

NATIONAL ASSOCIATION OF STATE WORKFORCE AGENCIES

The State Role in the Public Workforce Development System

Evidence from a Survey on the Use of Wagner-Peyser Act Funding

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I. INTRODUCTION

In June 2013, NASWA’s Employment and Training (E&T) Committee conducted a national survey on the use of Wagner-Peyser Act (W-P) funds, and the findings are presented in this report. The survey was designed to help answer two questions: 1) How do states spend W-P funds? 2) What value do States add to the workforce system by funding, developing or delivering labor exchange services through the W-P grants? The survey findings are important to inform policymakers and the public, especially regarding the reauthorization of the Workforce Investment Act (WIA) and other workforce system reform legislation.

The survey was sent to state Workforce Administrators, Employment and Training Directors, Administration and Finance Directors, and Employment Services Directors in all 52 NASWA member states and jurisdictions. Forty-six (46) states and jurisdictions each delivered one coordinated response to the survey, for an 88 percent response rate.

WHAT ARE LABOR EXCHANGE SERVICES?

Public labor exchange functions exist throughout the world. In the U.S., states are authorized to use 90 percent of Wagner-Peyser Act funds for labor exchange services such as job search and placement services to job seekers; appropriate recruitment services for employers; program evaluation; developing and providing labor market and occupational information; developing management information systems; and administering the work test for unemployment insurance claimants.

The survey gathered information on the use of PY 2012 W-P funding allocations, which totaled \$701 million nationally. NASWA’s Employment and Training (E&T) Committee members identified five major categories of spending for W-P Act regular formula funds, and 38 associated activities. The five categories include: 1) workforce IT systems (for job banks, data, and reporting); 2) job search and other employment services; 3) reemployment services for unemployment insurance (UI) claimants; 4) employer/business services; and 5) support of local job centers and resource rooms. The 38 activities associated with

these categories are listed on pp. 5-6. In addition, the survey asked states how they use the “10 percent Governor’s Reserve” funds. Finally, states were asked for which of the 38 labor exchange activities State involvement is most critical, and to provide an explanation.

Sections II and III below provide background information on the W-P program and a summary of the survey findings. More detailed survey findings are presented in Sections IV and V. Section V also includes comments from state leaders on the importance of the state role in the funding, development and delivery of labor exchange services.

THE ROLE OF LABOR EXCHANGE SERVICES

“The proper matching of workers with job openings is essential for a well-functioning market economy” that relies on labor market dynamism (job creation and destruction). “In more recent years, more than 10 percent of the U.S. workforce searches for jobs at any one time...Obviously; it benefits all of society and the economy when everyone is afforded...information and assistance.”

Labor Exchange Policy in the United States, Balducci, Eberts and O’Leary, 2004

II. BACKGROUND ON THE WAGNER-PEYSER ACT PROGRAM

The W-P program is a state formula grant program¹ funding job search assistance and other labor exchange services. Ninety percent of state allocations support labor exchange services for jobseekers and businesses, and ten percent are reserved for Governors to provide performance incentives, services targeted on special populations, and funding for exemplary service models. Table II-1 is a U.S. Department of Labor table providing basic program data. Over 19 million individuals (equal to roughly 13 percent of the civilian labor force, and 40 percent higher than the number unemployed) received W-P funded services in program year 2011. While not shown in the table, adjusting for inflation (but not population growth), program funding has fallen by over 50 percent since 1985. The funding level for the program in 1985 (\$830 million) would be equivalent to roughly \$1.6 billion today. Instead, allocations totaled \$701 million in program year 2012.

Table II-1.
NATIONAL - WAGNER-PEYSER
 Program Year 2011

	Total Job Seekers		Total Eligible Claimants		Total Veterans and Eligible Persons	
	Number	Percent	Number	Percent	Number	Percent
Total Active Job Seekers						
Total Participants	19,257,101	100.0%				
Eligible Claimants	8,955,260	46.5%	7,867,394	100.0%	716,453	49.2%
Veterans and Eligible Persons	1,457,146	7.6%	716,453	9.1%	1,428,197	100%
Dislocated Workers	2,363,495	12.3%			224,534	15.7%
Persons with Disabilities	574,401	3.0%			147,634	10.3%
Migrant and Seasonal Farmworkers	167,601	0.9%	69,080	0.9%	2,537	0.2%
Staff-Assisted Service Distribution						
Received Staff-Assisted Services	11,107,524	57.7%	4,561,820	58.0%	1,092,065	76.5%
Career Guidance	2,659,799	13.8%	1,295,388	16.5%	282,976	19.8%
Job Search Activities	5,948,310	30.9%	2,651,933	33.7%	555,624	38.9%
Referred to Employment	4,822,570	25.0%	1,655,773	21.0%	466,614	32.7%
Referred to WIA Services	1,742,492	9.0%	942,461	12.0%	154,374	10.8%
Received Workforce Info Services	8,233,533	42.8%	3,839,978	48.8%	651,389	45.6%
Outcomes						
Entered Employment	7,211,179		3,129,500		431,030	
Entered Employment Rate Base	14,114,417		6,219,158		902,691	
Entered Employment Rate		51%		50%		48%
Employment Retention at Six Months	7,122,906		2,824,758		423,922	
Employment Retention at Six Months Rate Base	9,064,355		3,560,457		543,912	
Employment Retention at Six Months Rate		79%		79%		78%
Average Earnings	\$14,249		\$15,316		\$16,789	
From EBSS 11/21/2012			From WISPR PA/TX 9132/9133			
Excludes TX and PA			Excludes TX	Excludes PA		

Source: USDOL website at http://www.doleta.gov/performance/results/wagner-peyser_act.cfm

¹ W-P is funded by a federal tax on employers.

III. SUMMARY OF FINDINGS

The survey finds that each of the five major W-P spending categories, and most of the 38 labor exchange activities associated with these categories, receive funding from a substantial majority of reporting states (see tables IV-1 and IV-2 on pp. 6-7). Thus, states use regular (90%) Wagner-Peyser Act funds as a flexible pool of funding to support the workforce development system broadly.

