

*A History of the*  
NATIONAL ASSOCIATION OF  
**STATE WORKFORCE**  
**AGENCIES**



1936 - 2012

*from the*  
**New Deal**  
*to the*  
**Twenty-First**  
*Century*

DATE:

February 2012

ACKNOWLEDGEMENTS:

Richard Hobbie | NASWA Executive Director

Cheryl Atkinson | Former NASWA UI Director and  
Former USDOL UI Administrator, *Contributor*

Yvette Chocolaad | CESER Director, *Editor*

John Quichocho | Product Manager, *Designer*

Introduction.....	2
Beginnings.....	3
Federal Support for Organization .....	6
Early Achievements: Interstate Cooperation .....	8
Participation in Federal Legislative Processes.....	10
Controversy Regarding Department of Labor Support .....	12
Separation from Department of Labor.....	14
Evolution as a Non Profit Corporation.....	17
Service Growth and Contentious Issues in the 1980s .....	20
Expansion of Communications, Effectiveness, and Focus in the 1990s .....	23
A New Name and a New Century .....	25
Conclusion .....	27
NASWA Photo Highlights .....	28
Presidents of NASWA: 1937-2012.....	30

# Introduction

The National Association of State Workforce Agencies (NASWA) has a long and distinguished history. It was founded in the depths of the Great Depression in the early years of unemployment insurance and employment service programs. Both unemployment insurance and programs linking workers with jobs have evolved over their histories, and the national organization of state officials who administer those programs has evolved also. However, the role of the organization is little changed. Much as it did in the 1930s, NASWA provides a forum for states to exchange information and ideas about how to improve program operations, serves as liaison between state workforce agencies and federal government agencies, Congress, business, labor, and intergovernmental groups, and is the collective voice of state agencies on workforce policies and issues.

For most of its history, NASWA was known as the Interstate Conference of Employment Security Agencies (ICESA). The current name was adopted in 2000 to reflect more accurately the membership and interests of the organization. For consistency, “NASWA” is used throughout this paper. However, there are a few instances describing events that occurred before the name change where documents using “ICESA” are quoted.

2

1930



**MARCH 4, 1933**

**Frances Perkins** appointed as U.S. Secretary of Labor, becoming the first woman to hold a cabinet level office.

**THE GREAT DEPRESSION**

1929-1933

# Beginnings

The Social Security Act, signed into law August 14, 1935, prompted states to enact state unemployment compensation laws in order for their employers to obtain a 90% credit against the Federal Unemployment Tax. By December of 1935, seven states and the District of Columbia had enacted unemployment compensation laws. Representatives of four of those states (New Hampshire, Massachusetts, Connecticut, and New York) met in New York City on December 28, 1935, to discuss problems and issues connected with implementing these laws. The Chairman of the Social Security Board and other Board officials also participated in the meeting. Meeting participants agreed that another meeting should be arranged.

Six subsequent meetings were held between January 23, 1936, and March 19, 1937. As the number of states that had enacted unemployment compensation laws grew, so did attendance at the meetings. At these meetings, the state representatives were often outnumbered by representatives of the Social Security Board and other federal agencies including the Treasury Department, Bureau of Labor Statistics, Public Works Administration, and U.S. Employment Service.

At the meeting in July 1936, a Committee on Organization was formed to recommend a continuing structure for state and federal representatives to work on common issues related to administering state unemployment compensation laws.

1935

3

## JUNE 6, 1933

The **Wagner-Peyser Act of 1933** establishes the national employment system.

## AUGUST 14, 1935

President Franklin D. Roosevelt signs the **Social Security Act** which prompts states to adopt new unemployment compensation laws.



The Committee on Organization made its recommendations at the Seventh Interstate Conference of State Unemployment Compensation Administrators which was held March 17-19, 1937, in Washington, D.C. This meeting was attended by representatives of 39 states and the District of Columbia, along with 75 staff from the Social Security Board. The Committee on Organization's recommendations were adopted by the conference, including one that technical advisors selected by the federal agency be assigned to each standing committee. Following the meeting, at the request of the chairman, a staff member of the Social Security Board's Bureau of Unemployment Compensation was made available to serve as his executive assistant and to act as a liaison between the new Interstate Conference of Unemployment Compensation Agencies and the Social Security Board's Bureau of Unemployment Compensation.<sup>1</sup>

The first Annual Meeting of the Interstate Conference of Unemployment Compensation Agencies was held on October 23-25, 1937, in Washington, D.C. By that time all states had enacted unemployment compensation laws, and representatives of all states were present at the meeting. At the meeting, the organization adopted a "constitution" which included its organizational structure: a President and 13 Regional Vice-Presidents which made up the National Executive Committee, various committees appointed by the executive committee, and just one permanent committee—the Committee on Interstate Benefits.<sup>2</sup>

Following a federal government reorganization in 1939 which created the Federal Security Agency (FSA), the Interstate Conference of Unemployment Compensation Agencies changed its name to the

1 NASWA files, "Interstate Conference of Employment Security Agencies Historical Background," undated.

2 William Haber and Merrill G. Murray, *Unemployment Insurance in the American Economy*, (Homewood, Illinois: Richard D. Irwin, Inc.) 456-460.

#### MARCH 17-19, 1937

The **Seventh Interstate Conference of State Unemployment Compensation Administrators** adopts new federal/state structure for working on common issues on unemployment compensation laws.



Interstate Conference of Employment Security Agencies (ICESA), a name it kept for 61 years. Under this government reorganization, the Social Security Board (including its Bureau of Unemployment Compensation), which had been independent until that time, was moved into the new agency, FSA. The U.S. Employment Service (USES), which was part of the Department of Labor, was also moved to the FSA. At the FSA, a new Bureau of Employment Security was created under the Social Security Board to oversee both the unemployment insurance and employment service programs.

