insurance claimants (Chapter 50.62, Revised Code of Washington). Based upon the success of that project, the Legislature removed the expiration date of the project in 1987 which allowed continued funding for a permanent program. For the 1987-89 biennium, the legislation authorized the Employment Security Department to provide:

- * Intensified employment services with the goal of accelerating the reemployment of 25,000 unemployment insurance claimants;
- * Priority service to claimants identified as potentially long-term unemployed (historic possibility of being unemployed 15 or more weeks) and/or and older worker (age 50 or older);
- * Assistance to agricultural employers in filling job openings; and
- * Maintenance of a longitudinal claimant database to be used for decision-making on major issues related to unemployment insurance projects.

Priority service is offered to older workers (age 50+) and claimants in occupations considered to have the greatest potential of becoming long-term unemployed (15 or more weeks). This program protects the solvency of the Washington State Unemployment Insurance Trust Fund by reducing the average length of a claimant's period of unemployment. This reduces the state's and employer's liability for payment of unemployment insurance benefits.

The Employment Security Department received an appropriation of \$6.35 million for the 1987-89 biennium for funding special employment assistance programs. Funding is provided through a special tax of 0.02 percent on employer payrolls, with an offsetting reduction in unemployment insurance tax rates of 0.02 percent for most employers. The net effect is that most employers are paying no additional taxes.

LEGISLATIVE PROVISIONS

Washington State Substitute Senate Bill No. 4196 enacted 1985 as well as House Bill No. 656 and Senate Bill No. 5393 enacted in 1987.

PROGRAM ASSESSMENT

Since implementation of the program in January 1986 through April 1989, Claimant Placement Program staff assisted 48,759 people to find work for whom Trust Fund Savings can be demonstrated. As a result, cost savings to the Trust Fund have exceeded the promised 2:1 ratio of Trust Fund dollars saved compared to program expenditure.

STATE CONTACT

Ron Tuvey
Claimant Placement Program Manager
(206) 438-4049

NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Job Search Skills Training Program

This program provides Job Search Skills Training (JSST) services to injured workers, determined to be "job ready" or "employable with transferable skills," referred to Employment Security by the Department of Labor and Industries (L&I) through contract, as a cost effective measure in the overall delivery of vocational rehabilitation services under RCW 51.32.095.

DESCRIPTION OF THE PROGRAM

The Job Search Skills Training program is provided to enhance the individual job search skills and assist L&I injured workers to become competitive in the local labor market. The JSST program provides a minimum of six hours of supervised, on-site participation and covers the following areas: interviewing skills, resume writing, application preparation, personal grooming/appropriate dress and motivational group dynamics.

PROGRAM ASSESSMENT

This program has been in existence since September of 1987 and operates on a voluntary participation basis. To date, 289 L&I clients have been enrolled. From the total enrollments, 100 completed the workshop; 70 partially attended and 109 did not show as scheduled. Results on the remaining 10 have not yet been reported. Of the total completed, 44 have entered employment.

STATE CONTACT

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L&I JSST Program Coordinator
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NAME OF STATE

WISCONSIN

TITLE/TYPE OF SERVICE

The ES Services to UC Claimants Project is a statewide program of job search assistance services. It is designed to expedite the reemployment of indefinitely separated UC claimants for the purposes of promoting economic self sufficiency and achieving savings to the state's UI Trust Fund.

DESCRIPTION OF THE PROGRAM

This program is jointly administered by Wisconsin's UC and Job Service Divisions. It is funded by UI interest and penalty revenue. Authorization to utilize these funds for this purpose is contained in the state's biennial budget. The anticipated 1991-1992 biennial budget is approximately \$2,528,000.

Under this program, UC Division personnel identify separated claimants for referral to the one day (six hour) job search skills workshop. Workshops are designed to bring claimants' work search skills current by addressing labor market trends, securing job leads, how to approach employers and effective job interviewing skills. Only those who are eligible for UC benefits are referred to the workshop. Early intervention is emphasized to provide services within the first four weeks of the benefit claim. This promotes early return to the workforce and maximizes UI trust fund savings. Workshop attendance is limited to once during a 12 month period. In addition, UC staff adjudicate benefit eligibility for those claimants failing to attend the scheduled workshop.