The percent of states reporting there is an important state-level (as opposed to local) role in funding, developing or delivering the 38 labor exchange activities ranged between 53 and 84 percent. As Table III-1 below shows, *staff training* ranks highest for the importance of the state role. Close behind are several activities related to *workforce IT systems*, *UI claimant reemployment*, and *assisting business and jobseekers with reductions in the workforce/rapid response*. Also ranking high are activities related to *labor market information (LMI) and LMI tools for jobseekers and businesses*. Note that these findings reflect state workforce leaders' views of the importance of the state-level, as opposed to local-level, role, and do not reflect their views of the relative importance of the labor exchange activities as components of the workforce development system.

Table III-1: Highest Ranking Labor Exchange Activities, Ranked by Reported Importance of State Role

Activities	% of States
Staff training	84
Workforce IT system activities (data, reporting, job bank)	78-82
UI claimant reemployment activities (ES registration, profiling, RES)	77-82
Assisting business and jobseekers with reductions in the workforce and layoffs, rapid response	77-81
LMI and LMI tools for jobseekers and businesses	71-79

Detailed state comments in Section V.B. illuminate the importance of the state role in the public labor exchange function, for each of the major spending categories. Among other factors states note are:

- the economies of scale and efficiencies that result from centralizing the purchasing, development, or delivery (especially via technology) of some aspects of the various activities;
- the special interest in, or responsibilities states have for, an activity (e.g., UI claimant reemployment);
- concerns about accountability, high quality, and standardization; and
- expertise that state staff possess (e.g., staff training).

The use of the 10 percent Governor's Reserve funds varies widely across the states, with no activity drawing Reserve funds from a majority of states. The top activities (ranked by the percent of reporting

states using some or all funds for the activity) are presented in Table III-2 below. The complete list of activities for which states reported using Reserve funds is on pp. 8-9.

Table III-2: Highest Ranking Activities Funded by Governor’s Reserve Funds, Ranked By Percent of States Providing Funding

Activities	% of States Funding
Career assessments, certifications, or credentials	23
Business outreach or services	19
Core W-P Act employment services	14
Services for migrant and seasonal farm workers	14
Services for prisoners and ex-offenders	12
Services for youth	12

IV. HOW DO STATES SPEND WAGNER-PEYSER ACT FUNDS?

A. Regular (90%) Formula Funds

The survey finds states are using their regular W-P funds as a flexible pool of funding to support the workforce development system broadly. The five major categories in which states spend W-P 90 percent funds are listed below. Each of the five spending categories draws funding from a large majority of reporting states.² Although fewer states spend W-P funds on targeted reemployment services for UI claimants, the large majority—76 percent—report using some of the funds for these services.

Table IV-1: The Five Major W-P Spending Categories

Categories	% of States Funding
Workforce IT systems (for data, reporting, or job bank purposes)	98
Job search and other employment services for jobseekers	98
Reemployment services for UI claimants	76
Employer/business services	93
Job center and resource room support	100

The survey broke the five major categories into 38 labor exchange activities, which are listed below. We find that each of the activities draws W-P funding from nearly half or more of states. For most activities, it is a substantial majority of states.

² States were asked to share information on the percent of funds spent in each category, but states are not required to report according to these categories and comparisons across states, and a national summary, were not possible.

Table IV-2: Labor Exchange Activities Associated with the Five Major W-P Spending Categories

Activities, by Spending Category	% of States Funding
Workforce IT systems (for data, reporting and job bank purposes)	
Data Collection	93
Reporting System	98
Internet-based job bank system	91
BLS statistics program	46
Job search and other employment services for jobseekers	
Self-service	
Resume preparation tools	89
Skills assessment tools	89
Other labor market information (LMI) for job seekers	85
Staff-assisted	
Staff training	96
Orientation to services	93
Resume preparation assistance	98
Job search workshops	93
Job finding clubs	76
Individualized employment screenings/referrals	96
Development of job search plans	96
Assessment interviews	98
LMI for jobseekers	96
Employment counseling	91
Employment testing	83
Referrals to skills training	98
Outreach to migrant or seasonal farm workers	87
Work Opportunity Tax Credit	80
Reemployment services for UI claimants	
Registration of UI claimants with the ES	76
Work test/eligibility assessments of UI recipients	59
Profiling or otherwise selecting for services	59
Reemployment services	76
Technologies communicating data among workforce development and UI programs	57
Employer/business services	
Referrals of job candidates	91
Prescreening job candidates	87
Organizing job fairs	93
On-site recruitment	87
Special recruitment drives	89

Assistance with major shifts or reductions in the workforce	85
Participation in rapid response efforts	83
LMI and LMI tools	80
Provision of human resource information	57
Job center and resource room support	
Staffing resource rooms	96
Equipment and resources for resource rooms	93
Funding for rent and utilities	98

B. Governor's 10% Reserve

Governors are required to reserve ten percent of the Wagner-Peyser Act allocation for performance incentives, services targeted on special populations, and funding of exemplary service models. Forty-three states provided information through open-ended responses on their spending of the Governor's Reserve, and the responses were categorized into activities. The survey finds that use of the 10% Governor's Reserve funds varies widely across the states, with no activity drawing funds from a majority of states. The top activities (ranked by the percent of reporting states using some or all funds for the activity) are career assessments, certifications, or credentials (23 percent); business outreach or services (19 percent); core W-P Act employment services (14 percent); services for migrant and seasonal farm workers (14 percent); services for prisoners and ex-offenders (12 percent); services for youth (12 percent). Table IV-3 displays the activities states funded with Governor's Reserve Funds, and lists the number of states (of 43) who reported funding the activity.

