

**Employment Research in Brief:  
An Annotated Bibliography of  
ETA-Sponsored Studies**

November 23, 2011

Annalisa Matri  
Emily Evans  
Stacy Pancratz  
Carrie Wolfson



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Rm. N-5641, 200 Constitution Ave., NW  
Washington, DC 20210  
Project Officer: Bogdan Tereshchenko

Submitted by:  
Mathematica Policy Research  
P.O. Box 2393  
Princeton, NJ 08543-2393  
Telephone: (609) 799-3535  
Facsimile: (609) 799-0005  
Project Director: Annalisa Mastri

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## **DISCLAIMER**

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## INTRODUCTION

The U.S. Department of Labor (DOL), Employment and Training Administration (ETA) sponsors numerous research studies, evaluations, and pilots and demonstrations on a broad range of topics relevant to the agency's mission. This annotated bibliography provides a summary of research publications ETA has released since 1995, as selected by researchers from Mathematica Policy Research (Mathematica) with guidance from ETA staff. The summarized publications include research, evaluation, and demonstration reports, as well as other papers and sets of policy recommendations. Each summary presents key points from its associated publication, including keywords, research objectives, study sites (when applicable), data sources, analytical methods, and findings. These publications were not reviewed for quality or strength of design, and their inclusion in this bibliography does not imply any endorsement of their design, methods, or content by ETA or Mathematica.

### How to Use the Annotated Bibliography

The annotated bibliography contains the citations and summaries of 124 ETA-sponsored publications. Each summary contains a citation followed by a clickable hyperlink that will take the reader to the publication's Web page on the ETA online research database, <http://wdr.doleta.gov/research/>, where the full text is easily accessible.

This bibliography is organized by topic, with the related publications listed below each topic heading; topics with a large number of entries are further divided into subtopics. Publications that pertain to more than one topic are summarized in the section where they are most germane, with a cross-reference included in the other section(s). Readers interested in a particular topic can use the Bookmarks feature to navigate directly to that section of the document's electronic version.

Bibliographic entries are organized in the following sections, presented in decreasing order of number of publications:

- Workforce Investment Act
  - Job Corps
  - Youth Activities
  - Training
  - Other Services and One-Stop Systems
- Unemployment Insurance
- Youth Programs Other than WIA
- Training Programs Other than WIA
- Literacy
- Population-specific Programs
- Older Workers
- Trade Adjustment Assistance
- Labor Market Research
- Reentry Programs
- Entrepreneurship Training
- Registered Apprenticeship

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- Welfare-to-Work
- Services to Military Personnel, Veterans, and Military Spouses

At the beginning of each topic or subtopic section, an introductory paragraph provides a description of the topic or subtopic and a road map to the publications summarized in that section. Summaries are presented in the order set forth by the section's road map.

## Definitions of Frequently Used Acronyms

The annotated bibliography includes some frequently used acronyms. These acronyms are defined and briefly described once below and not subsequently written out in the text of the annotated bibliography. For more information on many of these topics, we encourage you to visit ETA's Web site at <http://www.doleta.gov>.

- BLS** Bureau of Labor Statistics. BLS, of the U.S. Department of Labor, is the principal Federal agency responsible for measuring labor market activity, working conditions, and price changes in the economy. Its mission is to collect, analyze, and disseminate essential economic information to support public and private decision making.
- DOL** United States Department of Labor. DOL is a Federal department consisting of numerous regulatory, enforcement and grant-making agencies committed to promoting the welfare of American workers, job seekers, and retirees; improving working conditions; and ensuring work-related benefits and rights.
- ES** Employment Services. ES, provided by states under the Wagner-Peyser Act, include labor exchange services, job search assistance, and help with résumés and cover letters. ES are often closely linked with unemployment insurance (UI) and Workforce Investment Act of 1998 (WIA) services, sometimes through co-location.
- ETA** Employment and Training Administration. ETA is the DOL agency responsible for administering the UI and WIA programs; it provides formula and discretionary grants to state workforce agencies and other parties and provides policy guidance and technical assistance to the public workforce system and its partners.
- GED** General Educational Development. The GED test is taken to obtain evidence of academic attainment equivalent to that of a high school graduate.
- JTPA** Job Training Partnership Act of 1982. JTPA was the authorizing legislation for the public workforce system before the passage of WIA.
- NJCS** National Job Corps Study. NJCS was a random assignment impact evaluation of the Job Corps program performed in the 1990s.
- TAA** Trade Adjustment Assistance. TAA is a Federal program that provides income support, training, and related services to workers who have been negatively affected by foreign trade.

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- TANF** Temporary Assistance for Needy Families. TANF, which superseded Aid to Families with Dependent Children in 1997, is a block grant program to states to provide cash assistance and other supports while helping recipients transition to self-sufficiency through employment.
- UI** Unemployment Insurance. UI is a Federal-state partnership that offers temporary wage replacement to individuals who are involuntarily unemployed.
- WIA** Workforce Investment Act of 1998. WIA, which superseded JTPA, is the authorizing legislation for the workforce investment system. WIA distinguishes between core services (e.g., job search assistance), intensive services (e.g., assessments), and training, which is provided through the use of individual training accounts.

## WORKFORCE INVESTMENT ACT

This section contains summaries of publications on programs that operate under the auspices of WIA. WIA, which superseded JTPA, is the authorizing legislation for the workforce investment system. WIA programming includes services for adults, dislocated workers, and youth, as well as programs to respond to mass layoffs. In addition, WIA reauthorized the Job Corps program.

WIA distinguishes between three levels of services for adults and dislocated workers: core services (e.g., job search assistance), intensive services (e.g., assessments), and training, which is provided through the use of individual training accounts. WIA also mandated the establishment of One-Stop Career Centers, which are comprehensive service centers integrating WIA, ES, and other work-related services. Staff from partner agencies, such as TANF and Vocational Rehabilitation, are often co-located in One-Stop Career Centers.

The studies in this section are broadly grouped into the following categories: Job Corps, Youth Activities, Training, and Other Services and One-Stop Career Centers.

### Job Corps

Job Corps, established in 1964 and administered by DOL, offers academic instruction, career technical training, residential living, health care, counseling, and job placement assistance to eligible youth ages 16 to 24 from households that meet specified income criteria. Job Corps is the largest comprehensive educational and training program for disadvantaged youth, serving over 60,000 new participants every year in over 100 centers. Many Job Corps participants have previously either left school without a diploma or experienced academic difficulties in high school.

NJCS was an experimental evaluation of Job Corps based on a national sample of eligible applicants to the program between November 1994 and December 1996. Of 81,000 eligible applicants, more than 15,000 were randomly assigned to either the program group, which could enroll in Job Corps, or the control group, which was not allowed to enroll in Job Corps for three years. Participants enrolled in 105 different Job Corps centers across the country; 23 of the centers were visited as part of the implementation study. The NJCS followed both groups for four years, with participant interviews conducted at baseline and at 12, 30, and 48 months after random assignment (11,313 respondents, or about 80 percent of the original sample, participated in the 48-month interview). Subsequent longer-term follow-up was conducted using administrative data. NJCS examined service receipt by the program and control groups as well as impacts on education, employment, earnings, involvement with the criminal justice system, and other outcomes. A number of reports and other publications resulted from the NJCS, including impact and benefit-cost reports; other related reports, including implementation and process studies; and methodological reports.

This subsection summarizes a number of publications that examine Job Corps. The majority resulted from the NJCS, while others relate to facets of the program not directly examined in that study.

**NJCS Impact and Cost-Benefit Reports**

The NJCS included three waves of reports stemming from the impact analyses. The first wave was based on the results from the 30-month follow-up interview of participants; the second wave was based on the 48-month follow-up interview; and the third wave was based on the results from administrative data collected through 2004, which was roughly eight to ten years after participants had been randomly assigned. This subsection presents the results of these studies. The report pertaining to the 30-month follow-up interview results (Schochet et al. 2000) is summarized first, followed by the reports pertaining to the 48-month follow-up interview results (Burghardt et al. 2001; McConnell and Glazerman 2001; and Schochet and Glazerman 2001). Finally, the study of the long-term follow-up (Schochet et al. 2006) is presented.

Schochet, Peter Z., John Burghardt, and Steven Glazerman. "National Job Corps Study: The Short-Term Impacts of Job Corps on Participants' Employment and Related Outcomes." Princeton, NJ: Mathematica Policy Research, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2214&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2214&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth, credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** This study sought to determine the short-term (as measured by a 30-month follow-up interview) impacts of Job Corps on participant employment and related outcomes, such as involvement with the criminal justice system and the receipt of public assistance.

**DATA AND METHODS:** A total of 11,787 participants completed the 30-month interview. The study determined the short-term effectiveness of Job Corps by comparing outcomes of participants in the program and control groups. It also examined whether the outcomes for different groups of participants (females versus males and residential versus nonresidential) varied.

**SUMMARY OF FINDINGS:** Job Corps appeared to have some positive short-term impacts on participants' educational and vocational achievement; Job Corps participation was associated with a higher level of GED and vocational certificate attainment, but had no effect on college attendance rates. The program provided the greatest gains for groups at special risk of poor earnings outcomes, such as very young students, older students without a high school diploma or equivalent, and young mothers.

Earnings outcomes were positive for all groups of nonresidential Job Corps participants, but only women with children showed increased earnings outcomes in the residential program. The significant time participants devoted to education and training activities muted any earnings effects at 30 months.

Burghardt, John, Peter Z. Schochet, Sheena McConnell, Terry Johnson, R. Mark Gritz, Steven Glazerman, John Homrighausen, and Russell Jackson. "Does Job Corps Work? Summary of the National Job Corps Study." Princeton, NJ: Mathematica Policy Research, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2259&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2259&mp=y&start=141&sort=7).

McConnell, Sheena, and Steven Glazerman. "National Job Corps Study: The Benefits and Costs of Job Corps." Washington, DC: Mathematica Policy Research, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2258&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2258&mp=y&start=141&sort=7).

Schochet, Peter Z., and Steven Glazerman. "National Job Corps Study: The Impacts of Job Corps on Participants' Employment and Related Outcomes." Princeton, NJ: Mathematica Policy Research, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2272&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2272&mp=y&start=141&sort=7).

**KEYWORDS:** Job Corps, youth, credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** These reports summarize the results of the NJCS four-year impact analyses (based on the 48-month follow-up interview), process study, and cost-benefit analysis.

**DATA AND METHODS:** Data were obtained from participant intake forms, interviews with participants, site visits to 23 centers, and surveys of associated agencies and centers.

The impact of Job Corps was estimated by comparing the outcomes of the program and control groups. Qualitative analyses were used for the process study. For the cost-benefit analysis, the researchers assigned a dollar value to each outcome. The study considered the output from paid work and its associated tax revenues, the use of other government services (training programs and public assistance), and criminal offending. The researchers then compared the program's benefits with its costs.

**SUMMARY OF FINDINGS:** The process study showed that Job Corps centers had effectively implemented the program model.

Job Corps had a number of positive impacts (since the average length of stay in Job Corps was about eight months, the findings reflect both in-program and post-program experiences):

- Participants received the equivalent of an additional year of education and training services and improved their functional literacy. Ninety-three percent of treatment group members engaged in education and training compared with 72 percent of the control group. Participation in Job Corps increased the likelihood of obtaining a GED, but decreased the likelihood of graduating from high school.
- Participants experienced an increase in earnings, amounting to an average of \$1,150 in the fourth year of the study.

- Participants had lower involvement in crime, with the arrest rate 16 percent lower than for the control group, and lower rates of public assistance receipt, receiving an average of \$640 less in benefits over the four-year period.
- Participants in both residential and nonresidential Job Corps centers benefited from the program.
- Job Corps did not affect college attendance or completion rates and had only a minor impact on perceived health, independent living, and the use of child care. Finally, in contrast to the full sample, Hispanic and 18- and 19-year old participants showed no improvements in employment or earnings.

The cost-benefit analysis indicated that the benefits to society from reduced crime and public service use totaled \$3,400 per participant, mainly because participants attended high school for slightly less time and had lower murder and burglary rates than control group members. Based on the impact analyses, an average participant's lifetime economic output was extrapolated to be \$27,500 higher than that of a control group member. The program cost to society was approximately \$14,100 per participant. Thus, considering costs and benefits, Job Corps produced a net benefit to society of \$16,800 for each participant.

Schochet, Peter Z., John Burghardt, and Sheena McConnell. "National Job Corps Study and Longer-Term Follow-Up Study: Impact and Benefit-Cost Findings Using Survey and Summary Earnings Records Data: Final Report." Princeton, NJ: Mathematica Policy Research, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2341&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2341&mp=y&start=101&sort=7).

**KEYWORDS:** Job Corps, youth, cost-benefit analysis

**TOPIC AND RESEARCH OBJECTIVES:** This study of longer-term outcomes built upon the 48-month interview findings by using study participants' administrative earnings records beyond the four-year observation period. It sought: (1) to examine longer-term effects of Job Corps on participants' outcomes; (2) to examine whether these effects differed across various subgroups; and (3) to determine whether the program was cost-effective when longer-term program impacts were considered.

**DATA AND METHODS:** This study used two types of data to analyze program impacts: (1) interviews conducted with the program group and control group over the four-year period following random assignment and (2) annual administrative earnings records from the Internal Revenue Service from 1993 to 2004, covering the ten years after random assignment. Program cost data were used for the cost-benefit analysis.

Outcomes of interest, such as education, employment, and criminal activity, were compared for the program and control groups to estimate impacts of the program using weighted difference-in-means estimates and regressions. A cost-benefit analysis was also carried out.

**SUMMARY OF FINDINGS:** Although participants experienced gains in earnings during the first two years after program exit (years three and four following random assignment), estimated earnings gains in years five to ten were near zero. However, for participants ages 20 to 24, increases were observable through the tenth year of observation. Because of the limited impact on earnings, the societal benefits of the program did not exceed its costs over the ten-year observation period, except among older participants.

## **Other NJCS Reports**

The wealth of data collected through the NJCS also gave rise to a number of topical reports, which are summarized in this subsection:

- Three studies examined whether NJCS impacts were related to center characteristics (Fortson and Schochet 2011 and Burghardt and Schochet 2001) or participants' achievement of certain program milestones (Gritz and Johnson 2001).
- One study examined program impacts on literacy, which was not examined in the primary impact report (Glazerman et al. 2000).
- Four studies described participants' characteristics and experiences (Garcia 2007; Johnson et al. 2000; and Schochet 1998a and 1998b).
- One report discussed the process analysis (Johnson et al. 1999).

Fortson, Jane, and Peter Z. Schochet. "Analysis of Associations between Contemporaneous Job Corps Performance Measures and Impact Estimates from the National Job Corps Study." Princeton, NJ: Mathematica Policy Research, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2461&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2461&mp=y&start=1&sort=7).

**KEYWORDS:** Job Corps, youth, performance measurement

**TOPIC AND RESEARCH OBJECTIVES:** This study sought to build upon the findings of NJCS by examining the relationship between Job Corps centers' impacts and performance ratings, based on the outcome measurement system and regional office reviews.

**DATA AND METHODS:** The study used performance measures data for program years 1994 to 1996, in conjunction with NJCS experimental data on center-level impacts on educational engagement and attainment, arrests, and employment and earnings. They then investigated whether regression-adjusted measures of center performance could help distinguish between centers with large and small impacts.

**SUMMARY OF FINDINGS:** The study found that there was generally no correlation between impacts and centers' performance. Even performance measures that were regression-adjusted for participant characteristics were not correlated with center-level impacts. No particular subgroups of centers showed a significant relationship between impacts and performance ratings.

Burghardt, John, and Peter Schochet. "National Job Corps Study: Impacts by Center Characteristics." Princeton, NJ: Mathematica Policy Research, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2256&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2256&mp=y&start=141&sort=7).

**KEYWORDS:** Job Corps, youth, performance measurement

**TOPIC AND RESEARCH OBJECTIVES:** Job Corps centers can be operated under DOL contract by either private organizations or agencies of the U.S. Department of Agriculture and the U.S. Department of the Interior; centers run by these agencies are called Civilian Conservation Centers (CCCs). CCCs tend to be small and located in rural areas. As part of the NJCS, the research team sought to determine whether participants' employment and related outcomes varied by the characteristics of the Job Corps center they had attended. In particular, the study focused on the type of center operator, center size, region of the country, and the center's performance ranking.

**DATA AND METHODS:** Before an eligible applicant was assigned to an experimental group as part of NJCS, admissions counselors recorded the name of the center that they thought each applicant was likely to attend. These predictions turned out to be remarkably accurate, a result likely helped by the fact that most applicants were assigned to a nearby location. The authors compared the outcomes of program group members in centers with a particular characteristic with the outcomes of control group members who were designated for the same centers. Outcome data were obtained from interviews with participants over four years following intake.

**SUMMARY OF FINDINGS:** Center characteristics were not found to be strongly associated with participants' outcomes throughout the four-year study. Participants attending contract centers and CCCs had similar rates of GED and vocational certificate attainment, earnings gains, and arrest reduction. Participants at centers of all sizes experienced positive education and earnings outcomes. Those in larger centers had greater education and employment gains, whereas those in smaller centers had greater reductions in arrests. Regional differences did not affect most outcomes, although participants in some regions had statistically insignificant earning gains compared with their control group counterparts. The center's performance level did not affect outcomes.

Gritz, Mark, and Terry Johnson. "National Job Corps Study: Assessing Program Effects on Earnings for Students Achieving Key Program Milestones." Seattle, WA: Battelle Memorial Institute, 2001. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2257&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2257&mp=y&start=141&sort=7).

**KEYWORDS:** Job Corps, youth, credential attainment, occupational training, GED

**TOPIC AND RESEARCH OBJECTIVES:** As part of the NJCS, this report sought to determine whether Job Corps participants who achieved key program milestones, namely a GED or vocational training certificate, experienced different program impacts on earnings in the fourth year after random assignment (that is, well after program exit) than those participants who did not.

**DATA AND METHODS:** This report included only participants who completed the 48-month follow-up interview. Researchers matched program group participants with similar control group participants based on characteristics associated with the attainment of milestones of interest; therefore, Job Corps participants were matched to control group members who were, for example, initially similarly likely to attain a GED certificate.

Data were obtained from interviews with participants over four years following intake and the Job Corps Student Pay, Allotment, and Management Information System.

**SUMMARY OF FINDINGS:** Nearly all of the positive program impacts found in the NJCS were attributable to those participants who completed vocational training or obtained a GED while enrolled. Students who completed vocational training experienced average earnings increases of \$40 to \$50 per week by the fourth follow-up year over the comparison group, whereas those who did not complete training saw no increase. Similarly, students who earned a GED while enrolled in Job Corps experienced an average earnings increase of \$60 to \$70 per week by the fourth follow-up year, whereas those who did not had earnings similar to those of nonparticipants.

Glazerman, Steven, Peter Schochet, and John Burghardt. "National Job Corps Study: The Impact of Job Corps on Participants' Literacy Skills." Princeton, NJ: Mathematica Policy Research, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2223&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2223&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth, literacy, numeracy

**TOPIC AND RESEARCH OBJECTIVES:** This substudy sought to determine the impact of Job Corps on participants' functional literacy.

**DATA AND METHODS:** A subsample of the program and control groups was randomly selected for this substudy. In total, 7,348 sample members were eligible for the literacy skills substudy; 1,875 were randomly selected from the program group and 1,875 from the control group. Individuals in the study took the assessment used for the National Adult Literacy Survey—which measures prose literacy (understanding texts), document literacy (locating and using information in tables, charts, graphs, and maps), and quantitative literacy (performing arithmetic operations)—in conjunction with the 30-month NJCS follow-up interview. Performance scores on each of these literacy dimensions range from 0 to 500. The authors determined program impacts by comparing the scores of the program group members with those of the control group members. They also performed subgroup analyses.

**SUMMARY OF FINDINGS:** Job Corps had a statistically significant positive, albeit small, impact on participants' functional literacy skills. Specifically, participation in Job Corps increased test scores by an average of four points on the prose literacy scale, two points on the document literacy scale, and five points on the quantitative literacy scale. Impacts were largest for older youth who did not have a GED or high school diploma at the time of entry into Job Corps, a group with particularly low skills. In general, Job Corps students had lower functional literacy scores than the national young adult average.

Garcia, Yvonne. "Study of Hispanics in Job Corps: 2004–2005." Washington, DC: HMA Associates, 2007. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2342&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2342&mp=y&start=101&sort=7).

**KEYWORDS:** Job Corps, Hispanic youth

**TOPIC AND RESEARCH OBJECTIVES:** The NJCS found that Job Corps had a positive impact on participants' earnings four years after completion of the program. Hispanic participants and 18- to 19-year olds at enrollment were the only groups for which this positive impact was not observed. This study sought to identify the factors that might explain the finding for Hispanic students, specifically looking at language, culture, program elements, and placement services.

**STUDY SITES:** 105 Job Corps centers in the contiguous United States, site visits to four centers

**DATA AND METHODS:** The study used four methods, each relying on different sources of data: (1) examination of the characteristics of Hispanic Job Corps participants in the program and control groups of the NJCS to discern any observable baseline differences between the groups; (2) use of NJCS data to create profiles of a typical Hispanic participant in 1995 and in 2001 and assess any changes between them; (3) analysis of the Limited English Proficiency/Hispanic Youth Survey data collected in 2004; and (4) qualitative analysis of attitudes and experiences collected through interviews with staff, students, and graduates during site visits to four Job Corps centers.

**SUMMARY OF FINDINGS:** According to program staff, English language proficiency did not appear to influence the success of most Hispanic Job Corps participants, as most were proficient in English before entering Job Corps. However, for the minority of participants who struggled with English, language was a substantial barrier.

Many Hispanic participants felt pressure to secure employment quickly after completing Job Corps, which often resulted in obtaining jobs for which they were ill-suited. In addition, Hispanic participants were more likely to have a job before program entry than non-Hispanics. These two factors offer a plausible explanation for the finding that participation did not increase earnings among Hispanic participants.

Johnson, Terry, Mark Gritz, and Mary Kay Dugan. "National Job Corps Study: Job Corps Applicants' Programmatic Experiences." Seattle, WA: Battelle Memorial Institute, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2232&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2232&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth recruitment, vocational training

**TOPIC AND RESEARCH OBJECTIVES:** This report sought to examine the outreach and admissions (OA) entities and center characteristics and practices that appeared to promote participants' positive programmatic experiences. As a secondary goal, the researchers sought to develop preliminary statistical models of programmatic experiences. The experiences of interest were enrollment in Job Corps, GED attainment, vocational training completion, and length of participation.

**DATA AND METHODS:** Data consisted of the Student Pay, Allotment, and Management Information System; a baseline survey of participants; BLS data on unemployment rates and average earnings; a survey conducted with a large sample of outreach and admissions counselors; and a survey administered to directors of all Job Corps centers nationwide.

Analytic methods included quantitative analyses on program participants to determine relationships between the characteristics of interest and outcomes.

**SUMMARY OF FINDINGS:** The study found that, for applicants of all ages, OA practices had a strong relationship with program outcomes. Students of all ages were more likely to enroll when they were recruited by OA counselors who used more aggressive practices. Students ages 16 to 19 who were recruited by counselors who used passive outreach, which placed the burden of enrollment on the youth, were more likely to remain in Job Corps for longer than those recruited by more aggressive screening practices. More knowledgeable and experienced counselors were also associated with better program outcomes.

The strength of a center's vocational programs and academic programs (measured by, for example, the amount of occupational education provided, policies for assigning students to trades, and enrichment offerings) was particularly important for GED attainment and vocational training completion. Participants at small Civilian Conservation Centers were more likely to complete vocational training and remained in the program longer than others. Having inadequate residential facilities, defined as not having an athletic field and housing eight or more students per room, was associated with shorter stays, but having exceptional facilities, defined as having an athletic field and separate rooms for new students, was not associated with staying longer. Other center characteristics, such as having staff of similar demographic composition to that of the student body and performance ranking, did not affect outcomes.

Schochet, Peter Z. "National Job Corps Study: Eligible Applicants." Princeton, NJ: Mathematica Policy Research, 1998a. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2219&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2219&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth

**TOPIC AND RESEARCH OBJECTIVES:** This report focused on the eligible Job Corps applicants, investigating their sources of information about Job Corps, expectations for the program, and feedback on the outreach and admissions system.

**DATA AND METHODS:** Information for this report was obtained from baseline interviews with the eligible applicants in the program and control groups.

**SUMMARY OF FINDINGS:** The main way participants heard about the program was through word of mouth. Older youth enrolled in Job Corps to receive job training, whereas younger applicants cited obtaining a GED as their main motivation. Nearly all believed that enrolling in Job Corps would have a positive effect on their vocational, academic, and social skills. Most applicants knew in what training program they wanted to enroll even before starting Job Corps.

Most applicants spoke with someone, usually a family member or a friend, about their decision to enroll in Job Corps. The majority stated that outreach and admissions counselors presented them with important information about the program, such as the expected length of stay.

Schochet, Peter. "National Job Corps Study: Characteristics of Youths Served by Job Corps." Princeton, NJ: Mathematica Policy Research, 1998b. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2215&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2215&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth

**TOPIC AND RESEARCH OBJECTIVES:** This report focused on Job Corps applicants' characteristics.

**DATA AND METHODS:** Data originated from the baseline survey responses of program and control group members. Data elements of interest included demographics; household characteristics; and work, criminal, and education histories.

**SUMMARY OF FINDINGS:** Eighty percent of Job Corps applicants were high school dropouts, and 65 percent previously held a job, typically paying \$5 per hour. One-quarter of applicants had been arrested, mostly for minor offenses. Female Job Corps applicants, compared with their male counterparts, were more likely to be older, have children, live on their own, and report lower rates of arrest and drug use. Younger applicants, in general, were considered harder to serve; they were more likely than older applicants to have criminal records, report drug use, and lack a high school diploma. Older applicants tended to have already finished high school and held a job.

Compared with the general population of youth who lived in poor families and were presumably eligible for the program (drawn from national survey data), Job Corps applicants were more likely to be male, African American, 16 to 17 years old, high school dropouts, and living in a large urban area. In addition, Job Corps applicants tended to come from households with lower incomes and higher rates of public assistance receipt.

Johnson, Terry, Mark Gritz, Russell Jackson, John Burghardt, Carol Boussy, Jan Leonard, and Carlyn Orians. "National Job Corps Study: Report on the Process Analysis." Princeton, NJ: Mathematica Policy Research, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2213&mp=y&start=201&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2213&mp=y&start=201&sort=7) .

**KEYWORDS:** Job Corps, youth

**TOPIC AND RESEARCH OBJECTIVES:** This process analysis sought to describe the Job Corps program model and document program processes.

**DATA AND METHODS:** The process analysis drew on four sources of information: (1) a telephone survey conducted between December 1995 and March 1996 with one randomly selected counselor from each outreach and admissions office, for a total 463 counselors; (2) in-depth site visits to 23 centers, which included interviews with outreach and admissions agency managers and placement agency managers; (3) a survey administered to directors of all centers nationwide; and (4) administrative records on participant characteristics and program experiences. Qualitative methods were used to analyze data.

**SUMMARY OF FINDINGS:** The process analysis concluded that Job Corps had a well-developed program model and that the program was generally well implemented. Moreover, participants received substantial, meaningful education and training services that would aid them in securing further employment.

Because the process study was conducted before the long-term net impact study, the process study authors indicated that the results of the process study would help understand the program's net impact findings.

## **NJCS Methodological Reports**

This subsection contains summaries of three methodological reports related to the NJCS random assignment implementation (Burghardt et al. 1999), primary impact analyses (Schochet et al. 2001), and baseline data collection (Schochet 1998).

Burghardt, John, Sheena McConnell, Alicia Meckstroth, Peter Schochet, Terry Johnson, and John Homrighausen. "National Job Corps Study: Report on Study Implementation." Princeton, NJ: Mathematica Policy Research, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2216&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2216&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth, random assignment implementation

**TOPIC AND RESEARCH OBJECTIVES:** This report sought to examine the implementation of random assignment in the NJCS.

**DATA AND METHODS:** Using data from the Job Corps Student Pay, Allotment, and Management Information System; the Job Corps intake form and supplemental intake form; consent forms; and surveys and interviews of a representative sample of outreach and admissions agency counselors, this study used quantitative methods to analyze the success of the randomization process and qualitative methods to determine Job Corps staff perceptions of the study implementation.

**SUMMARY OF FINDINGS:** Random assignment was implemented successfully; less than 0.06 percent of eligible applicants were not randomly assigned, and, as of January 1999, only 1.4 percent of control group members—who were not supposed to enroll in Job Corps for three years after random assignment—enrolled in Job Corps before the end of their three-year restriction. However, survey and interview responses suggested that implementing the random assignment process had an effect on program operations, leading to a decline in program intake during the first half of the study intake period. Outreach efforts begun in response to this decline led to a surge in applications during the second half of the intake period.

Schochet, Peter Z. "National Job Corps Study: Methodological Appendixes on the Impact Analysis." Princeton, NJ: Mathematica Policy Research, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2255&mp=y&start=161&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2255&mp=y&start=161&sort=7).

**KEYWORDS:** Job Corps, youth, methodology

**TOPIC AND RESEARCH OBJECTIVES:** This report included a series of appendixes that discussed methodological procedures related to the 48-month impact analysis in the NJCS.

**DATA AND METHODS:** The report contained five appendixes: (1) "The 12-, 30-, and 48-Month Interviews," which investigated the design of the follow-up interviews and the response rates; (2) "The Treatment of Missing Values and Outliers," which examined the treatment of missing values and outliers in the data from the impact analysis; (3) "The Adjustment for Crossovers," which detailed procedures used to adjust the impact estimates for control group members who enrolled in Job Corps; (4) "The Calculation of Sample Weights and Standard Errors," which discussed the calculation of sample weights used to find impact estimates that could be generalized to the study participants; and (5) "Regression-Adjusted Impact Estimates," which examined impact estimates from multivariate regression procedures.

**SUMMARY OF FINDINGS:** Not applicable

Schochet, Peter. "National Job Corps Study: Methodological Appendixes on Sample Implementation and Baseline Interviewing." Princeton, NJ: Mathematica Policy Research, 1998. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2217&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2217&mp=y&start=181&sort=7).

**KEYWORDS:** Job Corps, youth, methodology, random assignment implementation

**TOPIC AND RESEARCH OBJECTIVES:** These appendixes documented methodological aspects of the NJCS related to sampling and baseline data collection. They addressed four specific areas: (1) the accuracy of data collected by outreach and admissions staff; (2) randomization of applicants into the research and control groups; (3) response rates to the baseline interview; and (4) construction of sample weights and standard errors based on baseline interview and intake data.

**DATA AND METHODS:** The Job Corps intake form, a supplement to the intake form developed for the NJCS, the study consent form, and baseline interviews were used in the methodological appendixes.

**SUMMARY OF FINDINGS:**

1. **The accuracy of data collected by outreach and admissions staff.** Seventy-nine percent of eligible applicants signed the consent form and were enrolled in the study. There were very low rates of missing data for key items in the intake form, and missing data did not vary by gender or age. Information to locate participants for follow-up interviews was collected for all sample members, with an average of three distinct means of contact per youth.
2. **Randomization of applicants into the program and control groups.** Randomization was successful. The program and control groups had similar baseline characteristics with only a small number of significant differences, whose magnitude was small. There were no patterns of differences across the characteristics.
3. **Response rates to the baseline interview.** The response rate for the full sample was more than 93 percent, differing by 1.4 percentage points between the program and control groups. Response rates were similar by gender, race, high school graduation status, and Job Corps residential designation. Response rates were slightly higher for participants who were younger, lived in urban areas, and were never arrested or convicted of a crime.
4. **Construction of sample weights and standard errors.** Characteristics of respondents and nonrespondents did not differ by research group status. Therefore, no adjustments were made for the effect of nonresponse in tabulations using baseline interview and intake data.

### **Non-NJCS Studies**

The studies summarized in this section were not directly related to the NJCS, but examined facets of the Job Corps program. Ginsburg et al. (2000) studied retention while KPMG/Economic and Valuation Services (2006) examined the delivery of literacy services at Job Corps centers.

Ginsburg, Kenneth R., Christine M. Forke, Sara B. Kinsman, Eric Fleegler, Eric K. Grimes, Tamar Rosenbloom, John S. Schneider, Donald F. Schwarz, Avital Cnann, Huaqing Zhao, Brian M. Cohen, and Kathleen P. Gibbs. "Retention in the United States Job Corps: Analysis and Recommendations." Philadelphia, PA: The Children's Hospital of Philadelphia, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2273&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2273&mp=y&start=141&sort=7).

**KEYWORDS:** Job Corps, youth, retention

**TOPIC AND RESEARCH OBJECTIVES:** This report sought to describe retention patterns in Job Corps and provide recommendations for increasing it.

**STUDY SITES:** Five Job Corps centers in Philadelphia, Pennsylvania; Blackwell, Wisconsin; Clearfield, Utah; Miami, Florida; and Tongue Point, Oregon; plus quantitative data from all Job Corps centers

**DATA AND METHODS:** The study had qualitative and quantitative components. The former involved in-depth study of five geographically diverse centers. Through site visits, researchers conducted focus groups and a Delphi survey (multiple-stage survey in which respondents gradually reach a consensus). Data for the quantitative component originated from the Job Corps information database, which contains extensive data on nearly 70,000 participants per year. The study sample was 343,097 students who enrolled in Job Corps between July 1993 and December 1998. Key information collected included demographics, work and education history, program experiences, and program outcomes. A literature review on retention and attrition was also carried out.