Job Service staff conduct the workshop and provide instruction on individual job search methods and referral to existing job openings. In addition, staff offer post-workshop services to claimants wishing additional individualized assistance. Job Service staff identify claimants needing special assistance in order to return to work as an integral part of the workshop. These claimants are encouraged to return for individualized enhancements. Appropriate referrals are made to support agencies when the need is identified.

Both divisions are responsible for evaluating the project and reporting the results to the legislature.

LEGISLATIVE PROVISIONS

20.445 (1) (gf) Employment Security Administration.

The provision of this service is provided for from the moneys received as interest and penalties collected under ss. 108.04 (1)(c) (employer penalty for aiding and abetting claimant fraud); (13) (c) (employer penalty for failure to file a timely required report resulting a benefit overpayment); and 108.22 (employer penalty for tardy filing of required reports). Use of the interest and penalty funds for the project is recommended by the governor and must be approved by the legislature.

PROGRAM ASSESSMENT

The overall quality of the six hour workshop has been rated by claimants as 92% good or excellent and 8%, satisfactory. On the average, 900-1100 UI claimants attend the workshop each month. Approximately 90% of the workshop participants who obtain employment also utilize the enhanced services offered such as assessment, counseling and testing.

An average of 400 participants return to work each month under the program. The estimated savings to the UI Trust Fund averages about \$295,000 monthly while program operation costs average about \$95,000. The program has consistently been cost effective and generates UI cost savings at a very high ratio vs. cost.

STATE CONTACT

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Gerald Gulseth
Job Service
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REGION VIII

REGION VIII

TITLE/TYPE OF SERVICE

Dislocated Worker Pilot - A Plan For Dislocated Workers And A New Way To Market Their Services.

DESCRIPTION OF PROGRAM

I. Introduction

A. Background of Study

The primary objective of the planned system is to serve those unemployed workers who are seen to have difficulty in returning to work. The proposal features early identification of dislocated workers. The system enables SESAs to use their existing automated files to identify characteristics of clients that are likely to experience difficulty in returning to a former occupation or industry.

An interlocking proposal is a new approach to market UI and ES applicants to the employer community. SESAs would use their existing automated file to create a bank containing a brief "Resume" of selected applicants registered with the SESA. The program would enable the SESA to send resumes to selected employers registered with the unemployment insurance division.

II. Methodology/Approach

- A. Data--The data necessary to operate the system resides in the SESA's automated files. For most agencies the data is maintained in the employer master, claimant master and the employment service master files. (See an example of the data elements residing in a typical SESA file in Appendix A)
- B. Design/Application---The plan contains two distinct systems. One plan is for identification of potential dislocated workers and the other is a plan which would generate a catalog of client resumes which would be mailed to the employer community. This is a plan to market the employment service as well as to expedite the placement of the unemployed individuals.

We believe that there is sufficient information available in the SESA's UI/ES automated files to identify a dislocated worker. A dislocated worker for the purpose of this plan is an individual that will be unlikely to return to his/her former job. The plan is to design a software program that profiles a dislocated worker. The profile will be matched against the SESA's UI and related claimant files to locate individuals that have the characteristics of a dislocated worker. The system is designed to enable SESAs to set the indicators or characteristics to best suit the particular run.

A detailed study, see appendix A., of the data elements would be part of the front end design phase of this project. The software should view the claimant related files to index and provide a ratio of numbers derived from a series of observations, with the results used to profile a dislocated worker. Possible hypotheses for testing follow.

Data Element	Logic
1. First Time Claimant?	Chances are great that a first time claimant is more likely to be dislocated than claimants that have had previous claim activity.
2. Base Period Wages Range from _____ to _____?	The higher the wages in relation to the States average total wages paid in covered employment could reflect former, now lost attachment to the labor force (particularly if coupled with data #1).
3. Age from _____ to _____?	An age range factor in the system could identify a dislocated worker.
4. Employer's total wages paid shows a _____% decline	If the employer, the claimant separated from, has a sharp decline in total wages reported, his business may be having economic problems.