Table IV-3: Activities Funded with Governor's Reserve Funds

Activities	Number of States Funding
Basic computer training for jobseekers	1
Branding initiative	1
Business outreach and services	8
Career assessments/certifications/credentials	10
Core W-P services	6
Education/job training	4
Employment counseling for jobseekers	2
Employment services for special populations/areas:	
<i>Deaf and hearing</i>	1
<i>Disabled</i>	3
<i>Foster youth</i>	1
<i>Long-term unemployed</i>	1
<i>Low income</i>	1

<i>Migrant and seasonal farm workers</i>	6
<i>Military spouses and dependents</i>	1
<i>Military veterans</i>	3
<i>Minorities</i>	
<i>Native Americans</i>	2
<i>Older workers</i>	1
<i>Prisoners and ex-offenders</i>	5
<i>Rural</i>	1
<i>SNAP recipients</i>	1
<i>Students in community colleges/universities</i>	1
<i>TANF recipients</i>	1
<i>Youth</i>	5
Federal bonding	3
Foreign labor certification	1
Job Fairs/Expos	2
LMI	3
Performance Incentives for Job Centers	4
Staff training	3
Support to/Management of Job Centers	4
Temporary staff	1
UI claimant reemployment	2
Work experience for UI claimants	1
Workforce IT system	3
WOTC	1

V. THE IMPORTANCE OF THE STATE-LEVEL ROLE IN LABOR EXCHANGE ACTIVITIES

A. Ranking Labor Exchange Activities by Importance of the State Role

The survey asked states to note for which activities there is, or should be, an important state-level role in developing or delivering the activity.^{3 4} Note that these findings reflect state workforce leaders' views of the importance of the state-level, as opposed to local-level, role, and do not reflect their views

³ Only states allocating funding to a category were asked about the importance of the state role in funding, developing or delivering activities associated with the category. The number of reporting states ranged between 43 and 45 states, except for reemployment services, for which the number reporting was 35.

⁴ State perceptions of the importance of the state role undoubtedly vary widely depending on the size of the state, the structure and history of the state workforce delivery system and its partners, the availability of supplemental state funding, adequacy of workforce system funding, the philosophy of the state, etc. The survey was not designed to explore these differences and how they affect state and local roles or the quality of services.

of the relative importance of the labor exchange activities as components of the workforce development system. A majority (between 53 and 84 percent) reports there is an important state role in every one of the activities, noting, among other factors, the economies of scale and efficiencies that result from centralizing the purchasing, development, or delivery (especially via technology) of certain aspects of the various activities; the special interest or responsibilities states have for an activity (e.g., UI claimant reemployment); concerns about accountability, high quality, and standardization; and the expertise that state staff may possess (e.g., staff training). While Section B below provides detailed state comments illuminating these and other factors, here we first rank the activities based on the percent of states reporting there is an important state-level role.

Among all activities, *staff training* ranks highest, with activities related to *workforce IT system activities*, *UI claimant reemployment activities*, and *assisting business and jobseekers with reductions in the workforce and layoffs/rapid response* close behind. Also ranking highly are activities related to *LMI and LMI tools for jobseekers and businesses*, and the *development of tools and programming related to job search workshops, resume preparation and assessments*. Of particular interest are the findings on UI claimant reemployment, as many states have struggled in recent years to maintain programming in this area for regular UI claimants with the decline in workforce system funding overall.⁵ As a result, it ranks highly in terms of the importance of the state role, but low in terms of the percent of states committing funding through the W-P Act program (see p. 6).

1. **Seventy-five (75) % or more of states** report there is or should be an important state-level role in developing or delivering the following activities:
 - Staff training (84)
 - Data collection (82)
 - Reporting system (82)
 - Registration of UI claimants with the ES (82)
 - Assistance with major shifts or reductions in the workforce (81)
 - LMI and LMI tools for employers (79)
 - Internet-based job bank system (78)
 - Work Opportunity Tax Credit (WOTC) (78)
 - Profiling or otherwise selecting UI claimants for services (77)
 - Reemployment services (assessments, orientations, job search assistance, etc.) (77)
 - Participation in rapid response efforts (77)
 - LMI for jobseekers (76)

2. **A substantial majority of states** report there is or should be an important state-level role in developing or delivering the following activities:

⁵ See [“Implementation of the American Recovery and Reinvestment Act: Workforce Development and Unemployment Insurance Provisions.”](#) Final Report, October 2012, CESER/National Association of State Workforce Agencies, for the U.S. Department of Labor, Employment and Training Administration.

- Other labor market information (LMI) tools for jobseekers (73)
- Skills assessment tools (71)

3. **At least two-thirds of states** report there is or should be an important state-level role in developing or delivering the following activities:

- Work test/eligibility assessments of UI recipients (69)
- Technologies that communicate data between UI and ES (69)
- Resume preparation assistance (69)
- Job search workshops (69)
- Development of job search plans (69)
- Assessment interviews (69)
- Outreach to migrant or seasonal farm workers (67)
- Resume preparation tools (67)
- Referrals of job candidates to fill employer vacancies (67)
- Organizing job fairs (67)
- Special recruitment drives for employers (67)
- Prescreening job candidates for employers (65)
- Individualized employment screening and referrals (64)
- Staffing resource rooms (63)
- Equipment and resources for resource rooms (63)
- Orientation to services (62)

4. **A majority of states** report there is or should be an important state-level role in developing or delivering the following activities:

- Funding for rent and utilities for job centers (61)
- On-site recruitment for employers (60)
- BLS statistics programs (60)
- Referrals to skills training (58)
- Employment counseling (56)
- Provision of human resource information to employers (56)
- Job finding clubs (55)
- Employment testing (53)

B. States Explain the Importance of their Role, by Spending Category

States provided detailed comments illuminating the importance of the state role in developing or delivering labor exchange services. These comments are presented separately for each of the five major spending categories.

1. Workforce Data, Reporting and Job Bank Systems

State arguments for the importance of the state-level role in the development and delivery of *workforce data collection* include providing: the consistency of a uniform system, cost-efficiency, staff expertise, integrated data collection systems without duplication, easier access to reports on a state and local level, enhanced services for jobseekers and job center customers, Federal reporting capability, and accuracy and integrity of the data.

“The state's role in these activities ensures a seamless, uniform system, operating efficiently, to serve employers and job seekers effectively.”

“A standard state-level reporting system is more efficient than having several different systems. State-level staff can identify and troubleshoot technical issues as well as issues involving data entry errors at the local level. State-level staff is better equipped to make recommendations for improvements in our new reporting system/business system based on their technical expertise and understanding of federal reporting requirements.”

“Consistency and technical level expertise. [This agency] develops much of its software and reporting systems in house.”

“The state plays an active role in the functionality, enhancements, and data collections processes. The state also coordinates a “user group” associated with the system. The user group is made up of representatives from the respective programs operated within the One-Stop (WIA, WP, TAA, VETs, etc). Recommended system improvements come from this group.”