Analytic methods included a qualitative analysis, identifying common themes across sites, and descriptive statistics and regressions.

**SUMMARY OF FINDINGS:** The qualitative analysis identified intrinsic characteristics of participants that could influence program completion, according to data collected on site visits. Staff named attitude, motivation, and confidence as very important, in addition to the student making his or her own decision to join. Participants with emotional difficulties or substance abuse were less likely to complete, and good staff-to-student relationships could make a difference. Intrinsic characteristics are not necessarily easy to identify at the outset, but Department of Education-sponsored initiatives to address attrition have shown that attention to the selection, training, and support of student services staff, a supportive climate, and a structured environment can be helpful.

The quantitative analysis revealed an 86 percent overall retention rate for 30 days of the program and a 64 percent rate for 90 days. Attrition rates were higher than average for women in centers with less than 40 percent women, men in centers with more than 60 percent men, Caucasians in centers with less than 40 percent Caucasians, and Hispanics in centers with less than 30 percent or more than 80 percent Hispanics. Older participants, Asians, high school diploma holders, urban sites, and those who needed bilingual education or who saw an admissions counselor had better retention outcomes.

KPMG/Economic and Valuation Services. "An Examination of the Delivery of Literacy Services at Job Corps Centers." Washington, DC: KPMG, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2343&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2343&mp=y&start=101&sort=7).

**KEYWORDS:** literacy, Job Corps

**TOPIC AND RESEARCH OBJECTIVES:** Although all 125 Job Corps centers operating at the time of this report offered similar services, the needs of participants varied across sites, largely because of differences in their backgrounds, skills, and English-language literacy. This study sought to work toward developing recommendations to improve the literacy services offered at Job Corps centers through a review of historical data and targeted site visits. The motivation for the study came from the NJCS finding that students only improved on two out of three dimensions measured in the National Adult Literacy Survey: prose (ability to understand texts) and quantitative (performing arithmetic operations) but not document (skills necessary to locate and use information in tables, charts, graphs, and maps).

**STUDY SITES:** Job Corps centers in Atlanta, Georgia; Limestone, Maine; Los Angeles, California; Montgomery, Alabama; Royal, Arkansas; and Chicago, Illinois

**DATA AND METHODS:** Six Job Corps centers were selected for in-depth visits consisting of classroom observations and interviews with the center director, the head of academic programs, academic instructors, vocational instructors, and students. Researchers then sought to identify common themes across sites.

**SUMMARY OF FINDINGS:** Centers focused on students' performance on the Test for Adult Basic Education to such a degree that the effort to improve this score might have crowded out other important activities; the authors hypothesized that, had centers not been so focused on this outcome, they might have engaged in more innovative methods of teaching and student assessment.

The study also found that specialized staff members, including special education instructors, speech therapists, psychologists, and counselors, were particularly effective at working with students with low initial literacy. Working with the low-literacy students outside the main classroom meant that the regular classroom instructor could focus more on the remaining students. Partnerships and relationships with local schools enabled staff in some Job Corps centers to implement specialized reading curricula.

**Cross-References for the WIA Job Corps Non-NJCS Subsection**

D'Amico, Ronald D., Mary Kimball, Michael Midling, Pamela L. Smith, A. Lee Bruno and Michele L. Johnson. "Evaluation of the School-to-Work Out-of-School Youth Demonstration and Job Corps Model Centers: Final Report for the Job Corps Model Centers." See p. 104.

## **Youth Activities**

Studies in this section pertain to youth activities funded by WIA; these activities are typically offered to youth aged 14-21. The first study examined the Youth Opportunity Grant Initiative (Jackson et al. 2008). This summary is followed by two pertaining to the Summer Youth Employment Initiative (Curnan et al. 2010 and Bellotti et al. 2010).

Jackson, Russell H., Jamie Diamandopoulos, Carol Pistorino, Paul Zador, John Lopdell, Juanita Lucas-McLean, and Lee Bruno. "Youth Opportunity Grant Initiative (YO)." Houston, TX: Decision Information Resources, Inc., 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2393&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2393&mp=y&start=61&sort=7).

**KEYWORDS:** Youth Opportunity Grant Initiative (YO), disadvantaged youth

**TOPIC AND RESEARCH OBJECTIVES:** The Youth Opportunity Grant Initiative (YO) attempted to improve employment and education outcomes of youth ages 14 to 21 living in distressed, high-poverty neighborhoods. It funded 36 programs from 2000 to 2005 with grants of between \$3 million and \$44 million. Each YO grantee was required to develop at least one YO Community Center, a safe space where youth could congregate. Grantees also provided services such as mentoring and sports programs, which aimed to develop youth as leaders.

This study investigated the effects of YO on the employment, educational achievement, graduation rates, wages, welfare enrollment, and youth crime rates of participants. It also assessed the effectiveness of different methods of implementing YO programs, as well as broader community outcomes.

**STUDY SITES:** 36 YO sites nationwide

**DATA AND METHODS:** The study had three main components and associated data needs for each: (1) an impact analysis, wherein youth who participated in YO were matched to similar, non-YO youth using data from the American Community Survey and the Current Population Survey and data on program participants were collected during two follow-up interviews; (2) a process study, which used information gathered from in-depth visits to 25 sites to document the implementation of the programs; and (3) an ethnographic study assessing the well-being of communities before and after receiving YO grant services, which drew on visits to 35 sites and U.S. Census data.

**SUMMARY OF FINDINGS:** The impact study revealed that, overall, YO was successful at improving outcomes for high-poverty youth. For example, YO reduced the number of school-aged youth who were not in school and increased the percentage of youth with an 11th grade education or above. YO also increased the labor force participation rate overall and for subgroups including 16- to 19-year-old adolescents, women, blacks, and in-school youth.

The implementation study indicated that the most successful programs tended to have high levels of management expertise and grantee support; the most challenging aspect of implementation was managing the program, followed by operating the YO centers themselves.

Finally, according to the ethnographic report, community members felt that YO was beneficial in providing a safe space, quality youth and adult relationships, enhanced training and education services, and opportunities to be productive.

### **Summer Youth Employment Initiative (SYEI)**

In 2009, the American Recovery and Reinvestment Act (ARRA) provided \$1.2 billion in funding for SYEI programs to create employment opportunities for disadvantaged youth across the country. These programs were designed to provide meaningful summer work experiences for youth, while also stimulating the economy.

Two studies examined the implementation experiences of SYEI grantees. The Curnan et al. (2010) study created in-depth case studies of four SYEI grantees, complementing the broader implementation study of 20 SYEI grantees conducted by Bellotti et al. (2009).

Curnan, Susan P., Andrew B. Hahn, Lawrence N. Bailis, Joseph Frees, Christopher Kingsley, Lisa A. LaCava, Susan Lanspery, Alan L. Melchior, and Erika L. Moldow. "Innovating Under Pressure: The Story of the 2009 Recovery Act Summer Youth Employment Initiative: Chicago, Detroit, Indianapolis & Marion County, Phoenix & Maricopa County." Waltham, MA: Brandeis University, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2446&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2446&mp=y&start=21&sort=7).

**KEYWORDS:** American Recovery and Reinvestment Act (ARRA), disadvantaged youth, Summer Youth Employment Initiative (SYEI)

**TOPIC AND RESEARCH OBJECTIVES:** This study examined the implementation of ARRA-funded SYEI programs in four communities in summer 2009, describing their successes and challenges.

**STUDY SITES:** Four SYEI grantees: Chicago, Illinois; Detroit, Michigan; Indianapolis and Marion County, Indiana; and Phoenix and Maricopa County, Arizona

**DATA AND METHODS:** The study selected four communities that were open to an in-depth study and could provide matching funds to support it. The researchers used data collected primarily from interviews and site visits over a two-week period to create detailed case studies.

**SUMMARY OF FINDINGS:** Each site aimed to help with the healthy development of youth rather than only find them a job. The study found that the programs were successful when they learned from their mistakes, focused on quality, found meaningful work for youth, involved caring adults, and collaborated with other community organizations.

The programs faced challenges with determining eligibility, budgeting, matching youth with jobs, creating new opportunities in green industries, and record keeping. The report indicated that future programs could improve by creating a more effective infrastructure for data management and matching job offerings with participants' interests. Additionally, programs could consider providing participating youth with vouchers for transportation and clothing, since many of the youth involved in the program did not have access to reliable transportation or professional clothing.

Bellotti, Jeanne, Linda Rosenberg, Samina Sattar, Andrea Mraz Esposito, and Jessica Ziegler.

“Reinvesting in America’s Youth: Lessons from the 2009 Recovery Act Summer Youth Employment Initiative.” Princeton, NJ: Mathematica Policy Research, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2436&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2436&mp=y&start=21&sort=7).

**KEYWORDS:** American Recovery and Reinvestment Act (ARRA), disadvantaged youth, Summer Youth Employment Initiative (SYEI)

**TOPIC AND RESEARCH OBJECTIVES:** This study examined the implementation of summer youth employment initiatives (SYEIs) at 20 sites in summer 2009. The 20 sites had different designs for their programs and they carried them out in varying ways. The study described the successes and challenges the programs faced in order to inform future summer youth employment programs.

**STUDY SITES:** 20 SYEI sites nationwide

**DATA AND METHODS:** Researchers chose the 20 sites to ensure that there were at least three sites from each region and that there was a mix of rural, urban, and suburban sites. They also chose sites that planned to spend the majority of their ARRA money during summer 2009.

The study used two main types of data: (1) state performance data and (2) in-depth site visits to all sites in July and August of 2009. During site visits, researchers performed qualitative interviews with 601 individuals, including administrators, staff, employees, and youth.

**SUMMARY OF FINDINGS:** The sites reported that their primary goals for the SYEI were to serve as many youth as possible, spend ARRA funds quickly, and provide youth with meaningful employment experiences. The sites were able to draw on their previous experience providing summer employment opportunities for youth using WIA funds; however, sites noted that planning for the SYEI was challenging because of the short time frame and incomplete information about the amount of their allocation.

Nearly 314,000 young people, or about 88 percent of all SYEI participants, were placed in summer jobs. According to reports from the sites, nearly 75 percent of youth participants improved their work readiness skills, and more than 82 percent of all SYEI participants for whom data were available completed summer jobs.

Youth were most commonly placed in jobs in the medical or health industries. Administrative and clerical duties were the most common tasks the youth performed. The average hourly wage for participants was \$7.25.

## **Training**

Three studies in this section examined the outcomes of WIA training participants using statistical comparison group designs (Chrisinger 2011; Heinrich 2009; and Hollenbeck 2005). Zhang (2011) studied the outcomes of older workers in particular. Two studies examined issues relating to the provision of WIA training services: McConnell et al. (2006) investigated different ways for WIA staff to administer individual training accounts to customers, and Eyster (2011) examined how states determined which training providers were approved for WIA funding.

Chrisinger, Colleen K. "Earnings Progression among Workforce Development Participants: Evidence from Washington State." Eugene, OR: University of Oregon, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2468&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2468&mp=y&start=1&sort=7).

**KEYWORDS:** WIA, ES, Wagner-Peyser, labor exchange

**TOPIC AND RESEARCH OBJECTIVES:** This study compared the earnings progression of individuals who exited from the WIA Adult program to those using only labor exchange services.

**STUDY SITE:** Washington

**DATA SOURCES AND METHODS:** The study used two types of statewide administrative data: program participation came from Washington's statewide workforce development case management system, and UI wage records provided information on earnings and employment.

The study sample was restricted to individuals between the ages of 18 and 64 so that results represented the traditional working population; the final sample contained 5,677 WIA participants and 12,360 labor exchange-only participants. The study used propensity scores to match WIA participants with labor exchange participants who were similar on many observable characteristics, including age, gender, race, educational attainment, unemployment insurance status at the time of program entry, veteran status, and disability status. The analysis used regressions to compare the earnings progression of the two participant groups.

**SUMMARY OF FINDINGS:** The study found that, after accounting for initial differences between the two groups using propensity score matching, the earnings progressions were similar for participants in WIA and users of the labor exchange.

Participants in WIA Adult programs were more likely to be employed in certain fields, such as accommodation and food services, administration, arts, education, food services, and retail. Labor exchange users were more likely to have jobs in fields such as finance, information, transportation, and wholesale trade.

Heinrich, Carolyn J., Peter R. Mueser, and Kenneth R. Troske. "Workforce Investment Act Non-Experimental Net Impact Evaluation." Columbia, MD: IMPAQ International, LLC, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2419&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2419&mp=y&start=41&sort=7).

**KEYWORDS:** WIA, dislocated workers, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** This study investigated the impact of the WIA Adult and Dislocated Worker programs, focusing separately on two levels of services: (1) core or intensive (help with job search, labor market information, assessments, and counseling) and (2) training. The study examined average earning impacts attributable to WIA as a whole and for each of the service levels.

**STUDY SITES:** 12 states

**DATA AND METHODS:** The study relied on wage record data from 12 states to estimate WIA program impacts. The data included information on approximately 160,000 WIA participants who entered WIA programs between July 2003 and June 2005 and 3 million comparison group candidates drawn from UI or ES data who were similar to WIA participants but did not receive WIA services or training. The study used propensity score matching on demographic characteristics, labor market experience, and geographic location to identify comparison group members.

The study estimated earnings impacts for all WIA participants and separately for participants receiving only core or intensive services. To estimate these impacts, the study compared the earnings outcomes of WIA program participants with those of comparison group members. To estimate the differential impact of training, the study compared the outcomes of WIA core or intensive service participants who did not receive training to the outcomes of training participants.

**SUMMARY OF FINDINGS:** The study found that participation in the WIA Adult program was associated with an increase in earnings of several hundred dollars per quarter. In addition, Adult program participants who received only core or intensive services had earnings of up to \$200 per quarter more than comparison group members. Participants who received training services had lower earnings initially, but caught up to participants who only received core or intensive services within 10 quarters; the marginal benefits of training could exceed \$400 per quarter.

Adult program participants experienced greater benefits than did dislocated workers. Short- and long-term financial benefits from participating in both types of programs were greater for women than for men.

Hollenbeck, Kevin, Daniel Schroeder, Christopher T. King, and Wei-Jang Huang. "Net Impact Estimates for Services Provided through the Workforce Investment Act." Washington, DC: U.S. Department of Labor, 2005. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2367&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2367&mp=y&start=81&sort=7).

**KEYWORDS:** WIA, dislocated workers

**TOPIC AND RESEARCH OBJECTIVES:** This study sought to determine the impact of WIA services on employment and earnings through statistical comparison group analyses.

**STUDY SITES:** Seven states: Florida, Georgia, Illinois, Maryland, Missouri, Texas, and Washington

**DATA AND METHODS:** The sample for this study was derived from administrative data for program years 2000 or 2001 from seven states. Data for the study were composed of WIA Standardized Record Data and ES records for 2000 and 2001 as well as UI wage records and TANF program records. Only individuals ages 22 to 64 were included, for a total of 92,787 WIA service recipients in the sample.

To account for WIA's tiered service levels, distinct treatment groups were associated with different comparison groups: individuals who received any WIA service were compared with individuals who accessed workforce development through Wagner-Peyser Act services while individuals who received WIA training services were compared with individuals who participated in WIA services but did not receive training and those who accessed workforce development through Wagner-Peyser Act services. The treatment and comparison groups were matched using three different techniques: weighted multivariate matching, nearest-neighbor propensity score matching, and propensity score blocking. Program impacts were estimated by comparing outcomes for the treatment and comparison groups following statistical matching.

**SUMMARY OF FINDINGS:** The study found that participation in WIA programs was associated with positive outcomes that persisted for at least two years following exit from the program. Specifically, receipt of any WIA services increased employment rates by about 10 percentage points and quarterly earnings by \$800. Participation in WIA training also had a distinct positive, but smaller, impact on employment and earnings, with employment 4.4 percentage points higher and quarterly earnings \$660 higher than for comparison group members. The impacts of WIA services were largest among dislocated workers and women.

Zhang, Ting. "Workforce Investment Act Training for Older Workers: Toward a Better Understanding of Older Worker Needs during the Economic Recovery." Washington, DC: U.S. Department of Labor, Employment and Training Administration, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2467&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2467&mp=y&start=1&sort=7).

**KEYWORDS:** Older workers, mature workers, WIA, entered employment rate, unemployment, training

**TOPIC AND RESEARCH OBJECTIVES:** The recession of 2007–2009 made older people more inclined to continue working or return to work even as opportunities in the labor market grew scarcer. Many older people face barriers to entering employment and rely on WIA services to gain skills that help them to compete in the labor market. The entered employment rate (EER), a core WIA performance measure, is roughly defined as the number of adults/dislocated workers who have entered employment by the end of the first quarter after the exit quarter divided by the number of all exiters. As WIA program enrollment among older workers has increased, their EER has decreased. This study sought to examine how the EER of older workers receiving WIA services varied with the state unemployment rate and its trend.

**DATA AND METHODS:** The study relied on individual-level panel data from the 2007 Workforce Investment Act Standardized Record Data files. Participants ages 55 and older were included in the analysis. In addition, the study collected data on state-level unemployment rates from BLS.

The study examined the relationship between unemployment rates and EERs of older adults and older dislocated workers using multivariate statistical analyses.

**SUMMARY OF FINDINGS:** The study found that the unemployment rate trend had a negative relationship with the EER for older dislocated workers, while the unemployment rate level did not. Those local workforce investment areas with relatively higher proportions of older dislocated workers with occupational skills credentials or postsecondary education had higher EERs. Notably, older dislocated workers whose training was purchased using an ITA had slightly lower EERs.

Among older workers receiving WIA Adult services, there was no relationship between the unemployment rate level or trend and the local workforce investment area's EER. Consistent with the results for older dislocated workers, the areas with higher proportions of older adults with occupational skills training or postsecondary education had higher EERs. In contrast to the findings for older dislocated workers, there was no relationship between ITAs and EERs.

McConnell, Sheena, Elizabeth Stuart, Kenneth Fortson, Paul Decker, Irma Perez-Johnson, Barbara Harris, and Jeffrey Salzman. "Managing Customers' Training Choices: Findings from the Individual Training Account Experiment—Final Report." Washington, DC: Mathematica Policy Research, 2006. Available at [http://wdr.doleta.gov/research/eta\\_default.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=2331&bas\\_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=choice](http://wdr.doleta.gov/research/eta_default.cfm?fuseaction=dsp_resultDetails&pub_id=2331&bas_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=choice).

**KEYWORDS:** WIA, individual training accounts (ITAs), credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** WIA allows customers to use individual training accounts (ITAs) to fund the training programs of their choice from an approved list of providers. This report studied three approaches to providing ITAs: Approach 1 (Structured Customer Choice), which mandates workforce investment system customers to receive intensive counseling from on-site staff; Approach 2 (Guided Customer Choice), in which counseling is required but is less intensive than in Approach 1; and Approach 3 (Maximum Customer Choice), in which counseling is available upon request but is not mandatory. In Approach 1, counselors decided on the ITA amount, which could reach \$8,000. Customers received fixed ITAs between \$3,000 and \$5,000 in Approaches 2 and 3. The study investigated ITA uptake rates and amounts under all three approaches, as well as earnings and employment outcomes under each approach.

**STUDY SITES:** The study took place in eight sites: Phoenix, Arizona; Maricopa County, Arizona; Bridgeport, Connecticut; Jacksonville, Florida; Atlanta, Georgia; Northeast Georgia; North Cook County, Illinois; and Charlotte, North Carolina.

**DATA AND METHODS:** The study used an experimental design; the almost 8,000 customers accepted into the ITA program between December 2001 and February 2004 were randomly assigned to one of the three types of treatment. All study sites implemented all three approaches.

The study used three data sources to examine participants' outcomes: (1) the Study Tracking System, which provided data on counseling participation and training expenditures for each customer; (2) a 15-month follow-up survey of participants, which contained questions about employment and earnings; and (3) UI records. In addition, researchers conducted three in-depth visits to each site, which included interviews with administrators, managers, counselors, and customers. To determine program impacts, regressions were used to compare the mean outcomes of customers assigned to each approach.

**SUMMARY OF FINDINGS:** Approach 3 customers were the most likely to obtain an ITA, whereas Approach 1 and 2 customers had lower take-up rates. The difference might have arisen because Approach 1 and 2 customers were reluctant to complete the requirements to obtain an ITA. The average ITA amount was highest for Approach 1 customers. Over the 15-month follow-up period, employment rates and earnings were comparable for all three approaches.

Counselors generally preferred Approach 2 over the other approaches; they often had trouble following the strict guidelines of Approach 1, and customers were unlikely to seek counseling under Approach 3.

Eyster, Lauren. "Ensuring the Quality of Training Providers under the Workforce Investment Act (WIA)." Washington, DC: U.S. Department of Labor, Employment and Training Administration, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2469&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2469&mp=y&start=1&sort=7).

**KEYWORDS:** Eligible training provider (ETP) lists, individual training accounts (ITAs), WIA

**TOPIC AND RESEARCH OBJECTIVES:** WIA authorized the use of Individual Training Accounts (ITAs) to enable participants to purchase training services from approved providers. States are required to provide ITA participants with a list of eligible training providers (ETPs) from which they can select the provider they think will best address their needs and goals. This study aimed to describe the various ETP policies implemented by states and determine whether ETP policies had an effect on the quality of training providers, as measured by the employment and training outcomes of ITA recipients.

**STUDY SITES:** 24 states

**DATA AND METHODS:** The State Eligible Training Provider Survey was provided to state WIA representatives in all 50 states and the District of Columbia from January to May 2010; the 24 states that responded were included in the analysis. The study used ITA participant-level data from 2004 to 2007 recorded in the Workforce Investment Act Standardized Record Data.

Quantitative methods included descriptive statistics and multivariate regression analyses to determine the relationship between ETP policies and the employment and training outcomes of participants.

**SUMMARY OF FINDINGS:** The survey results showed that states varied with regard to the ETP policies implemented. Many indicated success with adding providers, such as degree-granting institutions, to the ETP list. However, five states indicated that they had difficulty removing unqualified providers from the ETP list. A third of states indicated that they had difficulty addressing the negative feedback from training providers on the burden of maintaining eligibility, such as training program completion and employment rate requirements.

The study did not find a relationship between most of the state-level ETP policies examined and participants' training and employment outcomes.

## Other Services and One-Stop Systems

This section contains summaries of 17 studies related to other WIA services and One-Stop systems.

- The section begins with a summary of the 2003 literature review by Barnow and Gubits on the existing evidence about the effectiveness of WIA, UI, and other programs.
- Two studies examined special programs funded by WIA. Kaiser and Wings (2006) examined the Low-Wage Worker Retention and Advancement Demonstration, and Needels et al. (2006) evaluated National Emergency Grants.
- Several studies examined aspects of One-Stop Career Center operations (D'Amico et al. 2009; Mueser and Sharpe 2006; Barnow and King 2005; Barnow et al. 2004; and Nathan et al. 2004).
- One study examined One-Stop Career Center operations, specifically as they relate to serving TANF participants (Wright and Montiel 2010).
- Dunham et al. (2004) studied business involvement with the One-Stop system, and Trutko and Barnow (2010a) studied implementation of the priority of service provision for veterans accessing services in the One-Stop system.
- Three studies (Dunham 2009; Almandsmith et al. 2006; and Salzman et al. 2000) looked at the links between One-Stop Career Centers and other programs and partner organizations.
- On the topic of performance measurement for WIA programs, Trutko and Barnow (2010b) examined the feasibility of implementing outcome-based efficiency measures for ETA programs. Two reports resulted from the Evaluation of the WIA Performance Measurement System (Dunham et al. 2006 and Dunham et al. 2005).

Barnow, Burt, and Daniel Gubits. "Review of Recent Pilot, Demonstration, Research, and Evaluation Initiatives to Assist in the Implementation of Programs under the Workforce Investment Act." Baltimore, MD: Johns Hopkins University, 2003. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2365&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2365&mp=y&start=81&sort=7).

**KEYWORDS:** WIA, JTPA, UI, ES

**TOPIC AND RESEARCH OBJECTIVES:** This report reviewed research in the employment and training field. The report summarized the major findings from studies, suggested how they could improve policy development, and identified further research needs. In particular, the report focuses on studies in three areas: (1) WIA and its predecessor, JTPA; (2) UI and ES; and (3) training programs with target groups of interest. The review was restricted primarily to research conducted after 1995 that was funded by the ETA.

**SUMMARY OF FINDINGS:** The literature review highlighted JTPA services as having a statistically significant but modest impact on the earnings of adult men and women for the 30-month follow-up period of the national JTPA study. A 1998 paper concluded that on-the-job training and high-skill vocational training were worth the investment for welfare recipients. The authors of the literature review suggested a few aspects of WIA that deserve more research, recommending that future studies investigate the best ways to manage costs at One-Stop Career Centers and assess the core services that are not staff-assisted.

In the literature review of UI, the authors highlighted the findings from a 1997 study that discovered that the percentage of workers covered by UI had steadily increased, whereas the percentage of covered workers who received benefits had decreased over time.

The authors of the literature review suggest that more research could increase our understanding of the impacts of UI. For instance, a benefit-cost analysis of call centers might be helpful. Future research should also seek to answer questions regarding why unemployment duration increased in the 1990s. The possibility of combining UI and work could also be examined.

Finally, questions remained about the effectiveness of employment and training programs. Simulations had been done to determine if workers placed by employment services displace other workers, but empirical studies would reduce the need to rely on simulations.

Kaiser, Joyce, and Linda Wings. "An Assessment of the Low-Wage Worker Retention and Advancement Demonstration Project." Bethesda, MD: Coffey Communications, 2006. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2413&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2413&mp=y&start=41&sort=7).

**KEYWORDS:** Low-wage workers, WIA, TANF recipients

**TOPIC AND RESEARCH OBJECTIVES:** The Low-Wage Worker Retention and Advancement Demonstration Project, funded by DOL, was implemented in four sites over a three-year period. Projects were primarily focused on assisting current and former TANF recipients although the demonstration's lessons were aimed to advance knowledge about employment retention and advancement among low-wage workers more generally. Grants were awarded to the Oregon Employment Department (OED) beginning in 2002 and the California Employment Development Department (CEDD) beginning in 2003. Each received \$450,000 for allocation to local program operators. OED selected two sites to be collocated with local One-Stop Career Centers. CEDD subgranted the funds to the Sacramento Employment and Training Agency, which selected two One-Stop Career Centers to implement the program.

This study sought to describe the implementation of the Low-Wage Retention and Advancement Demonstration Project. In particular, it sought to describe the background and demographic characteristics of the low-wage workers served in the demonstration sites, the types of services offered to participants, and the system for delivering those services.

**STUDY SITES:** Grantees in Beaverton and Albany, Oregon, and two in Sacramento, California

**DATA AND METHODS:** Data used for this study included written and verbal information obtained from grantees and several in-person site visits and discussions with site project leaders. Qualitative methods were used to analyze the data.

**SUMMARY OF FINDINGS:** Program models varied across sites, including combinations of soft skill development, counseling, career planning, service referrals, case management, and sector-based initiatives. The population of low-wage workers served by the grantees was diverse, with different needs and expectations. Despite supports such as child care at sessions, recruitment at all sites was difficult. The recruitment methods seemed to have an effect on the types of participants who joined the program. For example, the Sacramento site that co-enrolled participants in multiple programs seemed to have less engaged clients than the site that recruited only for a specific program. Employer involvement was an effective technique to increase participation, but soliciting employer participation required substantial efforts from site staff. Case management for the populations served was labor-intensive. Sites felt more time and more technical assistance were needed to successfully implement the programs.

Needels, Karen, Jeanne Bellotti, Mina Dadgar, and Walter Nicholson. "Evaluation of the Military Base National Emergency Grants: Final Report." Princeton, NJ: Mathematica Policy Research, 2006. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2332&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2332&mp=y&start=101&sort=7).

**KEYWORDS:** National Emergency Grants (NEGs), military family support, WIA, veterans, military spouses

**TOPIC AND RESEARCH OBJECTIVES:** WIA authorizes the Secretary of Labor to award National Emergency Grants (NEGs) to states or local areas that experience a large increase in demand for workforce development, employment services, or adjustment assistance. Usually NEGs are awarded in times of natural disasters or mass layoffs, but beginning in the mid-1990s NEGs were issued to areas with high military populations that had experienced downsizing from the Department of Defense. The grants temporarily expanded the capacity of the state or local authority to provide employment and training services first to former military personnel and then to spouses of military personnel. This study sought to describe the operations and services expanded by the grant money, as well as participants' characteristics and outcomes. The study also included a cost analysis.

**STUDY SITES:** Three areas that received large military NEGs—Fort Campbell, Kentucky; Norfolk, Virginia; and San Diego County, California—and three medium-sized NEG recipients in Colorado, North Carolina, and Texas

**DATA AND METHODS:** Data sources for the study included: (1) site visits for the three largest grants, which included interviews with administration staff as well as client focus groups; (2) staff telephone interviews for the three smallest sites; (3) program documents and publicly available data; (4) cost information from the three largest sites; and (5) management information systems data on participant characteristics.

Analytic methods included qualitative analysis and data synthesis across sites, cost analysis, descriptive statistics of participant characteristics, and regression analyses of participant outcomes.

**SUMMARY OF FINDINGS:** Administration staff found that the most productive method to reach potential military clients was to work with the military family support centers, which are widely known in the military community. Staff noted challenges in coordinating services provided through the NEGs and the local workforce investment areas that caused client dissatisfaction when regulations differed (for example, on the amount of training funds available).

The grant primarily funded training services for participants (roughly 60 percent of expenditures across sites). Staff and clients alike mentioned the benefit of support services such as child care, which accounted for approximately 15 percent of funding. Average steady-state costs per participant ranged from \$4,401 to \$8,002, with varying levels of start-ups costs not included.

As the Department of Defense ceased downsizing after September 11, 2001, the original target population for the NEGs changed from involuntarily separated military personnel to military spouses. Staff noted that they were less prepared for addressing the needs of the new population,

which generally had different backgrounds and less motivation to work. In the end, more than 80 percent of the participants were female and more than 75 percent had prior work experience. Training completion rates across sites ranged from 26 to 72 percent, and completers had employment rates higher by 15 percent and hourly salaries higher by \$1.21 per hour than NEG participants without training.

D'Amico, Ronald, Kate Dunham, Annelies Goger, Charles Lea, Nicole Rigg, Sheryl Ude, and Andrew Wiegand. "Findings from a Study of One-Stop Services: A Case Study Approach, Final Report." Oakland, CA: Social Policy Research Associates, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2473&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2473&mp=y&start=1&sort=7).

**KEYWORDS:** One-Stop Career Center operations, self-services

**TOPIC AND RESEARCH OBJECTIVE:** Reliance on self-service continues to grow among job seekers who visit One-Stop Career Centers. Self-services provide a low-cost means of augmenting the offerings available at One-Stop Career Centers. This study sought to determine the characteristics and outcomes of One-Stop Career Center customers who used self-services and to examine the operation of such services.

**STUDY SITES:** 23 local workforce investment areas (LWIAs)

**DATA AND METHODS:** The 23 LWIAs selected for the study were able to track customers who used on-site self-services. The study used five types of data, most of which were obtained from a subset of the 23 participating LWIAs: (1) the Local-Area Survey of One-Stop Self-Services, conducted in 2003 and 2006 in all 23 locations; (2) site visits to 22 locations; (3) self-service usage data covering nine months to two years from May 2004 to December 2006, collected in nine locations; (4) surveys of self-service users administered in 2005 or 2007, collected in five locations with 1,713 respondents; and (5) administrative data on quarterly earnings for self-service users, collected in three locations.

Analyses used primarily qualitative methods, involving descriptive statistics on self-service usage data and administrative earnings data as appropriate.

**SUMMARY OF FINDINGS:** A large number of customers used self-service systems provided by One-Stop Career Centers to look for jobs and access resources. Self-services were viewed positively, with most of them rated as helpful by a majority of customers. However, self-service systems suffered from a lack of investment and staffing; many customers needed assistance to use available tools effectively.

Customers who used self-services tended to have characteristics associated with difficulties in finding employment, such as lower levels of education and lower preprogram earnings. Furthermore, customers of self-services were less likely to have positive outcomes on the common measures, such as entering employment, than those receiving staff-assisted services.

Mueser, Peter, and Deanna Sharpe. "Anatomy of Two One-Stops: Camdenton, Missouri and Columbia, Missouri." Columbia, MO: University of Missouri-Columbia, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2374&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2374&mp=y&start=81&sort=7).

**KEYWORDS:** WIA, One-Stop Career Center operations

**TOPIC AND RESEARCH OBJECTIVES:** This study sought to describe the service delivery and staff-client transactions at two One-Stop Career Centers in Missouri.