1940

5

**MAY 1938**

The first of many agreements between states is developed. The **Interstate Benefit Payment Plan** provides the operational framework for payment of Interstate Benefits.

**APRIL 1939**

The Interstate Conference of Unemployment Compensation changes its name to the **Interstate Conference of Employment Security Agencies (ICESA)**, which lasts for **61 years**.



**RECESSION**  
1937-1938

## Federal Support for Organization

The organization was begun in large part because states recognized not only that they could learn from each other in setting up new state administrative structures, but that they also needed to work collectively on certain interstate aspects of unemployment insurance. These interstate aspects included how to deal with unemployed workers who left the state where they had worked and were potentially eligible for benefits in order to find a new job in another state, and how to serve those who had worked in multiple states. In addition, state and federal officials saw themselves as partners in getting the new UI programs up and running and in solving the many and various problems and issues that arose. The federal government needed to communicate and negotiate with the states collectively about unemployment insurance (and later, employment service) matters, and a national organization of state agency officials provided federal officials with a useful way to do so.

The federal government's interest in maintaining the organization is demonstrated by its providing staff and other administrative support from 1937 until 1973. Beginning in 1937, a federal staff member was assigned to assist the President of the organization and to act as a liaison between the organization and the Federal Bureau of Unemployment Compensation. This position later was formalized as the "Executive Secretary" and was designated as such in the organization's "Constitution and Code." The Executive Secretary was a career federal employee who served as both an official of the organization, responsible to its President and leadership, and as a senior executive in the Federal Bureau, responsible to its Director. In addition, other staff were assigned to support the organization, and all their salaries, office facilities, and administrative support were provided by federal funds.

6

1940



JULY 21-27, 1940

NASWA Executive Directors, Employment Service Directors, and representatives of the Social Security Board meet in Washington, D.C.

NASWA's records include an agreement, undated but probably from the 1960s, which underscores the enduring interest of both federal and state partners in the organization. This agreement, between the Department of Labor's Manpower Administration (predecessor to the Employment and Training Administration) and NASWA, covers "The Authority, Duties and Responsibilities of the Conference Secretariat." The agreement includes: the number and type of staff assigned to the "ICESA Secretariat;" the pay level of the Executive Secretary, and the placement of the Secretariat within the Manpower Administration's structure. The duties and responsibilities of the Secretariat are outlined in detail. In general, the Secretariat served as a liaison between NASWA and the individual states and the Department of Labor. Its duties included: (1) providing state agencies with a summary of all proposed federal legislation and appropriations related to employment security programs; (2) facilitating the Department's consultation with the states on policy issues through NASWA workgroups; (3) interpreting federal policy and programs to the states and articulating the states' views to the Department; and (4) providing administrative support to NASWA's elected leadership and representing NASWA interagency and intergovernmental forums. The Executive Secretary was responsible to both the Manpower Administrator and the NASWA President and Executive Committee.

1945 | 7



**APRIL 20, 1942**

First appearance of NASWA's President and members of the Executive Committee before a **congressional appropriations panel**.

## Early Achievements: Interstate Cooperation

Soon after state unemployment compensation laws were enacted, it became apparent that there were difficult implementation problems related to workers who had worked in more than one state and those who moved to another state to find new work. In order to provide adequate protection for all covered workers, a series of agreements between states were developed. The *Interstate Benefit Payment Plan* was the first and is perhaps the most important of these agreements. It was effective in May 1938 and remains in effect today providing the operational framework for payment of Interstate Benefits. All state agencies signed the plan under which they agree to act as agents for each other and to use common procedures, forms, and rules developed by the NASWA Interstate Benefits Committee to serve unemployed workers who are no longer in the jurisdiction where they worked and are potentially eligible for UI benefits. Telephone and Internet claims filing have reduced the level of effort that states provide as agents for other states, but the necessity for interstate cooperation and coordination remains.

Another plan was developed to permit workers who had wages from work in more than one state to combine those wages if they had not earned enough to qualify for benefits in any single state. This “Arrangement for Combining Wages” was eventually replaced by federal law and regulations that specify how wages will be combined. Federal law now requires the Department of Labor to consult with the states regarding combined wage rules and recognizes NASWA as the representative of the states.

8

1945

**RECESSION**  
1945



**C. 1950**

Unemployed lined up  
outside a state agency.

**C. 1950**

State agency employees  
operating computing systems.

NASWA has developed other agreements related to administration of unemployment insurance in which states may choose to participate. Those with almost universal application are the *Agreement Between the Government of Canada and the Government of the United States of America* and the *Interstate Reciprocal Coverage Agreement*. The *Interstate Reciprocal Overpayment Recovery Arrangement*, effective January 1988, is a more recent interstate agreement. States participating in this agreement follow a standard approach to collect overpayments of unemployment benefits for each other.

1950

9



**C. 1950**

A state agency providing support to job seekers.

**RECESSION**

1949

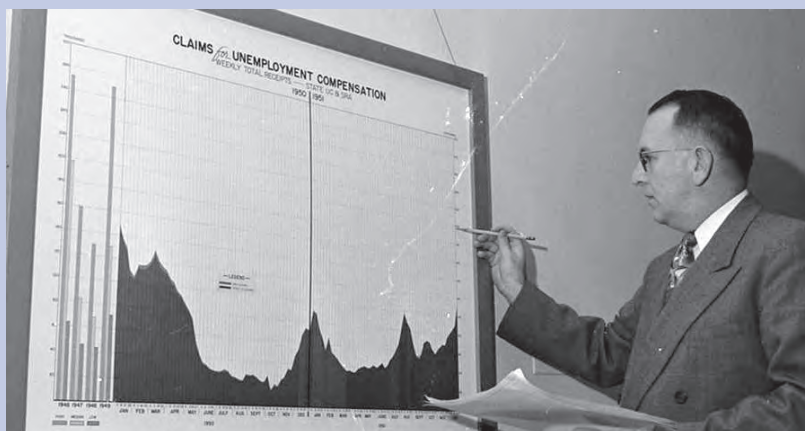
# Participation in Federal Legislative Processes

Early in its history, the organization began to represent the collective views of its members to congressional panels. NASWA officials appeared by invitation before a Senate Special Committee to Investigate Unemployment and Relief on February 25, 1939. The NASWA President was asked by the committee chair to make “any statement you desire...and express any opinion which you may have as to the desirability of having unemployment compensation payments and the Employment Service in the same office regardless of what department it is in. If you have any opinion as to what department it should be in, please express that opinion.” At this hearing, NASWA officials were asked many questions about the organization’s activities and financing, and its constitution (bylaws).