- | | |
|---|--|
| 5. DOT Code | The SESA could create a table of DOT Codes that are known to be obsolete. The clients DOT could be matched against the table. |
| 6. Is claimant's base period employer active? | This would show if the claimants former employer is still in business. |
| 7. Eligibility Review Classification
this program's plan for the claimant. | Use SESA's eligibility review file to measure |
| 8. Employer standard Industrial Code (SIC) | The SESA could create a table of obsolete or declining industries. Accordingly, if the claimants base period employer falls into this category, it could have one or more characteristics of a dislocated worker |

As noted, this is an example of a few of the data elements of the UI/ES automated system that may be part of a program to identify dislocated workers. An in depth study of the SESA's UI/ES data base would be conducted to identify all of the data elements that could be used to profile a dislocated worker.

The clients that match the profile can than be sorted into various categories. The system should indicate which individuals are in demand, which are job ready, and which may need training, relocation or other assistance. Employment security professionals need to do the finished evaluation.

The system software should be designed to provide user flexibility in the selection of dislocated workers. The "profile" software will be matched against the employer and claimant master files and the system can be preset to handle only a certain volume of cases. Once an individual is identified his/her social security number and employer number would be used to connect the system (ES-UI-JTPA).

We plan a new approach to the placement of all job ready UI and ES clients. We suggest that the SESA use the existing files, "claimant, employer and employment service," to generate a "Book of Resume."

A review of the SESA's claimant, employer, and the employment service files shows that there is sufficient information available in the automated systems to create a brief resume of claimants and employment applicants. The following is an example of how a resume may appear:

	Pseudo#	Occupational Title	Brief Resume
#1	778652		
#2			
#3			
Citizenship, minimum acceptable salary, typing speed, dictation speed, last job title _____, description of duties and responsibilities _____			

years of schooling, highest degree, course taken, _____ tools/equipment operated, etc.			

Once the "Book of Resume" is created on the computer it should be organized and indexed into a document, or a catalog of talent and skills of the dislocated claimants that could be useful to the employer in shopping for employees even through they may not have any immediate needs.

Note that the employer master file contains the name and address of all of the employers subject to the employment security (UI Tax) laws of a given state. The record also contains the standard industrial code (SIC) of each employer and the quarterly employment as well as total wages paid to his employees for a period of four years. This information can be used to create a reference list of employers, for example, by size, zip code, sic, etc.

The Utah Department of Employment Security has developed, reviewed and tested a system for a microcomputer which contains an industry/occupational matrix. The system is used to project occupational employment and openings by industry. This system should be looked into to determine if the "resume" can be sorted to match specific DOTS for specific industries. See Appendix B.

All of this information is available in computer data bases throughout the Region. It is time to use the data as a marketing tool to benefit both unemployed workers and employers.

III. Results/Conclusions

The use of SESA's UI/ES automated files to identify dislocated workers is an idea that should be tested. The Region VIII executive staff feel this is an innovative concept and the Utah Employment Security Department is reviewing the plan to act as a pilot State. They have shown an interest in the plan and are currently reviewing their system to determine the amount of time and effort it would take to design and implement the system. The Data on identified dislocated workers could be used at State, Regional and National levels. The book of resume can be used by State economic development staff to identify and show the talents of the unemployed workforce. In addition, use by the employment service of the automated resume may become the focal point for more professional placement activity. It should encourage more employers to use/select UI/ES/JTPA clients.

IV. Appendices

- A. SESA's Computer Files
- B. Utah's Micro Matrix Support System.