**STUDY SITES:** One-Stop Career Centers in Camdenton and Columbia, Missouri

**DATA AND METHODS:** Researchers chose to observe two One-Stop Career Centers that shared common state histories but differed in location, proximities to partner agencies, and local economies. Both centers operated previously under the JTPA service delivery system. The first center was located in downtown Camdenton, far from its partner agencies, and served a primarily seasonal economy based on summer tourism. The second center was a few miles outside downtown Columbia, near several partner agencies, and served a robust local economy. Researchers conducted site visits and collected service data from the two centers for the period from January 2003 to December 2004. Researchers also issued a short pre-/post-survey to 12 first-time clients.

**SUMMARY OF FINDINGS:** In both locations, the centers saw higher volumes of clients during the times of UI four-week checks, which mandate monthly job search activities. Camdenton experienced higher volumes when a local factory closed; Columbia experienced higher volumes when a large retailer moved to the area (the retailer used the center to collect job applications and conduct interviews).

The study also catalogued the service flow at both centers and noted that 90 percent of their visitors were assisted by a counselor and 90 percent of first-time visitors were satisfied with their visit.

Overall, the study found several factors that seemed to improve service: an organizational culture focused on service goals, an ability to seamlessly integrate center staff and partner agencies, adequate funding resources, and recognition of the importance of staff-client relations.

Barnow, Burt S., and Christopher T. King. "The Workforce Investment Act in Eight States." Albany, NY: The Nelson A. Rockefeller Institute of Government, 2005. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2307&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2307&mp=y&start=121&sort=7).

**KEYWORDS:** WIA, One-Stop Career Center operations

**TOPIC AND RESEARCH OBJECTIVES:** With the enactment of WIA, states and local workforce investment areas (LWIAs) gained more flexibility in workforce system administration and established One-Stop Career Centers that pulled together many related services in one location. This report concluded a two-year study of WIA implementation and described the WIA service delivery systems in 16 LWIAs in eight states.

**STUDY SITES:** State agencies and two LWIAs in each of eight states: Florida, Indiana, Maryland, Michigan, Missouri, Oregon, Texas, and Utah

**DATA AND METHODS:** Eight states were chosen for the study sample based on their early adoption of workforce development reforms. During the summer and fall of 2002, researchers conducted site visits and interviewed elected officials, agency officials, program directors, community and technical college administrators, business and chamber of commerce leaders, state and local Workforce Investment Board directors and staff, One-Stop Career Center directors, and community-based organizations' staff.

Methods included qualitative analysis to identify common themes and trends across study sites.

**SUMMARY OF FINDINGS:** The study found that states varied in the leadership patterns they exhibited in setting up and operating their workforce development systems, including the roles of the governor and the legislature, as well as the balance of state and local power. The study also found that separation of workforce policy development, program management, and service delivery contributed to more effective programs. Greater integration of workforce investment programs (WIA, the Wagner-Peyser Act, and related programs) led to more seamless client services.

Integration of partners in One-Stop Career Centers, such as UI, TANF and community colleges, varied significantly. There was no single way to operate One-Stop Career Centers nor an ideal operator type; what mattered more was the quality of management and operation.

In general, states felt that the WIA performance measures were not effective and focused on numbers that were not representative of real progress. States also expressed dismay over funding, saying future allotments would not be sufficient or sufficiently flexible.

Barnow, Burt, Amy MacDonald Burk, Patricia Billen, Richard Nathan, Dan O'Shea, and Christopher King. "The Workforce Investment Act in Eight States: State Case Studies from a Field Network Evaluation, Volume 1." Albany, NY: Rockefeller Institute of Government, SUNY, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2276&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2276&mp=y&start=141&sort=7).

Nathan, Richard, Patricia Billen, Burt Barnow, Amy MacDonald Buck, Dan O'Shea, Christopher King et al. "The Workforce Investment Act in Eight States: State Case Studies from a Field Network Evaluation: Volume Two." Albany, NY: Rockefeller Institute of Government, SUNY, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2274&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2274&mp=y&start=141&sort=7).

**KEYWORDS:** WIA, One-Stop Career Center operations

**TOPIC AND RESEARCH OBJECTIVES:** WIA required that each local workforce investment area (LWIA) establish a One-Stop Career Center, a full-service resource center for individuals seeking employment-related assistance. It also contained mandates regarding the provision of universal access to core services (basic services to help job seekers find employment), expanded participant choice of training providers, and performance incentives. States were required to implement these changes by July 2000. To examine the implementation of WIA requirements, DOL funded a study of eight states and 16 LWIAs. The results were presented in two volumes.

**STUDY SITES:** Two local areas in each of Maryland, Michigan, Missouri, and Oregon (vol. 1) and Florida, Indiana, Texas, and Utah (vol. 2)

**DATA AND METHODS:** Only states that had progressed beyond the early stages of WIA implementation by 2002 were selected for this study. Data included public documents and reports as well as guided interviews with members and staff of state and local boards, state agency officials, service providers, advocates, and other stakeholders. Qualitative methods were used and each state's implementation experience was examined separately.

**SUMMARY OF FINDINGS:** The reports presented case studies of the state and local workforce development systems each state. Highlights included:

*Maryland:* At the time of the study, Maryland's workforce services remained fragmented. Its local boards worked relatively autonomously in developing policies and overseeing One-Stop Career Centers. The One-Stop Career Centers exhibited a great deal of variability in their willingness to serve low-income individuals.

*Michigan:* Participant choice had been built into the system before the WIA requirement. WIA helped Michigan make improvements to its workforce development programs through increased capacity. However, some provisions, such as those regarding funding and reporting requirements, inhibited some of the state's efforts.

*Missouri:* Missouri had adopted many of the changes required by WIA before its implementation, so the law served to reinforce the systems already in place. However, Missouri

continued to struggle with providing seamless and comprehensive services. The law's requirement of private sector representation in local workforce investment boards was perceived as having a positive impact on the state's workforce development efforts.

*Oregon:* Oregon had a well-developed labor market information system and was working on coordinating workforce efforts before the implementation of WIA. Stakeholder opinions differed as to whether WIA helped or hindered Oregon's efforts. One of the biggest difficulties the state faced had to do with the development of One-Stop Career Center partnerships.

*Utah:* This state's program favored classroom learning over on-the-job training. At the time of this study, the state's WIA program was more effective at serving low-skilled, low-income workers than their higher-skilled counterparts. Utah had encountered challenges to WIA implementation, such as funding inadequacy.

*Texas:* When Texas implemented WIA, the state already had many of the regulations in place due to state workforce reforms in 1993 and 1995. In the early stages of implementation, WIA legislation actually hindered the relationship between existing workforce development programs in Texas and community colleges because the legislation deemphasized referrals to occupational training, which is primarily provided by community colleges.

*Indiana:* In Indiana, the Department of Workforce Development administered WIA at the state level and the governor viewed workforce development as an economic development tool. Local boards felt restricted by WIA's membership requirements and lack of funding. Some local boards doubled in size as a result of WIA's membership requirements; this growth hindered their ability to act nimbly and efficiently.

*Florida:* Staff at the state agency that administered WIA in Florida, the Agency for Workforce Innovation, indicated that WIA had helped the state and its localities become more systematic and focused on the big picture.

Wright, David, and Lisa Montiel. "Workforce System One-Stop Services for Public Assistance and Other Low-Income Populations." Albany, NY: The Nelson A. Rockefeller Institute of Government at the University at Albany, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2459&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2459&mp=y&start=1&sort=7).

**KEYWORDS:** WIA, One-Stop Career Center operations, TANF, low-income workers

**TOPIC AND RESEARCH OBJECTIVES:** Given the work requirements of TANF, One-Stop Career Centers can be of particular help to TANF participants. Further, WIA stipulates that One-Stop Career Centers should prioritize services to public assistance recipients. However, there is a high degree of variation in the level of service provided to TANF participants. This study sought to document the successful practices that One-Stop Career Centers use to serve TANF recipients.

**STUDY SITES:** Six purposively selected local workforce investment areas were included, two each in California, Georgia, and Missouri

**DATA AND METHODS:** Sites were selected for the study based on their provision of services to TANF participants through One-Stop Career Centers and high degree of local, rather than state, control over TANF program administration. Additional selection criteria included the demographics and employment rates of the local population and the site's accessibility to the researchers.

Data were obtained from on-site interviews with staff at One-Stop Career Centers and WIA administrative records on caseloads, service provision, and performance. Interviews with the local Workforce Investment Board and employment and social services agencies provided additional data. Qualitative methods were used to analyze interviews, and quantitative methods were used to summarize administrative data.

**SUMMARY OF FINDINGS:** Several practices were identified as particularly useful for the effective provision of services to TANF participants. Among them were the presence of high-quality community-based subcontractors, an active role on the part of One-Stop Career Centers in identifying growing employment sectors, and collocation or use of technology to promote effective communication between One-Stop Career Centers and TANF agency staff.

Dunham, Kate, Jeff Salzman, and Vinz Koller. "Business as Partner and Customer under WIA: A Study of Innovative Practices." Oakland, CA: Social Policy Research Associates, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2295&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2295&mp=y&start=121&sort=7).

**KEYWORDS:** WIA, One-Stop Career Center operations, partnerships

**TOPIC AND RESEARCH OBJECTIVES:** This paper examined business involvement with Workforce Investment Boards (WIBs), a key way for businesses to provide policy direction to WIA programs; business-related partnerships, which can improve WIBs' responsiveness to business concerns; and services provided to businesses, such as labor exchange services, rapid response/downsizing assistance, and job fairs.

**STUDY SITES:** Nine local workforce investment areas (LWIAs) nationwide with innovative approaches to business involvement: Arapahoe-Douglas Works Colorado; Capital Area Michigan Works; Dallas, Texas WorkSource; Eastern Kentucky Concentrated Employment Program; Northwest Georgia Coosa Valley Regional Development Center; Northwest Wisconsin Concentrated Employment Program; Pacific Mountain Workforce Consortium—Grays Harbor WorkSource; San Diego Workforce Partnership; and Southwest Connecticut, TheWorkPlace Inc.

**DATA AND METHODS:** Nominations of LWIAs to be included in the study came from many sources, including DOL office staff, major national business organizations, and public interest groups with a focus on workforce development. The sample included a mix of urban and rural sites. From December 2003 to February 2004, researchers conducted site visits to the nine LWIAs, interviewing local area officials, partners, and business representatives.

**SUMMARY OF FINDINGS:** The innovative business practice sites that were part of this study tried to be more effective in meeting the employment-related needs of both job seekers and businesses by seeking to involve businesses in all aspects of their operations, including business representation on WIBs, establishing business partnerships, and providing business services.

For successfully integrating business interests into the WIB, the study recommended recruiting business members who hold high positions in their organizations, choosing a few priority WIA issues for them to take on, and engaging in strategic planning regarding broad workforce development issues.

For successful business-related partnerships, key factors included conducting joint strategic planning activities, developing sectoral initiatives at the intersection of economic development and workforce development, and paying attention to the needs of the business partners.

Finally, the study found that persuading businesses to make use of business services was critical to the success of the workforce development system. Successful practices included using a dedicated account representative to provide business services, cultivating long-term relationships, and targeting.

Trutko, John, and Burt Barnow. "An Evaluation of the Priority of Service Provision of the Jobs for Veterans Act by the Workforce Investment System in Providing Services to Veterans and Other Covered Persons, Final Report." Arlington, VA: Capital Research Corporation, 2010a. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2458&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2458&mp=y&start=1&sort=7).

**KEYWORDS:** Veterans, priority of service provision, One-Stop Career Center operations

**TOPIC AND RESEARCH OBJECTIVES:** Priority of service was stipulated in the Jobs for Veterans Act to ensure that veterans receive comprehensive services at One-Stop Career Centers even when resources are limited. This study sought to evaluate the implementation of the priority-of-service provision for veterans in the One-Stop Career Center system and the degree to which provision requirements were being met.

**STUDY SITES:** Seven One-Stop Career Centers: Junction City, Kansas; Auburn, California; Virginia Beach, Virginia; Anchorage, Alaska; Toledo, Ohio; Jacksonville, Florida; and Newark, New Jersey

**DATA AND METHODS:** The centers were selected to vary on a number of characteristics, such as the share of veterans in the population and the integration of ES offices. All WIA Adult and Dislocated Worker program exiters recorded in the WIA Standard Record Data (WIASRD) during 2003–2005 were included in the analysis. This study relied on three types of data: (1) interviews with Federal program officials and staff of national workforce and veteran organizations; (2) site visits to local workforce areas; and (3) WIASRD data.

Qualitative methods were used to analyze data obtained from interviews and site visits. Descriptive statistics and regression analyses were used to examine the WIASRD data.

**SUMMARY OF FINDINGS:** Veterans who visited One-Stop Career Centers were slightly less likely to receive intensive or training services and to establish an individualized training account than nonveterans. However, veterans who received intensive services were more likely to receive training than their nonveteran counterparts. Veteran and nonveteran exiters had similar patterns in terms of pre- and post-employment rates. The authors noted that these findings were inconclusive with regard to the priority-of-service provision because the analysis lacked information to account for the criteria that determine the need for intensive services and training; veterans might simply require a different set of services than nonveterans.

However, interviews and site visits suggested that the priority of service provision was insufficiently enforced, and many service providers did not have clear information about requirements. The authors saw a need for further technical assistance and training on what priority of service is and how to implement it. Site visits revealed that, although all the states visited had strong outreach to veterans, states and local areas were not sure what constituted priority of service.

Dunham, Kate. "Linkages between TAA, One-Stop Career Center Partners, and Economic Development Agencies." Oakland, CA: Social Policy Research Associates, 2009.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2425&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2425&mp=y&start=41&sort=7).

**KEYWORDS:** TAA, One-Stop Career Center operations, WIA, dislocated workers

**TOPIC AND RESEARCH OBJECTIVES:** WIA mandated that TAA programs, which provide compensation and training to workers laid off as a result of foreign trade, partner with One-Stop Career Centers. The goal was to better serve workers by increasing the collaboration between the programs; One-Stop Career Centers were intended to become the primary point of participant intake and delivery of TAA services. The Trade Act of 2002 strengthened the TAA program's emphasis on working with employers by authorizing employer-based training and relaxing restrictions on the use of on-the-job training. This study described the partnerships between TAA programs, One-Stop Career Centers, and economic development agencies.

**STUDY SITES:** 41 One-Stop Career Centers providing TAA services and state-level offices of the 19 states in which the One-Stop Career Centers were located

**DATA AND METHODS:** From mid-2005 to mid-2006, the researchers conducted site visits at the One-Stop Career Centers. They also visited the state-level offices of each of these states and conducted interviews with a variety of staff, including local TAA program administrators and One-Stop Career Center directors. Finally, they performed a qualitative analysis and synthesized their findings.

**SUMMARY OF FINDINGS:** The study found that strong relationships between TAA and partners, especially WIA, led to better service delivery for participants. Ties to ES, UI, and the WIA Dislocated Worker program were apparent at the state level, at local One-Stop Career Centers, and in joint state and local programs. Linkages with economic development agencies were not as strong.

The study results indicated that several factors affected the strength of relationships between programs. For example, TAA typically had stronger partnerships with programs that had coenrolled participants. It also had stronger ties to programs that were collocated in One-Stop Career Centers. TAA's position within the state agency structure influenced the strength of the partnerships it formed because it was easier to form ties when programs were located within the same agency. However, being located within the same agency did not guarantee that programs coordinated well; challenges sometimes arose when programs had conflicting policies. For instance, WIA strictly requires that participants receive training in occupations in demand, whereas TAA sometimes makes exceptions to this requirement.

Almandsmith, Sherry, Han Bos, and Lorena Adams Ortiz. "Evaluation of the Strengthening Connections between Unemployment Insurance and the One-Stop Delivery Systems Demonstration Projects in Wisconsin." Oakland, CA: Berkeley Policy Associates, 2006.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2396&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2396&mp=y&start=61&sort=7).

**KEYWORDS:** UI claimants, reemployment services, One-Stop Career Center operations

**TOPIC AND RESEARCH OBJECTIVES:** With funding from DOL, the goals of this project were to better connect Wisconsin's UI claimants with reemployment services at One-Stop Career Centers and build linkages between UI and One-Stop Career Centers in areas such as data sharing and joint service provision. In summer 2004, three demonstration sites began offering reemployment services to program participants and continued services until the end of the demonstration in spring 2006.

The study sought to document the linkages created between the UI and One-Stop Career Centers and assess the impact of the connections and demonstration services on UI claimants' outcomes.

**STUDY SITES:** Six One-Stop Career Centers in Wisconsin

**DATA AND METHODS:** Qualitative data collection for the process study involved observing planning sessions and interviewing state-level employees in Madison, two visits to each of the three demonstration sites, one initial visit to each of the three comparison sites, and reviews of relevant state and local documents. Site visits included staff interviews and participant focus groups. Process study methods included qualitative analysis and synthesis of site visit data.

Impacts were estimated by comparing outcomes of participants in the demonstration sites with those of nonparticipants in adjacent zip codes. Three main sources of data included: (1) UI agency claim data, (2) UI wage record data, and (3) One-Stop Career Center client data. In total, 2,180 demonstration participants were compared with 4,193 similar nonparticipants. The study generated frequencies and means of outcomes, using regression models to estimate impacts.

**SUMMARY OF FINDINGS:** The demonstration succeeded in building strong connections between the UI and One-Stop Career Centers in the areas of data sharing and provision of reemployment services.

The demonstration made significant, although modest, impacts on participants' outcomes by the end of the demonstration period in spring 2006; participant group members drew UI benefits for less time and had higher quarterly earnings than comparison group members. Receipt of assessment, job referral, one-on-one services, and follow-up services were associated with less time drawing UI benefits and increased quarterly earnings.

Salzman, Jeffrey, Katherine Dickenson, Ruth Fedrau, and Melissa Lazarin. "Unemployment Insurance in the One-Stop System." Oakland, CA: Social Policy Research Associates, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=366&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=366&mp=y&start=241&sort=7).

**KEYWORDS:** WIA, UI, One-Stop Career Center operations, partnerships, employer services

**TOPIC AND RESEARCH OBJECTIVES:** WIA mandated that UI programs partner with One-Stop Career Centers. This partnership was expected to ensure that claimants and employers could easily learn about the services of both programs any time they interacted with one of them. This study described the relationship between UI and One-Stop Career Centers. It investigated how this partnership could improve services for both claimants and employers. It then examined factors that supported strong relationships between the programs.

**STUDY SITES:** Eight local workforce investment areas (LWIAs) in eight states

**DATA AND METHODS:** The researchers developed case studies for eight states and eight LWIAs. The states were chosen to assess various methods of taking initial UI claims (in person or over the phone) and the strength of the existing relationship between UI and One-Stop Career Center systems.

The researchers interviewed state UI and One-Stop Career Center directors about both programs. They then conducted three-day site visits to each of the LWIAs. While on site, they led focus groups with staff, claimants, and employers.

**SUMMARY OF FINDINGS:** States that continued to take claims in person played an active role in the design of One-Stop systems.

Certain factors were found to affect the relationships between UI and One-Stop Career Centers. For example, time constraints were an issue because UI staff did not always have time to discuss other services with employers. Sometimes UI state-level attitudes could also hinder the relationship, as some state-level staff felt that UI and One-Stop Career Centers should not be mixed because they dealt with separate issues. The location of UI staff also made a difference; when UI staff was located at the One-Stop Career Center, improved employer-service connections resulted.

The study recommended ways to improve the linkages between UI and One-Stop Career Centers. First, it recommended that states encourage initial claims to be made in-person, rather than by telephone, and while claimants are at the center, they should be connected to WIA and other services provided at One-Stop Career Centers. In addition, the study recommended providing claimants with written information about both programs, training staff in both programs to be knowledgeable about the other, and including information on both programs in marketing materials.

One-Stop Career Centers could improve their services to employers by providing more assistance in recruiting qualified job seekers and hiring more staff to work individually with employers. Many employers also indicated that they would like to receive more information about the services One-Stop Career Centers offered.

Many claimants were satisfied with One-Stop Career Centers' approach. However, claimants indicated that services could be improved by having employers distribute information about reemployment services when layoffs occurred. Claimants also wished that upon their first visit to the One-Stop Career Center they were informed about all the available services.

Trutko, John, and Burt Barnow. "Implementing Efficiency Measures for Employment and Training Programs: Final Report." Arlington, VA: Capital Research Corp., 2010b. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2441&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2441&mp=y&start=21&sort=7).

**KEYWORDS:** WIA, efficiency measure, ETA

**TOPIC AND RESEARCH OBJECTIVES:** In 2007, to improve the performance of the Federal government's programs, the Office of Management and Budget required the development of efficiency measures for all programs. ETA was charged with developing and implementing outcome-based efficiency measures for 11 employment and training programs it administered: the WIA Adult, Dislocated Worker, Youth Activities, Indian and Native American, and National Emergency Grant programs; the TAA program; the Wagner-Peyser/ES program; the Senior Community Service Employment Program; the National Farmworker Jobs Program; the Work Incentive Grant program; and apprenticeship. This study reported on ETA's process of investigating the feasibility of various efficiency measures and made recommendations for the types of measures to be used.

**DATA AND METHODS:** In formulating recommendations, the authors consulted background literature on performance measurement and management; conducted telephone interviews with officials at workforce agencies in California, Florida, Missouri, New York, Utah, and Virginia, and with officials from the Organization for Economic Cooperation and Development, the United Kingdom, and Canada; examined efficiency measures used in other Federal agencies; and analyzed aggregate cost and outcome data for the ETA programs of interest. The process of developing the recommendations also involved consultation with the ETA program and regional offices, the ETA internal Cross-Functional Performance workgroup, and an expert panel.

**SUMMARY OF FINDINGS:** The study developed nine recommendations for a measure of ETA program efficiency: (1) when considering program cost, use expenditures rather than appropriations; (2) use common measures, such as cost per entered employment, but only for programs for which they are appropriate; (3) measures should take program-specific features, such as the target population and intensity of service, into account; (4) until verified further, efficiency measures should not be relied upon to reward or sanction states and grantees; (5) the consistency of data on program costs, participants and outcomes should be improved; (6) efficiency measures should account for various activities offered within individual programs; (7) adjustment models for efficiency measures are more appropriate at the local/grantee level than at the state level; (8) calculating the return on investment is useful but it is not appropriate as a regular measure; and (9) issues surrounding co-enrollment and cost sharing between programs require further consideration.

## **WIA Performance Measurement System**

WIA stipulated a new performance measurement system, naming 17 core measurements and introducing performance goal negotiations for states and local areas. The purpose of increased accountability was to improve participants' outcomes in employment, retention, earnings, and skill attainment. In 2001, the Administration introduced common performance measures for WIA programs.

The Evaluation of the WIA Performance Measurement System resulted in two final reports: one based on a survey administered to all local workforce investment areas (LWIAs) nationwide, and the other based on in-depth site visits to 11 LWIAs.

Dunham, Kate, Melissa Mack, Jeffrey Salzman, and Andrew Wiegand. "Evaluation of the WIA Performance Measurement System." Oakland, CA: Social Policy Research Associates, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2409&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2409&mp=y&start=41&sort=7).

**KEYWORDS:** WIA, performance measurement, performance accountability

**TOPIC AND RESEARCH OBJECTIVES:** This report sought to describe the implementation experiences of 11 local workforce investment areas (LWIAs).

**STUDY SITES:** A survey of all LWIAs and site visits to 11 LWIAs in Alabama, Colorado, Idaho, Maine, New Jersey, North Carolina, and Oregon

**DATA AND METHODS:** The analysis approach consisted of two rounds of site visits and a quantitative analysis using the LWIA survey data. The first round of site visits was conducted in program year 2002 and the second round in mid-2005 in order to assess the implementation of the new common measures. Different states were visited in the two site visit rounds; this report focuses on the seven states visited in program year 2005. Analytic methods included qualitative cross-site analyses, generating common themes and trends.

**SUMMARY OF FINDINGS:** In the second round of site visits, agency staff had a greater understanding of the measurement system and the monitoring information system technology. Most youth programs and some adult and dislocated worker programs were contracted to outside organizations such as schools or not-for-profits, which presented challenges for performance measurement. Half of the sites reported training contractors on performance measurement.

Most sites reported that their service design and delivery were influenced in some ways by the performance measurement system. Examples include screening participants for motivation, delaying participation for those needing the most skill improvement, and discouraging participation from workers with relatively high pre-participation wages. The youth programs reported that the focus on academic goals made it more difficult to serve out-of-school and disabled youth.

Eighty-two percent of LWIAs report using performance measures to assess continuous improvement. Programs reported that the performance measurement system encouraged them to improve case management, follow-up, on-the-job training, and job placement services.

Dunham, Kate, Melissa Mack, Jeff Salzman, and Andrew Wiegand. "Evaluation of the WIA Performance Measurement System: Survey Report." Oakland, CA: SPR Associates, 2005. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2408&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2408&mp=y&start=41&sort=7).

**KEYWORDS:** WIA, performance management, performance accountability

**TOPIC AND RESEARCH OBJECTIVES:** States have some flexibility in determining performance accountability policies. This survey report presented results from a survey of local workforce investment areas (LWIAs) regarding their use of the performance measurement system.

**STUDY SITES:** LWIAs nationwide

**DATA AND METHODS:** The study attempted to survey all 572 LWIAs during the summer and fall of 2005, and 455 participated. The survey collected information regarding the operation of the performance measurement system. The researchers generated frequencies and means of survey responses.

**SUMMARY OF FINDINGS:** The study found that LWIAs' perceptions of the initial performance measure negotiation process varied. Most said that some negotiation with the state was involved, but that local concerns should have received more consideration. One-third indicated that negotiation was minimal or nonexistent.

The implementation of sanctions by states appeared to have a larger influence than incentives. Two-thirds of LWIAs indicated that the possibility of sanctions influenced their programs, whereas slightly more than half indicated that incentives had an influence. Performance measurement also appeared to affect partnerships. One-third of the LWIAs indicated that performance measurement discouraged eligible training providers and contracted service providers from applying to work with WIA participants, and half of the LWIAs indicated that performance measurement discouraged partners—other government agencies and/or other service providers—from co-enrolling clients. LWIAs also indicated that performance measurement affected the types of clients served and the services provided. LWIAs used performance measurement to improve program quality, with almost 60 percent electing to adopt additional measures.

## **UNEMPLOYMENT INSURANCE**

UI is a Federal-state partnership that offers temporary wage replacement to individuals who are involuntarily unemployed. Regular UI benefits are available for up to 26 weeks. During periods of recession or high unemployment, temporary Federal benefits and Federal-state Extended Benefits programs have been implemented to increase the duration of coverage.

This section contains papers on various aspects of the UI program, including studies on its role, funding, and use.

- Two studies (Vroman 2010 and Chimerine et al. 1999) discussed the role of UI as an automatic economic stabilizer.
- Several papers examined UI taxes and trust funds (Coffey et al. 2008; National Association of State Workforce Agencies 2004; KRA Corporation 1997; and Cook et al. 1995), and in particular how the UI tax rate in a given state might be affected by the rates in neighboring states (Bassi and McMurrer 1996 and Vroman 1996).
- Several studies (Vroman 2008; Vroman 2001; Needels et al. 2001; Fishman 1999; Needels and Nicholson 1999; Corson et al. 1999; and Gritz et al. 1998) described the use of UI by individuals, including reciprocity patterns and trends over time.
- Four papers (O’Leary and Eberts 2004; Decker and Perez-Johnson 2004; Needels et al. 2002; and Decker et al. 2000) examined reemployment services to UI claimants broadly, while O’Leary and Kline (2009) looked specifically at TANF participants.
- Vroman (1996) examined whether states in the early 1990s moved UI recipients onto welfare rolls.

Vroman, Wayne. "The Role of Unemployment Insurance as an Automatic Stabilizer during a Recession." Washington, DC: IMPAQ International, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2447&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2447&mp=y&start=21&sort=7).

**KEYWORDS:** UI, unemployment rate, gross domestic product

**TOPIC AND RESEARCH OBJECTIVES:** UI benefits provide funds to unemployed workers, helping to maintain a level of consumption that may prevent the economy from further decline. Regular UI benefits are available for up to 26 weeks to eligible unemployed workers, and during periods of recession or high unemployment, temporary Federal emergency unemployment compensation (EUC) and Federal-State Extended Benefits (EB) are implemented to increase the duration of coverage. This study used statistical simulations to examine the impact of UI regular, emergency, and extended benefits on stabilizing the U.S. economy during the 2008–2009 recession.

**STUDY SITES:** All states and Washington, D.C.

**DATA AND METHODS:** The study modeled the impact of UI benefits on the real gross domestic product (GDP) of all 50 states and the District of Columbia from 2007 to 2020; it used real data through the second quarter of 2009 and projections for subsequent years. Macroeconomic models developed by Economy.com, a branch of Moody's Investor Services Inc., were used for analyses. The models accounted for state characteristics that affect the economy: demographics; real gross product; personal income and average earnings; credit and banking; real estate and housing; and consumer demand. The stabilizing effects of UI were determined by modeling the path of GDP with and without each of regular UI benefits, EUC, and EB and comparing GDP under each scenario.

**SUMMARY OF FINDINGS:** The study found that UI benefits had a stabilizing effect on the economy. Between 2008 and 2010, regular benefits reduced the decline in GDP by one-tenth, and EB by one-twelfth. Multiplier effects in real GDP were estimated to average 2.0 for both regular benefits and EB.

Chimerine, Lawrence, Theodore S. Black, and Lester Coffey. “Unemployment Insurance as an Automatic Stabilizer: Evidence of Effectiveness over Three Decades.” Walla Walla, WA: Coffey Communications, LLC, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=372&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=372&mp=y&start=241&sort=7).

**KEYWORDS:** UI

**TOPIC AND RESEARCH OBJECTIVES:** This report evaluated the effectiveness of UI as an economic stabilizer. It examined criticism of the program and updated past quantitative studies of UI’s economic stabilization effects. It then introduced and applied an expanded model to test how effective UI had been over the past 25 years.

**DATA AND METHODS:** The study used simulations based on the Wharton Econometric Forecasting Quarterly model, which is capable of accurately modeling complex macroeconomic relationships, to examine five historical recessions beginning in 1969; expanding on previous work, it included data from the 1990–1991 recession. It then compared the modeled outcomes of the recessions with and without the effects of UI. It included results for the UI program overall and the three individual components of the program (regular, extended, and supplemental benefits).

**SUMMARY OF FINDINGS:** The study found no evidence that the effectiveness of the UI program had decreased over time and concluded that UI remained an effective automatic stabilizer on the U.S. economy. The simulation results suggested no support for the claim that structural changes had lessened the need for UI, and UI was not found to be less important because of other economic stabilizers gaining effectiveness.

Further, the authors suggested that, if its triggering and funding mechanisms were altered, UI programs could become even more effective as an automatic stabilizer. Ways of changing these mechanisms might include expanding eligibility, extending the duration of benefits, and better funding.

Coffey, Lester, Wayne Vroman, Michael Ye, E.A. Rett Hensley, Richard Sullivan, William Sullivan, and Lawrence Chimerine. "Evaluation of State Implementation of Section 303(K), SSA: Final Report." Bethesda, MD: Coffey Communications, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2361&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2361&mp=y&start=81&sort=7).

**KEYWORDS:** UI taxes, State Unemployment Tax Act, SUTA dumping

**TOPIC AND RESEARCH OBJECTIVES:** State Unemployment Tax Act (SUTA) dumping is a practice whereby an employer lowers state unemployment compensation (UC) taxes it owes through merger, acquisition, or restructuring schemes. The SUTA Dumping Prevention Act was implemented in 2004 to prevent this form of tax avoidance by adding section 303(k) to the Social Security Act (SSA). The new provision required states to amend UC laws by January 2006 to prevent SUTA dumping schemes and to implement procedures to detect them. This study sought to examine states' implementation of the SUTA Dumping Prevention Act provisions.

**STUDY SITES:** Survey of all 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands, plus site visits to seven states: California, Florida, Michigan, New Hampshire, Texas, Utah, and Washington

**DATA AND METHODS:** Site visits included interviews with unemployment officials and were conducted from October to December 2006. Surveys were administered by June 2007. Qualitative methods were used to synthesize the site visit data; researchers also tabulated the frequencies and means of the survey data.

**SUMMARY OF FINDINGS:** All states enacted legislation as required by Section 303(k), SSA, with most states centralizing detection of SUTA dumping or assigning full-time staff to perform these functions. Between implementation in 2004 and September 2006, states collected more than \$52 million in additional tax assessments from SUTA dumping violations.

States faced challenges in implementing the legislation; 49 states cited a lack of financial and staffing resources, and 36 percent of states indicated a lack of access to information technology resources. At the same time, nearly all survey respondents indicated they were satisfied or very satisfied with the provisions of Section 303(k), SSA.

National Association of State Workforce Agencies. “Unemployment Insurance: Assessment of the Impact of the 2002 Reed Act Distribution—Final Report.” Washington, DC: National Association of State Workforce Agencies, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2363&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2363&mp=y&start=81&sort=7).

**KEYWORDS:** Reed Act, economic stimulus, UI, ES, tax reduction

**TOPIC AND RESEARCH OBJECTIVES:** In response to the economic downturn in 2001, Congress passed the Job Creation and Worker Assistance Act of 2002, which, among other actions, designated \$8 billion for the Special Reed Act Distribution. The funds were divided among states and passed to state unemployment trust fund accounts. States could use the allocation to cover the cost of state unemployment benefits, ES, and administration of UI programs. This study sought to determine how states used the 2002 Reed Act funds.