The first appearance before an appropriations panel was on April 20, 1942. At that hearing the President and several members of the Executive Committee addressed the Department of Labor and Federal Security appropriations that affected unemployment insurance and employment service operations. Again at this hearing, NASWA officials were asked many questions about the organization, its activities, and financing. At the conclusion of the hearing, a subcommittee member said, “...I am very much impressed with the probable value of the meetings, both of the conference and of the executive committee of the conference, and I think that the appearance of you gentlemen before the committee today has been of very great value...” At an earlier meeting of the same subcommittee, the Chairman of the Social Security Board was asked questions about the activities of NASWA and whether federal prohibitions on use of appropriated funds to influence congressional legislation or appropriations applied to the travel costs associated with NASWA officials’ participation

10

1950



**1950-1951**

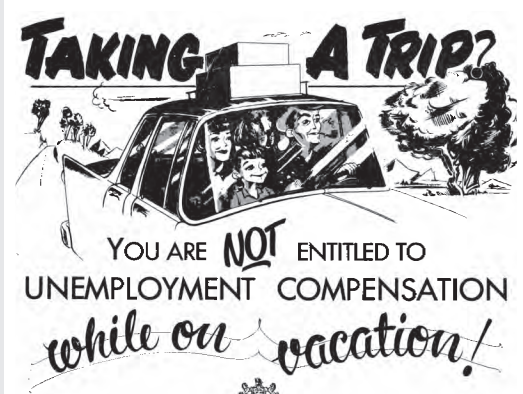
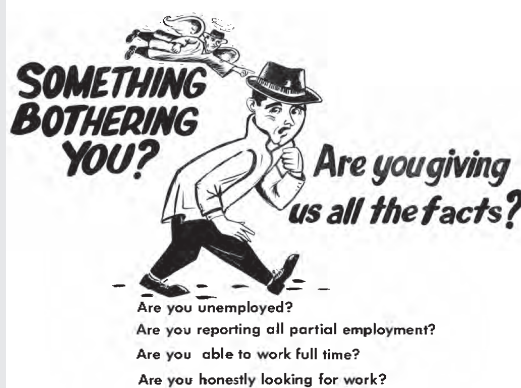
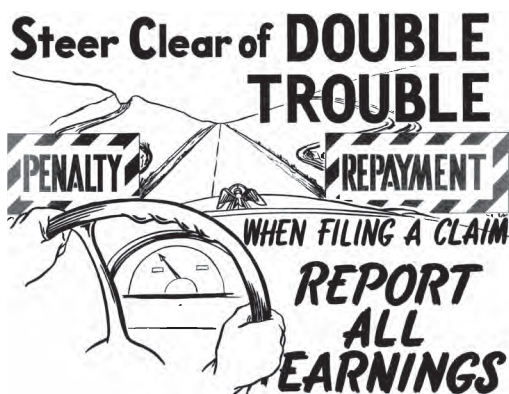
A chart showing the Weekly  
Unemployment Claims Report.

**RECESSION**  
1953

in congressional hearings. The Social Security Board chairman replied that the federal law provisions certainly applied to state grant funds. He added, however, "...but we have not considered—maybe we were wrong—that it contravened the provisions of that law if they appeared before a congressional committee to give their views on a matter of legislation which they considered affected their functioning if that presentation were made formally and to the committee that had the legislation under consideration."

After that initial appearance and discussion, representatives of NASWA appeared regularly before congressional committees considering appropriations and authorizing legislation for state unemployment insurance and employment service programs.

1960 11



C. 1950

Some examples of state unemployment insurance agency fraud prevention posters.

RECESSION  
1958

# Controversy Regarding Department of Labor Support

With the enactment of the Manpower Development and Training Act in 1962 and the Economic Opportunity Act in 1964, new federal programs were created to address persistent problems related to employment, education and training, housing and economic development. Funding and direction of these programs were mainly at the local level, and tensions began to develop between the state level UI and ES agencies and the local level agencies offering employment and training services. It is likely that NASWA and its individual members would have advocated that the state agency administering UI and ES was best positioned to administer a number of these programs and that the views of NASWA and its members regarding authority and funding for these programs would have conflicted with the views of associations that formed around these new programs.

In May 1972, four organizations (National Association for Community Development, Council for Community Action, National Association of Social Workers, and National Conference on Public Service Employment) filed suit in the U.S. District Court for the District of Columbia against the U.S. Department of Labor and NASWA alleging that the defendants were violating federal law prohibiting use of federal appropriated funds for lobbying (18 USC, Section 1913).

The Department of Labor and NASWA sought to have the suit dismissed on various technical grounds as well as asserting that the plaintiffs lacked standing to sue. The March 30, 1973 opinion denying the motion to dismiss the suit stated that the plaintiffs asserted direct injury because NASWA's alleged federally-financed lobbying activities:

12

1960

**MARCH 15, 1962**

The **Manpower Development and Training Act of 1962** authorizes a three-year program aimed at retraining workers displaced by new technology.



**RECESSION**  
1960-1961

**FEBRUARY 19, 1963**

The **Manpower Administration** is established under the U.S. Department of Labor; it is renamed in 1975 as the Employment and Training Administration (ETA).