REGION CONTACT

Del Sando, Regional Director for UI
(303) 844-2997

APPENDIX A

Employer File	Claimant File	Employment Service File
Account Number	Social Security Number	Social Security Number
Name & Address	Employer Acct No.	L.O. Identification No.
Zip Code	Name & Address	Occupational Title
Federal ID #	Telephone No.	1st Prim DOT #
Liabile Date	Zip	2nd DOT #
Eligibility Code	Sex	3rd DOT #
Reimbursable Code	DOT	Experience
SIC (Standard Ind Code)	Date of Birth	— Months
Ownership	Race Code	Last year worked
Aux	Years of Education	Occupational Code
Area Code	WBA (Weekly Benefit Amt.)	(always 9 digits)
Telephone #	Balance	Home Phone #
Total Wages	Bye (Ben Yr end)	Name & Address
year & quarter	Lst add-date	Date of birth
Employment	Lst work-date	Height
Total	Lst recon-date	Weight
1st mo. of qtr.	Lst file-date	Sex
2nd mo. of qtr.	Lst paid-date	U.S. Citizenship?
3rd mo. of qtr.	Lst sent-date	Accept. Proof of C.?
Payroll 4 years	Job Attached?	Transportation to work
Benefits chg by qtr	Returned to work	Drivers license
Inactive date	Disqualification data	class. by st. licensin
Audit Date	Issues	Availability
Cancelled date	WC=disputed wage cr.	Hours
Predecessor	DD=double dip	part time
Successor	DF=Dual filing (2 st.)	Minimum accept salary
Combination	DS=Disciplinary suspens	Days not available
Rate current year	FA=fail to apply sut.wk.	Shifts willing to work
Last year	FC=fail to acct .S.Wk.	Years of schooling
2nd year	FR=fraud	Highest degree
3rd year	IA-illegal alien	Veteran
4th year	LD=Labor dispute	type etc.
Pay code	MC=misconduct	Will accept emp. loc.
Elected coverage	MG=gross misconduct	# in family & home
Ratio	NV=not available	Attended school
Experience rate code	NA=not able to work	Vocational
Rate accum data	NS=not act. seek wk.	Business
Newsletter code	PA=prof. athlete	Technical
3 addresses	PN=pension	Name of school
ESP code	SE-self employed	courses taken
SIC roll code	ST=student	(up to 10 digits)
SIC old code	TH=teacher high educ.	Public assistance
Interest due/paid	TI=teacher educ. inst.	WIN information
Penalty paid & due	TS=teacher wk. staff	Physical capacities
Bankrupt code	VQ=voluntary quit	Will live in
Legal code	Veteran	Economically
		disadvantaged

Employer File

Claimant File

Employment Service File

Records place of
Business
Account
Multi-addresses

Wage record file
Social Security #
Year-qrt of wage
Total wages
Used wages
Flags

Wed=week end date
Bye-benefit yr. end
AMT.=check amount
EARNs=reported earning
RET=amt of retirement
Deducted
CS=child support deduct
PC=pay code
CK-DT=check date
CK-NO=check number
ABL=able to work
EB=program code
R=regular
E=EB
C=FSC
Transitional claim
Combined claim
UCFE

UCX
Duration
UI
UI-UCX
UI-UCFE
FIPS=State 2 digit code
CNTY=county 3 digit code
Return to work
IAS=interstate agent claim
VOC TRAINING=training
approval
XN wks=no. of consecutive
weeks of excess
earnings
CURR DURATION=No. of claims
continuously filed
weeks
WAGES=total wages reported
by employer
REIM=reimbursable code
0=non reimb.
1=State & Local Gov't
2=hospital & high educ.
3=nonprofit
4=flat rate
WAGES=total reported by empl.
Weeks of claims filed

Family income
Handicap code
Special services
County code
Date of application
Race/Ethnic - code
Type speed
Dictation speed
Seasonal farm worker
Training codes
Hour per week
Months worked
Work ending date
Company name
Job title (22 digits)
Salary
Description of duties
& responsibilities
44 digits
Additional information
(74 character field)

Previous Year Claim?
Itin PT
E/R date
Cat
Work search
Partial claim
Claimant history
Eligibility review
Specific DOT'S
Range of DOT'S from---to---
Duration
1 to 10
Scheduled reviews
Report to
On date
Time
BRRE ER IB-3 BEN II TC
Other
Date
SSN DOT Trans result schedule
Code Code Date
Interview time review itin pt
Date wk. end
date

APPENDIX B

Dear

The Utah Department of Employment Security (UDES), the Interstate Conference of Employment Security Agencies (ICESA), and the National Occupational Information Coordinating Committee (NOICC) are pleased to announce the availability of the Microcomputer Industry/Occupation MATRIX processing system. This system uses OES survey data and independently derived industry totals to project detailed occupational employment and openings by industry.