“In addition the states involvement adds value to the integrated system because it eliminates duplication of services and provides for standardization.”

“The benefits of the state’s involvement in this area are: ensured data integrity and security; established basic service delivery standards; ability to leverage resources to get work done (including training); removal of time and cost burden to local Boards in having to constantly update and enhancement automation systems.”

“It is not feasible to have different systems at the local level for data collection and reporting, and would increase costs for maintenance, support, and infrastructure (e.g., a change to Federal reporting would require software coding changes to multiple systems vs. one update). It would impact businesses with locations in multiple areas and claimants seeking jobs in other areas. Multiple local systems would be more costly, less standardized, less efficient, and in our experience require double data entry.”

"[State] changed their Labor Exchange System in March 2012. The new system is more reliable in regards to data collection and facilitates easy access to reports from all levels of its users."

"The Employment Development Department, Employment Training Program (ETP), Local Workforce Investment Area (LWIA), and other One-Stop partner agency staff will have the option to use an intuitive [State] self-service application to administer Workforce Investment Act and ETP programs. Partner agencies and users will access this application through the Internet. Partner agency staff and training providers will have access to their information at the One-Stop Career Center or through the Internet. The New [Program] will enhance services, reporting, data exchange, and security.... [State] is mandated by DOL to submit quarterly reports to the Employment and Training Administration to comply with the Wagner-Peyser Act. The State must pull this data from its management information systems (OMB 1205-0240) which contain job seeker characteristics and services, and records of Work Applications and Job Orders. In order to meet this mandate, the [State] must search existing data sources, such as the [State] base wage file, FEDES (federal base wage – with a state signed agreement) and WRIS (other states' base wage files), collect and maintain the data needed to produce the DOL reports, and review/validate the collection of said information."

"[The State] utilizes the Virtual OneStop system by Geographic Solutions, which is a web-based system that meets the requirements of Wagner-Peyser. It is a comprehensive case management system for workforce professionals who work with employers and job seekers. Its case management capabilities include tracking the services for both job seekers and employers. The system also maintains a job matching, job referral database, which houses both staff-entered job orders and employer entered job orders."

"State role is oversight, reporting, performance, quality assurance and policy development as it relates to Wagner Peyser staff and programs. The state ensures consistency across the state programs and One Stop centers. The state will identify best practices that can be disseminated to staff and One Stop locations for statewide use in their locations."

"This integrated modular system unites job seekers with jobs, employers to qualified job seekers, and gives workforce staff the tools assist both customers seamlessly, thus helping to improve center effectiveness and program outcomes."

"...state-level staff ensures the accuracy and integrity of the data collected for all job seekers included targeted groups (e.g. veterans, unemployment insurance claimants, etc.)."

"State-level involvement in gathering this data ensures consistency and standardization on statistics available. Having this at the state level promotes the integrity of the data."

2. Employment Services for Jobseekers

a. Self-Service

State arguments for the importance of the state-level role in the development and delivery of *self-service employment services for job seekers* include providing: standardization of services, higher quality services, staff expertise, efficiencies, integrated data collection systems, and economies of scale.

“Self-service labor exchange activities are available to job seekers on-line through the [State’s] Workforce Connection system, which is [a Virtual One Stop system] run at the state-level and provides universal access to job seekers. Individuals can conduct job search, job referrals, self-assessment, resume preparation, LMI, and get information on training; and businesses can post job openings and review resumes. [The agency] also provides universal access to employment self-services in resource rooms in a statewide network of field offices (W-P, UI, LVER/DVOP, and Trade programs); and in other Workforce Centers. State-level involvement provides efficiency, economies of scale, and standardization. The Workforce Connection is interfaced with the UI automated system so claimants can self-register for W-P services. “

“It allows common data collection and reporting, and a single system for maintenance, support, and infrastructure costs. Job seekers and businesses throughout the state can use a single system with consistent data and processes, instead of using multiple separate and different systems in our 15 workforce areas. In [our state] 80% to 85% of one-stop customers are for the W-P/UI programs, and state-level involvement ensures emphasis on universal access for all job ready individuals to provide employers with qualified workers.”

“Resume-writing services: State-level staff develops and delivers standardized resume preparation tools to local office staff as part of the state Department of Labor’s Professional Association of Resume Writers (PARW) Certified Professional Resume Writer (CPRW) certification process. This ensures that local office staff can provide job seekers with uniform guidance regarding the development of strategic resumes. CPRW is a nationally recognized credential. Workforce tools: State-level staff [is] able to research and test workforce tools for use in local offices. It is more efficient to purchase tools for the employment service system as opposed to each local office individually purchasing tools and equipment and providing different services from one office to the next. Labor Market Information: State-level staff with expertise in research and labor market information is best equipped to develop programs and information in this area. It is more efficient and provides economies of scale to have this information development centralized and disseminated to field staff in local offices.”

“[Company X] is the state's vendor for Labor Exchange activities. [The automated workforce IT system] also houses LMI tools for jobseekers and businesses. Using the same tools that are endorsed at the state and local level allows for program integrity and consistency throughout the state. Staff training developed around these tools ensures additional program integrity and consistency.”

“[The state] is moving to an Integrated Service Delivery model with state W-P staff and local WIA staff working together seamlessly in our centers to deliver services. These activities can be managed and provided at the local level, but there is a need to collaborate with the state workforce agency to ensure system compatibility and that state standards are met.”

“[The department] does act as the provider of basic self-service tools that any workforce system customer can use. While local Boards have flexibility to provide their own specific options, [the department] ensures that workforce automation systems like [our web portal] include options and links to options to allow customers to self-serve at their convenience and desire, and at an acceptable baseline level. The benefits of the state’s involvement in this area are: established basic levels of acceptable and available self-service options; and removal of time and cost burden to local Boards in having to research products and update automation systems to incorporate changes.”