**1962-1963**

Conference Officers elected in October at the annual meeting.

- Promoted legislation to concentrate federal manpower programs in the state employment security agencies, thereby reducing the financing authority and employment opportunities of plaintiffs' members;
- impeded the enactment of a permanent program of federally supported public service employment;
- promoted legislative positions that have the result of reducing the effectiveness of plaintiffs' members in meeting the needs of the poor; and
- generally competed unfairly with lobbying activities of the plaintiffs since defendant's lobbying activities draw resources from federal funds while plaintiffs must use their own finances to conduct their lobbying.<sup>3</sup>

While the opinion did not address the “veracity of these allegations,” it determined that the plaintiffs “reasonably allege actual and individualized injury” and therefore found they had standing to sue. This listing of the “injuries” claimed by the plaintiffs is the best evidence found of the reasons for the suit.

3 National Ass'n for Community Development v. Hodgson 356 F. Supp. 1399 (1973) Civ.A. No. 1059-72 United States District Court, District of Columbia. March 30, 1973.

1970

13

**AUGUST 20, 1964**

President Johnson signs the **Economic Opportunity Act of 1964** as part of his “War on Poverty,” establishing several programs such as Job Corps.



**RECESSION**  
1969-1970

## Separation from Department of Labor

Following the March 30, 1973 opinion which permitted the suit to go forward, the Department of Labor negotiated an agreement with the plaintiffs to dismiss the case on May 30, 1973. The agreement contained the following terms which were effective July 1, 1973:

- The U.S. Department of Labor will not assign employees to provide staff services for the Interstate Conference of Employment Security Agencies.
- The Department of Labor will not furnish office space, other facilities or directly provide funds for the operation of the Interstate Conference.
- The parties agree that it is the intent of the Department of Labor that this termination of support of the Interstate Conference will continue hereafter.<sup>4</sup>

Even before the dismissal agreement was reached, the Department of Labor and NASWA officials were discussing the future of the organization and how it might be financed. At its Winter Meeting in early 1973, NASWA's members instructed the President and members of the "Secretariat Committee" to meet with the new Assistant Secretary of Labor for Manpower to discuss "various alternatives and problems for financing the Conference and its Secretariat."

Department of Labor staff members who were assigned to support the organization worked with the Secretariat Committee to develop a budget, position descriptions, find office space, and make arrangements for transferring files and records and a myriad of other administrative details.

<sup>4</sup> Daniel H. Kruger, "Forward," NASWA files, undated.

14

1970

### OCTOBER 4-6, 1971

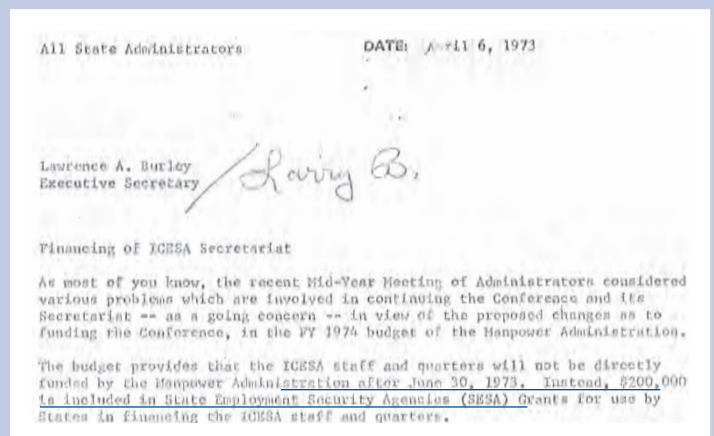
The **35th Annual Conference** was held in San Juan, Puerto Rico.



**RECESSION**  
1969-1970

### MAY 1972

A **lawsuit** filed against the U.S. Department of Labor and NASWA alleges the defendants are violating Federal law prohibiting use of federal appropriated funds for lobbying.




NASWA and Department of Labor staff estimated a \$200,000 annual cost for the organization to operate independently of the Department. The fiscal year 1974 appropriation for the Department of Labor’s Manpower Administration included the following language:

*“As the ICESA is an association of the State employment security agencies and engages in what may be described as “lobbying” activities both within the Executive Branch and with the Congress, these activities will not be funded through MA S&E. ICESA staff and quarters may be financed by each State as an allowable cost (voluntary dues): \$200,000 has been included in SESA Grants funding for this purpose in FY 1974.”*

This \$200,000 appropriation provided \$4,000 per state, which was the initial amount of membership dues per state agency.

The Secretariat Committee was chaired by William L. Heartwell, Jr. who headed the Virginia Employment Commission; probably for that reason and the proximity of Virginia to the District of Columbia, NASWA was incorporated on June 11, 1973, under the laws of the Commonwealth of Virginia. In the new corporate structure, the officers’ titles changed to President, President-elect, and Past President. The National Executive Committee became the Board of Directors.

The Department of Labor advised state agencies and its Regional Offices of the establishment of the new private, non-profit corporation to be “financed by voluntary State employment security agency membership fees.” The advisories noted the Bylaws provide that each member agency be assessed

			1975	15
			DECEMBER 28, 1973	
			The <b>Comprehensive Employment and Training Act (CETA)</b> reorganizes the Manpower Administration, consolidating several federal job training programs.	
			JUNE 11, 1973	
			NASWA was <b>incorporated</b> and established a new corporate structure which is still in use today.	
			RECESSION 1973-1975	

\$4,000 annually and that the Manpower Administration authorized the use of grant funds to pay these membership fees. Both advisories also noted that grant funds could not be used for membership in an organization that devoted a substantial part of its time to influencing legislation and that the articles of incorporation and bylaws ensured that NASWA would comply with this requirement.