The system has been developed, reviewed and tested by each of the sponsoring agencies. Design assistance was provided by Bureau of Labor Statistics (BLS) staff. Preliminary versions of the system are installed and operating in seven states.

Those of you familiar with the previous mainframe processing system will find many new options available. Perhaps the most significant improvement is the greater opportunity to review and edit the data processed. The system provides for the incorporation of census data where no survey data are available. Additionally, the system can create estimates of self employed and unpaid family workers using BLS national ratios.

One copy of the software and documentation is available at no cost to State Employment Security Agencies or State Occupational Information Coordinating Committee (SOICC) under terms of a funding agreement with ICESA and NOICC. To obtain the software and documentation, please make a written request to:

Utah Occupational Projections Service Center
174 Social Hall Avenue
P.O. Box 11249
Salt Lake City, Utah 84147

To further insure your success with the system, the Utah Service Center will be available, through contract, to support individual states with training, data preparation, data production and other services. The support provided will, in most cases, bring state staff to full proficiency in preparing and processing data faster and at a lower cost than would be possible without such assistance.

Sincerely,

Floyd G. Astin
Administrator
UDES

William L. Heartwell, Jr.
Exec. Vice President
ICESA

Juliette N. Lester
Exec. Director
NOICC

PREFACE

The Utah Department of Employment Security has been operating a regional processing center for Industry/Occupation MATRIX data for the past four years. During this period we have gained a broad base of experience in the occupational data needs of the various client state agencies.

This experience pointed out the need for an interactive system for processing MATRIX data, preferably on a micro-computer. Thanks to a funding agreement with the Interstate Conference of Employment Security Agencies (ICESA), and the National Occupational Information Coordinating Committee (NOICC), a micro-computer version of the Industry/Occupation MATRIX System will become a reality.

The software as well as a documentation and procedures manual for this Microcomputer MATRIX System will be provided to all interested states, at no charge, under terms of the ICESA/NOICC funding. To further insure the success of the System, the Utah agency will be available, on contract, to support states with training data preparation, and other services. This brochure provides information on the support services available from the Utah agency.

What 'Micro MATRIX Support Service' Means

1. Installation of the software and system files on the Client State Agency's personal computer during an on-site visit of up to one week. Installation will include successfully running at least one set of occupational projections and their accompanying reports using the Client State Agency's own data.
2. Downloading, concatenating, and formatting the following essential system files to the Micro MATRIX System:
 - A. The state specific Summary Estimates Files for the three survey years being used.
 - B. The state specific Industry Control Totals (ICT) File.
 - C. The National Survey Processing and Management (SPAM) Parameter Files for the three specific survey years being used. This also will include codes for non-surveyed industries that are included in the Matrix projections.

- D. The Bureau of Labor Statistics (BLS) National Matrix File which is used for substitute occupational patterns.
 - E. The state specific Census MATRIX which is used for the enhance portion of the System.
 - F. The Census Occupation Code to BLS Matrix Occupation Code Cross-walk. This crosswalk is used to translate the Standard Occupational Classification (SOC) based Census occupation codes to BLS Matrix codes for use in the System.
 - G. The BLS National Change Factors File. In addition, change factors for two-digit Standard Industry Classifications (SIC's) occupational detail, which were created using a weighted average methodology corresponding to the national Matrix file, will be included.
 - H. The NOICC state specific Separation Rates File. Some separation rates on the original file are coded in the SOC based Census coding structure. On this file, they have been crosswalked to the BLS Matrix coding structure and merged with a second file for use in the System.
 - I. The Industry Directory. This will include the most recent version of the BLS approved Matrix codes and industry titles.
 - J. The Occupation Directory. This will include the most recent version of BLS approved Matrix codes and occupation titles.
 - K. The BLS state specific Federal Government Occupation Pattern File.
- 3. Consultation, training, and support services from the staff economists of the Utah Occupational Projections Service Center. The Utah Center has been processing the MATRIX System for a variety of states since 1982.
 - 4. The Micro MATRIX system and software will be supported by the Utah Service Center staff for a period of two years.
 - 5. Consistency in processing and formatting of the essential system files.