“In the 2012 FY the department implemented an online resume and application workshop. The online Resume & Application workshop is available 24/7 to all job seekers on [our web portal]. The online Resume workshop was developed in-house on a state level and was a collaboration with Unemployment Insurance. Approximately 52,000 job seekers have completed the Resume & Application workshop. The department is able to serve job seekers with the same quality curriculum and tools without having them come into a One-Stop center. The Department of Workforce Services purchased WorkKeys & KeyTrain assessment licenses with W-P allocations to use in employment centers. WorkKeys and KeyTrain are both administered and overseen on a state level. WorkKeys assessments show that a job applicant: possesses the foundational skills critical for job success; can handle tasks that are common and vital in today’s workplace; will be able to apply knowledge specific to job functions; achieved a credential for skills used in 85% of all jobs...KeyTrain is the remediation system for WorkKeys that helps build “real world” foundational skills that are critical to job success. The remediation element will help DWS staff analyze the current foundational skill level of a job seeker and offer employment strategies based on individual need and current labor market information. Job seekers can increase their strengths in Applied Mathematics, Reading Information, Locating Information, and Talent (workplace behaviors and attitudes) through remediation leading to increased success in the workplace. [State]Futures.org is the state’s premier education and career planning information system for job seekers and students. It provides cutting-edge labor market information, education and career planning tools, assessments, job search success skills, education and training options, and direct links to employment opportunities. An Executive Steering Committee has been appointed by the Governor and [the Department’s] Administrator chairs this committee. The Executive Steering Committee includes the System of Higher Education, State Office of Rehabilitation, and more. Because there is state involvement and it is a partnership with other state agencies we are able to reach more job seekers, students and potential students with accurate information and resources for education and career planning. The system is purchased from intoCareers developed by The University of Oregon.”

“[Our state] has resume writing workshops that are standard across all workforce centers and are considered part of the centers’ core curriculum. We use the NCRC [National Career Readiness Certificate] as the standard assessment tool. We also use many of the [USDOL’s] Career one-Stop Tools such as My Skills My Future, and labor market information delineating occupations in demand by five regions in [the state].

b. Staff-Assisted

State arguments for the importance of the state-level role in the development and delivery of *staff-assisted employment services for job seekers* include providing: staff training, standardization of services, higher quality services, efficiencies, staff expertise, integrated data collection and reporting, streamlined program and grants administration, and economies of scale.

“There is an important state-level role in developing and delivering these activities. These activities form the core of staff-assisted services provided to job seekers. A state role is critical to ensure quality and uniformity of the services offered customers drawing on state level professional expertise in both service design and staff training to ensure consistent delivery. Resource Rooms provide hard-copy LMI materials available for customer usage. However, there was little standardization or timeliness in these resources. The need for current, consistent information resulted in the purchase of JobSearch Guides, a labor market and career information resource tool covering virtually every subject area of interest to job seekers, in a series of 77 colorful, attractive, informative job finding flyers highlighting tips and guidance for job seekers displayed in a kiosk. Guides are updated as needed to remain current.”

“[The state] is specifically involved in many of these activities both locally and at the state level. When possible there have been efforts to standardize the activities to provide a consistent service delivery model across the state - Experience Unlimited Clubs, Workshop materials, Youth Employment Opportunity Program, Migrant and Seasonal Farmworker, Re-employment Assistance/Personalized Job Search Assistance and our job search development activities. Whether [the state] develops or delivers these services is dependent upon the availability of funds. It is impossible for the [Department] to take the lead on many of these activities without assistance from the local partners. In many Experience Unlimited clubs, the locals have assumed the lead role responsibility.”

“[The Department] operates the state’s W-P Labor Exchange and provides staff-assisted employment services to job seekers and business through a state-wide network of field offices...and in other Workforce Centers. State-level involvement...provides efficiency, economies of scale, flexibility, expertise, priority of service, and standardization. [The Department] is interfaced with the UI automated system so claimants can self-register for W-P services. It allows common data collection and reporting, and a single system for maintenance, support, and infrastructure costs. Job seekers and businesses throughout the state can use a single system with consistent data and processes, instead of using multiple, different systems in our 15 workforce areas. [Department] staff is cross-trained on W-P and UI programs to gain cost

efficiencies in staffing field offices. [We] can re-allocate (limited) funding and staff resources to meet changing needs in different local areas in the state...State-level flexibility allows us to align staff resources to meet the needs of both rural and urban areas based on our experience. If done by formula, rural offices will be unfeasible due to low staffing resulting from low funding allocations, and urban areas will be over emphasized. In [our state], 80% to 85% of one-stop customers are for the W-P / UI programs, and the state role ensures emphasis on universal access for job ready individuals to provide employers with qualified workers. Universal access to all job seekers ensures job development for the general population of job seekers and employers in each area instead of emphasis on the needs of small target populations in specific local programs. It also eliminates place of residence as an eligibility criteria to receive services. [The Department's] connection with the UI and LVER/DVOP programs ensures that required priority of service to veterans and claimants is consistently provided in all local areas. The current state role streamlines program and grant administration."

"The Wagner Peyser funds are administered at the state level. The state's role is to ensure that services are consistent with the state workforce plan and other statewide initiatives."

"[T]he state should set parameters and provide guidance. When possible, activities/ services should be streamlined across the state. Staff training should be a state level function with specifics added at the local level."

"We approach these as a joint planning effort that includes State level administrative staff working with field managers and staff to develop programs and services that are appropriate, relevant, meeting customer needs, etc; State level staff often provide the 'glue' that brings a lot of this together for statewide rollout/consistency. State level staff also makes sure that our client reporting systems are programmed to collect the types of service information being provided locally."

"...[S]tate specific job information generated by local/state economists that understand the big picture of the state labor market situation can more skillfully help job seekers use current labor market information to make informed labor market decisions. Staff training has both a state level and local level component. The training should be created through one standardized source, but it is up to the local levels to ensure all staff participates in these trainings. Exposing staff to the same message will ensure consistency with the way programs are delivered across the state, regardless of staff's geographical location. Again, the staff assisted services should have a state level role in order to maintain consistency across offices and programs. Although each area differs in the types of employment opportunities, supportive services, etc. the services provided should be standard. For example, preparing a resume does not differ depending on your location. It differs depending on the individual person's skills and experience."

"Staff training is a critical role for the state and ensures that local staff receives up to date information and guidance."