By the fall of 1973, NASWA set up offices in the Munsey Building on Pennsylvania Avenue in Washington, D.C. A retired Department of Labor employee was hired as a temporary Executive Director while the Secretariat Committee began the search for permanent staff. By May 1974, an Executive Director, Associate Executive Director, Program Director, Executive Assistant and two support staff had been hired.<sup>5</sup>

---

5 Pierce A. Quinlan, Director, Office of Field Coordination, Manpower Administration, U.S. Department of Labor, General Administration Letter to State Employment Security Agencies, and TWX to Regional Manpower Administrators, June 13, 1973.

16

1975

NOVEMBER 12, 1975

U.S. Department of Labor renames the Manpower Administration to the **Employment and Training Administration (ETA)**.



*The Frances Perkins Building*  
U.S. Department of Labor  
Washington, D.C.

# Evolution as a Non Profit Corporation

The early years of NASWA as a private, non-profit corporation coincided with a time of substantial change in the world of workforce development and in the organizational structure of state governments.

Enactment of the Comprehensive Employment and Training Act (CETA) in 1973 consolidated a number of federal job training programs and provided block grant funds to states and localities. Some services provided under CETA, such as job development and placement activities, were also delivered by the employment service (ES), and states varied in how the state ES coordinated its services with those provided under CETA. In some areas, ES provided CETA services such as eligibility certification, training allowance payments, and job development and placement under contracts with CETA prime sponsors. In other areas, ES and CETA roles overlapped and disputes developed. The need to better coordinate the roles of CETA prime sponsors and ES was recognized when reauthorization of CETA was debated in 1978.<sup>6</sup> These differences among states in the relationship of ES and CETA programs made it difficult for NASWA's members to reach consensus about policies regarding CETA and ES.

About this time there was also a substantial turnover in the leadership of NASWA's member agencies. In some states, the agency head was responsible to a commission representing (generally) business, labor, and the public interest. In others, the agency head was appointed by the governor; however, in both cases, state agency administrators tended to transition often from one gubernatorial term to the next, and the tenure of state agency heads tended to be lengthy. By the early 1970s, many of

<sup>6</sup> Congressional Budget Office, "CETA Reauthorization Issues," August 1978.

1980 17

## APRIL 1978

NASWA moves to **the Hall of the States** at the recommendation of the National Governors' Association (NGA).

*The Hall of the States*  
NASWA Offices, Suite 142  
Washington, D.C.



these long-tenured administrators were retiring. In addition, until the 1970s, most states had an “employment security” agency that was responsible for unemployment insurance and employment services. In the 1970s, states began to consolidate various agencies and commissions into larger organizations with related missions, e.g., departments of labor and/or human resources. The heads of these new agencies tended to be closely allied with the governor who appointed them, and they rarely transitioned from one administration to another. As a result, the tenure of state administrators tended to be shorter and new administrators who had responsibility for a wide range of programs often lacked experience in UI and ES.

Also in the mid 1970s, the National Governors’ Association (NGA) grew concerned that various associations representing state government officials were not always coordinating their policy positions with the governors. In order to improve policy coordination, consistency, and working relationships, NGA encouraged associations of state government officials to locate their offices in the new Hall of the States building at 444 North Capitol Street, Washington, D.C.

In 1976, the NGA chairman suggested to NASWA’s president that a move to the Hall of the States would be desirable. Discussions regarding the proposed move were held with other governors and NGA staff. One consideration was the higher rental cost at the Hall of the States. Illustrating how close the organization remained to the Department of Labor, the NASWA Board of Directors asked the Department’s approval to increase membership dues from \$4,000 to \$6,000 per year to accommodate the higher space rental costs. The Assistant Secretary of Labor responded positively and also stated that NASWA need not seek the Department’s approval of any future dues increase.

18

1980

1980s

NASWA begins a **daily legislative “hotline”** - a recorded message giving the status of legislation related to members’ programs. Before e-mail this was a very popular service. At the time, only six staff members were supporting the Association.



RECESSION  
1980

RECESSION  
1981-1982

Member agency administrators must have felt considerable pressure to relocate, and the NASWA Board of Directors approved the move in February 1977. The relocation took place in April 1978.<sup>7</sup>

From its separation from the Department of Labor in 1973 through the early 1980s, NASWA has affirmed its history as an organization adaptable to changing political and budgetary realities, and has found its niche. As the organization became more independent of the Department of Labor, it established closer ties with NGA and other state government organizations, quickly oriented new state administrators to its role, and established a reputation for providing congressional committees with reliable information.

---


<sup>7</sup> ICESA, Inc., “The Interstate Conference—An Organization of Employment Security Administrators,” November 1979.

1985 19

OCTOBER 13, 1982

The **Job Training Partnership Act of 1982 (JTPA)** is signed by President Reagan replacing CETA and authorizing appropriations for several programs, including adult and youth programs, federally administered programs, summer youth employment and training programs, and employment and training assistance for dislocated workers.

**POLICY POSITIONS OF ICESA**



**Job Training Partnership Act**

**BACKGROUND**

The Job Training Partnership Act (JTPA), enacted in 1982, is primarily focused on strengthening the private/public partnership to assist those with barriers to employment.

JTPA joined the Wagner-Peyser and unemployment insurance programs as major building blocks in the national commitment to economic success for the U.S. labor force. JTPA is one of the largest instruments of federal policy designed to help disadvantaged and dislocated workers prepare for and obtain jobs.

About two-thirds of the state employment security agencies now manage all or some portion of the JTPA programs in their states. ICESA recognizes that the programs managed by the state agencies are inter-related.