**STUDY SITES:** Case studies of nine states (Iowa, Louisiana, Michigan, Minnesota, Montana, New Jersey, Ohio, Virginia, and Washington); survey and administrative data for all 53 states and territories

**DATA AND METHODS:** The study had qualitative and quantitative components. To collect data for the qualitative component, researchers conducted telephone interviews with key individuals in state workforce agencies and stakeholders in the nine selected states. The data for the quantitative component were gathered from the 2002 and 2004 surveys from the National Association of State Workforce Agencies, state spending status reports, BLS, and the U.S. Department of Commerce’s Bureau of Economic Analysis.

Analytic methods include qualitative data synthesis across states to identify general themes as well as descriptive statistics and regression modeling to identify characteristics or factors associated with certain fund usages.

**SUMMARY OF FINDINGS:** Among the 53 states and territories that received Reed Act funds, 25 reduced taxes, 40 expanded their UI and ES administration budgets, and 9 raised their weekly UI benefit amounts. State UI system solvency was highly correlated with certain actions, such as tax cuts and benefit increases; low state solvency often meant that states needed to use the funds to replenish trust funds with low balances.

Overall, the Special Reed Act Distribution funds enabled states to respond to higher demand for UI benefits and ES services. In addition, the funds provided for long-term investment in information technology and infrastructure needs. Nevertheless, 28 states did not lower tax rates, and there was little time for states to appropriate funds. In fact, only two of the nine states had distributed all Reed Act funds at the time of the study.

KRA Corporation “Employee Leasing: Implications for State Unemployment Insurance Programs.” Unemployment Insurance Occasional Paper 97-1, Washington, DC: KRA Corporation, 1997. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=298&mp=y&start=301&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=298&mp=y&start=301&sort=7).

**KEYWORDS:** Employee leasing, fringe benefits, UI taxes

**TOPIC AND RESEARCH OBJECTIVES:** Leasing companies lease employees to client companies on a long-term basis. For a set fee, the leasing company pays the employees’ wages, benefits, and associated payroll taxes, including UI. This paper provided an overview of the employee leasing industry, how it interacted with state UI systems, and the implications for UI trust funds.

**STUDY SITES:** All 50 states and Washington, D.C.; in-depth examinations of Maryland, Florida, Oklahoma, and Texas

**DATA AND METHODS:** To generate an overview of the impact of employee leasing, all 50 states and the District of Columbia were included in the study. Four states were examined in more detail to determine the impact of employee leasing on state unemployment trust funds. These states were selected based on the availability of wage record data and their experience with the employee leasing industry.

Data regarding the impact of leasing companies and state laws were obtained from all states using a mail survey conducted with state UI tax administrators from September to November 1994. Wage record data and state UI tax rate data from 1990 to 1994 were used to examine state unemployment trust funds.

Analytic methods included a qualitative analysis of survey data and a quantitative analysis of state unemployment tax rate and wage record data.

**SUMMARY OF FINDINGS:** According to the survey results, 27 states considered the leasing company to be the employer of leased employees, 9 states considered the client company to be the employer, and the remaining states set criteria for the leasing company to be considered the employer. The leasing company was liable for UI contributions in 22 states, with 10 of these states considering the client company liable if the leasing company failed to pay contributions. Nine states considered the client firm jointly liable.

In all four states examined in depth, leasing companies had lower UI tax rates than client companies. The overall impact of employee leasing companies on UI trust funds depended on the size of the employee leasing industry. In Oklahoma, where the leasing industry was small, there was no observable impact. In Texas, where the leasing industry was much larger, the loss to the trust fund from employees switching to leasing companies was \$3.2 million or 0.6 percent of taxable wages.

Cook, Robert F., Wayne Vroman, Joseph Kirchner, Anthony Brinsko, and Alexander Tan. "The Effects of Increasing the Federal Taxable Wage Base for Unemployment Insurance." Silver Spring, MD: KRA Corporation, 1995. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=291&mp=y&start=301&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=291&mp=y&start=301&sort=7).

**KEYWORDS:** UI trust fund, federal taxable wage base

**TOPIC AND RESEARCH OBJECTIVES:** From the introduction of UI in the 1930s, the Federal taxable wage base, which is the Federally mandated minimum amount of a worker's earnings per year that are subject to taxation for the UI program, increased from zero to \$3,000 in 1940, to \$6,000 in 1978, and to \$7,000 in 1983. The increases occurred at times when the UI system had financial troubles. Many researchers and policymakers argued in 1995 that it was time to raise the Federal taxable wage base again, as the real value of the wage base and the ratio of the wage base to average income had fallen significantly. New base suggestions ranged from \$10,000 to \$60,000. This study simulated the effects of a wage base increase on employers, UI tax revenue, and labor.

**STUDY SITES:** Colorado, Maryland, Missouri, and Texas

**DATA AND METHODS:** The study used all wage record data from the four states for calendar years 1990 and 1991; their weighted average wage was very close to that of all states. A simulation model was created for each state based on its historical relationship between the taxable wage base and the share of total wages subject to UI taxes. These models, combined with estimates of the elasticity of employment demand and factor substitution from existing literature, were used to estimate the effects of wage base increases on employment and taxation. A second model with the state data and firm revenue data produced estimates of the effect of wage base increases on state and Federal trust fund revenues.

**SUMMARY OF FINDINGS:** According to the simulations, a wage base increase would have a small effect on employment. Were the taxable wage base to double to \$14,000, employment would drop by 100,000, or slightly more than 0.1 percent of UI-covered employment. Eliminating the cap on taxable wages (that is, making all wages UI-taxable) would entail a loss of 381,000 jobs, which is approximately 0.5 percent of UI-covered employment.

A wage base increase to \$14,000 would make 55 percent of the entire payroll UI-taxable, and an increase to \$65,000 would cover roughly 90 percent. The simulation models estimated that if the taxable wage base doubled to \$14,000, the Federal trust fund revenues would increase by more than 50 percent. Elimination of any base would increase Federal trust fund revenues by 120 percent and state revenues by 75 percent; the difference between Federal and state increases would arise because some states have higher wage bases than the Federal base.

Bassi, Laurie, and Daniel McMurrer. "Unemployment Insurance in a Federal System: A Race to the Bottom?" In *Essays on Interstate Competition in the Unemployment Insurance System*, edited by Laurie Bassi. Unemployment Insurance Occasional Paper 98-5. Washington, DC: U.S. Department of Labor, Employment and Training Administration, Unemployment Insurance Service, Division of Research and Policy, 1998. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=357&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=357&mp=y&start=241&sort=7).

**KEYWORDS:** UI taxes, interstate competition

**TOPIC AND RESEARCH OBJECTIVES:** To maintain a competitive advantage over other states in attracting businesses, states have an incentive to levy low UI tax rates. However, this incentive is balanced by their desire to maintain the well-being of unemployed workers through the provision of adequate UI benefits. This paper, one of a collection of essays on the UI system and interstate competition, sought to determine whether competitiveness with other states influenced UI tax rates.

**STUDY SITES:** The 48 contiguous states

**DATA AND METHODS:** Panel data from 1977 to 1990 were used for the study and consisted of state unemployment tax rates, unemployment rates, changes in the unemployment rate, reserve ratios (a measure of the health of a state's UI trust fund), numbers of state executive and legislative branches controlled by the Democratic party, state unionization rates, reserve ratios of state UI trust funds, and measures of state tax capacity to account for the level of states' tax bases. Quantitative analytic methods, including regression analyses, were used.

**SUMMARY OF FINDINGS:** The study found that state UI tax rates were influenced by the tax rates of other states, particularly contiguous states. A state is more influenced by last year's tax rates of other states when it has a higher tax rate and is most likely to respond by lowering its tax rate. Changes to the tax rate in response to changes in the tax rates of other states are most likely to occur during times of declining unemployment. Over time, the intensity of tax rate competition had increased, so that states were more influenced by the tax rates of their neighbors.

Vroman, Wayne. "Interstate Competition in Unemployment Insurance and Workers' Compensation." In *Essays on Interstate Competition in the Unemployment Insurance System*, edited by Laurie Bassi. Unemployment Insurance Occasional Paper 98-5. Washington, DC: U.S. Department of Labor, Employment and Training Administration, Unemployment Insurance Service, Division of Research and Policy, 1998. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=357&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=357&mp=y&start=241&sort=7).

**KEYWORDS:** UI taxes, interstate competition, Workers' Compensation

**TOPIC AND RESEARCH OBJECTIVES:** States have an incentive to impose lower tax rates in order to appeal to taxpayers and businesses and prevent migration to states with lower tax rates. In the case of benefit programs financed by states, such as UI and Workers' Compensation, payments to beneficiaries depend on the tax rate. States may elect to offer less-generous benefits, thereby keeping taxes low, in order to maintain a competitive advantage in attracting and retaining taxpayers and businesses. This paper, one of a collection of essays on the UI system and interstate competition, sought to examine whether interstate competition plays a role in the provision of social benefits, specifically UI and Workers' Compensation.

**STUDY SITES:** Colorado, Indiana, New Hampshire, South Dakota, and Virginia for in-depth data collection and analysis; all 50 states and the District of Columbia for costs

**DATA AND METHODS:** The authors reviewed the literature on interstate competition and provided a detailed critique of the Bassi and McMurrer (1996) thesis on UI tax rates (see p. 68). For UI tax rates, a descriptive analysis examined the tax rate patterns of three of five states with the lowest average tax rates, along with their neighboring states. Regression analyses were also used to examine all 50 states and the District of Columbia during the same period. For this part of the analysis, data were compiled from the UI Service, BLS, and DOL's *ET Handbook 394, Unemployment Insurance Financial Data*.

For Workers' Compensation, costs were examined in all 50 states and the District of Columbia using regression analyses. Data were compiled from DOL's *ET Handbook 394, Unemployment Insurance Financial Data*; the Oregon Department of Consumer and Business Services; the Social Security Administration; and the National Council on Compensation Information. All analyses considered the period from 1956 to 1996.

**SUMMARY OF FINDINGS:** The analysis of states with low UI tax rates found persistent tax rate differentials with their neighbors and did not find evidence of tax rate convergence. Regression analyses on the larger sample indicated that interstate competition became an important factor in states' UI tax rates in the period 1989 to 1996, as tax rates began to fall systematically below the model predictions.

The analysis of Workers' Compensation found limited evidence of interstate competition, and findings were inconsistent as to whether states reacted more strongly to benefit reductions or benefit increases in neighboring states.

Vroman, Wayne. "An Analysis of Unemployment Insurance Non-Filers: 2005 CPS Supplement Results." Columbia, MD: IMPAQ International, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2414&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2414&mp=y&start=41&sort=7).

**KEYWORDS:** UI, non-filers

**TOPIC AND RESEARCH OBJECTIVES:** The UI program is underused by the eligible population; in a nonrecession era, 29 to 35 percent of eligible unemployed workers will draw UI benefits. To gain a greater understanding of UI recipiency, DOL funded a study using 2005 supplement survey data from the Current Population Survey (CPS). This report describes the 2005 data on UI receipt and compares it with previous CPS supplement data.

**DATA AND METHODS:** The CPS is a nationally representative survey of 55,000 households. For some months in 1976, 1989, 1993, and most recently 2005, the survey included supplemental questions on job-seeking activities and UI benefit receipt; unemployed civilians 15 years and older were asked if they applied for and received benefits, and those who did not apply were asked why not. The 2005 CPS supplement included 2,849 individual observations. Analytic methods included weighted statistical analyses and regression analyses to identify factors related to applying for UI benefits.

**SUMMARY OF FINDINGS:** The 2005 CPS data revealed that unemployed workers most likely to apply for UI benefits are 25 years and older, job losers (as opposed to those who quit or are reentering the workforce), and those experiencing longer spells of unemployment. Part-time workers and noncitizens had lower-than-average rates of drawing UI benefits.

According to interviewed unemployed workers who did not apply for UI benefits, the main reason for not applying was their belief that they were not eligible. Reentrants into the workforce cited their lack of previous work experience as a disqualification, and job leavers believed that voluntary termination was grounds for ineligibility (a correct belief in many circumstances). Those on temporary layoff did not apply because they expected to have a job again soon. Other reasons given were not needing the money, perceiving that the program held a stigma, barriers to filing an application, and lacking knowledge of UI benefit programs.

Vroman, Wayne. "Low Benefit Reciprocity in State Unemployment Insurance Programs."

Washington, DC: The Urban Institute, 2001. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2292&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2292&mp=y&start=121&sort=7).

**KEYWORDS:** UI, reciprocity

**TOPIC AND RESEARCH OBJECTIVES:** Several aspects of UI vary widely across states and account for the variation in state reciprocity: application rates, the rate of first payment to applicants, and the duration of benefit receipt. This study sought to determine the impact that program characteristics, such as statutory provisions and administrative activities, have on benefit reciprocity, accounting for differences in state labor markets. The study was particularly focused on states with reciprocity lower than the national average.

**STUDY SITES:** 50 states and the District of Columbia plus site visits to California, Indiana, Louisiana, Massachusetts, New Hampshire, North Carolina, Oklahoma, Virginia, and Wisconsin

**DATA AND METHODS:** Data from the Current Population Survey and UI program data were used to examine state-level information from 1947 to 1999. Site visits were also conducted with nine states selected because they had either particularly high or low reciprocity or a large volume of employer claims.

Regression analyses were used to explain application rates, inflows into benefit status, and relative unemployment duration while accounting for differences in states' labor markets and UI programs. Site visit data were analyzed using qualitative methods.

**SUMMARY OF FINDINGS:** Quantitative and qualitative analyses revealed that UI benefit reciprocity was significantly related to state UI statutes and administrative operations. Claimants' entry into the program had a larger impact on overall reciprocity than did the duration of benefit payments. High misconduct determination rates were associated with low reciprocity. In addition, site visits revealed that states that made accommodations for non-English speakers filing for UI benefits had higher reciprocity than states that did not make such accommodations.

Needels, Karen, Walter Corson, and Walter Nicholson. "Left Out of the Boom Economy: UI Recipients in the Late 1990s." Princeton, NJ: Mathematica Policy Research, 2001.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2291&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2291&mp=y&start=121&sort=7).

**KEYWORDS:** UI recipients, exhaustees, reemployment services

**TOPIC AND RESEARCH OBJECTIVES:** In 1998, the UI system supported 7.3 million people who had lost their jobs, replacing 40 to 50 percent of their former earnings. This study described the characteristics, UI participation, labor market experiences, and ES receipt of workers who began collecting UI in 1998. The authors sought to determine if labor market changes had altered the population requesting and exhausting UI and whether changes to the ES system had affected participants' experiences in ES over the preceding decade.

**STUDY SITES:** Nationally representative sample

**DATA AND METHODS:** The study used individual-level survey data on a nationally representative sample of UI recipients (exhaustees and nonexhaustees) who began collecting benefits in 1998. Participants were contacted for a telephone interview between mid-2000 and early 2001, with a response rate of 63 percent. Interviews were completed with 3,907 UI recipients: 1,864 exhaustees and 2,043 nonexhaustees. Researchers also used survey data from 1988 UI recipients to examine changes from 1988 to 1998. Analytic methods included descriptive statistics and regressions.

**SUMMARY OF FINDINGS:** The study found that UI exhaustees were more likely than nonexhaustees to be female and belong to racial or ethnic minority groups. They were also more likely than nonexhaustees to have low-paying jobs without fringe benefits before filing for UI.

Compared with 1988, UI recipients in 1998 took longer to find a job and were less likely to be reemployed at the time of the telephone interview, which took place approximately two years after initial UI receipt. However, during both periods UI recipients reported that their post-UI jobs paid less than their pre-UI jobs. The 1998 UI recipients were less likely to use reemployment services than the 1988 cohort, despite enduring longer unemployment spells. However, the 35 percent of the 1998 sample that reported receiving a notice (likely generated by the state worker profiling system) requiring them to report to a Job Service center reported visiting a center at high rates (75 percent).

The UI benefit exhaustion rate in the 1998 sample was higher than the level predicted by a statistical model that had accurately predicted the 1988 rate. The finding was attributed to changes in recipient characteristics, including aging, the increase in the percentage of Hispanic workers, and the decrease in the percentage of manufacturing workers with definite recall dates.

Fishman, Michael, Scott Scrivner, David Stapleton, and Adam Tucker. "Literature Review and Empirical Analysis of Unemployment Insurance Reciprocity Rates." Falls Church, VA: The Lewin Group, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=367&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=367&mp=y&start=241&sort=7).

**KEYWORDS:** UI, reciprocity

**TOPIC AND RESEARCH OBJECTIVES:** The standard UI reciprocity rate, the ratio of insured unemployed to the general unemployed population, fell from the 1970s to the 1990s. Rates using definitions that either widen the insured definition or restrict the general unemployment population definition also decreased. Questions abound as to the causes of the reciprocity rate drop and how policymakers can raise it again. Research has offered many explanations; this report sought to explore the UI reciprocity rate drop and examine the reasons for it.

**DATA AND METHODS:** The study contained two components. First, the authors reviewed the existing literature on the decline in the UI reciprocity rate to identify variables to include in later empirical models. The second component was an empirical analysis that drew on data from three sources: (1) the BLS basic monthly survey; (2) the Current Population Survey (CPS); and (3) UI Service published statistics. Using data from recessionary periods in the 1970s, 1980s, and 1990s, the model analyzed the effects of changes in key variables (characteristics of the UI system and the unemployed population, as well as geographic shifts in the population) on the standard reciprocity rate and alternative rate definitions.

**SUMMARY OF FINDINGS:** The literature review provided some evidence that changes in unionization, taxes on benefits, and unemployment definitions had an effect on the UI reciprocity rate, but these factors were not available to enter the empirical analysis model. Past research suggested that the decline in unionization could explain 25 percent of reciprocity rate drops, and the increase in UI benefit taxation from the Federal government could explain another 25 percent of the drop. The CPS altered its unemployment definition in the 1970s, which could explain 2 to 10 percent of the rate drop.

The empirical analysis found that changes in worker composition (e.g., age or education level) had a small effect on reciprocity rates. Geographic shifts in the locations of unemployed workers had a small effect on rates in the 1970s and 1980s and explained 11 percent of the rate changes of the 1990s. State agencies made various system changes at different periods, and the model did not capture their effects well. However, the researchers suspected that changes to the UI system (such as state policies restricting eligibility) most likely had a significant effect on UI reciprocity rates.

Needels, Karen, and Walter Nicholson. "An Analysis of Unemployment Insurance Durations since the 1990-1992 Recession." Mathematica Policy Research, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=370&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=370&mp=y&start=241&sort=7).

**KEYWORDS:** UI duration, recession

**TOPIC AND RESEARCH OBJECTIVES:** Following the recession of 1990 to 1992, average UI durations remained high even as the unemployment rate fell. These increased durations might have reflected increased labor market difficulties that specific types of workers faced, changes in UI laws that affected duration, or other reasons. This report included a literature review and associated analyses to identify the reasons for the increase in UI durations in the 1990s.

**STUDY SITES:** Nationwide; four states for in-depth study

**DATA AND METHODS:** The literature review indicated three potential explanations for the increase in average UI duration: changes in UI laws, changes in the geographic distribution of claimants across states, and changes in the composition of the unemployed population.

The remainder of the study sought to determine which of these theories was supported by evidence. It examined trends in durations at the national and state levels using an aggregate time series of administrative UI data and data from BLS. It then sought to explain these trends through statistical analyses.

Another component of the study examined claimant-level data from four states (Connecticut, Illinois, Mississippi, and Texas) represented in the data collected for both the Unemployment Insurance Exhaustee Study and the Evaluation of Worker Profiling Initiatives. Regression analyses were used to determine which explanations for increased durations were supported.

**SUMMARY OF FINDINGS:** Analyses of both national and state data suggested that the average duration of UI benefits from 1993 to 1996 was about 1.1 to 1.4 weeks higher than would have been expected given historical norms. The results suggested that this was most likely caused by changes in the nature of the unemployment experienced by recipients, rather than changes in the distribution of claimants across states or changes in UI policy.

The claimant-level analysis suggested that changes in the composition of claimants—toward more older workers, women, and African Americans—could explain some of the increase in UI durations. The declining prevalence of manufacturing jobs was also a factor, while changes in UI policy did not seem to be related to increased UI durations.

Corson, Walter, Karen Needels, and Walter Nicholson. "Emergency Unemployment Compensation: The 1990's Experience (Revised Edition)." Mathematica Policy Research, 1999. Available at [http://wdr.doleta.gov/research/eta\\_default.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=365&bas\\_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=unemployment&ns=emergency\\_unemployment](http://wdr.doleta.gov/research/eta_default.cfm?fuseaction=dsp_resultDetails&pub_id=365&bas_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=unemployment&ns=emergency_unemployment).

**KEYWORDS:** UI, Emergency Unemployment Compensation (EUC), recession

**TOPIC AND RESEARCH OBJECTIVES:** The typical maximum duration of the regular UI benefits during nonrecessionary periods is 26 weeks. However, in every recession since the 1950s, the government has increased the number of weeks that claimants may receive UI benefits. In 1991, the Emergency Unemployment Compensation (EUC) program was created. The program, which aimed to be countercyclical at the macroeconomic level during the recession, provided claimants with additional weeks of benefits from November 1991 until April 1994. The EUC program was made up of two different components: one part extended the duration of benefits, and another part allowed workers who would have collected regular UI benefits the option of collecting EUC benefits instead. This study sought to examine the EUC program and its overall impact on claimants.

**DATA AND METHODS:** The study consisted of three main components. It first compared the number of claims and amount of benefits for the recipients of EUC and regular UI, using national and state-level data.

Second, the researchers used individual-level administrative data to compare the demographic characteristics of EUC and other UI claimants. They drew conclusions based on data from 28,420 individuals who collected regular UI and/or EUC during the time EUC was offered. Data were collected for 18 states and weighted to be nationally representative.

The third component of the study involved determining the impacts of EUC on program administration through informal discussions with DOL staff and semistructured interviews with program administrators.

**SUMMARY OF FINDINGS:** The EUC program helped claimants while counteracting effects of the recession. For example, the EUC programs kept many families from falling below the poverty line. However, the EUC program had some drawbacks. For instance, administrative challenges resulted from its multiple phases and the need to integrate it with the regular UI program.

Recipients of EUC had trouble finding new jobs. Some EUC claimants received reemployment services, education, or training. However, not all recipients received these services, and those who were most in need of training did not necessarily receive it. The overwhelming majority of workers who received benefits from the EUC optional claims component were not long-term unemployed.

Gritz, R., Mark, Terry R. Johnson, Audra Wenzlow, and Fred B. Dong. “Dynamic Models of Unemployment Insurance Benefit Receipt: Survival Rate Analysis Report.” Seattle, WA: Battelle Memorial Institute, 1998. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=362&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=362&mp=y&start=241&sort=7).

**KEYWORDS:** UI claimants, duration

**TOPIC AND RESEARCH OBJECTIVES:** This study focused on the choice of unemployed workers to collect UI benefits during their eligibility period by modeling initial benefit receipt and duration of receipt.

**STUDY SITES:** 15 states nationwide

**DATA AND METHODS:** The study used data from state UI administrative records. The sample included UI beneficiaries who submitted initial claims from 1990 to 1993 in 15 states. Each state was asked to randomly choose 1,000 claimants for each year to enter the sample. These individual-level data were combined with published state-level data on economic conditions and unemployment rates. Key variables included background characteristics, work experience, and monthly benefit receipt.

The main analytic method used to create the economic framework for modeling UI receipt was a transition probability model, which predicted initial benefit receipt and duration of receipt.

**SUMMARY OF FINDINGS:** The UI model demonstrated that patterns of UI reciprocity over the period examined were complex and dynamic. Among monetarily eligible claimants, 70 to 80 percent received UI benefits during their first week of eligibility. An additional 15 percent received benefits at some point in their benefit year.

The analysis of receipt duration revealed complex interactions among UI policy changes, demographic characteristics, and economic conditions. Because of these complicated relationships, weekly benefit amounts had a modest effect on receipt duration. Older workers and those who held positions in the retail and service industries were more likely to have longer receipt durations.

O’Leary, Christopher, and Randall W. Eberts. “Personal Reemployment Accounts: Simulations for Planning Implementation.” Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2306&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2306&mp=y&start=121&sort=7).

**KEYWORDS:** UI claimants, personal reemployment accounts, reemployment

**TOPIC AND RESEARCH OBJECTIVES:** In 2003, the proposed Back to Work Incentive Act contained a provision for each eligible UI claimant to be given a personal reemployment account (PRA) to be used for reemployment activities. According to the proposal, claimants would be able to use these accounts, worth up to \$3,000 each, to finance reemployment activities such as job training services. Leftover funds could be paid as a reemployment bonus or used as extended income maintenance for claimants who had exhausted regular UI benefits.

The draft legislation set aside \$3.6 billion to fund PRAs and required that the funds be distributed to states based on their share of national unemployment. The legislative proposal stipulated that those claimants who were the most likely to exhaust their benefits would receive priority in the allocation of PRAs.

This report described a simulation analysis of the implementation of PRAs under various conditions. The framework in the paper explored several behavioral responses to incentives created by the use of PRAs, such as participants finding jobs a week or two earlier than they otherwise would in order to receive a bonus.

**STUDY SITES:** State of Georgia

**DATA AND METHODS:** The study used data from Georgia on the use patterns of intensive, supportive, and training services in the simulations. The simulations estimated the average predicted cost per \$3,000 PRA offer and the number of potential offers that could be made available over two years given the budget. Prices for services were predicted based on statewide service expenditures and service usage rates. Different assumptions were used regarding behavioral responses that affect UI duration.

The researchers used Worker Profiling and Reemployment System (WPRS) models to target simulated PRA offers. Simulations were focused on claimants in the 30 percent of the state WPRS distribution of claimant scores who were the most likely to exhaust their UI benefit entitlements.

**SUMMARY OF FINDINGS:** Findings suggested that PRA offers, including all three proposed features (financing of reemployment services, reemployment bonuses, and extended income maintenance), would cost an average of \$2,475 if there were no behavioral responses on the part of recipients. If the extended income maintenance feature of the PRAs were removed and there were no behavioral responses, the average baseline cost of an account would drop to \$1,452. When one- and two-week behavioral responses were accounted for, the average cost increased by \$39 and \$76, respectively, because more participants qualified for bonuses.

These findings had implications for the number of PRA offers that could be made in Georgia, given a budget of \$85.32 million. If every UI claimant offered the \$3,000 grant accepted and

spent the account, only 28,440 offers could be made in the two years. However, the simulations indicate that recipients would probably not spend the entire \$3,000. Factoring this in, PRAs with all three elements could be offered to about 17,000 Georgia UI claimants per year, for a total of 34,000 offers.

Decker, Paul T., and Irma L. Perez-Johnson. "What Can We Expect under Personal Reemployment Accounts? Predictions and Procedures." Princeton, NJ: Mathematica Policy Research, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2275&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2275&mp=y&start=141&sort=7).

**KEYWORDS:** personal reemployment accounts (PRAs), UI claimants

**TOPIC AND RESEARCH OBJECTIVES:** Personal Reemployment Accounts (PRAs) were proposed in Congress in January 2003 as part of an economic stimulus plan. The objective of PRAs was to provide additional reemployment support and financial incentives to UI claimants who were likely to exhaust their benefits. Eligible individuals would receive accounts with up to \$3,000 to use for a wide variety of reemployment costs (such as attending a training program). Workers who found new employment within their first 13 weeks of UI claims would earn a reemployment bonus equal to the remaining funds in the account.

This report discusses issues related to possible implementation and operation of the PRA program: its likely impact on recipients, possible methods states and local areas could use to determine eligibility, and possible procedures to manage and monitor the PRAs.

**DATA AND METHODS:** The report drew on several areas of research in presenting its recommendations, including (1) the Pennsylvania and Washington Reemployment Bonus Demonstrations; (2) research on Worker Profiling and Reemployment Services (WPRS) systems; (3) the Individual Training Account (ITA) demonstration (which was ongoing at the time of this study), and (4) other more general studies of UI recipients.

The study was largely a review of the extant literature to draw implications for future PRA policy. Regression models were used to simulate the new program's impact, and recommendations were discussed.

**SUMMARY OF FINDINGS:** The simulation model predicted that approximately 31 percent of UI claimants offered a PRA would receive the reemployment bonus, and that the PRA would create an incentive to leave UI benefits 1.66 weeks earlier than similar UI claimants. There would be little entry effect (more workers applying for UI benefits) because PRA eligibility would be available only to those UI claimants with severe barriers to work. Another simulation model, using data from the ITA demonstration, predicted that states, given their budgets, could offer \$3,000 accounts to approximately 6.4 percent of UI claimants, or half of WPRS-eligible clients.

The report recommended that states set the PRA budget for local areas based on unemployment numbers and the regional cost of services. The local areas then would set (and adjust when needed) their own regulations on how many PRAs to offer and to whom.

Needels, Karen, Walter Corson, and Michelle Van Noy. "Evaluation of the Significant Improvement Demonstration Grants for the Provision of Reemployment Services for UI Claimants." Princeton, NJ: Mathematica Policy Research, 2002. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2286&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2286&mp=y&start=121&sort=7).

**KEYWORDS:** UI, Significant Improvement Demonstration Grants (SIGs), reemployment services, worker profiling

**TOPIC AND RESEARCH OBJECTIVES:** In 1993, states became subject to a requirement to implement Worker Profiling and Reemployment Services (WPRS). Through these systems, states identify UI claimants, refer them to reemployment services, and record data on employment outcomes. DOL/ETA awarded Significant Improvement Demonstration Grants (SIGs) to 11 states to help improve their WPRS systems. States intended to use these grants to better reemployment services, improve data systems, and strengthen the link between UI, ES, and WIA programs. This study is an implementation analysis describing the changes states made as a result of the SIGs.

**STUDY SITES:** 11 states: Alaska, California, Louisiana, Maryland, Minnesota, New York, North Carolina, South Carolina, Washington, West Virginia, and Wisconsin

**DATA AND METHODS:** Data for the study were collected through visits to the 11 SIG states, telephone interviews with their staffs, reviews of grant proposals, state-level data on UI programs, and relevant DOL documents. This report expanded upon previous reports about the difficulties SIG sites faced in their implementation of WPRS systems and focused on site-specific and cross-site findings over the full two-year period from 2000 to 2001. The researchers used qualitative methods to document the implementation of the grants.

**SUMMARY OF FINDINGS:** The study documented several ways in which states had changed their WPRS systems as a result of the SIGs. These included developing systems to select claimants for reemployment services, expanding the pool of potential WPRS participants, and improving the precision of the statistical profiling tools. SIG recipients also took steps to improve service delivery to clients. The study also found that states sought to enhance the ties among UI, ES, and WIA systems.

The study documented several obstacles to improved WPRS systems. For instance, states might not have adequately served high-risk claimants because services could not reach those claimants. In addition, states might not have made the programs as flexible or as intensive as was necessary.

Decker, Paul T., Robert B. Olsen, and Lance Freeman. "Assisting Unemployment Insurance Claimants: The Long-Term Impacts of the Job Search Assistance Demonstration." Princeton, NJ: Mathematica Policy Research, 2000. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=368&mp=y&start=241&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=368&mp=y&start=241&sort=7).

**KEYWORDS:** UI claimants, Job Search Assistance (JSA), reemployment, cost-benefit analysis

**TOPIC AND RESEARCH OBJECTIVES:** DOL, authorized by the Emergency Unemployment Compensation Act of 1991, implemented the Job Search Assistance (JSA) demonstration aimed to speed reemployment of UI claimants. Three service strategies were implemented: (1) Structured JSA (SJSA), which required claimants to participate in an orientation, testing, a job search workshop, and a one-on-one assessment; (2) Individualized JSA (IJSA), which required claimants to receive services based on assessed needs (although all had to participate in an orientation and a one-on-one assessment); and (3) Individualized JSA with Training (IJSA+), which was identical to IJSA but included an effort to enroll claimants in training. In each case, assistance was provided by Job Service agencies, while UI agencies monitored participation and sanctioned claimants for noncompliance. Claimants receiving the treatment were those expected to face long unemployment spells.

This study sought to determine the impact of the various service strategies on the outcomes of interest among UI claimants, including the amount of UI benefits received, reemployment rates, search efforts, and job characteristics. It also sought to determine the cost-effectiveness of the JSA program.

**STUDY SITES:** Washington, D.C. and Florida

**DATA AND METHODS:** The JSA demonstration was implemented in Washington, D.C., serving a target sample of UI claimants from June 1995 to June 1996. It was also implemented in Florida at 10 Jobs and Benefits offices, serving a sample of claimants from March 1995 to March 1996. UI claimants who were deemed eligible to receive JSA services were randomly assigned to one of the three service strategies or to the control group, which did not receive JSA services. Eligibility was based on need and the probability of UI benefit exhaustion. A total of 8,071 claimants were assigned to the demonstration in Washington, D.C. and 12,042 in Florida.

Four sources of data were used to estimate the impact of the program: (1) the JSA demonstration participant tracking system, (2) UI program data, (3) UI wage records, and (4) a one-year follow-up survey of a subset of the demonstration participants. Additional data for the implementation study and cost-benefit analysis were collected through site visits.