“Staff training is developed from a state level with input and feedback from service areas. Since training is developed and administered on a state level the messaging that our employees receive is standardized. Employees have access to all training materials 24/7 because they are housed in the Employee Self Service System (ESS). The materials are reviewed and updated on a continuous basis by state program staff. Over the last year training, materials and tools have been developed and implemented to help our staff assist our job seekers with resume preparation. From a state level we have ensured that all of our resume tools and job search tools are consistent across all programs. Our involvement adds value because any job seeker that walks into any of our offices will receive the same cutting edge information. [The Department] Connection Team members provide comprehensive work readiness evaluations and employment services for all customers. The work readiness process consists of reviewing a customer’s skills and education, job search techniques, resume and master application, interview skills, communication skills, and professional image. By identifying related strengths and weaknesses in each area, Connection Team members are able to refer the customer to other resources, including workshops, training, or partner programs. The evaluation was developed from the state level with input from staff that work with employers and job seekers. Our job search workshops are also developed on a state level. If service areas develop new specialized job search workshop the curriculum and materials must be approved on a state level. For example, a service area recently developed a LinkedIn workshop and because it went through the state level approval process we were able to easily share the workshop with the rest of the state. This has now become a very popular workshop statewide.”

“The value added by the state in providing staff-assisted services through its One-Stop system, called WorkSource, is one of consistent, predictable level of quality statewide, which means a customer can go to any WorkSource office across the state and expect the same basic menu of services. Also, [the state’s] One-Stop system serves a large share of individuals with barriers to employment for whom staff-assisted service – as opposed to self-service – is critical to meeting them “where they are” to enable them to access our services. One example of a software purchase used in the staff-assisted environment is KeyTrain, for which ACT, Inc. is the vendor. On the self-service side, Washington purchased a web-based WorkSource event calendar scheduling tool through Trumba Corporation and WorkSource participant access to a web-based suite of desktop software e-learning modules (e.g., Microsoft, SAP, Adobe, Lotus, etc.) through Skillsoft Corp.”

“Staff training is usually the first activity to be cut when funding is limited. The state should provide funding as well as development and delivery of this activity.”

“The state-level role provides for consistency in reporting, for job seekers, for employers, and for staff across the state.”

“The State’s job centers provide registered job seekers with access to resource rooms with more computer aids and staff assistance as well as individualized screening, job matching, and limited counseling. The ES serves employers by listing job vacancy orders, sending referrals of suitable

job candidates to fill vacancies, and providing information on local labor market activity and tax incentives. The statewide online job posting system provides significant economies of scale and convenience, as job seekers can search opportunities statewide and employers have to deal with only one database. In program year 2012, employers posted 14,190 job orders representing 33,555 open positions--an increase of almost 10 percent from program year 2011. In addition, [The Department] made 3,828 new employer contacts and provided services to 5,637 employers collectively. [We have] a Business Services Unit with staff dedicated to serving employers statewide. As a statewide system, [we] administer a national career readiness certificate in partnership with the Department of Education and the Community and Technical College System. The state has issued 43,244 WorkKeys career readiness certificates since the statewide program was initiated. The statewide program allows [us] to provide free assessments to the public at 8 locations throughout the state, to offer free job profiling to state employers and to provide a statewide online review program for the certificates to increase certification rates and skill levels. A statewide system provides consistency in services and administration for job seekers and employers in [the state]."

3. Reemployment Services for UI Claimants

State arguments for the importance of the state-level role in the development and delivery of reemployment services for UI claimants include:

The responsibility for UI program integrity rests with state, not local, governments.

"It is a statewide responsibility to provide claimants with the tools and resources to obtain gainful employment. This should not vary from region to region. Rather, there should be a standardized format developed at the leadership level."

"There is an important state level role in developing and delivering these activities. UI is a state/national program that necessitates Wagner-Peyser reemployment services be consistent with UI requirements at the state level. This consistency will ensure that results of all of the required activities are recorded in the AJL system and data properly communicated among workforce development and UI programs to ensure compliance with UI regulations while providing services to UI claimants."

"As unemployment compensation is administered as a statewide program, providing employment services to claimants as part of a statewide program allows for a uniform system of checks and balances to ensure that claimants are actively engaged in job searches and reemployment."

States must understand the laws and requirements that govern the UI and workforce systems, guide policy development, ensure oversight of the Boards, and promote quality assurance and statewide consistency with respect to policies, laws and requirements.

"[Our agency] has a significant role in understanding the laws, rules, and requirements that govern the workforce system. It also has a responsibility to work with local Boards to develop and implement reasonable policy guidance and service delivery standards that facilitate service and compliance in the most efficient and effective manner, to include leveraging automation service delivery options when possible and appropriate."

"[The] state role is oversight, reporting, performance, quality assurance and policy development as it relates to Wagner Peyser staff and programs. The state ensures consistency across the state programs and One Stop centers."

A state role can ensure greater efficiencies at a time of scarce resources.

"Resources are scarce and efficiencies can be gained by consolidating efforts on a statewide level. Although services are delivered primarily at the local level, the development of programs, projects and activities is often coordinated statewide."

"State-level staff ensure[s] rules and procedures are standardized and work to streamline the process for the system."

State purchasing can reap economies of scale.

"The State replaces staff and resource area computers and printers on an as-needed basis. Additional purchases are also on an as-needed basis. Each purchase is procured, and the vendor may change from purchase to purchase, depending on best value."

The state role is critical in some small states.

"[Our state] is a small state and, as such, the state-level role is critical, and represents our current delivery model of services, programs, projects and activities."

"[We are a] minimally funded state and need resources to provide core services [that are] consistent across the state."

States are instrumental to the development and standardization of certain reemployment services, such as workshops, orientations, skills assessments, and online tools.

"The state has developed and implemented a workshop for UI claimants called "Employment Essentials." This is a 3-4 hour workshop that covers resume writing, interviewing, networking, and an overview of our services. The state wanted to make sure that when a UI claimant attended a workshop that they had all the tools and resources necessary to be successful in their job search. As of June 16,354 UI claimants have been selected (profiled) to attend our Employment Essentials workshop and 51.3% of them have obtained employment in the following quarter. Our presenters receive constant positive feedback on the quality and deliverance of the Employment Essentials workshop. One job seeker wrote, 'Before attending this workshop today I

was viewing the "job hunt" as hard work, discouraging, and just "painful". I am now rejuvenated, excited, and looking forward to searching for my dream job!"