6. A clear understanding of system requirements. This provides the user a self-assuredness of successfully installing the Micro MATRIX System independently during the next round of projections.
7. Learning is fast and friendly. All stumbling blocks are cleared away.
8. Discussion of a broad range of Micro MATRIX related issues. Client State suggested topics will be treated in addition to the following.
 - . Managing the Micro MATRIX System
 - . Analyzing data formats and output
 - . Managing files on diskettes
 - . Setting up fixed disk root directories & subdirectories
 - . File space availability on fixed disk
 - . Device support
 - . Backup techniques
 - . Response time considerations
 - . Managing multiple sub-area matrices
9. Fast answers to your questions. A definitive source of answers to any question regarding the system and its use.
10. Continual downloading of Micro MATRIX data files for the period of the contract.
11. The user will receive all updated essential system files transferred to diskette and formatted to the Micro MATRIX System as released by BLS.
12. Clearing house services for implementation and dissemination of system enhancements recommended by Client States, BLS, NOICC, ICESA, and other user groups.
13. Complete laser printing of all final Micro MATRIX reports.
14. Help to allay anxiety.

PROGRAMS PROPOSED BUT NOT ENACTED

NAME OF STATE

OREGON

TITLE/TYPE OF SERVICE

Apprenticeship Training Diversion--This proposed legislation would have created an account to defray costs of persons participating in apprenticeship and training programs by diverting a percentage of Unemployment Insurance Trust Fund monies to establish the account. The legislation was never adopted.

DESCRIPTION OF THE PROGRAM

For the quarter ending March 31, 1988 .03% of the tax remitted by the employer for unemployment compensation tax would be diverted into a fund separate from the trust fund to assist in defraying the costs and expense of individuals participating in apprenticeship and training programs administrated by an agency other than the State Employment Security Agency.

LEGISLATIVE ANALYSIS

For the first biennium, total dollar reduction in the trust fund would amount to 11,355,800 (lost tax assessments plus interest). In the 89-91 biennium, there would be an additional decrease in the trust fund as the result of lost interest in the amount of \$1,929,100. There is no information available indicating to what extent reemployment assistance would be enhanced by support of this kind. Additionally, it would cost the State Agency approximately \$5000 to handle the cost associated with the collection and disbursement of funds.

STATE CONTACT

Richard Van Pelt
Employment Division, Program Support
(503) 373-1645.

NAME OF STATE

OREGON

TITLE/TYPE OF SERVICE

Dislocated Worker Placement Centers--This proposed legislation provided for the establishment of dislocated worker centers throughout the community college system to assist workers in obtaining meaningful employment. The bill did not pass.

DESCRIPTION OF PROGRAM

Each community college would operate a dislocated worker center where individuals who are unemployed or underemployed, or whose occupation is substantially affected by economic or technological change can be served. Services to be provided would include career evaluation, resume preparation, job placement, and other support services. The legislation directs the community college to consult with the State Agency.

LEGISLATIVE ANALYSIS

The legislation, as proposed, does not directly impact the State Agency. It does duplicate some services already offered through JTPA and TAA programs, thus tending to fragment rather than consolidate resources.

STATE CONTACT

Richard Van Pelt
Employment Division, Program Support
(503) 373-1645

NAME OF STATE

OREGON

TITLE/TYPE OF SERVICE

Older Unemployed Persons Program--This proposed legislation would have provided intensive reemployment assistance to individuals who meet the definition of Older Unemployed Person. Provides for the advocacy of Older Unemployed Persons by providing placement services specifically tailored to the needs of this particular target group, thereby enhancing the participants employability and quality of life.

DESCRIPTION OF THE PROGRAM

With funding continuously appropriated from the Oregon State Lottery, designated staff would provide intensive job placement assistance, advocacy, and specialized training to individuals who are: (1) over the age of 50 and unemployed, including voluntary retirees who desire to return to work; (2) any individual between the ages of 40 and 49 years of age who has been unemployed six months; and (3) a displaced homemaker between 40 and 50 years of age who is required to support herself and any dependents. Staff people would be required to maintain demographic information appropriate or necessary to the development of a statistical profile of older unemployed applicants.