The impact analysis consisted of comparing the outcomes of the control group with those assigned to the three JSA strategies. The implementation study relied primarily on qualitative methods to analyze site visit data.

**SUMMARY OF FINDINGS:** The implementation study found that the demonstration was, for the most part, successfully implemented in both Washington, D.C. and Florida. Few claimants in the IJSA and IJSA+ groups participated in any JSA group services other than the orientation and assessment. Training receipt rates were low across the board and were no higher for IJSA+ participants than for the other treatment groups.

The impact analysis found that all service treatments appeared to reduce UI receipt in the first year. Most treatments reduced the duration by half a week. The differences between the treatment and control groups in leaving UI occur around the time of notification of requirements or scheduling to participate in events. The JSA treatments also reduced the percentage of claimants who exhausted their benefits in year one. None of the treatments had a significant effect on UI receipt beyond the initial benefit year, as might be expected given the nature of the intervention.

The impact on participants' employment and earnings was uneven across service treatments and locations. In Washington, D.C., the SJSA strategy increased earnings among participants when compared with the control group by about \$200 per quarter, a difference that persisted. Other strategies in D.C. showed smaller effects, and interventions in Florida did not show significant impacts on earnings.

Cost-benefit analyses showed that the JSA treatments were not cost-effective from the government perspective; although they reduced UI payments, these reductions were not large enough to offset program costs. However, the JSA programs in Washington, D.C. were cost-effective from the perspective of society.

Impact estimates for Florida were not precise; therefore, the cost-benefit analysis, which indicated that two of the three services resulted in negative benefits to society, should be interpreted with caution.

O’Leary, Christopher, and Kenneth Kline. “Use of Unemployment Insurance and Employment Services by Newly Unemployed Leavers from Temporary Assistance to Needy Families: Final Report.” Kalamazoo, MI: Upjohn Institute for Employment Research, 2009.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2443&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2443&mp=y&start=21&sort=7).

**KEYWORDS:** TANF, UI, ES

**TOPIC AND RESEARCH OBJECTIVES:** This study examined the use of UI and ES among TANF leavers and how use of the programs was related to employment and self-sufficiency outcomes.

**STUDY SITES:** Florida, Georgia, Michigan, and Ohio

**DATA AND METHODS:** Administrative data on UI receipt, TANF receipt, and earnings were collected from the four states. Florida administrative data were available from 1998 to 2001, Georgia from 1996 to 2001, Michigan from 2001 to 2002, and Ohio from 2000 to 2001. There were 322,036 TANF leavers in these states during the periods of observation, and all were included in the research sample. Correlations and regression methods were used to analyze the outcomes of TANF leavers such as UI eligibility and receipt, employment, and benefit receipt.

**SUMMARY OF FINDINGS:** In the four states, 79 percent of individuals who left TANF experienced a spell of unemployment within three years of program exit. Seventy-eight percent eventually secured employment, and 37 percent returned to TANF within three years of the initial TANF exit. Of those who were unemployed, only 24 percent applied for UI benefits; roughly half of them were approved to receive benefits; state rates ranged from 30 percent in Ohio to 65 percent in Michigan because of differing state policies. UI beneficiaries who recently left TANF exhausted their benefits at higher rates than other UI beneficiaries (that is, more of them failed to enter new jobs before their benefit period ran out).

Controlling for differences between individuals, those who applied for and were denied UI benefits fared the worst on measures of self-sufficiency, including returning to employment without returning to TANF. Those who received UI benefits and those who did not apply for UI fared roughly equally well. Many unemployed TANF leavers used ES, and those who applied for UI utilized ES at higher rates. Evidence on the effects of ES use was mixed.

Vroman, Wayne. "Unemployment Insurance, Welfare and Federal–State Fiscal Interrelations: Final Report." Washington, DC: Urban Institute, 1996. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=299&mp=y&start=301&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=299&mp=y&start=301&sort=7).

**KEYWORDS:** UI claimants, welfare

**TOPIC AND RESEARCH OBJECTIVES:** In the 1990s, a decrease in UI receipt and an increase in welfare receipt across states gave rise to the hypothesis that state governments moved traditional UI recipients to welfare payrolls in an effort to reduce spending. The UI programs at the time of analysis were state-funded, whereas welfare programs were partially Federally funded; therefore, transferring populations to welfare could reduce the burden on state budgets. This report sought to test this cost-shifting hypothesis by analyzing whether the transfer was deliberate (that is, states changed program policies to shift cost burden), inadvertent (that is, states changed program policies for unrelated reasons), or the effect of a greater demographic shift (that is, a change in demographics, rather than policies, altered program receipt).

**DATA AND METHODS:** The study used time series data of UI and welfare receipt from 1956 to 1994 in all 50 states. All data came from BLS and the Unemployment Insurance Service.

Analytic methods included generating frequencies and averages and performing time-series regressions.

**SUMMARY OF FINDINGS:** According to the author, the study findings did not support the hypothesis that state governments had deliberately shifted UI recipients onto welfare programs. First, fiscal analysis found that transferring populations to welfare did not reduce state costs. This is because welfare consisted of three programs: Aid to Families with Dependent Children (AFDC), Food Stamps, and Medicaid. The Food Stamps program was Federally funded, but AFDC and Medicaid were only partially funded by the Federal government. Transferring UI recipients to partially state-funded Medicaid was not cost-effective for states.

Second, the report noted several criticisms of past studies that found support for the deliberate cost-shifting hypothesis; data sources and analysis models of those studies were questioned. Third, analysis of the state-level data revealed that the 15 states with the largest drop in UI did not record large increases in welfare receipt, an argument against the inadvertent hypothesis. Likewise, states with large increases in welfare receipt did not significantly reduce UI receipt. A rise in welfare receipt was found in states with high population increases and states with low welfare participation in the previous years, supporting the demographic shift hypothesis.

**Cross-References for the UI Section**

Almandsmith, Sherry, Han Bos, and Lorena Adams Ortiz. “Evaluation of the Strengthening Connections between Unemployment Insurance and the One-Stop Delivery Systems Demonstration Projects in Wisconsin.” See p. 54.

Barnow, Burt, and Daniel Gubits. “Review of Recent Pilot, Demonstration, Research, and Evaluation Initiatives to Assist in the Implementation of Programs under the Workforce Investment Act.” See p. 41.

Kosanovich, William, Heather Fleck, Berwood Yost, Wendy Armon, and Sandra Siliezar. “Comprehensive Assessment of Self-Employment Assistance Programs.” See p. 159.

O’Leary, Christopher. “Unemployment Insurance and Reemployment Among Older Workers.” See p. 139.

Salzman, Jeffrey, Katherine Dickenson, Ruth Fedrau, and Melissa Lazarin. “Unemployment Insurance in the One-Stop System.” See p. 55.

## **YOUTH PROGRAMS OTHER THAN WIA**

The workforce investment system typically distinguishes between older youth, ages 19-21, and younger youth, ages 14-18. Studies in this section examined programs involving both groups.

- Two studies examined replications of the Center for Employment Training model that involves a work-like environment and industry input (Bos et al. 2003 and Miller et al. 2005).
- Two others examined the Quantum Opportunity Program, a multi-component after-school program (Maxfield et al. 2003 and Schirm et al. 2007).
- Four studies related to the Youth Offender Demonstration Project, a multisite communitywide intervention (Miller and MacGillivray 2002; MacGillivray et al. 2004; Needels et al. 2006; and Dunham and Wiegand 2008).
- Leshnick (2011); Abrazaldo et al. (2009); Monsma (2009); McNeil ETR (2008); Lerman (2005); Lerman (2001); D'Amico et al. (2000a); and D'Amico et al. (2000b) examined other programs for youth.

## Center for Employment Training Replication Sites

Bos, Johannes M., Fannie M. Tseng, Fred Doolittle, and Deana N. Tanguay. "Working with Disadvantaged Youth: Thirty-Month Findings from the Center for Employment Training Replication Sites." New York, NY: MDRC, 2003. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2282&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2282&mp=y&start=121&sort=7).

Miller, Cynthia, Johannes Bos, Kristin Porter, Fannie Tseng, and Yasuyo Abe. "The Challenge of Repeating Success in a Changing World: Final Report on the Center for Employment Training Replication Sites." New York, NY: MDRC, 2005. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2334&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2334&mp=y&start=101&sort=7).

**KEYWORDS:** Center for Employment Training (CET), youth, credential attainment, occupational training, out-of-school youth

**TOPIC AND RESEARCH OBJECTIVES:** The Center for Employment Training (CET) in San Jose, California, is an employment and training program for out-of-school youth. Its distinctive features are the work-like training environment and the local industry input into the program design and operation.

Two multisite random assignment studies during the 1980s showed that the CET had positive effects on the employment and earnings of out-of-school youth. Based on these promising results, DOL awarded several grants to CET to provide technical assistance to other employment and training programs, with the goal of replicating CET's success. Organizations that wished to receive funds applied to DOL; applications from 22 organizations were approved between 1992 and 1997. These studies sought to determine the extent to which the CET model and its positive effects could be replicated. The report by Bos et al. (2003) presented findings based on 30-month follow-up interviews with participants, while the final report by Miller et al. (2005) followed participants through 54 months after random assignment.

**STUDY SITES:** 12 sites: 6 in the Midwest or East and 6 in the West

**DATA AND METHODS:** Of the 22 sites receiving technical assistance from CET, 6 agreed to participate in this evaluation in 1995. Six sites that were directly administered by CET were added to the evaluation in 1997. Between 1995 and 1999, 1,485 out-of-school youth who were eligible for and applied to participating programs were randomly assigned to a program group, in which they could receive services, or a control group, in which they were ineligible for services for 24 months, with roughly half in each group. Data came from CET administrative, enrollment, and management information systems and participant surveys at baseline, 30 months, and 54 months after random assignment.

In addition, the research team conducted a series of site visits to determine implementation and adherence to the CET model; all sites were rated as low-, medium- or high-fidelity based on a rubric score that assessed their adherence to the CET principles. To determine program impacts, the study compared outcomes of the program and control groups.

**SUMMARY OF FINDINGS:** Based on data from the 30-month follow-up survey presented in the first report, the study found positive impacts on employment-related outcomes for young women in the sites that had replicated the CET model with high fidelity; results for young men were negligible in these sites. Low- and medium-fidelity sites had little or negative impacts on members. The first report also noted that adhering to the CET model was a challenge; only 4 of the 12 sites were designated as high-fidelity sites. Sites found it difficult to replicate the intense participation in training and the strong organizational stability that the CET model demanded.

At the time of the 54-month follow-up, participants who received services from the sites that more closely replicated CET had more positive training outcomes than participants from other sites. However, the sites did not produce positive employment or earning outcomes among participants, as measured at 54 months after random assignment.

## Quantum Opportunity Program

Maxfield, Myles, Allen Schirm, and Nuria Rodriguez-Planas. "The Quantum Opportunity Program Demonstration: Implementation and Short-Term Impacts." Washington, DC: Mathematica Policy Research, 2003. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2281&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2281&mp=y&start=141&sort=7).

Schirm, Allen, Elizabeth Stuart, and Allison McKie. "The Quantum Opportunity Program Demonstration: Final Impacts." Washington, DC: Mathematica Policy Research, 2007. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2336&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2336&mp=y&start=101&sort=7).

**KEYWORDS:** Quantum Opportunity Program (QOP), at-risk youth, community-based organizations, case management, mentoring

**TOPIC AND RESEARCH OBJECTIVES:** The Quantum Opportunity Program (QOP) was a DOL- and Ford Foundation-funded demonstration offering intensive and comprehensive services to help at-risk youth graduate from high school and enroll in college or training. The demonstration took place from July 1995 through September 2001 in seven sites operated by community-based organizations. DOL funded five sites, and the Ford Foundation funded two. Each site served 50 to 100 students. The QOP was mainly an after-school program with a model consisting of the following four components: case management and mentoring, education, developmental activities, and community service.

The first report, by Maxfield et al. (2003), sought to determine how well the QOP model was implemented, how much it cost to administer, and its short-term impacts on participants' outcomes, as measured while they still should have been in high school. The second report, by Schirm et al. (2007), estimated the impacts of the QOP on participants' outcomes, as measured a little more than three years after they should have graduated from high school.

**STUDY SITES:** Seven QOP sites: Cleveland, Ohio; Fort Worth, Texas; Houston, Texas; Memphis, Tennessee; Washington, D.C.; Philadelphia, Pennsylvania; and Yakima, Washington

**DATA AND METHODS:** To be eligible for the program, students were required to be entering the ninth grade in fall 1995 at a high school participating in the QOP demonstration and have a grade point average below the 67th percentile. Eligible students could not be repeating ninth grade. The nearly 1,100 students deemed eligible were randomly assigned to either a program group, which allowed them to participate in QOP, or a control group, which could not participate.

Data for the studies were obtained through annual site visits; participant surveys, one administered during spring of the fourth year of the demonstration (which should have corresponded to students' senior year in high school) and the other a little more than three years after students should have graduated high school; achievement test scores from spring of the fourth year of the demonstration; and high school transcripts, obtained after the demonstration period. The impact of the program was estimated by comparing the outcomes of interest (academic achievement, graduation, postsecondary education/training, and risky behavior) for

the program group and the control group. Program implementation was assessed through a qualitative analysis.

**SUMMARY OF FINDINGS:** Sites had varying levels of success implementing the QOP model: all sites implemented the developmental component, and most implemented case management and mentoring, but few implemented the education component. No site fully implemented the community service component, with all sites scheduling far fewer activities than recommended by the program model.

As measured in spring of the fourth year of the demonstration, participation in QOP increased the likelihood of high school graduation and enrollment in postsecondary education. The most positive effects were generally observed in the sites that most strictly adhered to the QOP model. At the same time, the QOP did not improve grades and achievement test scores or reduce risky behaviors. Impacts were substantially attributable to the Ford Foundation sites, Philadelphia and Yakima.

When the outcomes were examined several years after students should have graduated from high school, however, these findings did not persist. Overall, the QOP programs did not increase participants' likelihood of graduating from high school, their earnings, or their odds of finding employment. The reading and math achievement scores were the same for both the program and the control groups, and QOP participants were three percentage points more likely to have committed a crime in the three months leading up to the final interview and six percentage points more likely to have been arrested for or charged with a crime in the two years before the final interview. QOP did decrease the likelihood of participants using illegal drugs in their early 20s. Outcomes might have depended on how well each site implemented the QOP model; participants spent only about one-fourth as much time participating in the program as was recommended.

QOP appeared to have had more beneficial effects for younger enrollees than for older ones. For the younger group of participants, QOP increased the likelihood of receiving a high school diploma by seven percentage points.

## **Youth Offender Demonstration Project**

From 1999 to 2003, DOL funded 52 sites, in three rounds, for the Youth Offender Demonstration Project (YODP). The projects were designed to get youth at risk of criminal involvement, youth offenders, and gang members ages 14 to 24 into long-term employment at wage levels that would prevent future dependency and would break the cycle of crime and juvenile delinquency. Three broad types of projects were included in the demonstration: those focusing on community-wide approaches to dealing with at-risk youth, those providing school-to-work education and training to youth in juvenile correctional facilities, and those that worked to develop linkages across existing youth service providers in order to provide comprehensive services to youth.

Studies in this section include a process study of Round One grantees (Miller and MacGillivray 2002); a process study of Round Two grantees (MacGillivray et al. 2004); an evaluation of Round Three grantees (Jenks et al. 2006); and a study documenting the challenges of implementing a random assignment evaluation of YODP (Dunham and Wiegand 2008).

Miller, Ed, and Lois MacGillivray. "Youth Offender Demonstration Project Process Evaluation: Final Report." Chapel Hill, NC: Research and Evaluation Associates, Inc., 2002. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2288&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2288&mp=y&start=121&sort=7).

MacGillivray, Lois, Ed Miller, Snehal Shah, and Stephen Jenks. "Youth Offender Demonstration Project Process Evaluation Final Report: Round Two." Chapel Hill, NC: Research and Evaluation Associates, Inc., 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2378&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2378&mp=y&start=61&sort=7).

**KEYWORDS:** Youth, ex-offenders, reentry, community partnerships

**TOPIC AND RESEARCH OBJECTIVES:** This process study sought to document the implementation process of 12 of the 14 Round One and all 9 Round Two youth offender demonstration projects (YODPs), noting achievements and challenges. The other two sites were evaluated separately under a Department of Justice agreement.

**STUDY SITES:** 12 Round One and 9 Round Two YODP grantees nationwide

**DATA AND METHODS:** The process study was designed to collect information on ten key questions covering topics such as the community context in which grantees operated, stakeholders' involvement with the programs, recruitment of staff and participants, and services provided.

Data primarily came from the three visits made to each of the projects. During the visits, evaluators interviewed key staff, attended project advisory board meetings, observed training sessions, and spoke with project participants. In addition, evaluators collected information about each project, reviewed participants' records to determine the kinds and duration of services received, and obtained management information system data. Evaluators subsequently prepared site visit reports and used qualitative analytic methods to compare and contrast the programs.

**SUMMARY OF FINDINGS:** Participants indicated that the promise of jobs at a decent wage drew them to the local projects and kept them engaged. The projects with the most potential to affect youths' outcomes had the following characteristics: they established partnerships with the juvenile justice system, collected and maintained data about participants and their outcomes, established connections between the workforce system and the juvenile justice system, and shared leadership and information with key stakeholders. Factors outside the control of the grantee, such as the local economy and the degree to which the community supported the grantee's mission, could considerably help or hinder the grantee's efforts. Finally, a lock-step approach to providing services did not address the varied needs of youth participants; services and educational curricula had to be flexible to accommodate these needs.

Jenks, Stephen S., Lois MacGillivray, and Karen Needels. "Youth Offender Demonstration Project Evaluation Final Report – Volume One." Princeton, NJ: Mathematica Policy Research and McNeil Technologies, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2376&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2376&mp=y&start=81&sort=7).

**KEYWORDS:** Youth, ex-offenders, reentry, community partnerships

**TOPIC AND RESEARCH OBJECTIVES:** This report discussed the lessons of the YODP demonstration, including the employment and educational outcomes of participants; how well the programs served their target populations; and how relationships between YODP, employers, and the workforce development system evolved. This particular report focused on the 29 projects that were implemented in Round Three of YODP.

**STUDY SITES:** 29 Round Three YODP grantees nationwide

**DATA AND METHODS:** The evaluation consisted of three components. The outcomes study focused on employment, education, and criminal justice outcomes for participants and used administrative and management information system data collected by the grantees. Descriptive and regression analysis methods were used to analyze this data. The extended model study examined a sample of eight Round Three projects in depth through interviews with staff and partner organizations, observations and focus groups with youth, and interviews with other stakeholders. Finally, the focused project model study was an in-depth examination of 11 grantees selected because they had been awarded supplemental grants or because they offered services to special populations, such as youth with drug or alcohol addictions.

**SUMMARY OF FINDINGS:** The study reported many findings. Projects were generally implemented well. Virtually all youth received case management (route counseling), and the route counselor served as the most important link to services. The reentry services were generally provided by the justice system. The main workforce services were work readiness and job placement services.

Few youth achieved their educational goals; however, youth ex-offenders and those at risk of involvement with the criminal justice system were able to find subsidized or unsubsidized employment. Youth were more likely to complete training programs in projects that emphasized vocational training in a specific high-demand industry. In addition, few youth got into trouble with the judicial system while actively involved with YODP, but projects enrolling more offenders had higher rates of arrests in the follow-up period.

The in-depth studies of projects indicated that some sites struggled to provide services that participants needed and some had trouble developing strong, well-coordinated partnerships. For example, participants had unmet needs for housing, anger management, substance abuse, and mental health problems. However, over time many grantees successfully developed a comprehensive set of services for the target population. Some grantees accomplished this goal by designing individual service plans for participants.

Dunham, Kate, and Andrew Wiegand. "The Effort to Implement the Youth Offender Demonstration Project (YODP) Impact Evaluation: Lessons and Implications for Further Research." Oakland, CA: Social Policy Research Associates, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2411&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2411&mp=y&start=41&sort=7).

**KEYWORDS:** Youth, ex-offenders, reentry, random assignment implementation, impact study implementation

**TOPIC AND RESEARCH OBJECTIVES:** In the summer of 2005, ETA commissioned an impact evaluation of the Youth Offender Demonstration Program (YODP). According to the planned evaluation, courts in six jurisdictions were to use random assignment to place youth offenders in a control group, which would receive standard incarceration, or one of two treatment groups: youth in treatment group one were to be incarcerated and receive YODP after-care services and those in treatment group two were to receive YODP services with no incarceration. Ultimately, the courts and YODP grantees in the included jurisdictions did not agree to the study methodology, and the plan was abandoned. This report documented lessons learned from the attempted evaluation and made recommendations for future studies.

**STUDY SITES:** Six local workforce investment areas in Brockton, Massachusetts; Bronx, New York; Honolulu, Hawaii; Nashville, Tennessee; Philadelphia, Pennsylvania; and San Diego, California

**DATA AND METHODS:** Data for the recommendations were drawn from the evaluators' experiences attempting to implement the evaluation in each of the six demonstration sites. The authors also drew on their experiences implementing previous random assignment studies.

**SUMMARY OF FINDINGS:** Based on their experiences, the authors recommended the following for future evaluations: Grantees involved with random assignment and other key stakeholders should understand the study methodologies before being included in the evaluation; study requirements should not be changed after site selection; and sites must see random assignment as ethical, which requires an excess of potential participants and strong program options. The authors suggested that future evaluations taking place in the context of the court system should assemble the evaluation team before selecting study sites and require that courts either give explicit agreement to participate in the evaluation or apply to participate.

## Other Youth Activities

Leshnick, Sukey Soukamneuth, Anna Rubin, Jennifer Henderson-Frakes, Heather Lewis-Charp, Kimberly Foley, and Jill Leufgen. "Evaluation of School District-Based Strategies for Reducing Youth Involvement in Gangs and Violent Crime." Oakland, CA: Social Policy Research Associates, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2455&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2455&mp=y&start=1&sort=7).

**KEYWORDS:** At-risk youth, violence prevention, dropout prevention

**TOPIC AND RESEARCH OBJECTIVES:** In 2007, DOL awarded grants to five school districts in cities with high youth unemployment rates so that they could improve their services to youth with a history or risk of involvement with gang activity or the justice system. The grantees developed programs aimed at increasing academic performance, decreasing dropout rates, and reducing criminal and gang activity. They were required to form ties with the workforce investment system, the juvenile justice system, law enforcement, the local mayor's office, and the U.S. Attorney General's Office. The grantees also developed relationships with community organizations that provided additional supports for the youth participants. Each grantee received \$5.86 million dollars; 3,765 youth at 41 schools and program sites were served by the grants, of whom 17 percent were out-of-school youth.

The study's aim was to document the implementation of the youth programs. It assessed which methods were associated with better educational, employment, and juvenile justice-related outcomes for the student participants.

**STUDY SITES:** Five grantees: the Baltimore City Public School System, Chicago Public Schools, Milwaukee Public Schools, the Orange County Public School System, and School District of Philadelphia

**DATA AND METHODS:** Researchers conducted three rounds of site visits to each of the five grantees. The visits included interviews with administrators, teachers and principals, staff from partner organizations, employers who had worked with participants, and students. In addition, the study used data from the grants' management information system to gather information on youth characteristics and outcomes. Data analyses for the implementation study relied mostly on qualitative methods; the outcomes analysis used descriptive quantitative methods.

**SUMMARY OF FINDINGS:** The grantees developed their strongest partnerships with the workforce system, while relationships with the juvenile justice system centered on referrals. Partnerships with law enforcement and community-based organizations were fairly weak, while the mayor's offices were more involved.

The services that the school districts provided with the grant funds included support for schools and programs in their provision of remedial academic, credit retrieval, job preparation, subsidized employment, case management, and violence prevention activities to in-school and out-of-school youth. The grantees created five alternative high schools, which offered a team approach, small class sizes, online instruction, and wrap-around supportive services.

Job preparation classes and services were the most commonly provided workforce services. Youth participants consistently pointed to the quality of case management and counseling staff as a core strength.

In terms of student outcomes, data on the reading and math levels (for those grantees that reported them) showed that 40 percent of participating youth had performance gains equivalent to two grade levels in each subject. Youth offenders showed noticeably lower gains in math and reading than did other participants. Few grant-funded programs showed increases in graduation rates, but this was probably because most grantees served youth who were still in school. Three grantees reporting the measure did not see a significant change in the ninth-grade retention rate. Twenty-two percent of participants transitioned into unsubsidized employment. Finally, 12 percent of the 615 youth offenders recidivated, although criminal justice data were somewhat incomplete.

Abrazaldo, Wally, Jo-Ann Adefuin, Jennifer Henderson-Frakes, Charles Lea, Jill Leufgen, Heather Lewis-Charp, Sukey Soukamneuth, and Andrew Wiegand. "Evaluation of the YouthBuild Youth Offender Grants: Final Report." Oakland, CA: Social Policy Research, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2420&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2420&mp=y&start=41&sort=7).

**KEYWORDS:** YouthBuild, ex-offenders, youth, vocational training

**TOPIC AND RESEARCH OBJECTIVES:** YouthBuild USA offers education, construction-related training, counseling, leadership development, and community service opportunities for out-of-school youth ages 16 to 24. DOL provided Youth Offender grants to 34 YouthBuild sites in program years 2004 to 2006 to extend services to youth offenders. The aim of the Youth Offender grants was to decrease recidivism rates. This study sought to describe the implementation of the YouthBuild Youth Offender grants and participants' outcomes through September 2007.

**STUDY SITES:** 34 YouthBuild sites nationwide

**DATA AND METHODS:** Data were obtained from two in-depth site visits to each grantee, which included interviews with program administrators, staff, instructors, partners, employers, and participants in the spring and fall of 2007. The study also gathered data on the 1,001 youth offender participants from each program's management information system as well as Local Area Unemployment Statistics from July 2006 to June 2007.

Site visit data were analyzed using qualitative methods. For the outcomes analysis, the researchers generated means and frequencies of the administrative data, with regressions as appropriate.

**SUMMARY OF FINDINGS:** The implementation analysis found that many grantees used selective screening processes in an attempt to ensure that they enrolled committed participants, as substance abuse and substantial personal problems were common causes of low attendance and poor outcomes. Case management procedures varied among sites with advantages to both lenient and formal approaches observed. In general, grantees recognized the unique challenges faced by participants and offered educational services that were more comprehensive than those in traditional schools. Grantees commonly focused on GED attainment as the end goal and offered a range of activities related to applying to and enrolling in postsecondary education institutions. Grantees also offered vocational training in a range of construction activities, provided leadership opportunities, and included a community service component.

In terms of outcomes through December 2007, almost three-quarters of participants had a positive criminal justice outcome, meaning that they did not re-offend or have probation or parole revoked. More than a third of participants earned a GED after entering YouthBuild, and more than half obtained unsubsidized employment. Analyses suggested that several aspects of the programs were related to more-positive outcomes, including lower participant-to-staff ratios, a higher number of worksite staff, educational training on site, vocational training that was linked to educational instruction, and grantee ownership or management of their own worksites.

Monsma, Stephen V., and Corwin E. Smidt. "An Evaluation of the Latino Coalition's Reclamando Nuestro Futuro (Reclaiming our Future) Program." Grand Rapids, MI: Calvin College, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2410&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2410&mp=y&start=41&sort=7).

**KEYWORDS:** Faith-based and community organizations (FBCOs), Latino youth, ex-offenders

**TOPIC AND RESEARCH OBJECTIVES:** In 2004, the Latino Coalition, a coalition of faith-based and community organizations (FBCOs), received a \$10 million, three-year ETA grant to deliver educational and workforce skills to at-risk and adjudicated Latino youths ages 14 to 21. The Latino Coalition developed a program Reclamando Nuestro Futuro (RNF), through which it made 28 grants to FBCO subgrantees in five cities. The three types of services they offered were mentoring, job preparedness training, and job skills training. The Latino Coalition served as an intermediary, distributing funds to subgrantees over the three-year grant period. This study examined the unique challenges faced by Latino youth, the services of RNF, and the outcomes of program participants.

**STUDY SITES:** Grantees in Dallas, Denver, Houston, Los Angeles, Phoenix, and San Diego (the number of grantees in each city varied by year of funding; 19 programs, subject of this study, were funded in the third year of the grant period)

**DATA AND METHODS:** Researchers conducted interviews with Latino Coalition staff, facilitated youth focus groups, interviewed community partners, and conducted site visits to 19 subgrantees that received funding in fall 2007 for the process study. In addition, researchers collected information from the Latino Coalition's management information system on participants' characteristics and outcomes.

**SUMMARY OF FINDINGS:** The process study found that the Latino Coalition was highly effective in working with its subgrantees and put in place control systems that enabled some of the subgrantees to be in a position to sustain their programs after the RNF funding ended. The report attributed this success to the Latino Coalition's case management system, which was used by all the subgrantees; the use of consultants to design programs and provide technical assistance to subgrantees; and the well-trained city project directors, who served as intermediaries between the Latino Coalition and the subgrantees in each of the cities in which programs operated.

In general, the RNF programs emphasized mentoring the most, job preparedness training second most, and job skills training the least. The participation data indicated that slightly more than two-thirds of the RNF participants received no job skill training; this percentage varied greatly by site.

According to subgrantees' data for the 2,784 participants in the RNF programs, 70 percent of participants were in school, 76 percent were aged 14 to 17, and 82 percent were Latino. Ninety-one percent of participants avoided offending (measured as conviction or parole or probation revocation), and 20 percent of the participants had positive employment outcomes. These positive employment outcomes included finding their first unsubsidized employment, getting hired for an additional job, or entering the military. Only 2.7 percent of participants began either long-term occupational training or full-time postsecondary education, and 10.8 percent completed an education milestone. At-risk youth generally had better outcomes than adjudicated

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youth: for example, 97 percent of at-risk youth avoided offending compared to 87 percent of adjudicated youth.

McNeil Education, Training and Research. "Process Evaluation of the Demand-Side Youth Offender Demonstration Project (Phase II)." Chapel Hill, NC: McNeil Education, Training and Research, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2415&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2415&mp=y&start=41&sort=7).

**KEYWORDS:** At-risk youth, ex-offenders, community partnerships

**TOPIC AND RESEARCH OBJECTIVES:** In 2003, ETA awarded a grant to implement the Demand-Side Youth Offender Demonstration Project (DSYOP) to connect employers at four sites with ex-offenders and at-risk youth ages 18 to 25. DSYOP facilitated these connections by establishing business resource centers (BRCs), which employers could visit to fill their demand for qualified employees.

BRCs opened in three phases. Initially, three BRCs opened in Chicago, New York, and Washington, D.C. In the second phase of the initiative, a fourth center opened in Los Angeles. This study examined the implementation of Phases I and II of the DSYOP. It investigated how effective the model was in each site and the outcomes for participants. Successes and challenges of the implementation were observed so that future programs could learn from them.

**STUDY SITES:** Chicago, Illinois; New York, New York; Washington, D.C.; Los Angeles, California

**DATA AND METHODS:** 1,279 participants were enrolled across the demonstration sites. Quantitative data included data from the grantee's management information system and information from UI wage records. Researchers also conducted site visits to each location, where they conducted interviews with employers, grantee staff, participants, and referring organizations.

**SUMMARY OF FINDINGS:** The process study found that the BRCs formed ties with 602 employers over the course of the program. These employers represented a wide range of industries and sizes. Employers liked the fact that the BRCs screened candidates for them, saving time and money. Job seekers and employers alike thought the BRCs prepared participants well for job interviews.

Many of the jobs did not provide employee benefits, which might have been limiting for participants with families. Even with better-paying jobs, some of the youth continued to struggle with punctuality, the availability of transportation and child care, and soft skills.

Of the 1,279 enrolled participants, 950 were deemed eligible for employment. Of these participants, 413 were placed in employment at retention wages. The average wage for placed participants was \$9.52 an hour. Women earned more on average than men. Additionally, participants with higher levels of education earned more than those with less education. However, almost 20 percent of participants who were placed did not complete the six months of work to which they agreed. Common reasons for this included attendance problems, poor performance, and disapproval of job or pay.

Lerman, Robert I. "Programs to Support Out-of-School Youth." Submitted to the U.S. Department of Labor, Employment and Training Administration. Washington, DC: American University and Urban Institute, 2005. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2386&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2386&mp=y&start=61&sort=7).

**KEYWORDS:** Youth, out-of-school youth, program design, program evaluation

**TOPIC AND RESEARCH OBJECTIVES:** Since the 1960s, the Federal government has funded programs for disadvantaged youth aimed at building work and life skills essential for adulthood. Evaluation results for these programs have been mixed. This paper examined the evaluations of several past DOL programs aimed at serving out-of-school youth, considering the unique policy and economic context for each. In addition, the paper included examples of recent programs. Drawing from the previous literature, the study sought to construct guiding principles and recommendations for future demonstrations serving out-of-school youth.

**DATA AND METHODS:** The study drew on results from six past DOL demonstrations and programs with associated random assignment evaluations: the JTPA Youth Component, the National Job Corps Study, Conservation and Youth Service Corps, JOBSTART, the Center for Employment and Training Replication, and YouthBuild.

**SUMMARY OF FINDINGS:** Lessons learned from reviewing past evaluations were that the biggest payoffs are likely to come only from long-term, intensive programs and that the programs must display success in raising participants' employability in order to attract more applicants.