States are key to the development and standardization of reemployment services staff training.

"[Agency] staff [is] cross-trained to provide RES to claimants as well as UI and Emergency Unemployment Compensation (EUC) program services; UI Reemployment and Eligibility Assessments (REA) and Reemployment Services Orientation (RSO for early intervention; and EUC-RES/REA for the long-term unemployed."

States identify and promote best practices.

The state will identify best practices that can be disseminated to staff and One Stop locations for statewide use in their locations.

States can more efficiently develop the electronic capability and business processes to select, prioritize, and register individuals for services in a consistent way.

"We built an on-line tool with UI and WP resources to pass all UI non job attached claimants directly into a data base accessible by WP staff. An on-line registration system was built so UI applicants can sign up for classes as a part of their REA work search requirement. The system was built internally with no vendor."

"State-level staff [is] key in the administration of this function and provide local office staff statewide with the electronic capability to select and prioritize individuals who are most appropriate for employment related services."

"Services to claimants are identified at the state-level through the Worker Profiling and Reemployment Services (WPRS) module in the automated system for UI Benefits to target individuals most likely to exhaust their benefits and in need of RES to gain reemployment."

"State-level involvement provides policies and processes to ensure consistency in the delivery of services. An assessment of need starts at the point of entry and orientation to [job center] services begins during the UI benefits rights interview. Claimants are screened during the initial claim for reemployment assessment (REA) services for those less likely to exhaust benefits, eligibility review (ERP) to identify potential issues, or the unemployment profiling program (UIP) for those most likely to exhaust regular UI. Additionally, those identified with barriers to employment are referred to an AJC partner agency. Tailored reemployment services including job match are provided in group or one to one. [The state's] two management information systems (UI & ES) apply the work test to ensure the claimant's participation. By performing the work test for UI beneficiaries, the ES promotes quicker return to work".

...the development of electronic capabilities for data capture, communication of data among the workforce and UI programs, and reporting are important state functions.

“[Our agency] owns the primary service delivery tracking systems. This is beneficial in ensuring a level of standardization and consistency across programs and local Board lines so that data captured and reported is secure, maintains its integrity across different programs and systems, and tells a consistent, complete, and accurate story of the work done. Development of specific service delivery methods are designed at the local board level.”

4. Employer/Business Services

State arguments for the importance of the state-level role in the development and delivery of employer/business services include:

The state is vested with broad labor exchange responsibilities, and is a single point of contact for employers.

“In [our state], our Job Service staff, working closely with other partner agencies, provides a wide range of services for employers. Wagner Peyser is a critical funding source for this, as part of overall labor exchange responsibilities. Business Services represents a careful balance of local staff and managers providing the direct services, coordinating with central office/state administrative staff to put relevant practices, procedures, policies, reporting in place. As an example, we have been doing large scale Career Expos, where state level staff has put new systems in place to allow for a more streamlined local prescreening of candidates, that provides qualified candidates with tickets to these events, [and] that ensures we're connecting qualified candidates with employers.”

“State-level is more focused on the employment service needs of employers (vs. target groups) due to differences between W-P and local programs. Local-level tends to focus on job development for program participants in small target groups that have completed training. This is appropriate given the USDOL performance measures and accountability to show positive results for expending training funds. W-P focuses on the needs of the employers to find the most qualified candidates for their job openings, with a dual goal of reemployment for job seekers. This is a key difference because only the employers can provide what we are all seeking - a job - state agencies and LWIBs cannot. It is critical that we provide qualified candidates to employers. If we only refer members of target groups to meet our program performance numbers, then we will not meet the needs of employers and they will stop using our job bank/ labor exchange system. Since W-P has a much larger volume of job seeker participants, the system can still work with state-level involvement despite our program differences, and if the most qualified candidate turns out to be a target group member in a local program, then we all win. Also, this provides a single point of contact for employers, and VEC is already connected to employers through UI Benefits and UI Tax operations.”

“The states’ partnership with economic developers, community colleges, other training providers and business associations help identify local business and employer workforce needs.”

“[Department of Workforce Services] coordinates rapid response (RR) services through the State Dislocated Worker Rapid Response Unit (DWU) and in coordination with the economic service areas to customers identified through WARN and other layoff/closure notifications, as well as companies certified under the Trade Act. State RR services are provided to companies experiencing permanent layoffs affecting 15 or more workers due to plant closures, mass layoffs, or natural disasters. For layoffs affecting fewer than 15 workers, the DWU defers to the impacted economic service area to determine the type of services offered. Each economic service area has a RR coordinator who works directly with the State DWU to ensure the delivery of RR services within their area. Trained RR specialists in each economic service area provide layoff intervention workshops to the impacted dislocated workers...This integrated state delivery design ensures timely, consistent, and accurate delivery of services assisting customers in reentering the workforce. Customer information gathered during the RR process and entered into UWORKS is used to deliver continued services including determining WIA Dislocated Worker services and Trade Act services, as applicable.”

“[The state] has been called upon many times over the past several years to assist with Rapid Response, Trade Adjustment activities, and layoff aversion...[Also], the [state] Employment Development Department has traditionally provided assistance with recruitments - Amazon, Campbell’s Soup Company, retail stores (Wal-Mart, Sam’s), hospitality (restaurants and hotels) and manufacturing (Aerospace, Auto, etc.). If the Wagner-Peyser funding continues to decline, [our state] will not be able to provide the same level of support to employers that they have become accustomed to receiving.”

The state role can promote efficiencies by eliminating duplication and reducing operational costs.

“Job Fairs – State-level organization and coordination benefits the statewide workforce system and is more efficient than having limited resources in the field invest staff resources to recruit and coordinate Job Fairs. A state-level role minimizes duplication and reduces operational costs. State-level promotion is key to advertising Job Fairs on-line, issuing press releases and disseminating information statewide. In addition, state-level staff involvement frees local office staff to attend fairs to provide resume assistance and promote local job search services in local offices. Rapid Response – State-level rapid response staff coordinates and conducts “Early Intervention” sessions prior to layoff to provide employees with information about unemployment benefits, job search assistance, and training opportunities. State-level staff works with local office staff regionally to assist companies and affected employees by region.”