**POLICY**

Recognizing the need for a flexible means of responding quickly and appropriately to continuing national and international changes impacting the labor market, the state employment security agencies, through ICESA, urge each state to adopt workforce development policy and procedures that will:

- Give our customers easy access to training and retraining services, job placement, and unemployment insurance support during periods of job search;
- Provide a quick and convenient response to customers who need any type of employment or training assistance;

# Service Growth and Contentious Issues in the 1980s

Following the election of President Reagan in 1980, relations between NASWA and the Department of Labor grew more distant. The Department ceased its traditional sponsorship of national meetings for state unemployment insurance and employment service directors and, for a number of years, generally reduced its consultation with state officials about program matters. As a result, NASWA's role and services grew as did its value to state agencies. NASWA's advocacy role grew more critical as the states felt less partnership with the Department of Labor, and state agencies started looking to NASWA rather than the Department for timely legislative information and sponsorship of information-sharing forums. A few examples are discussed briefly below.

After the Department of Labor failed to hold national meetings for state UI and ES directors for several years, NASWA took over that role in the mid 1980s. The meetings were (and continue to be) hosted by different state agencies each year with NASWA committees developing agenda topics and NASWA staff coordinating speakers and agenda development.

During the early 1980s, newly-hired NASWA staff developed relationships with staff of congressional committees and were often called upon for information about how programs functioned and the impact of proposed legislation. Having established credibility with these staff members, NASWA was in a position to advocate the state point of view on legislative matters and ensure that it was heard. These relationships also made it possible for staff to have the latest information about pending legislation. In the 1980s, NASWA began a daily legislative "hotline"—a recorded message giving the status of

20

1985

## SEPTEMBER 1986

The International Association of Personnel in Employment Security (IAPES) highlights NASWA's **50th Anniversary** in their monthly newsletter. NASWA's annual conference was held in Kiamesha Lake, New York.



Photo submitted by Michael R. Stone

legislation related to members' programs. In the days before electronic communications, this was a valuable and popular service.

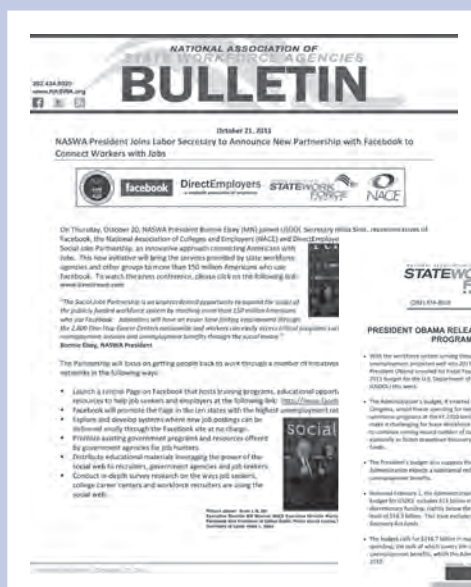
The following example illustrates states' growing reliance on NASWA legislative information. During the recessions of the early 1980s, there was a series of federal extensions of unemployment benefits. The Department of Labor, due to its internal clearance requirements, was slow to get information to states about the structure of these extensions. NASWA could be quicker in getting information to states, and states soon had sufficient confidence in the information they received from NASWA to make changes to their automated systems based on NASWA information in advance of official directives from the Department of Labor.

There were also a number of legislative issues during the 1980s where states had competing interests; on these issues, NASWA's members could find policy consensus only at the highest level, if at all. Examples include interest charges and repayment /forgiveness of federal loans to state unemployment trust funds, and amendments to Wagner-Peyser made by the Job Training Partnership Act (JTPA) in 1982, which replaced the Comprehensive Employment and Training Act (CETA). These amendments included a "needs based" statutory formula for allocation of Wagner-Peyser funds to states that replaced an administrative allocation formula based in large part on job placement performance. On these issues, NASWA staff had to be very careful to keep members informed about various proposals and their potential impact, and to ensure that any expression of the organization's views reflected only the policies that had been adopted by the membership.

1990 21

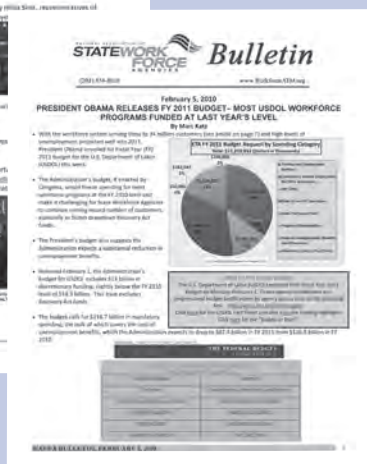
JULY 23, 1987

The **Interstate Reciprocal Overpayment Recovery Arrangement (IRORA)** is developed by NASWA's Interstate Benefits Committee and signed by 33 states, enabling participating states to act as agents for each other in a reciprocal arrangement for recovery of overpayments of benefits.



1990

NASWA begins to publish a **Weekly Bulletin** via fax. Today the Bulletin is distributed via e-mail and NASWA's website.



There were also issues about which states had opposing views. The most prominent of these was “devolution.” Due to discontent with appropriations for program operations, some states advocated that administrative funding for programs financed from Federal Unemployment Tax revenues be devolved to the state level. Other states believed strongly that devolution was not the solution to administrative funding problems. There were numerous and varied devolution proposals, including one advocated by Reagan Administration officials. Some of the proposals would have created financial “winners and losers” which added to the diversity of opinion. Individual NASWA members advocated devolution to their congressional delegations, and several of these proposals were introduced in Congress as proposed legislation. These proposals created contentious debate among NASWA members for a number of years, and although many attempts at compromise were made, no consensus was ever achieved.

22

1990



1990

NASWA initiates a **Congressional Award, “A Tradition of Service,”** recognizing members of Congress who have shown exceptional interest and support for Employment Security programs.

**RECESSION**

1990-1991



AUGUST 1994

The **Center for Employment Security Education and Research (CESER)**, a 501(c)(3) non-profit entity, is incorporated as an arm of NASWA. **Emily DeRocco**, former NASWA Executive Director, created CESER to support NASWA and its partners by serving as an incubator for research, analysis, training and technology.