Considering lessons learned from the literature review, the paper presented three demonstration options that could potentially have a high impact for youth: (1) Employer-Led Training in High Wage Careers, a demonstration modeled after the apprenticeship system. The associated evaluation would focus on participant employment outcomes and employer satisfaction. (2) Second Chance Armed Forces Training and Military Employment, a demonstration that would enroll youth who would not typically qualify for military service. After three to six months of intensive training and mentoring, youth would be allowed to enter mainstream military service. Israel has a successful model of this program. (3) Civilian Service and Job Market Linkage, a demonstration that would link completion of a remedial education course to acceptance into Americorps or a similar community service program. Past evaluations of such programs have found improvements to participants' life skills.

Lerman, Robert I. "Improving Career Outcomes for Youth: Lessons from the U.S. and OECD Experiences." Research and Evaluation Monograph Series 01-D. Washington, DC: U.S. Department of Labor, Employment and Training Administration, 2001. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2252&mp=y&start=161&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2252&mp=y&start=161&sort=7).

**KEYWORDS:** Youth, vocational training, apprenticeship, literacy, OECD

**TOPIC AND RESEARCH OBJECTIVES:** In February 1999 the Organization for Economic Co-Operation and Development (OECD) sponsored a conference, "Preparing Youth for the 21st Century: The Transition from Education to the Labour Market," to discuss youth employment. This study drew heavily on the OECD-sponsored conference and sought to describe trends in youth employment, schooling, and training in the United States and other OECD countries; catalogue approaches to increasing youth employment in OECD countries; and use these to derive recommendations for improving the effectiveness of youth employment and training programs in the United States.

**DATA AND METHODS:** The study relied on the conference volume of papers presented at "Preparing Youth for the 21st Century: The Transition from Education to the Labour Market" as well as referenced scholarly articles. The author synthesized the existing literature and presented recommendations based on the lessons learned from it.

**SUMMARY OF FINDINGS:** The most important trend across the OECD countries was the increase over time in formal schooling; the proportion of 18-year-olds attending school rose from about 50 to 67 percent from 1984 to 1997. In many countries, this was accompanied by rapid reductions in youth employment.

Although the U.S. experience reflected broader OECD trends in many respects, the U.S. had a notably higher percentage of youth with low literacy (nearly 25 percent of 16-to-25 year olds compared with 5 percent in Germany and 6 percent in Belgium and the Netherlands).

Several OECD countries such as Germany use a dual system of apprenticeship and vocational education. The apprenticeship experiences of the OECD countries suggest that close institutional links between industries and schools are critical to aligning incentives of employers and youth; this encourages employers to hire and train students in career-oriented positions and encourages students to do well in school. According to the report, the United States is one of the few countries not taking aggressive steps to promote apprenticeships. The vocational education and apprenticeship systems in the U.S. are decentralized.

Recommendations included the following: Youth employment programs should go beyond focusing solely on labor and take into account the social and environmental contexts of the youth. Programs should focus on career development rather than rapid employment. In addition, when community service employment is offered, the program should link participants to further education and career opportunities.

D'Amico, Ronald D., Mary Kimball, Michael Midling, Pamela L. Smith, A. Lee Bruno and Michele L. Johnson. "Evaluation of the School-to-Work Out-of-School Youth Demonstration and Job Corps Model Centers: Final Report for the Job Corps Model Centers." Oakland, CA: Social Policy Research Associates & Center for Human Resources, Brandeis University, 2000a. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2225&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2225&mp=y&start=181&sort=7).

**KEYWORDS:** School-to-work (STW), out-of-school youth, classroom training

**TOPIC AND RESEARCH OBJECTIVES:** In 1997, in an effort to provide academic instruction to out-of-school youth, DOL awarded 30 Job Corps centers grants to become designated model centers and implement high-quality school-to-work (STW) principles. STW teaches academic skills in a career context and uses active learning methods to engage students. Each center received \$60,000 for each of the two years of the demonstration. This report sought to describe the initiative's design and implementation.

**STUDY SITES:** 30 model centers nationwide

**DATA AND METHODS:** Data for the implementation study came through in-person visits to 23 of the 30 centers and telephone contact with the remaining 7 centers. The researchers conducted discussions with center administrators, planners, curriculum planners, instructors, and staff, supplemented by observations of instructional activities.

**SUMMARY OF FINDINGS:** Most centers made more progress on changing their work-based learning than school-based instruction to align with STW principles. Traditionally, Job Corps has had a strict separation between academic and vocational departments, complicating the implementation of STW. On the other hand, certain program elements of Job Corps, such as assessments and Training Achievement Records, are consonant with STW principles.

The report named four major challenges to implementing STW principles and some best practices to overcome each of them. The first was building support for the STW implementation. To achieve high levels of support, staff recommended working aggressively for buy-in, identifying and addressing all concerns, and creating planning groups that incorporate diverse staff. In addition, leadership should hold a clear vision of the STW implementation and communicate that it is a high-priority issue.

The second challenge was obtaining adequate resources (time and knowledge) to support the change. Overcoming this challenge required major adjustments in scheduling and staffing, devoting more time to planning groups and other new priorities, and investing in staff development activities.

The third challenge was changing the methods of classroom learning. To break down the barriers between vocational and academic learning that had existed in Job Corps centers previously, staff needed to have regular planning sessions with both sets of teachers present. Together, the teachers designed new methods for the classrooms to combine curricula.

The final challenge to implementation was ensuring quality and consistency across work-based learning sites. Centers needed to develop better monitoring techniques for the sites and start regular meetings with the center teachers and employer supervisors.

D'Amico, Ronald D., Mary Kimball, Michael Midling, Pamela L. Smith, A. Lee Bruno, and Michele L. Johnson. "Evaluation of the School-to-Work Out-of-School Youth Demonstration and Job Corps Model Centers: Final Report for the Out-of-School Youth Demonstration." Oakland, CA: Social Policy Research Associates & Center for Human Resources, Brandeis University, 2000b. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2224&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2224&mp=y&start=181&sort=7).

**KEYWORDS:** School-to-work (STW), out-of-school youth, classroom training

**TOPIC AND RESEARCH OBJECTIVES:** In 1997, in an effort to adapt and incorporate school-to-work (STW) principles in services to out-of-school youth by offering academic instruction in a career context, DOL awarded 11 Out-of-School Youth (OSY) demonstration project grants ranging in size from \$100,000 to \$140,000. Grantees were established employment and education providers serving the OSY population using a variety of approaches. They included adult or alternative high schools, local government agencies, employer organizations, and community-based organizations. At the time of grant application, applicants were expected to display some design elements of STW in their current service model. The grants were to be used to incorporate STW concepts further into their service models over a grant period of 15 months. This report sought to describe the design and implementation of STW elements at the OSY demonstration sites.

**STUDY SITES:** 11 OSY sites: Austin, Texas; Baltimore, Maryland; Cambridge, Massachusetts; Lancaster, Pennsylvania; Memphis, Tennessee; Milwaukee, Wisconsin; New York, New York; Columbus, Ohio; Phoenix, Arizona; Warwick, Rhode Island; and Yakima, Washington

**DATA AND METHODS:** Data collection was conducted through two site visits to each site. Each site visit entailed two days of interviews with key grantee administrators, grantee staff in charge of recruitment, and curriculum planners/instructors; observations of learning environments (classroom and work); focus groups with participants; and studying lesson materials. Researchers also had regular telephone conversations with key respondents between the site visits.

**SUMMARY OF FINDINGS:** Grantees fell into three broad groups: (1) adult or alternative high schools focused on high school diploma or GED achievement; (2) programs following the YouthBuild model, alternating times in academic, vocational, and work skills training; and (3) programs that grew out of workforce development programs.

Partnership experiences varied. Work-based learning experiences were more likely to be integrated with classroom activities when employers knew the goals of the program. Existing STW systems were noticeably absent as they did not focus on meeting the needs of OSY.

The report listed effective practices for implementing STW elements in established organizations. Demonstration staff recommended that future efforts begin system changes by setting a small number of clear goals and a plan to evaluate progress over time. Leadership should define individual responsibilities for all members of the system and be certain to provide enough resources to the coordination effort. New services or activities introduced as part of the system change should be sustainable (for example, funding or staff).

The OSY population can be difficult to serve; connections with area schools and neighborhoods are important for recruitment of this population. To retain students, organization staff should inform them about program rules and expectations from the beginning. Leadership should involve students in the system change planning and take their opinions on services, peer discipline, and learning goals into account. Smaller organizations should look to form a network with other programs with similar missions and service populations, and not expect to serve all needs of every student with their limited capacity. Partnerships are effective when members know their individual responsibilities well.

As the youth prepare to join the workforce in internships or work-based learning, organizations should be certain to teach all aspects of the industry and discuss expectations in the workplace. Soliciting employer input when planning the system changes will likely give the employer a sense of ownership, benefiting both the employer and the organization. To ensure quality work-based learning, the organization should designate a workplace liaison that develops explicit student training plans with each employer.

## **TRAINING PROGRAMS OTHER THAN WIA**

This section contains summaries of training programs not funded through WIA. Two papers (Trutko et al. 2007 and Nightingale et al. 2008) studied the High Growth Job Training Initiative grants. Duscha and Graves (2006 and 1999) studied employer-focused customized training programs, while Isbell et al. (1996) studied employer-based training programs.

Other studies looked at more specific aspects of non-WIA training programs. Salzman et al. (2011) examined customers' use of career advancement accounts to seek training of their choice. Mikelson and Nightingale (2004) examined expenditures on training from a variety of sources. Coffey (2002) looked only at those training programs funded by H-1B visa fees. Finally, Burron et al. (1999) examined the effectiveness of promotional materials in attracting incumbent workers to training programs.

## High Growth Job Training Initiative (HGJTI) Programs

Trutko, John, Carolyn O'Brien, Pamela Holcomb, and Demetra Smith Nightingale.

"Implementation and Sustainability: Emerging Lessons from the Early High Growth Job Training Initiative (HGJTI) Grants." Washington, DC: Urban Institute, 2007. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2344&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2344&mp=y&start=101&sort=7).

Nightingale, Demetra Smith, Lauren Eyster, John Trutko, Carolyn O'Brien, and Kate Chambers.

"Implementation Analysis of High Growth Job Training Initiative (HGJTI) Programs." Washington, DC: Urban Institute, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2390&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2390&mp=y&start=61&sort=7).

**KEYWORDS:** High Growth Job Training Initiative (HGJTI), high-growth industry, public-private partnerships

**TOPIC AND RESEARCH OBJECTIVES:** The President's High Growth Job Training Initiative (HGJTI) is a DOL-funded effort to promote market-driven strategic partnerships between the private and public sectors. Between 2001 and 2006, 156 grants ranging from \$150,000 to nearly \$10 million supported training programs as well as capacity building for them (for example, developing curricula, hiring qualified instructors, and buying communication technology). A multi-component evaluation of HGJTI assessed the progress of the grantees.

The first implementation report (Trutko et al. 2007) sought to describe the early implementation lessons and project sustainability of 20 grant recipients from the earliest rounds of funding. The final implementation report (Nightingale et al. 2008) contained a more in-depth examination of six selected grantees, their projects, and lessons learned from implementation.

**STUDY SITES:** 20 HGJTI grant recipients from the earliest rounds of funding (Trutko et al. 2007); site visits to six purposively selected grantees (Nightingale et al. 2008): Miami-Dade College (Florida), Columbia Gorge Community College (The Dalles, Oregon), Chicago Women in Trades (Illinois), JobPath, Inc. (Tucson, Arizona), Louisiana Department of Labor, and Oklahoma Department of Career and Technology Education/High Plains Technology Center (Woodward, Oklahoma).

**DATA AND METHODS:** The study sample for the Trutko et al. report included the 20 grant recipients from the earliest rounds of funding, which included postsecondary institutions, industry/business organizations, unions, workforce development agencies, and economic development service providers. Data for this report came from telephone discussions conducted in fall 2006 with each grantee's administration. Analytic methods included qualitative analysis and synthesis of responses across the sample.

Two data sources were used in the Nightingale et al. report: (1) all grantee applications and quarterly reports submitted to ETA on the nature and progress of grant-funded training and capacity building efforts and (2) site visits to six grant projects selected to reflect variety in geography, industry, and organization. Researchers calculated frequencies and tabulations and synthesized information across site visits.

**SUMMARY OF FINDINGS: Findings based on 20 early grantees:** The grant recipients were diverse in many respects. The number of project clients ranged from 17 to 3,000, with an average of approximately 400. Some projects chose to serve areas within one state and others reached nationwide. The most common industry sectors involved were advanced manufacturing (four grants), health care (four grants), automotive (two grants), and energy (two grants).

Lessons learned from the implementation of the grants included the following: form partnerships with organizations that share a similar vision and maintain the partnerships with regular information sharing and discussions of roles and responsibilities; develop a strong team for outreach and recruitment and offer support services (such as child care) to trainees; and focus early on strategies to sustain the projects after the grant period ends.

After the grant period had ended, 8 of the 20 grantees were able to sustain their projects at a similar size. Ten grantees continued to run the projects, but had to scale down efforts or cease certain activities. Two grantees, at the time of the early implementation study, had stopped activities and were seeking resources to continue in the future. Of those that secured sustainable funding, 5 used WIA funds and 3 used funds from industry associations or unions. Other sources included employer contributions, Pell grants, and individual training accounts.

**Final implementation findings:** Among the 156 HGJTI grantees, most were associated with the health care sector (21 percent), the advanced manufacturing sector (21 percent), or the biotechnology sector (10 percent). Thirty percent of grantees provided services nationwide. The average grant amount was \$1.9 million, and most projects leveraged the grant with other funds averaging \$700,000. The grantees most often targeted populations of youth (36 percent) and incumbent workers (35 percent).

The main priority of the six grantees selected for the in-depth implementation analysis was training. They often provided multiple, short (80 hours or fewer) training components that included classroom and on-the-job training (for example, apprenticeships or internships). Another priority of the projects was capacity building, which included developing outreach materials and new curricula, increasing the student body and number of instructors, and providing more training options.

All six selected grantees expressed the importance of employers for all project aspects—recruitment, curriculum development, funding, and job training. They also felt that it was beneficial to adopt new technology in the classroom and hands-on training outside it. The grantees noted that it was challenging to retain quality industry-knowledgeable teachers; often the educational institution could not offer competitive salaries to recruit them.

## **Customized and Employer-Based Training Programs**

Duscha, Steve, and Wanda Lee Graves. "The Employer as the Client: State-Financed Customized Training." Washington, DC: U.S. Department of Labor, Education and Training Administration, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2345&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2345&mp=y&start=81&sort=7).

**KEYWORDS:** incumbent worker, customized training

**TOPIC AND RESEARCH OBJECTIVES:** State-funded customized training programs are employer-focused and view training as a source of economic development. Such programs offer training that is directed to one or more employers. This study sought to describe state-funded customized training and presented a case study of California's program.

**STUDY SITES:** All 47 states operating customized training programs in 2006

**DATA AND METHODS:** Data for the study were composed of public documents, lists of projects, press releases, statutes, and regulations. The authors also examined state budget documents and attended the National Association of Industry-Specific Training Directors annual meeting in 2005. In addition, the authors interviewed a representative from each state's customized training program to verify the data collected from public sources and ask additional questions. The study relied on the following data from 1989 to 2006 for quantitative analyses: real state spending, per capita real state spending, and five-year average and per-capita spending. Analytic methods included a qualitative analysis of state programs and quantitative analyses of numerical data.

**SUMMARY OF FINDINGS:** State-funded customized training programs served approximately one million people in 2006, costing \$571 million. State funding averaged \$525 per trainee, and no state funded the full cost of training. California, Iowa, and Louisiana were the top three states in total funding during 2006, spending between \$44 million and \$62 million. State funding came from UI-associated taxes and general funds, with more than half of the funding focused on incumbent workers.

Although the scope of customized training varied widely across states, with flexibility and few limits on types of training, most programs focused training on manufacturing sectors. Very little evaluation was conducted by states to assess the impacts of the programs.

The California case study indicated that the state's customized training program, the Employment Training Panel (ETP), offered a typical level of funding per participant. It targeted funding to manufacturing and other trade sectors that were deemed to have competition from businesses outside California. The ETP limited training to employers that offered high wages, generally \$12 to \$13 per hour. Each customized training participant had to receive at least 24 hours of instructor-led or computer-based training, for which the ETP reimbursed employers a flat fee. The employer contributed at least half of the cost of training.

Duscha, Steve, and Wanda Lee Graves. "State Financed and Customized Training Programs." Silver Spring, MD: KRA Corporation, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2210&mp=y&start=201&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2210&mp=y&start=201&sort=7).

**KEYWORDS:** Incumbent workers, customized training

**TOPIC AND RESEARCH OBJECTIVES:** As of the time of this report (1999), 45 states operated programs that subsidized customized training for individual businesses. In contrast to Federal employment and training programs, which tend to emphasize social goals, state customized training programs were created as economic tools to attract and retain jobs and are, therefore, more employer-centered. This report sought to describe the states' customized, employer-specific training for incumbent workers and new employees.

**STUDY SITES:** All states except Montana, New Hampshire, New York, Oregon, and Wyoming

**DATA AND METHODS:** All states that operated state-funded customized training programs were included. Data consisted of telephone interviews with chief administrators of customized short-term training programs. The selected programs were customized for individual employers or groups of employers and funded solely by the state. The study involved a qualitative analysis.

**SUMMARY OF FINDINGS:** The scope and funding levels for training programs varied widely. In 1998 and 1999, states spent \$593 million on customized training, ranging from several hundred dollars to more than \$2,000 per trainee. States funded customized training through bonds and UI-associated taxes. Nearly 60 percent of new money budgeted for customized training since 1988 was designated for incumbent workers. Twelve states required companies to use community or vocational colleges to provide training, whereas the remaining states had no such restrictions. States conducted very little evaluation regarding the impact of the training programs.

Isbell, Kellie, John W. Trutko, Burt S. Barnow, Demetra Smith Nightingale, and Nancy Pindus. "Involving Employers in Training: Case Studies." Arlington, VA: James Bell Associates, Inc., 1996. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=1546&mp=y&start=221&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=1546&mp=y&start=221&sort=7).

**KEYWORDS:** Partnerships, incumbent workers, customized training, employer-based training programs

**TOPIC AND RESEARCH OBJECTIVES:** In order to remain competitive in an increasingly global economy, employers have to continuously upgrade the basic and job-specific skills of their workforce. ETA funded a study to investigate best practices in employer-based training (EBT) programs, focusing on how to customize lessons and teaching methods to be most effective for employers and employees. This report sought to describe and assess several exemplary EBT programs.

**STUDY SITES:** Seventeen sites in Arizona, California (3 sites), Maryland, Massachusetts (2 sites), Michigan, North Dakota (3 sites), Ohio, Oregon, Virginia, Washington, and Wisconsin (2 sites)

**DATA AND METHODS:** Nominations for exemplary EBT programs were solicited from DOL regional offices, national organizations involved in training, and job training experts around the country; 17 study sites were chosen from among the nominees. The case studies involved site visits to each EBT program; visits included interviews with company management, work supervisors, training instructors, and workers. Key factors recorded for each program include association with JTPA agencies, training curriculum, cost, and outcomes. A qualitative analysis was performed for each EBT program.

**SUMMARY OF FINDINGS:** Nine case studies of EBT programs were associated with the JTPA system and eight programs were not (mostly privately financed). For each program, the study reported a description and purpose of training, the training provider, the curriculum, participant recruiting, fees and costs, and training outcomes. The report did not draw conclusions across sites.

## Other Non-WIA Training

Salzman, J., A. Wiegand, J. Leufgen, and S. Harvey. "Evaluation of the Career Advancement Accounts Demonstration Project: An Implementation Study." Oakland, CA: Social Policy Research Associates, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=2474&mp=y](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_resultDetails&pub_id=2474&mp=y).

**KEYWORDS:** Career Advancement Account (CAA), credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** In 2006, ETA instituted the Career Advancement Account (CAA) Demonstration Project in eight states as a streamlined, customer-focused approach to workforce training. Under the demonstration's approach, individuals pursuing job training were given accounts worth up to \$3,000 annually for up to two years. The funds could be used to pay fees associated with the education and training programs participants chose, as long as the programs resulted in a portable, industry-recognized credential. In contrast to individual training accounts, customers did not have to progress through WIA core and intensive services before accessing training. This study documented the implementation of the CAA Demonstration Project in eight states.

**STUDY SITES:** Local workforce investment areas (LWIAs) in eight states: Georgia, Indiana, Michigan, Minnesota, Missouri, Ohio, Pennsylvania, and Wyoming.

**DATA AND METHODS:** The eight states that participated in the CAA Demonstration Project either volunteered to be involved or were selected because they were negatively affected by automotive plant closures (Indiana, Pennsylvania, and Wyoming volunteered).

Researchers conducted site visits during which they interviewed relevant staff members at each state grantee and at two LWIAs implementing the demonstration project in each state.

**SUMMARY OF FINDINGS:** Researchers found that the organization and structure of the demonstrations varied greatly for the eight states and LWIAs visited. Six of the states indicated that serving incumbent workers was a primary objective of the demonstration, and six viewed CAAs as an opportunity to receive more training money. Four states indicated that providing short-term training was a primary objective.

Many states struggled to implement CAAs. Some encountered problems aligning CAAs with other state and local policies. Others—those affected by automotive plant closures—had to shift their target groups as it became clear that nearly all those workers affected by plant closures were TAA-eligible. CAA training was tightly linked with existing workforce programs in the eight states examined.

Although CAAs were meant to increase customer choice by not requiring customers to access WIA core and intensive services before training, states and LWIAs still imposed some restrictions, such as limiting training to occupations in high demand and requiring that the training yield a nationally-recognized certificate. Even with these restrictions, however, five states were able to markedly reduce the level of LWIA staff involvement with decisions relating to customer training.

Mikelson, Kelly, and Demetra Smith Nightingale. "Estimating Public and Private Expenditures on Occupational Training in the United States." Washington, DC: U.S. Department of Labor, 2004. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2321&mp=y&start=101&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2321&mp=y&start=101&sort=7).

**KEYWORDS:** occupational training, incumbent worker training, on-the-job training

**TOPIC AND RESEARCH OBJECTIVES:** Many entities provide funding for occupational training, including the Federal government, state and local governments, employers, and philanthropic foundations. This study sought to estimate the amount of funding for occupational training that each source provides and the average cost per trainee.

**DATA AND METHODS:** Funding from each entity was calculated using different data sources and assumptions outlined in the study text.

*Federal Government:* Occupational training funds provided from 1998 to 2000 by seven Federal departments were included in this analysis: Departments of Labor, Education, Health and Human Services, Housing and Urban Development, Veterans Affairs, Interior, and Justice. Data were obtained through agency representatives, public reports, and Web sites.

*States:* This analysis included occupational training funds provided in 1998 and 2003 by eight states with the highest level of funding for incumbent worker training programs in 1998: California, Iowa, Michigan, Missouri, New Jersey, North Carolina, Pennsylvania, and Texas. In 1998, the National Governors Association estimated that these states accounted for half of all state funding for occupational training programs. This study assumed that these states would represent half of the funding through 2003. Data regarding current levels of funding were obtained from state officials.

*Private Organizations:* Four sources were used to estimate funding from the employers' perspective: the American Society for Training and Development, the Survey of Employer-Provided Training, *Training Magazine*, and the National Employer Survey. Sample sizes for these surveys ranged from 276 to 4,501 firms. Three surveys were used to estimate funding from the trainees' perspective: the Survey of Income and Program Participation, the National Household Education Survey, and the Current Population Survey.

*Other Private Sources:* To obtain additional information on private funding, representatives of the following labor-management partnerships, nonprofit organizations, and foundations were contacted: the Wisconsin Regional Training Partnership, the Building and Trades Department of the AFL-CIO, the Center for Employment and Training, Seedco, Morgan Memorial Goodwill Industries, the Abell Foundation, and the Robert Wood Johnson Foundation.

**SUMMARY OF FINDINGS:** Business spending on training exceeded all sources of government funding, with \$46 billion to \$54 billion spent each year. The Federal government spent between \$3.2 and \$5.3 billion on occupational training in 2002, with one-third from DOL programs, one-third from the Department of Education's Pell Grants, and the remainder split among several other programs. States contributed \$500 to \$700 million in training funds. Employers were more likely to provide training to more skilled workers than to less-skilled workers. The average cost per trainee was less than \$1,000 for state and business programs,

*Training Programs Other Than WIA*

between \$100 and \$3,000 for most DOL workforce programs, and \$6,000 for programs that focused on individuals with disabilities.

Coffey, Lester. "Exemplary Practices in High-Skill U.S. Department of Labor H-1B Training Programs." Bethesda, MD: Coffey Communications, LLC, 2002. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2279&mp=y&start=141&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2279&mp=y&start=141&sort=7).

**KEYWORDS:** Information technology training, Web-based training, H-1B visa, incumbent workers

**TOPIC AND RESEARCH OBJECTIVES:** A major provision of the 1998 Competiveness and Workforce Improvement Act was the introduction of a fee (\$1,000 per worker) for employers who hire foreign workers under the H-1B visa authority. The fees went to fund demonstration projects that followed five guiding principles: training for shortages in high-skill occupations, including information technology; partnership sustainability; business involvement; use of innovative and effective tools; and targeting all segments of the population. In 2000, 43 projects received grant funding ranging from \$1.5 million to \$3 million for two years. This report sought to compare some of the demonstration project approaches and highlight interesting practices for consideration in future sites. The study was conducted too early in the demonstration period to produce outcome data.

**STUDY SITES:** Six demonstration projects in Pima County, Arizona; Hampden County, Massachusetts; Anchorage, Alaska; New York City, New York; the state of Vermont; and Clarksville, Tennessee

**DATA AND METHODS:** Sites were selected for the study based on whether they were close to meeting their target enrollment numbers, the training methods used, and geographic diversity. Site visits occurred in late 2001 or early 2002 and included interviews with directors, site staff, training institutions, and participants. The study team conducted qualitative analysis and synthesis across the visits, highlighting common themes.

**SUMMARY OF FINDINGS:** The six demonstration sites served varying geographic regions, but generally had similar target enrollments of 200 to 300 participants. Each site partnered with from less than 10 to over 50 employers, and some also partnered with community colleges, four-year colleges or other training providers, and unions or trade associations. All sites offered classroom training; four also offered Web-based learning; and one used interactive television. The grant regulations required that 25 to 50 percent of funds had to be matched by nonfederal funding. Most programs called on employers to match funds, using a system in which employers paid workers for classroom hours as if they were work hours.

Project staff named factors conducive to strong, timely implementation: enthusiastic participation from employers, a good pool of candidates meeting educational prerequisites for the training program, staff with previous experience managing fund-matching grant programs, and teaching from an established curriculum.

Burron, Larry, Larry Orr, and Satyendra Patrabansh. "The Lifelong Learning Demonstration: Final Evaluation Report on the Experimental Site." Bethesda, MD: Abt Associates Inc., 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2212&mp=y&start=201&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2212&mp=y&start=201&sort=7).

**KEYWORDS:** Incumbent workers, continuing education, outreach, lifelong learning

**TOPIC AND RESEARCH OBJECTIVES:** The Lifelong Learning Demonstration was established in 1995 as a result of collaboration among DOL, the Maryland Higher Education Commission, and 12 educational institutions in the greater Baltimore area. The goal of the demonstration was to test the effectiveness of informational brochures in promoting continuing education and training opportunities among incumbent workers.

**STUDY SITES:** 12 educational institutions in the greater Baltimore area

**DATA AND METHODS:** The demonstration sample included more than 200,000 identified incumbent workers. A randomly selected half of the sample received informational brochures in the mail, and half did not. The brochures explained the benefits of additional education and options for financial aid.

Data for the evaluation came from five sources: (1) the participating educational institutions provided enrollment and financial aid records; (2) the Maryland Higher Education Commission provided additional enrollment data; (3) the Maryland DOL provided wage records; (4) Experian, a national consumer data vendor, provided demographic and geographic data; and (5) the study administered a follow-up survey two years after the mailings to a subsample of research participants. Analytic methods included statistical analysis of data, generating means and frequencies of key variables, and estimating impacts of the mailings on school enrollment.

**SUMMARY OF FINDINGS:** The study found that the public information campaign had no significant impact on enrollment in participating schools or in Maryland higher education institutions more broadly, the number of credits earned, the receipt of financial aid, or student loan amounts. The study authors concluded that the informational mailing was not a strong enough intervention to affect individuals' behavior regarding such a major decision as investing in additional education.

## **LITERACY**

This section contains papers about the literacy of different types of workers and its relationship to their labor market participation and outcomes. In particular, the studies examined the literacy of non-native-English-speaking workers (Norris et al. 2010) and adults more broadly (Jin and Kling 2010); the working poor (Bruno et al. 2010a); female public assistance recipients (Amodeo et al. 2010); incarcerated adults (Amodeo et al. 2009); and young adults (Jin and Kling 2009). One study (Bruno et al. 2010b) examined literacy's role in worker transitions.

Most of the papers in this section relied on the National Assessment of Adult Literacy (NAAL), which assessed the English literacy of 19,200 adults in the United States, as the primary data source. Conducted in 2003, the NAAL evaluated literacy using prose, document, and quantitative scales. It also contained background information on the respondents' demographic and socioeconomic characteristics.

Norris, Dwayne, Lee Bruno, and Ying Jin. "Survival Literacy Training for Non-Native-English-Speaking Workers." Washington, DC: American Institutes for Research, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2454&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2454&mp=y&start=1&sort=7).

**KEYWORDS:** English as a second language (ESL), immigrant workers, workplace safety, teaching ESL

**TOPIC AND RESEARCH OBJECTIVES:** Many immigrant workers are concentrated in the agriculture, construction, production, and service industries; because of the physical nature of the work and the potential for accidents, safety training is necessary in these industries. In 2010, DOL's Occupational Safety and Health Administration (OSHA) issued a memorandum to its compliance officers instructing them to make certain that all workers received OSHA trainings in a language they understood. This paper discussed potential methods for improving literacy and English language skills among non-native-English-speaking workers, specifically to ensure safety in the workplace.

**DATA AND METHODS:** The paper used data from the National Assessment of Adult Literacy (NAAL). The sample for this study included 2,728 adult workers older than 18 who did not speak English before starting school. Analyses included descriptive statistics and multivariate analyses for levels of English proficiency, educational attainment, and employment.

The second half of the paper discussed new methods for teaching English as a second language (ESL) and basic skills, according to evidence from previous literature.

**SUMMARY OF FINDINGS:** The non-native-English-speaking population in America at the time of the survey was 62 percent Hispanic, and 37 percent did not hold a high school diploma. Although this population was less educated and less proficient in English than native English speakers, the non-native population had a higher overall employment rate. Low rates of computer and Internet usage and of attendance in basic skills classes presented challenges to training the non-native-English-speaking worker population using conventional methods.

A review of several ESL teaching methods informed a proposed course design for survival literacy of non-native-English-speaking workers. The new model would integrate ESL and literacy training into the workplace and target all with low literacy, regardless of English proficiency. All instruction in the classroom and the work setting would be in English, an immersion approach. The model would be efficient and motivate workers to learn quickly (presumably improving comprehension of safety and training instructions).

Jin, Ying, and Joanna Kling. "Overcoming the Language Barrier: The Literacy of Non-Native-English-Speaking Adults." Washington, DC: American Institutes for Research, 2010.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2448&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2448&mp=y&start=21&sort=7).

**KEYWORDS:** Non-native-English speakers, literacy

**TOPIC AND RESEARCH OBJECTIVES:** Recently, the United States experienced an influx of immigrants whose first language was not English. The National Assessment of Adult Literacy (NAAL) showed that literacy levels were lower for non-native-English-speaking adults than for their native-English-speaking counterparts, even when non-native speakers learned English soon after starting school. This study examined the correlations between literacy and work-related outcomes for non-native English speakers.

**DATA AND METHODS:** The study used information from the NAAL. The non-native-English-speaking sample for the study was composed of the 2,807 adults in the sample who did not speak English before they started school. The rest formed the group of native English speakers. The researchers conducted regression analyses to describe the characteristics of non-native English speakers and their work-related outcomes.

**SUMMARY OF FINDINGS:** The study found that low prose literacy was most common in Hispanic or black non-native-English-speaking adults. More than a third of the non-native-English-speaking adults did not have a high school diploma or the equivalent. Though more than half of non-native-English-speaking adults reported having a computer with Internet access in their households, nearly half were not computer-literate.

A higher percentage of low-literacy non-native-English-speaking adults had full-time jobs than their low-literacy native-English-speaking counterparts. Non-native-English-speaking adults were more likely to have a job in the service occupations than in any other occupational group.

Bruno, Lee, Ying Jin, and Dwayne Norris. "Building Career Ladders for the Working Poor through Literacy Training." Washington, DC: American Institute for Research, 2010a. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=2452&mp=y](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_resultDetails&pub_id=2452&mp=y).