States are instrumental to the development and standardization of certain employer/business services.

“State-level role in referrals and prescreening should only be in working with the local offices to develop policy and procedure to ensure that federal or state guidelines are met. Major shifts in or reduction in workforce is something that needs to be looked at on a state and local-level. At times, the local-level lacks the necessary resources to assist employers and workers thru these shifts due to the number of individuals affected...It would be impossible for LMI and human

resource assistance to be provided solely by local-level staff due to the constant changes in LMI and HR matters. Staff at the state-level focus on LMI and maintains the LMI site for [our website] and provides assistance to business in analyzing and calculating related data. This site gives employers access to various publications, unemployment rates, labor market data, America Job Centers, etc. in an easy-to-use format. Additionally, [our state] has a state-level unit that focuses on the human resource assistance to employers. This unit will assist employers with employment application reviews; provide required labor law posters and pre-employment technical assistance guides; and make referrals to federal and state agencies (WV Human Rights Commission, Americans with Disabilities Act, EEO Commission, etc.) Although some of this information is provided at the local-level, state involvement is critical for more than basic information.”

“[Our state] has dedicated staff for Business Services Representatives (BSR) to explain the benefits of our job bank; signing employers up for indexing their job orders to Direct Employer; aiding with HR information; promoting on-the-job training opportunities; arranging job fairs; aiding employers in writing position descriptions; aiding employers on how to set up an on-the-job training program; advising on job retention issues; and providing information on prevailing wage and other labor market information.”

“Although services are delivered primarily at the local level, the development of programs, projects and activities is often coordinated statewide. [The state] Department of Labor purchased software to track Business Sector efforts. The program is Sharepoint CRM by Lookout Software...American Job Center staff utilize the program to track interactions and activities with businesses. By tracking such activities we can avoid duplication of services, monitor the return on investment of staff and department resources, and demonstrate the effectiveness of the workforce system to interested parties including workforce boards, legislators and others interested in Workforce Development.”

“Through Integrated Services, [our] state staff will work in collaboration with local staff to deliver all listed services. A state level system for promoting, monitoring and assessing these activities, backed up our new NC Works Online technology will ensure that a high level of service is delivered throughout the state.”

5. Job Centers and Resource Rooms

State arguments for the importance of the state-level role in the support of *job centers and resource rooms* include: funding, economies of scale, standardization (of facilities, services and tools), the leveraging of resources, a focus on labor exchange for a broad range of customers, and staff expertise. Small states and states with a single service delivery area noted these characteristics make the state role especially important.

“Two points: 1) The state is and should be involved in establishing standards for local one-stop career centers; and 2) Wagner-Peyser, along with WIA Adult funding, are the primary sources for funding the infrastructure and overhead costs to operate local one stop career centers.”

“...[C]entralized purchasing of equipment and resources for local office resource rooms provides economies of scale – thus reducing operational costs as opposed to having each local office purchase equipment and resources for themselves...centralized rent and utilities coordination reduces operational costs and is more efficient than having local offices fund utilities and/or negotiate rental fees on their own.”

“There is an important state-level role in developing and delivering these activities. This role ensures that these services are in fact provided and ensures the adequacy and uniformity of the services provided. Also ensured is equitable partner funding and support of the Job Center. This leveraging of resources at the state-level results in increased services capacity with which to serve customers.”

“State Role — [The Employment Department] maintains resource rooms in its state-wide network of field offices (W-P, UI, LVER/DVOP, and Trade programs) and in other Workforce Centers. This includes staffing, equipment, and funding. Typically 80% to 85% of resource room customers are W-P participants. State-level involvement – ensures emphasis on the needs of the general population of job seekers and necessary resources for the volume of all customers (W-P has much higher customer counts than all other programs) instead of focusing on the much smaller volume of customers in WIA and local area programs. It provides efficiency, economies of scale, standardization, and expertise of staff.”

“[Our state] assists workforce centers by allocating resources to providing staffing and equipment for resource rooms as well as funding for rent and utilities. These types of resources are vitally necessary to provide our clients with the assistance they need with locating employment or finding workers.”

“[Our state] does not have a significant role in determining resource room staffing levels, available equipment or resources, or rent and utility funding allocations. [The Department] does work with Boards to establish expectations and boundaries around standard service delivery, generally including resource rooms (e.g., you must provide claimants access to a fax machine for appeals purposes).”

“Virtual Desktop Infrastructure (VDI) has been implemented in all of our One-Stops. VDI will save the state time and money. Instead of a computer technician having to update each computer individually, when an update is needed it is rolled out to the entire state at one time. The virtual desktops in our One Stops have all of the icons needed for job seekers to access our most utilized applications with the click of an icon.”

“Each [state] Job Connect [center] has a fully equipped resource room for the use of job-seekers that is utilized to search for openings, develop resumes/cover letters, and conduct communication by email to potential employers. These facilities are funded (including rent and utilities) by W-P.”

“Due to a special ARRA public computer center (PCC) grant through the US Department of Commerce to modernize existing resource centers, [our Department] did not expend PY12 Wagner-Peyser funds that would have otherwise been required for this activity. However, the PCC grant ends in September 2013 and Wagner-Peyser funds will again be needed to maintain the significant technology investment that has been made over the past three years. This project has provided new computers, high speed Internet connections, wireless access, specialized software for resume preparation and keyboarding, Skype video conferencing capabilities and more. Weekly usage now hovers around 6,000 sessions per week in job center and partner locations statewide (public libraries, veterans’ centers, etc.). Because of the large investment required, the economies of scale achieved at the state level were much greater than what could have been negotiated at the local level. For example, software and hardware were purchased in volumes that could qualify for additional discounts or were purchased from pre-negotiated statewide contracts. Additionally, high-speed circuits were procured without costly build out fees due to the association with other state connectivity projects.”

“Proper facilities and up-to-date equipment with current technology are essential in providing useful services to jobseekers. State level or user input is also necessary for proper delivery of services. [our state] only has state-run [American Job Centers] AJC’s.”

“These represent some of the largest aspects of our W-P functionality in [our state]. We put significant resources into staffing Job Center/One Stop resource rooms, including having the right equipment to serve customers.”