*Photo submitted by Michael R. Stone*

## Expansion of Communications, Effectiveness, and Focus in the 1990s

NASWA took advantage of new communication technologies in the 1990s to make services to its members more relevant and timely. The weekly “Bulletin,” which includes legislative and other information pertinent to NASWA members, was begun in 1990, and in its early years it was faxed to state agencies each Friday afternoon. As the availability of electronic communications became more widespread, the Bulletin was sent to states by email, and a website was developed to provide on-line access to a wide array of materials and links to information held on related websites.

Early in the 1990s, NASWA faced a test of its ability to articulate an effective message to Capitol Hill. Before that time, the Executive Branch had always requested supplemental funds when unemployment claims exceeded the level for which appropriations had been made. The Administration failed to do so when claims shot up very quickly early in the 1990-1991 recession. NASWA staff provided states with information to use in their outreach to Congress and generally organized state efforts. The success of that effort, a \$99.6 million supplemental appropriation to cover processing unemployment claims above the level for which states had been funded, got badly needed resources to states and also bolstered the organization’s confidence in its ability to make a positive difference for its members and those they serve.

In 1994, NASWA created a sister organization, the Center for Employment Security Education and Research (CESER), to serve as its research arm. CESER was (and continues to be) uniquely positioned

2000 23

### AUGUST 7, 1998

The **Workforce Investment Act of 1998 (WIA)** is signed by President Clinton, replacing JTPA. The WIA establishes a comprehensive state and local workforce investment system that strives to increase the employment, retention, and earnings of workers, and increases occupational skills attainment.

***The Workforce Investment Act** “streamlines and consolidates a tangle of training programs into a single, common sense system and expands our successful model of one-stop career centers so people don’t have to trot around to one -- different agency after another... [it] enhances accountability for tough performance standards for states and communities and training providers, even as it gives more flexibility to the states to develop innovative ways to serve our working people better.”*

- President Clinton

to provide high quality research, analysis, and technical products that serve, promote, and strengthen state workforce development activities. Prior to creation of CESER, NASWA had been reluctant to accept grants or contracts from the Department of Labor due to concern that its independence might be compromised. With the creation of CESER, a separate corporation controlled by the NASWA Board of Directors, NASWA is able to both provide valuable products to its members through projects funded by the Department of Labor or others, and to minimize increases in membership dues through CESER's contributions to operating costs.

During the 1990s the trend toward organizational consolidation of job training and employment services at the state level continued. Enactment of the Workforce Investment Act (WIA) in 1998 as the successor to JTPA codified this trend by requiring the employment service to be a full partner in each state's one-stop delivery system. As a result, most of NASWA's members had a high level of interest in job training programs, and the organization's focus expanded to include policy and operational issues related to job training.

24

2000

SEPTEMBER 2000

At an annual conference, state members vote to change the association name from ICESA to the **National Association of State Workforce Agencies (NASWA)**.



RECESSION  
2001

## A New Name and a New Century

At its annual conference in 2000, the “Interstate Conference of Employment Security Agencies” changed its name to the “National Association of State Workforce Agencies.” The new name certainly reflects the interests and responsibilities of the organization’s members more accurately and was a fitting way for the organization to look to the future as a new century began.

Since 2000, NASWA has brought additional value to its members with exciting new partnerships and initiatives including: Job Central National Labor Exchange (NLX); Information Technology Support Center (ITSC); and State Information Data Exchange System (SIDES). In addition, CESER, created in 1994, successfully engaged in a wide array of research and technical assistance projects into the second decade of the new century.

**Job Central National Labor Exchange.** The partnership between NASWA and DirectEmployers Association for NLX began in March 2007 and was renewed in 2010 to extend through 2017. Following the end of Department of Labor support for “America’s Job Bank,” states needed a way to provide job seekers with free access to job listings available from verified employers nationwide, and employers needed a way to comply with certain federal contractor hiring requirements and the Jobs for Veterans Act, and to get nationwide exposure for their jobs. NLX electronically gathers currently available job openings from over 6,000 large verified employers and provides them to participating state workforce agency job banks/websites. This unique public-private venture is overseen by the NLX Operations Committee, made up of state and employer representatives.

2005

25



2003

NASWA President Catherine Leapheart (MO) presents the **2003 President’s Award** to NASWA Staff members.

**UI SIDES**  
State Information  
Data Exchange System

2005

Six states create a consortium to develop the **State Information Data Exchange System (SIDES)** with the support of NASWA and USDOL.

**Information Technology Support Center.** The Information Technology Support Center (ITSC) was created in 1994 by the Department of Labor in partnership with the Maryland Department of Labor, Licensing and Regulation to support state unemployment insurance information technology initiatives. The Department of Labor supports the ITSC through grants to the Maryland agency. In 2009, the contract for operating the center was moved to NASWA/CESER in order to take advantage of NASWA's unique relationship with state workforce agencies and its ability to readily access the expertise needed for a variety of technology related projects. Under CESER, the number and range of projects have grown substantially as economic dislocation and high unemployment, combined with aging infrastructure and declining budgets, have created new challenges for governmental workforce development programs.

**State Information Data Exchange System.** In 2005, six states received funds from the Department of Labor to develop jointly a means of exchanging information electronically with employers. These six states asked NASWA to provide financial coordination and contractor oversight for development of what has become the State Information Data Exchange System (SIDES). Since then, the number of states participating has grown to 42, and NASWA's role has grown to include staff support and operational oversight of the system through the SIDES Executive Committee and Operations Committee. SIDES' success demonstrates how NASWA's unique relationship with state workforce agencies can facilitate the efforts of state consortia.

26

2005

#### MARCH 2007

NASWA partners with DirectEmployers Association to create the **National Labor Exchange (NLX)**. This partnership was renewed in 2010 to extend through 2017.



#### SEPTEMBER 2009

The **Information Technology Support Center (ITSC)** established by USDOL in 1994 formally moves under NASWA's research arm CESER to strengthen its mission in serving the states unemployment insurance agencies.