**KEYWORDS:** Literacy, working poor

**TOPIC AND RESEARCH OBJECTIVES:** According to the U.S. Census Bureau data, 7.1 million American workers lived below the Federal poverty level in 2007, placing them in the category of the working poor. This report sought to discern the characteristics that distinguished the working poor from other workers, the literacy requirements that pose barriers to occupations that could potentially lift workers out of poverty, and ways to address those barriers. This is one of a series of papers on the literacy of the foreign-born adult population in the U.S.

**DATA AND METHODS:** The study used data from the National Assessment of Adult Literacy (NAAL). With a sample size of 9,296 workers, researchers distinguished between the working poor (whom they defined as earning wages less than 125 percent of the Federal poverty level for a family of three, assuming full-time employment) and working nonpoor (all other workers). The researchers then compared the two groups' demographic characteristics, prose and quantitative literacy test scores, and occupations.

Analytic methods included generating frequencies and means for key variables, comparing the results of each group.

**SUMMARY OF FINDINGS:** The study found that the working poor typically had lower literacy than the general population, suggesting a link between literacy levels and employment outcomes. The report found that some high-growth occupations would require only a modest increase in the literacy skills of the working poor, representing an opportunity for them to increase their earning potential with modest effort.

Amodeo, Andrea, Ying Jin, and Joanna Kling. "Gaining the Skills for Employment: The Literacy of Female Public Assistance Recipients." Washington, DC: American Institutes for Research, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2450&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2450&mp=y&start=21&sort=7)

**KEYWORDS:** Literacy, TANF, welfare

**TOPIC AND RESEARCH OBJECTIVES:** This study examined the correlations between literacy and work-related outcomes for women receiving public assistance.

**DATA AND METHODS:** The study used information from the National Assessment of Adult Literacy (NAAL). A sample of current welfare recipients was composed of 331 women who reported that they had received public assistance in the past year. The study compared the literacy of women who reported having received public assistance with the literacy of women who reported never having received public assistance. "Public assistance" included receipt of TANF or other state or local welfare payments within the past year. The researchers conducted regression analyses to describe the characteristics of current public assistance recipients.

**SUMMARY OF FINDINGS:** Women who were current recipients of public assistance had lower prose and quantitative literacy skills than women who reported never receiving public assistance. Those under 18, unmarried mothers, women without a high school diploma, and unemployed women were more likely to receive public assistance. Women with lower educational attainment, black women, and women who had participated in a job training program were more likely to have below basic literacy.

Amodeo, Andrea, Ying Jin, and Joanna Kling. "Preparing for Life beyond Prison Walls: The Literacy of Incarcerated Adults Near Release." Washington, DC: American Institute for Research, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2451&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2451&mp=y&start=1&sort=7).

**KEYWORDS:** Ex-offenders, literacy, reentry

**TOPIC AND RESEARCH OBJECTIVES:** The population of incarcerated adults in the U.S. increased more than 300 percent in the past three decades, reaching more than two million in 2006. Thus, formerly incarcerated adults have become a significant part of the workforce; those with low literacy levels might find the job market especially difficult. This report sought to describe the literacy levels of incarcerated adults near their release dates.

**DATA AND METHODS:** The study used data from the National Assessment of Adult Literacy (NAAL) Prison Survey. The sample of interest (N = 702) was defined as incarcerated adults (ages 16 and older) who indicated that they were within two years of their scheduled release date. They were compared to adults in households (approximately 18,000 individuals) and to incarcerated adults who were not within two years of their scheduled release date (approximately 500 individuals). Key variables included demographics, literacy test scores, and literacy-related behaviors. Analytic methods included descriptive analysis and generating frequencies and means.

**SUMMARY OF FINDINGS:** The literacy rates (prose and quantitative) of near-release incarcerated adults were lower than those of the general household population. Computer literacy among the inmates was very low (16 percent) compared with the household population (70 percent).

The proportion of inmates near release with a GED or a high school diploma was similar to the proportion of the general prison population. However, more inmates near release reported enrolling in a life and career skills class. Among inmates near release, two-thirds held a prison job; half of those jobs did not involve reading or writing tasks.

Jin, Ying, and Joanna Kling. "Preparing Youth for the Future: The Literacy of America's Young Adults." Washington, DC: American Institutes for Research, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2449&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2449&mp=y&start=21&sort=7).

**KEYWORDS:** Literacy, youth

**TOPIC AND RESEARCH OBJECTIVES:** Gaining access to career jobs can be difficult for young adults, and there are additional challenges for youth without postsecondary education. Improving literacy has been found to enhance employment prospects. This report sought to describe the background characteristics and literacy levels of youth, focusing particular attention on high school dropouts.

**DATA AND METHODS:** The study used data from the National Assessment of Adult Literacy (NAAL). For purposes of this study, 2,960 adults were identified as young adults 16 to 24 years old. The sample was subsequently divided into two cohorts, those ages 16 to 18 and 19 to 24, for analysis. Key variables included basic demographic information; prose, document, and quantitative literacy test scores; and high school dropout status. Analytic methods included computing descriptive statistics and conducting regression analyses.

**SUMMARY OF FINDINGS:** Results showed that the most common jobs held by young adults were in the service and sales industries. The vast majority of the sample members were computer-literate (92 percent of 16- to 18-year-olds and 80 percent of 19- to 24-year olds). Youth who dropped out of high school were more likely to be male and Hispanic or black, have children, and receive public assistance. Low scores on the prose literacy test were correlated with low computer literacy, not having a GED or a high school diploma, and not speaking English before entering school.

Bruno, Lee, Ying Jin, and Dwayne Norris. "Workers in Declining Industries: Literacy's Role in Worker Transitions." Washington, DC: American Institutes for Research, 2010b.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2453&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2453&mp=y&start=1&sort=7).

**KEYWORDS:** Literacy, structural unemployment, declining occupations, dislocated workers

**TOPIC AND RESEARCH OBJECTIVES:** One barrier to transitions between jobs and occupations is the fact that literacy levels of workers in declining industries are often lower than those of people in the general population. This study examined how literacy deficiencies can prevent workers in declining occupations from transitioning into high-growth occupations.

**DATA AND METHODS:** The study used information from the National Assessment of Adult Literacy (NAAL). In addition to the NAAL, the researchers used data from the Occupational Information Network (O\*NET) to assess the literacy requirements of the declining and growing occupations. The authors chose 50 high-growth occupations that did not require a college degree and created multiple regression models that integrated the O\*NET data and NAAL measures to estimate their literacy requirements. These requirements were then compared with the average literacy levels of respondents in the declining occupations.

**SUMMARY OF FINDINGS:** The analysis revealed that workers in declining occupations did not differ from the general population of workers on most observable characteristics. The exceptions were notable: NAAL data showed that workers in declining occupations had lower literacy levels and educational attainment than the general population. The authors hypothesized that this lower literacy could be the barrier that hinders such workers from transitioning into high-growth occupations.

**Cross-References for the Literacy Section**

Glazerman, Steven, Peter Schochet, and John Burghart. “National Job Corps Study: The Impact of Job Corps on Participants’ Literacy Skills.” See p. 14.

KPMG/Economic Valuation Services. “An Examination of the Delivery of Literacy Services at Job Corps Centers.” See p. 26.

## **POPULATION-SPECIFIC PROGRAMS**

ETA supports a number of programs targeted toward specific populations of workers. This section contains studies related to some of these programs. Target populations in these studies included agricultural workers (Pena 2011); immigrants (Koralek et al. 2010); limited English proficient and Hispanic workers (Holl et al. 2010); Indians and Native Americans (D'Amico et al. 2000); and the homeless (Trutko et al. 1998).

Pena, Anita Alves. "The Effect of Continuing Education Participation on Agricultural Worker Outcomes." Fort Collins, CO: Colorado State University, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2471&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2471&mp=y&start=1&sort=7).

**KEYWORDS:** Agricultural workers, migrant workers, adult education

**TOPIC AND RESEARCH OBJECTIVES:** The National Farmworker Jobs Program (NFJP) provides job training for migrant farmworkers. A sample from this population who participated in educational classes intended to strengthen skills important for supplemental occupations during off-season was identified. Available programs included English, English as a second language (ESL), citizenship, literacy, job training, GED/high school equivalency, college or university, and adult basic education. This study sought to determine how adult educational programs affected economic outcomes for migrant seasonal farmworkers.

**DATA AND METHODS:** The study used information from the U.S. Department of Labor's National Agricultural Workers Survey (NAWS), a representative survey of employed farmworkers in the United States. It used only data from 1993 to 2006 because the earlier versions of the survey did not include descriptive information on educational participation. With this restriction in place, the sample size was 37,426 workers.

Because participation in an NFJP program was not identifiable in the NAWS, respondents were categorized as participating in an adult education program if they reported participating in English/ESL, citizenship, literacy, job training, GED/high school equivalency, college/university, adult basic education, migrant education, or other classes while in the United States. The study used propensity scores to match adult education participants to nonparticipants in the data set using a number of observable characteristics, including nativity, legal status, and demographic and work-related characteristics. It then examined the differences in outcomes between the matched participants and nonparticipants.

**SUMMARY OF FINDINGS:** The study found that participation in adult education programs increased wages and reduced the likelihood of poverty.

Koralek, Robin, Heidi Johnson, Caroline Ratcliffe, and Tracy Vericker. "Assisting Newcomers through Employment and Support Services: An Evaluation of the New Americans Centers Demonstration Project in Arkansas and Iowa." Washington, DC: The Urban Institute, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2440&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2440&mp=y&start=21&sort=7).

**KEYWORDS:** Immigrants, New Americans Centers

**TOPIC AND RESEARCH OBJECTIVES:** The New Americans Centers Demonstration Project sought to ease the transition and improve employment outcomes of recent immigrants. DOL offered \$850,000 in grants to Arkansas and Iowa to implement the centers for a period of three years (2006 to 2008) within One-Stop Career Centers in areas with large immigrant populations. Each state created four New Americans Centers called New Arkansan Resource Network centers in Arkansas and New Iowan Centers in Iowa. While specifics varied among centers, the centers primarily served individuals. To a lesser degree, sites also provided services to employers and the local community. This study sought to evaluate program operations, services, sustainability, and participant outcomes.

**STUDY SITES:** Four sites in each of Arkansas and Iowa

**DATA AND METHODS:** Information for the implementation study came from two site visits conducted in May 2007 and April and May 2008. The visits featured interviews with project directors, staff, and other key people involved with the centers. Focus groups with participants were conducted in two sites during the second site visit. Quarterly progress reports from each of the eight sites were also used in the qualitative implementation analysis.

Only those New Iowan Center participants who gave their Social Security number were included in the analysis of employment and earning outcomes; data were insufficient for an outcome analysis of the New Arkansan Resource Network center participants. In total, 1,435 individuals were included. Data for the outcomes analysis included the Annual Services and Referrals Provided report, which included service receipt data, and IWORKS, Iowa's data management system. The earnings and employment outcomes from UI wage data were analyzed using descriptive and regression techniques.

**SUMMARY OF FINDINGS:** The New Americans Centers were viewed as a useful resource by staff, community partners, and employers. A successful component of the initiative was the integration of newcomers into the community through opportunities for increased civic engagement and access to available resources and services. In Iowa, participants saw an increase in employment and earnings following service receipt, although it could not be conclusively attributed to the services provided by the centers. The demand for New Americans Center services by participants, employers, and the community indicated a need for such a resource. Despite initial success, the New Arkansan Resource Network was unable to obtain long-term funding and subsequently shut after the three-year demonstration. The New Iowan Centers were able to procure state funding and continued operation.

Holl, Douglas B., Lisa Kolovich, Deborah Santiago, and Sally Andrade. "Evaluation of the Limited English Proficiency and Hispanic Worker Initiative Final Report." Bethesda, MD: Coffey Consulting, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2438&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2438&mp=y&start=21&sort=7).

**KEYWORDS:** Limited English proficiency, Hispanic workers, vocational training

**TOPIC AND RESEARCH OBJECTIVES:** The Limited English Proficiency and Hispanic Workforce Initiative (LEPHWI) was a demonstration program designed to pilot learning strategies that simultaneously taught English and occupational skills to people with limited English proficiency (LEP). In 2006, ETA awarded five LEPHWI grantees funding to create centers that taught vocational skills and English language classes. Grant recipients included a partnership between a corporation and a community college to train LEP incumbent workers and jobseekers in San Diego; a non-profit organization serving unemployed and underemployed recent newcomers from Africa through tiered general workplace and job search skills in Minnesota; a community college providing career advancement training to incumbent workers and basic English and workplace skills to the general LEP population in Omaha; a group of community colleges addressing the needs of the retail and hospitality industries in New York City; and a non-profit organization providing self-paced English as a second language instruction geared to the food service and hospitality industries for Hispanic workers in Texas. Targets for participants served ranged from 150 to 2,430.

This study documented the implementation of the programs. Specifically, the study examined: (1) which organizations were awarded grants, (2) how the programs were organized, (3) methods the programs used to teach language and occupational skills, (4) participants in LEPHWI projects, (5) the short-term outcomes for the participants, and (6) implications for implementing similar programs in the future.

**STUDY SITES:** Grant programs in San Diego, California; Minneapolis, Minnesota; Omaha, Nebraska; New York City, New York; and Dallas–Fort Worth, Texas

**DATA AND METHODS:** The implementation study primarily used qualitative methods to analyze site visit information, grantee documents on program operations, cost data, project-related documents, and secondary sources. During the site visits, the researchers conducted interviews with program staff members, participants, and employers. In addition, the researchers used data the grantees provided on participant characteristics and outcomes. A separate analysis was performed for each site.

**SUMMARY OF FINDINGS:** Several factors were associated with successful implementation. The programs in convenient locations had greater levels of participation, and grantees' ability to create strong relationships with employers was crucial. The most successful programs offered flexibility on class scheduling, location, and level of instruction.

The projects faced common challenges in maintaining the engagement of employer partners, changing management, enhancing instructional offerings and approaches, and performing effective outreach and assessment.

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Select findings by site include the fact that in Minnesota, 78 percent of participants who were placed in jobs were still working 6 months later; in Omaha, 75 percent of the 593 participants with scores demonstrated at least one level of learning gain on Rosetta Stone's test of English language skills; and in New York City, at least 84 percent of the 362 participants were employed at the end of the program.

D'Amico, Ronald, Sengsouvanh Soukamneuth, Kristin Wolff, Stuart Tonemah, and Mary Ann Brittan. "An Evaluation of the JTPA, Section 401, Indian and Native American Program." Menlo Park, CA: Social Policy Research Associates, 1999. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2220&mp=y&start=181&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2220&mp=y&start=181&sort=7).

**KEYWORDS:** JTPA, Indians and Native Americans, credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** The JTPA Title IV Section 401 Indian and Native American (INA) program was designed to assist Native Americans in securing employment and training. The program received about \$50 million in annual funding for about 175 grantees in the late 1990s. These grantees, which included tribal governments, nontribal Native American organizations, and agents of state governments, served about 19,000 participants every year. This study examined program implementation, documenting grantee goals, designs, particular challenges and successes, and effectiveness at meeting participant needs.

**STUDY SITES:** Sample of 113 INA grantees nationwide (survey) and 23 randomly selected sites (visits)

**DATA AND METHODS:** The data collection consisted of two main parts. The first was a survey that all 175 grantees were asked to complete in early 1998. The response rate was about 70 percent, with 113 grantees completing the survey. It included sections on program goals, obstacles encountered, and strength of the programs' ties to DOL. The second part consisted of site visits to 23 randomly selected grantees, including tribal and nontribal programs, and programs in various geographical locations, sizes, and socioeconomic contexts. The visits lasted two or three days and included in-depth interviews with staff, participants, and community partners. Qualitative methods were used to synthesize findings and provide recommendations for the future.

**SUMMARY OF FINDINGS:** Grantees reported that INA programs played an integral role in providing training to people in Native American communities. Grantees reported having multiple objectives for their programs, which encompassed traditional employment and training services along with providing temporary income, supportive services, and generating a sense of community. Grantees reported being fairly successful at meeting their goals.

Respondents were generally satisfied with the JTPA performance measurement system, with two-thirds saying that they believed the system allowed them to run programs as they saw fit. At the same time, grantees reported challenges with funding, participant motivation, and providing equitable access for all potential participants. They also did not always manage to address long-term needs of participants because short-term needs, such as immediate income, were more pressing.

The study had several recommendations for improving programs. It suggested that grantees make a stronger effort to reach potential applicants, perhaps by forging partnerships with other community organizations. In addition, the report noted that programs would be stronger if DOL funds could be used to promote economic development and other individual and community needs. DOL was urged to show commitment to working in partnership with the INA

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community. Finally, the study called for reform of performance standards to allow flexibility while ensuring accountability.

Trutko, John W., Burt S. Barnow, Susan K. Beck, Steve Min, and Kellie Isbell. "Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Project." Washington, DC: U.S. DOL, ETA, 1998. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=1544&mp=y&start=221&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=1544&mp=y&start=221&sort=7).

**KEYWORDS:** Homeless, Job Training for the Homeless Demonstration Program (JTHDP), JTPA

**TOPIC AND RESEARCH OBJECTIVES:** The Job Training for the Homeless Demonstration Program (JTHDP), implemented and administered by DOL, aimed to increase employment among homeless individuals. The initiative began in September 1988 with grants to 32 demonstration sites and was implemented in four phases over seven years: Phase 1 was exploratory and aimed to test the program's feasibility; Phase 2 was devoted to developing sound program designs, with sites having flexibility to select participants and services; in Phase 3, sites were required to implement a strategy for housing assistance; and in Phase 4, sites were encouraged to partner with local JTPA programs. This study sought to examine the implementation of JTHDP and to synthesize lessons useful for future efforts to aid homeless populations. It also examined the employment and earnings outcomes of participants.

**STUDY SITES:** 32 demonstration sites

**DATA AND METHODS:** Data included sites' quarterly outcomes and financial reports, client-level data, and local evaluation reports. Additional data came from site visits, regular contact with the sites, grantee conferences, and grant applications. Methods included a qualitative analysis and generating frequencies and means of client-level data.

**SUMMARY OF FINDINGS:** During the demonstration, JTHDP served more than 45,000 homeless individuals, with nearly 35,000 receiving training and 36 percent placed in jobs.

The implementation study found that many types of organizations, both public and private, were successful at implementing JTHDP. Homeless individuals often faced multiple barriers to employment and required ongoing case management; often JTHDP sites had to coordinate with other service providers to meet all of the clients' needs. Housing services were necessary as was long-term support. Sites attributed success, in part, to their ability to tailor training to participants' interests and needs and to ensuring that participants had necessary supports throughout the training period.

After the completion of the demonstration, many JTHDP sites continued to offer services, although most had to reduce the number of people served and the range of services available.

**Cross-References for the Population-Specific Programs Section**

Nisbet, Elizabeth. "Policy and Wage Labor Supply: A Case Study of Policy and Farm Labor Markets in New York." See p. 149.

## **OLDER WORKERS**

This section summarizes four studies relating to the labor market experiences of older workers, defined as workers who are age 55 and above. Two studies examined retention: a study by the Johns Hopkins Hospital (2008) examined strategies to retain experienced older workers in the health care sector while Eyster et al. (2008) examined the issue more generally. O'Leary (2006) compared the experiences of older UI recipients to those of their prime-age counterparts. Finally, Poulos and Nightingale (1997) discussed the implications of the baby boom and the accompanying relative increase in older workers for employment and training programs.

Johns Hopkins Hospital. "Final Report: Assessment of Strategies to Retain Experienced Technical and Professional Healthcare Personnel after Retirement Age: Mature Healthcare Workers Focus Group Research." Baltimore, MD: Johns Hopkins Hospital, 2008.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2354&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2354&mp=y&start=81&sort=7).

**KEYWORDS:** Older workers, mature workers, healthcare workers

**TOPIC AND RESEARCH OBJECTIVES:** In response to the increasing shortage of skilled health care workers, Johns Hopkins Hospital, Cedars-Sinai Health System, and Hospital Corporation of America saw a potential solution in retaining older professional and technical health care workers. This study sought to determine effective strategies for retaining nurses and allied health workers beyond the age of retirement by conducting focus groups with current and retired health care workers. The findings of the study were presented to an expert panel, which then made several recommendations.

**STUDY SITES:** Seven hospitals from three hospital systems: Johns Hopkins, Cedars-Sinai, and Hospital Corporation of America

**DATA AND METHODS:** Twenty-one focus groups were conducted from October 2006 to January 2007. Seven groups were composed of practicing registered nurses; three were composed of recently retired or separated registered nurses; eight were composed of active allied health care workers; and three were composed of recently retired or separated allied health care workers. All focus group members were older than 50. Efforts were made to include a representative sample of current and retired health care workers. The researchers used qualitative methods to synthesize findings across groups and derive recommendations for future practice.

**SUMMARY OF FINDINGS:** The study found that, by implementing some changes, hospitals could extend the age of retirement for some health care workers and encourage retired workers to return to work; most respondents, active and retired alike, indicated a continuing desire to work. However, reductions in support staff, higher patient-to-nurse ratios, and 12-hour shifts put a burden on mature workers. In addition, most respondents reported not feeling valued, particularly because younger workers with less experience were paid roughly the same as they were.

Based on the focus group findings, the expert panel developed a list of recommendations in the areas of scheduling, benefits, retirement, value and respect for older workers, compensation, roles and responsibilities for mature workers, working conditions, and education. Selected findings included allowing self-scheduling, in which within certain parameters—such as the number of hours and weekends to work—workers can determine their own schedules; finding ways to show older workers that their experience is valued, such as putting them on committees or hosting service recognition events; offering pay incentives to long-time employees; and educating older workers on the use of new technologies to diminish the physical demands of the job.

Eyster, Lauren, Richard W. Johnson, and Eric Toder. "Current Strategies to Employ and Retain Older Workers." Washington, DC: The Urban Institute, 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2348&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2348&mp=y&start=81&sort=7).

**KEYWORDS:** Older workers, mature workers

**TOPIC AND RESEARCH OBJECTIVES:** Many older workers who are close to the traditional retirement age need or prefer to work fewer hours while they collect retirement benefits. Employers might need to adjust their practices to attract and retain such workers. This literature review sought to describe employer strategies for attracting and retaining older workers, as well as strategies of nonprofit organizations, governments, and educational institutions to facilitate their employment.

**DATA AND METHODS:** The report compiled information from numerous studies on older worker populations and employers that altered practices to appeal to them. The authors used this information to suggest practices for increasing the employment rates of older workers.

**SUMMARY OF FINDINGS:** The study found that to attract and retain older workers, some employers offered flexible work arrangements and phased retirement plans wherein older workers had the option of part-time work, telework (in-home work), and snowbird work (working for the same company across two locations). Employers had also moved away from the traditional defined benefit retirement plans, which pay out only when employees leave their jobs, to defined contribution and hybrid plans, which allow older workers to start collecting pension payments while still working some hours.

Nonprofit organizations, educational institutions, and government agencies had worked to customize job search and training services for older clients and encouraged employers to hire older workers through awareness and education campaigns. However, the authors noted that employers' use of these strategies depends on whether there is a worker shortage.

O'Leary, Christopher. "Unemployment Insurance and Reemployment among Older Workers." Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2006. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2377&mp=y&start=81&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2377&mp=y&start=81&sort=7).

**KEYWORDS:** Older workers, mature workers, UI

**TOPIC AND RESEARCH OBJECTIVES:** Older workers have more difficulty finding new jobs and are more likely to experience wage declines after job loss, compared with younger workers. This study sought to compare the reemployment, earnings, and job stability of older and prime-age workers following a claim for UI.

**STUDY SITE:** A large Midwestern state

**DATA AND METHODS:** All UI claimants in the state older than 30 in 2001 were included in the analytic sample, for a total of 329,935 individuals. Workers ages 30 to 49 were considered prime age, and those 50 and older were considered older. The study used state administrative data on UI claims and quarterly earnings records for each UI claimant provided by employers to the state employment security agency. The study used regression analyses to predict reemployment rates, earnings, and employment stability for older workers compared with prime-age workers.

**SUMMARY OF FINDINGS:** Controlling for other characteristics, older workers had lower rates of reemployment and wage replacement than prime-age workers after filing for UI benefits. However, older workers who gained reemployment remained at their new places of employment for a longer time than prime-age workers. The author suggested that employers should be aware of the reliability and loyalty offered by older workers when filling their staffing needs.

Poulos, Stacy, and Demetra Smith Nightingale. "The Aging Baby Boom: Implications for Employment and Training Programs." Washington, DC: Urban Institute, 1997. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=1543&mp=y&start=221&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=1543&mp=y&start=221&sort=7).

**KEYWORDS:** Older workers, mature workers, baby boomers

**TOPIC AND RESEARCH OBJECTIVES:** During the baby boom between 1946 and 1964, an average of four million babies were born per year, compared with an average of fewer than three million per year in the 20 preceding years. As the baby boom generation has aged, it has changed the demand for everything from market products to social services. As the baby boomers turned 50, DOL investigated the effect of this demographic shift on changes to U.S. employment and training programs. This report sought to describe the baby boom cohort, its defining characteristics, and the distinctive factors affecting the generation.

**DATA AND METHODS:** The report gathered statistics from a variety of sources, including the U.S. Census Bureau, the Social Security Administration, JTPA, and the Older American Almanac. Analytic methods included computing basic statistics—averages and frequencies of key variables such as age, income, and social service receipt.

**SUMMARY OF FINDINGS:** There were 83 million baby boomers in 1995, which constituted 41 percent of the population 16 years and older (working age). Boomers were forecast to continue to be a major fraction of the working age population—25 percent in 2025.

The baby boomer generation generally had done better than past generations in educational attainment and income. However, boomers without a high school diploma had incomes 12 percent lower than those of similarly educated people in their parents' generation. The study hypothesized that there will be more older disadvantaged adults and fewer younger disadvantaged adults in 2005 than in 1995.

At the time of the report (1995), only three percent of the disadvantaged (JTPA-eligible) population ages 45 to 70 participated in Federal employment and training programs. Given past trends, the number of people 45 years and older in Title IIA adult programs was expected to nearly double from 1995 to 2005. In preparation, the authors recommended that budgets for job training programs such as JTPA and the Senior Community Service Employment Program should be increased to accommodate more clients. In addition, Federal policymakers should work to encourage business practices that will support older workers, such as flexible hours and phased retirement plans.

**Cross-References for the Older Workers Section**

Zhang, Ting. “Workforce Investment Act Training for Older Workers: Toward a Better Understanding of Older Worker Needs During the Economic Recovery.” See p. 37.

## **TRADE ADJUSTMENT ASSISTANCE**

The TAA Program, established first in 1962 and adjusted and expanded with the 2002 Trade Act and the 2009 American Recovery and Reinvestment Act, is a Federal program that provides compensation, reemployment services, and training to eligible workers who have experienced a trade-related job loss. Nearly \$260 million in TAA funds supported 42,000 new participants in Fiscal Year 2008.

This section contains four studies on different facets of the TAA program. The first (Park 2011) investigated whether TAA helped the reemployment of participants. The second (Dolfin and Berk 2010) examined the characteristics of TAA participants and their early program experiences. The last two studies looked at the link between TAA and other programs, such as Rapid Response (Salzman 2009) and WIA (Mack 2009).

Park, Jooyoun. "Does Occupational Training by the Trade Adjustment Assistance Program Really Help Reemployment? Success Measured as Matching." Washington, DC: U.S. Department of Labor, Employment and Training Administration, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2466&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2466&mp=y&start=1&sort=7).

**KEYWORDS:** TAA, dislocated workers, occupational training, on-the-job training, reemployment

**TOPIC AND RESEARCH OBJECTIVES:** Most TAA beneficiaries receive some form of training, which includes occupational skills, remedial, on-the-job, and customized training. However, many participants are unable to secure employment in the fields in which they were trained. This study sought to investigate the relationship between occupational skills training and the economic welfare of participants, specifically in terms of reemployment, earnings, wage replacement, and retention.

**STUDY SITES:** TAA programs nationwide

**DATA AND METHODS:** TAA program participants from the last quarter of 2005 to the last quarter of 2008 were included in this study, totaling 143,300 individuals. Individual-level data were obtained from the Trade Act Participant Report, which records information on participants' characteristics, services received, and outcomes. Outcomes of beneficiaries who received occupational skills training were compared with those who received other types of training and those who did not participate in training.

The relationships of occupational skills training with reemployment and retention were examined using probit analyses, while its relationships with earnings and wage replacement were examined using linear regressions.

**REPORTED FINDINGS:** Participants in occupational training had a 5 percentage point higher reemployment rate than those who received no training. Reemployment rates were highest among recipients of on-the-job training, a difference of 10 to 11 percentage points. However, training did not seem to be related to higher employment retention or earnings.

Individuals who received unsuccessful occupational training, defined as failing to secure a job in the occupation of the training program, fared poorly at three quarters after program exit. Such participants had lower earnings and lower wage replacement rates than participants who received no training. It is likely that characteristics of participants who received unsuccessful training were a factor in the negative outcomes.

Dolfin, Sarah, and Jillian Berk. "National Evaluation of the Trade Adjustment Assistance Program: Characteristics of Workers Eligible under the 2002 TAA Program and Their Early Program Experiences." Princeton, NJ: Mathematica Policy Research, 2010. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2442&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2442&mp=y&start=21&sort=7).

**KEYWORDS:** TAA, dislocated workers, manufacturing workers

**TOPIC AND RESEARCH OBJECTIVES:** After the reforms specified by the 2002 Trade Act, DOL funded an evaluation of the TAA program to assess its effectiveness in improving participants' labor market outcomes. This report, part of that broader evaluation, sought to describe the eligible population's characteristics and early experiences with the program.

**DATA AND METHODS:** The study used survey data collected from a nationally representative sample of workers who were TAA-eligible under the 2002 amendments (identified based on UI claims data files). The baseline survey was administered to 4,381 workers from March 2008 to April 2009. Key variables for the process study included workers' demographic and labor market characteristics and experiences with TAA.

Analytic methods included descriptive statistics. Subgroup analyses were conducted on groups defined by demographic, job market, and program experience variables.

**SUMMARY OF FINDINGS:** The typical TAA-eligible worker had been with his former employer full-time for an average of 13 years, earning a high wage and benefits. Compared with other displaced manufacturing workers, TAA-eligible workers on average were more highly paid and were more likely to be full-time workers with long tenure at their previous job. The TAA program's outreach to the population was fairly successful, as 80 percent of participants and 65 percent of nonparticipants remembered receiving information about the program. Approximately half of all eligible workers participated in the TAA program and 98 percent of participants received Trade Readjustment Allowances. Women, workers older than 50, and those holding a high school diploma were most likely to participate. The main reason participants gave as motivation was the opportunity to receive training services (65 percent).

Nearly all TAA participants (94 percent) reported receiving reemployment services through One-Stop Career Centers, and most found them helpful in their job search. Sixty percent of participants knew about the Health Care Tax Credit benefit (which covers 65 percent of health insurance premiums), and 28 percent applied for it. The most-cited reasons for not applying were already having health coverage or considering such coverage to be too expensive. Most participants (60 percent) and some nonparticipants (14 percent) received training services, usually through two-year colleges.

Salzman, Jeffrey. "Rapid Response and TAA." Oakland, CA: Social Policy Research Associates, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2426&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2426&mp=y&start=21&sort=7).

**KEYWORDS:** Dislocated workers, Rapid Response, TAA

**TOPIC AND RESEARCH OBJECTIVES:** TAA provides compensation and training to workers who have been laid off because of increased imports or plant relocations. Rapid Response teams, which operate at the state level, provide early intervention services for dislocated workers and can help to further the aims of the TAA program. This paper described Rapid Response implementation, how Rapid Response teams handled trade-related dislocations, and how TAA and Rapid Response were linked.

**STUDY SITES:** 48 One-Stop Career Centers providing TAA services and the state-level offices of the 23 states in which they were located

**DATA AND METHODS:** Data were collected from site visits to 48 One-Stop Career Centers that provided TAA services. Researchers also visited the state-level offices of the 23 states in which the centers were located. While on the site visits, they interviewed TAA program administrators and staff, as well as staff from One-Stop Career Center partner programs. These visits took place from mid-2004 to mid-2006.

**SUMMARY OF FINDINGS:** In most states that were part of the study, the TAA program was located in the same organization as the Rapid Response program. Only a small number of TAA staff were on the Rapid Response team, but coordination and information sharing between the two programs still occurred. In general, the link between TAA and Rapid Response functions seemed to be beneficial to the TAA program.

Rapid Response teams emphasized the importance of TAA in One-Stop Career Center services. However, presentations on the program especially highlighted general reemployment services, depicting TAA training as a last resort for workers who had already tried to find employment.

The study noted that challenges sometimes arose because Rapid Response and TAA operated on different time lines: Rapid Response generally occurred immediately after a mass layoff and tended to be short in duration, whereas TAA did not usually get involved until after a trade certification had occurred. A certification involves determining whether a group of workers has been adversely affected by foreign trade and typically requires an investigation.

Mack, Melissa. "Assessment, Case Management and Post-Training Assistance for TAA Participants: Occasional Paper Prepared as Part of the *Evaluation of the Trade Adjustment Assistance Program*." Oakland, CA: Social Policy Research Associates, 2009. Available at [http://wdr.doleta.gov/research/eta\\_default.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=2424&bas\\_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=TAA](http://wdr.doleta.gov/research/eta_default.cfm?fuseaction=dsp_resultDetails&pub_id=2424&bas_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=TAA).