LEGISLATIVE ANALYSIS

No information is available regarding acceptance or utilization by the employer community. The bill was defeated in committee due to budgetary and funding problems. Projected costs for the first biennium, including additional staff, training, advertising, and other costs associated with program implementation would have been approximately \$2,561,902.

STATE CONTACT

Richard Van Pelt
Employment Division, Program Support
(503) 373-1645

NAME OF STATE

OREGON

TITLE/TYPE OF SERVICE

Wage and Fringe Benefit Subsidy--The proposed legislation provided monetary incentives to an employer to hire and employ unemployed individuals meeting specific criteria by paying for wage and fringe benefits of eligible employees. It encouraged employers to fill positions which would not otherwise have been filled in the absence of the subsidy with difficult-to-place individuals.

DESCRIPTION OF PROGRAM

The program would have appropriated monies from the State's General Fund to establish a Wage Incentive Program Account. The Employment Security agency would be responsible for program administration including certification and monitoring of program participants (both employer and employee), fund disbursement, and retrieval of payments erroneously made. Additionally, the agency field personnel would be responsible for matching an employer's job requirements with applicant skills, and compiling of documentation supporting certification of participants. The program would require that the employee be: (1) a resident of the state for 30 days or more; (2) be unemployed and have exhausted unemployment compensation benefits; (3) be unemployed at least 6 weeks beyond the exhaustion of the unemployment claim; (4) does not have a valid claim for unemployment benefits; (5) is not receiving workers' compensation benefits; (6) is determined to be likely to be available for employment for the duration of the job. Allocation of funds among employers would be based upon: (1) employers demonstrating a high potential for growth and long-term job creation; (2) labor intensive; (3) have their primary place of business in the state; (4) are principally engage in the manufacture of goods for export beyond the borders of the state; (5) make high use of the state's resources; (6) are in economic areas or regions of highest unemployment; (7) and will employ individuals from among those groups in society with historically high unemployment rates.

LEGISLATIVE ANALYSIS

The legislation as proposed was not adopted by the legislature. There is no information available on potential acceptance by the employer community, or an evaluation of participation levels of unemployed individuals meeting eligibility criteria. No information is available on the cost-benefit of the program as the result of increased tax revenue, long-term job creation et al.

STATE CONTACT

**Richard Van Pelt
Employment Division, Program Support
(503) 373-1645**

NAME OF STATE

TENNESSEE

TITLE/TYPE OF SERVICE

These programs were proposed but not enacted.

1. Relief of Charges of Benefits Paid to Claimants Hired Through Job Service and Laid Off During a Probationary Period

DESCRIPTION OF PROGRAM

Employers who hire claimants who have been referred to them by Job Service would be allowed to have a probationary period for such claimants. If the claimant does not work out and is terminated while the claimant is still in the probationary period, the employer would not be charged for any benefits paid to that claimant which were based on wages paid to the claimant during the probationary period.

Granting employers non charges for benefits paid to claimants they hired and then laid off during the probationary period would give employers an incentive to use Job Service and to hire claimants.

2. Experience Rating Credit for Hiring Claimants

DESCRIPTION OF PROGRAM

Employers who hire claimants would receive credit for experience rating purposes. The credit would be added into the employer's reserve changing the reserve ratio formula from:

$$\frac{\text{Cumulative taxes} - \text{Cumulative benefits}}{\text{average taxable payroll for last three years}} = \text{Reserve Ratio}$$

to

$$\frac{\text{Cumulative taxes} - \text{Cumulative benefits} + \text{Cumulative credit}}{\text{Reserve Ratio average taxable payroll for last three years}}$$

The credit would be either a set dollar amount per claimant or would be based on the individual claimant's weekly benefit amount (WBA).

It is assumed that an experience rating credit would give employers an incentive to hire claimants which in turn would lower the overall payout.

3. One-Time Lump Sum Payment

DESCRIPTION OF PROGRAM

This program would encourage claimants to enter self-employment is to allow them to take a one-time lump sum payment of their benefits rather than draw a weekly amount of benefits in the regular manner.

4. A Tiered System of Paying Benefits

DESCRIPTION OF PROGRAM

This program would encourage claimants to return to work sooner would be designed to pay a lesser amount of benefits for each week during the first two tiers and a greater amount of benefits for each week during the final tier. For example the WBA for week 1-5 would be reduced by 20%. Then the WBA for weeks 6-10 would be reduced by 10%. Then all other weeks would pay an equally divided amount of the balance of total benefits.

(WBA=\$100 for 26 weeks for a total of \$2,600. The WBA for weeks 1-5 would be reduced by 20% to 80%. The WBA for weeks 6-10 would be reduced by 10% to \$90. The WBA for weeks 11-26 would be an equally divided amount of the balance of benefits of \$109.375. To avoid paying a portion of a dollar on each remaining check, weeks 11-25 would pay 109 and week 26 would pay \$115.)

The reduction proposed in this system should not be severe enough to financially hurt any claimant but simply prompt them into rejoining the work force sooner. Since most claimants will have more money immediately following a separation, this system may even be more beneficial to the long term unemployed by providing a greater weekly benefit amount after ten (10) weeks of unemployment.

5. Payment of the Reduced Benefits to Claimants Who Return to Work Within Five (5) Weeks

DESCRIPTION OF PROGRAM

This program would encourage claimants to return to work sooner would be used in connection with the three tiered system of paying benefits mentioned above. This method would allow the claimant returning to work within payable weeks 1-5 to receive the amount of reduced benefits for those weeks. A claimant would only be allowed this payment once during a claim series, and it would not apply to partial claimants or those on a temporary layoff of less than seven (7) weeks.

6. Payment of the Waiting Period Week to Claimants Returning to Work Within Five (5) Weeks

DESCRIPTION OF PROGRAM

This program would encourage claimants to return to the work force sooner is to compensate those claimants who find a job within five (5) weeks and remain working for a set period of time with a bonus. The bonus would come in the form of payment for the waiting period week, and a system of employment verification and payment would be developed.

STATE CONTACT

Rayburn Traugher, Commissioner
Department of Employment Security
(615) 741-2131

NAME OF STATE

WASHINGTON

TITLE/TYPE OF SERVICE

Washington Employment Futures - This proposed legislation would increase training and other assistance to Washington Workers to ensure competitiveness in the workforce of the future.

DESCRIPTION OF THE PROGRAM

Washington State is starting to experience a shortage of skilled workers. With fewer new entrants to the labor force, the state must concentrate its efforts on keeping its workers current with the rapid changes in technology.

Current funding for retraining is inadequate to meet the needs of the state. The "Washington Futures" bill was introduced in the 1989 legislative session to provide funding for the retraining of the workers in this state.

Program funds would be generated through a special offset of 0.06 percent of the Unemployment Insurance tax paid by employers. Most employers would not experience an increase in their taxes. State general funds would not be involved.

This program would provide money for vocational training, upgrading skills, literacy training and related services to prepare workers for the jobs of the future. It would be delivered through the existing employment and training system to keep costs down.

PROGRAM ASSESSMENT

This proposal was introduced during the 1989 legislative session. Although the bill received favorable support it did not pass. We expect consideration of this legislation to be reviewed during the 1990 session.

STATE CONTACT

Rafael Colon
Training and Employment Analysis Division
(206) 438-3184

UI OCCASIONAL PAPER SERIES

The Unemployment Insurance Occasional Paper Series presents research findings and analyses dealing with unemployment insurance issues. Papers are prepared by research contractors, staff members of the unemployment insurance system, or individual researchers. Manuscripts and comments from interested individuals are welcomed. All correspondence should be sent to:

UI Occasional Paper Series
UIS, ETA, Department of Labor
200 Constitution Ave, N.W. Room S4519
Washington, D.C. 20210

Arrangements have been made for the sale of most of the reports in the series through a Federal information and retrieval system, the National Technical Information Service (NTIS). Copies of the reports are available from NTIS in paper or microfiche. The NTIS accession number and the price for the paper copy are listed after the title of each paper. The price for a microfiche copy of a paper is \$4.50. To obtain the papers from NTIS, the remittance must accompany the order and be made payable to:

National Technical Information Service
U.S. Department of Commerce
5285 Port Royal Road
Springfield, Virginia 22161
Telephone: (703) 557-4650

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