**KEYWORDS:** TAA, WIA, ES, dislocated workers

**TOPIC AND RESEARCH OBJECTIVES:** This paper is a substudy associated with a broader evaluation of the net impacts of the TAA program. This study sought to examine the services provided to TAA participants, including assessment, case management, and post-training assistance.

**STUDY SITES:** 48 One-Stop Career Centers nationwide

**DATA AND METHODS:** Data collection activities consisted of site visits to One-Stop Career Centers and interviews with 23 state-level offices. During the site visits, interviews were conducted with state and local TAA program administrators, fiscal and management information system staff, One-Stop Career Center directors, and case managers. Findings from a previous report on TAA, the "WIA and TAA Co-Enrollment Pilot Project" (not summarized), were also used. Researchers performed a qualitative analysis and synthesis of the site visit data.

**SUMMARY OF FINDINGS:** The level of assessment, case management, and post-training assistance services that TAA participants received depended largely on staff effort and participants' co-enrollment in WIA programs and service needs. Customers who did not require or elect to participate in training received less detailed assessments and lower levels of case management than did other customers. Participants who co-enrolled in WIA services received more comprehensive services than those who were enrolled only in TAA. Many TAA programs did not have funding for post-training services and referred customers to other One-Stop Career Center partners. In spite of the benefits of WIA services, many TAA sites failed to encourage co-enrollment.

**Cross-References for the TAA Section**

Dunham, Kate. “Linkages between TAA, One-Stop Career Center Partners, and Economic Development Agencies.” See p. 53.

## **LABOR MARKET RESEARCH**

Studies in this section are examples of research on various topics broadly relevant to the labor market. They include farm worker labor in New York (Nisbet 2011), effects of immigration on the U.S. labor market (Borjas 2005), and trends in the changing skill requirements of work (Dickerson 2003).

Nisbet, Elizabeth. "Policy and Wage Labor Supply: A Case Study of Policy and Farm Labor Markets in New York." Rutgers University, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2470&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2470&mp=y&start=1&sort=7).

**KEYWORDS:** Migrant and seasonal farm workers, immigration, labor market trends, H-2A visa

**TOPIC AND RESEARCH OBJECTIVES:** Farmers struggle to secure an adequate supply of farm labor and often seek government policy interventions. There is a link between immigration policies and labor supply of farm workers, and such policies have become more restrictive since 1986. Other policies, such as those related to labor standards and social programs, can also affect labor supply. This study sought to describe the impact of immigration policy changes on the supply of farm workers in the United States with a focus on New York.

**STUDY SITE:** New York

**DATA AND METHODS:** New York state served as a case study for examination. Interviews were conducted with 13 employers/supervisors, 23 policymakers/experts, and 58 workers, who were not randomly selected. Additional data included the National Agricultural Workers Survey (NAWS) and information from the New York and Federal Departments of Labor on nonimmigrant foreign temporary workers for seasonal agricultural labor participating in the H-2A visa program.

Qualitative methods were used to analyze the interview data. Tabulations and frequencies were used to analyze data from the survey and other sources. The author also reviewed the policy framework affecting farm labor markets, using government and interest group records.

**SUMMARY OF FINDINGS:** According to the NAWS data, the share of migrants in the farm worker population had declined, and the shares of Mexican-born and undocumented workers had leveled off from 1998 to 2006. These three groups were more likely to work on harvest-related tasks for fruits or vegetables than on other farm tasks. Data also showed flat real wages and a low share of receipt of benefits such as UI, worker's compensation, and health insurance. Real incomes had increased, likely due to increased labor hours, but more than a third of the agricultural workers surveyed had incomes below the Federal poverty level.

Farmers in New York expressed concern about new immigration policies, perceived as more restrictive, and their implications for the availability of agricultural workers. As increased enforcement of immigration policies made it more difficult to employ undocumented workers, farmers in New York turned to the H-2A guest worker visa program.

Borjas, George J. "Immigration and the Effects on the U.S. Labor Market (1960–2000)."

Cambridge, MA: Harvard University, 2005. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2382&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2382&mp=y&start=61&sort=7).

**KEYWORDS:** Immigrants, foreign-born workers, labor market trends, relative wages, immigration policy

**TOPIC AND RESEARCH OBJECTIVES:** Immigration to the United States revived following the 1965 amendments to the Immigration and Nationality Act, which repealed the origins quota system. The percentage of foreign-born workers in the labor market rose from less than five percent in 1970 to more than 13 percent in 2000. A large influx of immigrants into the country should affect the U.S. economy and labor market, but exactly how it would do so has been debated. This paper described what is known about the effect of immigration on the U.S. labor market and recommended some potential demonstration projects that would improve our understanding.

**DATA AND METHODS:** The report used individual-level data from the decennial censuses from 1960 to 2000. Analytic methods included descriptive statistics and regression analyses.

**SUMMARY OF FINDINGS:** The average wages of immigrant workers compared with those of native-born workers decreased from 1960 to 1990, but as more immigrants entered the high-tech industry starting in the 1990s (upon the introduction of H-1B visas), the wages of immigrants relative to native-born workers began to rise again. The economic success of immigrants over the period differed substantially based on country of origin but, within country of origin, was generally stable over time. The study suggested that immigration had an adverse effect on native labor market opportunities at the national level, and that natives adjusted for the adverse effects by moving away from areas with large immigrant enclaves. Overall, the study found that the United States receives a net benefit from immigration of about \$20 billion per year, but also experiences great wage redistribution as immigration lowers wages and increases the income of those who employ immigrant workers.

The report listed four potential programs or studies that would improve our understanding of important aspects of immigration. First, it suggested a pilot program that provides training and education to immigrants to help them retool some country-specific work skills to the U.S. work environment. Second, it proposed a study that compares immigrants who choose to settle near an immigrant enclave and those who do not; this would provide additional information regarding the benefits and costs of immigrant enclaves. Third, the report suggested a demonstration to study the effects of back-and-forth immigration, in which an immigrant frequently returns to his or her country of origin. The final suggestion was for a study that observes an occupation in the process of becoming "foreignized" (experiencing an influx of immigrant worker supply), which would provide insights into how immigrants affect the labor market.

Dickerson, Niki. "Navigating the U.S. Labor Market: Trends and Prospects for Workers." New Brunswick, NJ: Rutgers University, 2003. Available at [http://wdr.doleta.gov/research/eta\\_default.cfm?fuseaction=dsp\\_resultDetails&pub\\_id=2366&bas\\_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=navigating](http://wdr.doleta.gov/research/eta_default.cfm?fuseaction=dsp_resultDetails&pub_id=2366&bas_option=Title&start=1&usrt=4&stype=basic&sv=1&criteria=navigating).

**KEYWORDS:** Labor market trends, income inequality, technological change

**TOPIC AND RESEARCH OBJECTIVES:** This report examined the structure of the labor market in an effort to inform government managers, policymakers, and practitioners on how to design effective programs to increase worker employability. The report focused on three main themes: (1) the Profile of Work and Workers, which described the state of the economy and the characteristics of work and workers; (2) the New Occupational Hierarchy and Changing Skill Requirements, which described the earnings gap between skilled and unskilled workers; and (3) Work, Workers and Inequality, which investigated conditions faced by the average worker and elaborated on inequality among workers and its effect on the labor force.

**DATA AND METHODS:** The study analyzed data from BLS and presented tabulations and frequencies.

**SUMMARY OF FINDINGS:** (1) Profile of Work and Workers: The report predicted that total employment would rise by 14 percent from 1998 to 2008 and that almost all of this job growth would occur in the service sector. It discussed the changing nature of work and documented trends the decrease in job security for men, and especially black men. In addition, work hours had increased as workers sought to make up for lower wages.

(2) The New Occupational Hierarchy and Changing Skill Requirements: The report noted an increased earnings gap between skilled and unskilled workers and considered ways to better match employee training to employers' needs. It noted that occupations with higher skill requirements were growing more rapidly than those with lower skill requirements. In addition, skill levels were increasing in a range of manufacturing and service industries.

(3) The Work, Workers and Inequality section outlined the general trends and conditions for the average worker over the past 20 years, focusing on pay inequality, occupational segregation, structural organization, residential segregation, and regional variations in economic trends.

## **REENTRY PROGRAMS**

Studies in this section examined programs to assist formerly incarcerated adults to reintegrate into the broader society. Reentry programs can include services such as job training, job search assistance, and mentoring. In particular, the section includes a study of the Beneficiary Choice program (Bellotti et al. 2010), the Prisoner Reentry Initiative (Bellotti and Paxton 2009), and Ready4Work (Bauldry and McClanahan 2008). Studies pertaining to programs for youth who have had or are at risk for involvement with the criminal justice system are summarized in the section on “Youth programs other than WIA” (p. 86).

Bellotti, Jeanne, Michelle Derr, Jillian Berk, and Nora Paxton. "Examining a New Model for Prisoner Re-entry Services: The Evaluation of Beneficiary Choice." Princeton, NJ: Mathematica Policy Research, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2472&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2472&mp=y&start=1&sort=7).

**KEYWORDS:** Beneficiary Choice, ex-offenders, reentry, faith-based and community organizations, performance-based contracting

**TOPIC AND RESEARCH OBJECTIVES:** Beneficiary Choice was a DOL-funded initiative to help ex-prisoners successfully reintegrate into society. In January 2007, DOL awarded five grantees a total of \$10 million. Each grantee was expected to serve approximately 450 participants. Grant recipients were supposed to enter into performance-based contracts (wherein payments were disbursed only upon meeting certain goals related to key outcomes) with at least five local faith-based and community organizations (FBCOs). The FBCOs acted as specialized service providers (SSPs) offering three core services—workforce readiness training, career counseling, and six months of follow-up—along with supplemental services that varied by SSP. Participants could select the SSP with which they wanted to work. This study sought to describe the implementation of the Beneficiary Choice program, the short-term outcomes of participants, and the costs of providing services.

**STUDY SITES:** Five Beneficiary Choice sites: Phoenix, Arizona; Denver, Colorado; Chicago, Illinois; Indianapolis, Indiana; and Des Moines, Iowa

**DATA AND METHODS:** The study used four types of data: (1) in-depth site visits that included discussions with administrators and staff at the grantee and SSP agencies, participants, employers, One-Stop Career Centers, and other partners; (2) data on participant characteristics at intake, services received, and short-term outcomes collected using the program's management information system (MIS); (3) state administrative criminal justice data, when available; and (4) information on grantees' expenditures and performance-based payments to SSPs.

Methods included a qualitative analysis and synthesis of site visit data; generating frequencies and means of MIS and criminal justice data, with t-tests and regressions as appropriate; and calculating the average cost per participant.

**SUMMARY OF FINDINGS:** As it evolved over time, the program offered less intensive services over a short duration period and adopted a work-first approach. Small, inexperienced FBCOs in particular faced challenges combining participant choice of SSP and the performance-based contracting specified by DOL in awarding the grants. Local grantees were able to address some of these challenges by redefining contract benchmarks and easing documentation requirements to facilitate payments to SSPs. SSPs were paid an average of \$1,455 per participant.

About 65 percent of participants across the five sites were placed in jobs, whereas 34 percent were rearrested for a new crime in the 12 months after program enrollment. These rates varied widely across the five grantees. Recidivism was likely underreported in the MIS.

Bellotti, Jeanne, and Nora Paxton. "Evaluation of the Prisoner Re-Entry Initiative." Princeton, NJ: Mathematica Policy Research, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2405&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2405&mp=y&start=41&sort=7).

**KEYWORDS:** Ex-offender, faith-based and community organizations, partnerships, Prisoner Re-Entry Initiative (PRI)

**TOPIC AND RESEARCH OBJECTIVES:** In 2005, ETA awarded \$39.5 million in grants to 30 faith-based and community organizations to help formerly incarcerated individuals find stable employment and facilitate their adaptation to life outside prison. This effort, called the Prisoner Re-Entry Initiative (PRI), provided 12,000 former prisoners with job training, housing referrals, and mentoring services. PRI was also expected to have positive benefits for the communities to which prisoners returned. This study examined the implementation of PRI, its cost-effectiveness, and its outcomes.

**STUDY SITES:** 30 PRI grantees in urban communities in 20 states

**DATA AND METHODS:** Researchers conducted interviews with program staff and partner representatives during two rounds of site visits to each grantee. They also used information about participants collected using a management information system, data on grantee expenditures, project documents, and secondary data sources. Methods included a qualitative analysis of the site visit data and quantitative analysis of participants' outcomes and program costs.

**SUMMARY OF FINDINGS:** The implementation study found that sites primarily emphasized finding work for participants quickly. Many grantees relied on partners in other fields, such as criminal justice entities that helped recruit project participants, to assist them. However, sites had trouble forming relationships with programs that could address participants' housing and substance abuse treatment needs.

Employment and recidivism outcomes were better for women, older participants, non-black participants, and participants with a high school diploma or the equivalent at time of enrollment than for others. Participants who served longer sentences and those who had served time in Federal institutions also had more successful outcomes than other prisoners. From 72 to 80 percent of participants reported no involvement with the criminal justice system in the year following release; this rate is significantly lower than national recidivism rates.

Over the first two years of the program, the average cost per participant was \$2,495. This lower-than-expected cost per participant probably reflected the fact that the average amount of time participants spent in the program was short. Some participants exited the program shortly after enrolling, and the average duration of program involvement was 12 weeks. PRI grantees offered incentives such as gift cards to enrollees to encourage continued participation.

Bauldry, Shawn, and Wendy McClanahan. "Ready4Work: Final Research Report."

Philadelphia, PA: Public/Private Ventures, 2008. Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2397&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2397&mp=y&start=61&sort=7).

**KEYWORDS:** Ready4Work, reentry, ex-offenders, mentoring

**TOPIC AND RESEARCH OBJECTIVES:** Ready4Work was a three-year demonstration program funded by DOL, the Annie E. Casey Foundation, and the Ford Foundation. It offered employment readiness and job placement services along with the support of mentors and case managers to help ex-prisoners during reentry to the community. It was implemented in 10 cities in 2003 and one in 2004, serving a total of 4,483 formerly incarcerated individuals. Participants were required to be between the ages of 18 and 34 and had to enroll no more than 90 days after release from their most recent incarceration, which had to be for a nonviolent felony offense. This study sought to examine the implementation of Ready4Work and participants' employment and recidivism outcomes.

**STUDY SITES:** One for-profit organization, one city program, and nine non-profit organizations (seven of which were faith-based) in Chicago, Illinois; Detroit, Michigan; Houston, Texas; Jacksonville, Florida; Los Angeles and Oakland, California; Memphis, Tennessee; Milwaukee, Wisconsin; New York, New York; Philadelphia, Pennsylvania; and Washington, D.C.

**DATA AND METHODS:** Data for the study were obtained from the Ready4Work management information system, questionnaires completed by 3,827 participants, and criminal justice authorities, which supplied recidivism records. Methods included a qualitative analysis for the implementation study and descriptive quantitative analyses, with regressions, as appropriate, for outcomes.

**SUMMARY OF FINDINGS:** The implementation study found that Ready4Work sites were successful at recruiting participants, and the average duration in the program was eight months. Participants were more likely to be male and had a higher average level of education than the general population of ex-offenders. At the beginning, participants typically received training in résumé writing and workplace etiquette as well as job search skills. Programmatic goals regarding case management and employment services were met in most sites, with 80 percent of participants receiving employment services. On average, participants met with a case manager for five months for about two hours per month.

Mentoring was a distinctive aspect of Ready4Work, provided with the technical assistance of Public/Private Ventures. Program retention was higher for participants who received mentoring, black participants, more educated participants, and those who had prior arrests.

Fifty-six percent of participants worked at some point during their enrollment in the program, and more than 60 percent of those remained employed for at least three consecutive months. In addition, recidivism rates were lower among participants than the general population of ex-offenders. A little more than half of the participants were rearrested within three years, and one in three returned to jail or prison with a new sentence. Although findings suggested that participants who met with a mentor had better outcomes, sites had difficulty implementing the mentoring component, with only slightly more than half of participants receiving it.

## **ENTREPRENEURSHIP TRAINING**

This section contains two studies on entrepreneurship training or self-employment assistance. Benus et al. (2009) is a study of Project GATE, a demonstration project, while Kosanovich et al. (2002) examines states' Self-Employment Assistance programs.

Benus, Jacob, Theodore Shen, Sisi Zhang, Marc Chan, and Benjamin Hansen. "Growing America Through Entrepreneurship: Final Evaluation of Project GATE." Columbia, MD: IMPAQ International, LLC, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2444&mp=y&start=21&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2444&mp=y&start=21&sort=7).

**KEYWORDS:** Project GATE, self-employment, UI recipients, entrepreneurship

**TOPIC AND RESEARCH OBJECTIVES:** Project GATE (Growing America Through Entrepreneurship) was a demonstration supported by DOL and the Small Business Administration to help participants start, maintain, and expand their own small businesses. Seven sites implemented Project GATE between fall 2003 and summer 2005, using existing One-Stop Career Centers as locations for participant recruitment and enrollment. Project GATE services included: (1) a personal needs assessment, (2) training courses on business management, and (3) one-on-one business counseling and assistance in applying for financing. This study sought to evaluate Project GATE's implementation, long-term impacts, and costs and benefits to participants and society.

**STUDY SITES:** Seven sites in Minnesota, Pennsylvania, and Maine

**DATA SOURCES AND METHODS:** The demonstration and associated experimental evaluation occurred over 60 months in seven sites in three states; four of the sites were rural. About half of the 4,198 applicants were randomly assigned to the participant group (receiving Project GATE services), and half were assigned to the comparison group (no Project GATE services offered).

The study used four sources of data: (1) the participant tracking system with records for all who expressed interest in participating in Project GATE; (2) site visits, which included interviews with staff and clients; (3) telephone surveys to the evaluation participants at 6, 18, and 60 months after random assignment; and (4) UI administrative data.

The implementation analysis used the first two sources, synthesizing site visit data and computing basic descriptive statistics on service receipt and costs. The impact and cost-benefit analyses involved a comparison of the mean outcomes in the participant and comparison groups, mainly employing the latter two data sources.

**SUMMARY OF FINDINGS:** Project GATE service providers, training courses, and outreach methods varied across sites and attracted a broad range of applicants to each center. Program participants received, on average, 13 more hours of training than nonparticipants.

The impact analyses showed that Project GATE increased the probability of owning a business in the first few quarters after random assignment. Project GATE participants started their businesses sooner than nonparticipants, and their businesses had greater longevity. Men were significantly more likely to benefit from Project GATE than women. Project GATE did not affect long-term earnings, UI receipt or public assistance benefits. Impacts were stronger for participants receiving UI at the time of random assignment than for the full sample.

The average cost for each participant was \$1,321. Costs exceeded benefits for the full sample, but UI-receiving participants and society had a net benefit of \$4,500 and \$2,200, respectively, per UI recipient participant.

One of the study's lessons was that self-employment services were readily available in the community, including through One-Stop Career Centers. Indeed, 78 percent of the *control* group received some self-employment services over the 60-month observation period. Another finding was that increased business ownership did not necessarily lead to an increase in self-employment earnings.

Kosanovich, William, Heather Fleck, Berwood Yost, Wendy Armon, and Sandra Siliezar. "Comprehensive Assessment of Self-Employment Assistance Programs." Arlington, VA: DTI Associates, 2002. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2293&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2293&mp=y&start=121&sort=7).

**KEYWORDS:** Self-employment, UI claimants, entrepreneurship

**TOPIC AND RESEARCH OBJECTIVES:** Congress initially authorized Self-Employment Assistance (SEA) programs as part of the North American Free Trade Act in 1993. In SEA programs, states are allowed to aid UI claimants in establishing themselves as self-employed. Such claimants may receive funding from SEA instead of unemployment compensation. However, they must spend a great deal of time engaged in activities that will support their self-employment. SEA participants receive entrepreneurial training, business counseling, and technical assistance. This study sought to document the outcomes and impacts of the eight SEA programs established between 1995 and 1999.

**STUDY SITES:** Programs in eight states: California, Delaware, Maine, Maryland, New Jersey, New York, Oregon, and Pennsylvania

**DATA AND METHODS:** Data sources for the study included wage records and UI administrative claims data. In addition, approximately 600 former program participants and 600 eligible nonparticipants were randomly selected for telephone interviews. The researchers described the characteristics and outcomes of SEA participants. To determine program impacts, 600 SEA participants (200 each in Maine, New Jersey, and New York) were compared with a group of nonparticipants who had been determined eligible for SEA but had drawn regular UI benefits instead of participating in SEA.

**SUMMARY OF FINDINGS:** At the time of the interview in 2000, the outcomes study found that participants were 19 times more likely to be self-employed at any time after their spell of unemployment than nonparticipants. Program participants expressed high levels of satisfaction with being self-employed, and they ranked the entrepreneurial training and business plan development to be the most useful aspects of their training. Participants were likely to have higher levels of education, pre-unemployment wages and higher interest in self-employment and were more likely to have technical, managerial or professional backgrounds than nonparticipants.

The comparison group analysis suggested that SEA participants in Maine, New Jersey, and New York experienced higher rates of both self-employment and wage or salary employment than nonparticipants. Program participants in these states were four times more likely to have obtained employment of any kind than nonparticipants. Participants also had higher levels of UI benefit receipt.

## **REGISTERED APPRENTICESHIP**

The Registered Apprenticeship (RA) system, overseen by DOL's ETA and state agencies, offers a framework for developing and registering apprenticeship programs. RAs consist of on-the-job training, mentoring, classroom instruction, and gradual wage increases as apprentices progress through training. Offered nationwide, RA programs are set for a fixed period of one to five years, after which the apprentice receives an industry-recognized credential. In Fiscal Year 2007, there were nearly 28,000 RA programs, with over 465,000 apprentices.

This section contains two studies on the RA program. Lerman et al. (2009) focused on the perceptions of RA sponsors—employers, groups of employers, or unions—about the program, while Gunn and De Silva (2008) wrote an in-depth study of RA programs in five states.

Lerman, Robert, Lauren Eyster, and Kate Chambers. “The Benefits and Challenges of Registered Apprenticeship: The Sponsors’ Perspective.” Washington, DC: The Urban Institute, 2009. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2421&mp=y&start=41&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2421&mp=y&start=41&sort=7).

**KEYWORDS:** Registered Apprenticeship (RA), on-the-job training, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** This study sought to gain a better understanding of the perspectives of Registered Apprenticeship (RA) sponsors, which can be employers, groups of employers, or unions.

**STUDY SITES:** 947 RA sponsors across the country

**DATA AND METHODS:** A survey was administered to a sample drawn from a pool consisting of 90 percent of private sector sponsors from the 32 states that fully participated in the RA Information System database in 2006 and six additional states that provided individual-level data. Among this group, equal-sized samples of sponsors were drawn from the industry classifications—high-growth, construction, and all others combined—for a total sample of 1,792 sponsors; 974 of these participated in the survey. Cross-tabulations and regressions were used to analyze the survey data.

**SUMMARY OF FINDINGS:** There was high support for the RA program among sponsors, with almost 90 percent indicating that they would strongly recommend it. Most sponsors also rated their state apprenticeship agencies highly. Sponsors were concerned about competitors poaching their apprentices after training. Most sponsors used current employees to recruit apprentices, but expressed a desire to have help finding and screening applicants. Very few sponsors used the workforce investment system for recruitment.

Gunn, Pahl, and Lalith De Silva. “Registered Apprenticeship: Findings from Site Visits to Five States.” Rockville, MD: Planmatics, Inc., 2008. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2404&mp=y&start=61&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2404&mp=y&start=61&sort=7).

**KEYWORDS:** Registered Apprenticeship (RA), on-the-job training, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** Traditionally, registered apprenticeships (RAs) existed mainly in the construction and manufacturing industries. More recently, DOL worked to expand RA programs into high-growth industries such as health care, transportation, and information technology. In order to understand issues affecting RA programs, DOL commissioned a study consisting of an RA sponsor survey and site visits to five states. This report sought to describe the apprentice and employer populations, discuss their satisfaction levels, and present recommendations for the future.

**STUDY SITES:** RA programs in five states: Iowa, New Hampshire, North Carolina, Pennsylvania, and Texas

**DATA AND METHODS:** States were chosen to include those where programs were registered by state agencies and by ETA. Researchers conducted week-long visits to each of the five states. Visits included interviews and group discussions with key stakeholders—State Apprenticeship Agency staff (19 total), One-Stop Career Center managers (14), classroom training providers (29), employers (37), and apprentices (79). Researchers used qualitative analysis techniques to identify common themes across sites.

**SUMMARY OF FINDINGS:** Approximately one-quarter of the RA sponsors interviewed were in high-growth industries; the remaining sponsors were in traditional RA industries. Most sponsors employed 25 to 60 workers, and one-third of the programs were jointly run with organized labor as a partner. Apprentices ranged in age from late teens to mid-50s, but most were 20 to 30 years old. Less than 15 percent of apprentices were female and less than 20 percent belonged to racial minorities.

Sponsors and apprentices alike reported overall satisfaction with the RA program. Sponsors appreciated it as a way to gain access to knowledgeable workers, and apprentices enjoyed the opportunity to earn an income during training with prospects for good wages in the future. Drawbacks included difficulty finding qualified instructors for the classroom instruction component, the long training period with low initial wages for apprentices, and high time demands on apprentices for work and classroom training.

Recommendations for improving the program included greater monitoring of program quality, increasing links with the workforce investment system for referrals and support, and reducing paperwork. If the RA system were to expand, state agency capacity would have to increase.

## **WELFARE-TO-WORK**

This section contains two studies on aspects of welfare-to-work programs, which aim to help individuals receiving public assistance find employment. The first study (Butz 2011) examined the provision of services to TANF participants and whether particular types of service providers were more effective than others. The second study (Eberts 2002) looked at an assessment and referral system for TANF that was implemented as a pilot program in Michigan.

Butz, Adam M. "Privatization and Employment in the Implementation of Temporary Assistance for Needy Families (TANF): A Multi-Level Analysis." Lexington, KY: University of Kentucky, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_puListingDetails&pub\\_id=2465&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_puListingDetails&pub_id=2465&mp=y&start=1&sort=7).

**KEYWORDS:** welfare-to-work, TANF

**TOPIC AND RESEARCH OBJECTIVES:** In 1996, the passage of the Personal Responsibility Work Opportunity Reconciliation Act marked the seminal reform of public assistance in the United States, transforming the former Assistance to Families with Dependent Children into TANF. TANF is a program of block grants to states to be used for a variety of activities aimed at promoting transitions of low-income parents to economic self-sufficiency. Under this legislation, states also gained the ability to contract out welfare services to private entities. Many believed that privatization would increase the efficiency of welfare programs and lead to better programs for participants. Others worried that privatized organizations might be less apt to serve participants who were harder to place in jobs.

This study investigated the patterns of welfare contracting across the United States. It then examined the relationship between privatization of TANF services and employment outcomes for participants in Florida.

**STUDY SITES:** National; Florida

**DATA AND METHODS:** For the study of contracting rates, the study used state-level 2001 data from the U.S. General Accounting Office on the value of privatized TANF contracts as a percentage of total TANF spending; this measure served as the primary dependent variable of interest. The study also broke out private contracts into those awarded to for-profit and non-profit organizations. Regression analyses were carried out to explain these contracting rates using variables such as a proxy for competition in service supply, public employee strength, political and ideological factors, fiscal conditions, and the extent to which low-income individuals were mobilized to vote.

For the analysis of TANF participants' outcomes, the study used a Department of Health and Human Services database to find information on TANF clients in Florida from 2000 to 2005. A hierarchical linear model with participants nested within program type was used to analyze employment outcomes for TANF participants by type of program operator.

**SUMMARY OF FINDINGS:** The analysis of contracting rates nationwide found that a modest 31 percent of the variation in state contracting rates was explained by the model. Greater state population, higher percentage of African Americans on caseloads, and weaker fiscal capacity were associated with greater TANF contracting.

In Florida, privatized arrangements were rarely found to have a significant relationship with participants' outcomes over the period of study. Participants at for-profit or nonprofit service providers were no more or less likely to leave TANF than those served in public settings. In addition, all groups had similar work participation and sanction rates among open cases.

Eberts, Randall W. "Design, Implementation, and Evaluation of the Work First Profiling Pilot Project." Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2002.

Available at

[http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2287&mp=y&start=121&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2287&mp=y&start=121&sort=7).

**KEYWORDS:** welfare-to-work, Work First, employability score

**TOPIC AND RESEARCH OBJECTIVES:** This report described the implementation of a new assessment and referral system, the Work First Profiling Pilot, developed by the W.E. Upjohn Institute and designed to assist local welfare-to-work program staff in targeting employment services more effectively. The system was created to be integrated into an existing intake process and to require minimal (if any) additional operations staff. The Kalamazoo-St. Joseph Workforce Investment Board in Michigan piloted the system in its existing Work First welfare-to-work program.

When a participant enrolled in Work First, staff determined her employability score. This score, which was generated using a statistical data tool, reflected an assessment of the participant's ability to find and retain a job. Using these scores, the project staff referred participants to one of three service providers that offered the services and delivery approach that was expected to best meet their particular needs.

This study sought to determine whether the new referral system increased the overall effectiveness of the Work First program, as measured by the percentage of participants employed for 90 consecutive days in a qualifying job, known as the 90-day retention rate.

**STUDY SITES:** A two-county area in southwestern Michigan

**DATA AND METHODS:** The pilot was conducted from January 1998 through March 2000. During that time nearly 3,600 single-parent welfare recipients enrolled in the program. Participants were first given an employability score based on the statistical tool. They were then placed into a low-, middle-, or high-employability group. Within each employability category, participants were randomly assigned to either the treatment group, which received a targeted referral, or the control group, which received a referral at random. The study estimated the effectiveness of the referral program by comparing the 90-day retention rates of the treatment group members with those of the control group members.

**SUMMARY OF FINDINGS:** The study found that targeted referrals based on employability scores made the program more effective; participants who had received targeted referrals had 25 percent higher employment retention rates than those who did not. This suggested that using employability scores could be a promising way to increase the effectiveness of welfare-to-work programs in helping customers find and keep jobs. The benefits-to-costs ratios ranged between 3.25 and 5.8, depending on assumptions about the duration of the earnings differential between the treatment and control groups.

## **SERVICES TO MILITARY PERSONNEL, VETERANS, AND MILITARY SPOUSES**

This section contains the results of a study on training accounts for military spouses (Zaveri et al. 2009). In addition, two cross-references are provided, one for a study of National Emergency Grants, which were given to military bases to train military personnel and, later, their spouses, and the other on the implementation of the priority of service provision in the workforce investment system.

Zaveri, Heather Hesketh, Caterina Pisciotto, Linda Rosenberg, and Karen Needels. “The Implementation Evaluation of the Military Spouse Career Advancement Accounts Demonstration (2009).” Princeton, NJ: Mathematica Policy Research, 2011. Available at [http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp\\_publicListingDetails&pub\\_id=2456&mp=y&start=1&sort=7](http://wdr.doleta.gov/research/keyword.cfm?fuseaction=dsp_publicListingDetails&pub_id=2456&mp=y&start=1&sort=7).

**KEYWORDS:** Military Spouse Career Advancement Account (CAA), military spouses, credential attainment, occupational training

**TOPIC AND RESEARCH OBJECTIVES:** The Military Spouse (MilSpouse) Career Advancement Account (CAA) demonstration was a joint initiative between DOL and the Department of Defense. The goal of the demonstration was to help military spouses develop and/or maintain careers, which in turn would increase family satisfaction with military life and service-member retention. In 2007, eight states containing military bases and One-Stop Career Centers received grant funding to provide military spouses with CAAs to defray tuition and related expenses for portable postsecondary degrees or industry-recognized credentials. Each CAA totaled \$6,000 over two years. This study sought to describe the implementation of the MilSpouse CAA demonstration and to document the characteristics of early participants.

**STUDY SITES:** California, Colorado, Florida, Georgia, Hawaii, Maine, North Carolina, and Washington

**DATA AND METHODS:** All eight demonstration sites were included in the implementation study. The study used three types of data: (1) in-depth site visits conducted six to eight months after program launch and consisting of staff interviews, client focus groups, and observations of staff-client interactions; (2) telephone interviews with staff, focusing on CAA management systems; and (3) weekly report data from each state, including program- and individual-level data.

Methods included a qualitative analysis and synthesis of findings from site visits and telephone interviews, generating descriptive characteristics of 2,630 participants, and compiling award totals through time.

**SUMMARY OF FINDINGS:** The qualitative portion of the evaluation found that the partnership between the military and workforce development agencies (One-Stop Career Centers) was crucial to the success of the program. The military personnel were heavily involved in outreach, marketing, orientation meetings, and eligibility determinations. The workforce development staff primarily managed the accounts, which proved to be challenging as each organization had to develop and maintain its own management system. Focus group discussions with clients revealed that the program had differing effects on clients’ desire to continue life with the military—some felt more likely to stay with the military (higher satisfaction with the military lifestyle) and others were more inclined to leave (more prepared for their spouses’ retirement from the military).

As of May 2009, 5,366 awards had been disbursed, which was 72 percent of the demonstration target. The most common career industry among participants was the health field (2,900 awards). Most clients were unemployed women with young children.

**Cross-References for the Services to Military Personnel, Veterans, and Military Spouses Section**

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