## Conclusion

As NASWA begins its 75th year, its members should be proud of its history, continuity, growth, and adaptability.

- It has always been a place where states could share ideas and work together on solutions to common problems—from creating the system of interstate benefits in the 1930s to creating a system for electronic communications with employers today.
- It also has continually provided a forum for state workforce agencies to communicate collectively with the federal government, business, labor, and other associations. NASWA’s relationship with the Department of Labor has evolved from total integration in the early years to independence with strong collaboration today. Communications with Congress and other organizations interested in workforce programs has remained strong over the years.
- Perhaps most importantly, throughout its history NASWA has been and continues to be a strong advocate for states’ interests in the workforce system. This has been reinforced in recent years by closer relationships with various intergovernmental organizations, such as the National Governors Association, National Council of State Legislatures, National Association of Workforce Boards, Conference of Mayors, League of Cities, and National Association of Counties.

2012 | 27

## MAY 2010

NASWA joins Twitter and Facebook to improve outreach and communication using social media tools. **Below:** Common twitter hashtags/topics used by [\*\*@NASWAorg\*\*](https://www.naswa.org).



# THE GREAT RECESSION

## 2007-2009

**SEPTEMBER 2011**

At the height of the Great Recession, NASWA celebrated its **75th Anniversary** as an association which has continuously grown and adapted to serve American workers.





*Administrators attending Board of Directors meeting before the annual conference in San Juan, Puerto Rico.*

*Panelists discussing "Outlook of the Workforce Investment Act," L-R: NASWA President Bonnie Elsey (MN), USDOL UI Administrator Gay Gilbert, USDOL Deputy Assistant Secretary of VETS Junior Ortiz, Secretary Joanne Goldstein (MA), and Commissioner Harold Wirths (NJ).*



### *Salute to the Leadership Awards*

**LEFT:** Commissioner Mark Butler (GA) receiving the William J. Harris Award in recognition for work done in the field of equal opportunity (EO).

**RIGHT:** NASWA Deputy Executive Director Bob Simoneau accepts the Mark Sanders Award for exceptional service for disabled veterans on behalf of the Fairmont One-Stop Workforce West Virginia and Christopher George, DVOP specialist.



*Opening of NASWA's 75<sup>th</sup> Annual Conference, San Juan, Puerto Rico. Puerto Rico Governor Luis Fortuno (center) along with NASWA President Bonnie Elsey (MN) and Puerto Rico Secretary of Labor Miguel Romero welcome participants.*

# 75<sup>th</sup> Anniversary

1937 - 2012



Winter Policy Forum 2011 panel on State/Federal Workforce System Issues: The Reemployment Challenge. **L-R:** NASWA President-Elect Bonnie Eley (MN), USDOL Workforce Investment Administrator Grace Kilbane, USDOL Unemployment Insurance Administrator Gay Gilbert, and NASWA Secretary Roger Madsen (ID).



Utah Executive Director Kristen Cox (right) meets with Subcommittee Chairwoman Virginia Foxx (R-NC) following a hearing on "Modernizing the Workforce Investment Act: Developing an Effective Job Training System for Workers and Employers" before the Committee on Education and Workforce Subcommittee on Higher Education and Workforce Training.

## *"Strengthening the workforce system through information exchange, liaison and advocacy."*

**L-R:** DirectEmployers Association Executive Director Bill Warren and NASWA Executive Director Richard Hobbie signing a statement of support with the Employer Support of the Guard and Reserve (ESGR).



**L-R:** USDOL Employment and Training (ETA) Assistant Secretary Jane Oates, LMI Committee Chairwoman Maren Daley (ND), Vice-Chairman Guy Bell (AK), NASWA LMI Director Don Webbey, and NASWA Congressional Affairs Director Marc Katz meet after a Labor Market Information (LMI) Committee meeting in Washington, D.C.

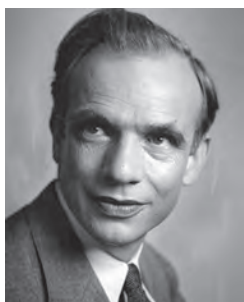


75 years of  
**State  
Leadership**

30

1937 - 2012

**PRESIDENTS**  
*of the*  
**NATIONAL ASSOCIATION OF**  
**STATE WORKFORCE**  
**AGENCIES**



## 1930 - 1940

31

1937-1938  
**T.M. Dunne**  
Oregon

1938-1939  
**R.R. Adams**  
Utah

1939-1940  
**J.S. Stump**  
West Virginia

1940-1941  
**C.A. Somerville**  
Maine

1941-1942  
**W.O. Hake**  
Tennessee

1942-1943  
**P.A. Raushenbush**  
Wisconsin

1943-1944  
**C.A. Williams**  
Texas

1944-1945 | 1963-1964  
**S.C. Cromwell**  
Maryland

1945-1946  
**J.J. Graham**  
Connecticut

1946-1947  
**S. Rector**  
Wisconsin

1947-1948  
**V. Christgau**  
Minnesota

1948-1949  
**M.O. Loysen**  
New York



## 1940 - 1960

1949-1950  
**B.E. Teets**  
Colorado

1950-1951  
**J.Q. Rhodes, Jr.**  
Virginia

1951-1952  
**M. Williamson**  
Georgia

1952-1953  
**H.F. Garrett**  
Idaho

1953-1954 | 1962-1963  
**H.E. Kendall**  
North Carolina

1954-1955  
**A. Williamson**  
South Dakota

1955-1956  
**C.S. Davis**  
West Virginia

1956-1957  
**S.C. Bernstein**  
Illinois

1957-1958  
**W.U. Norwood, Jr.**  
Florida

1958-1959  
**J. Morrison**  
Kansas

1959-1960 | 1961-1962  
**C.P. Harding**  
Utah

1960-1961  
**R.L. Coffman**  
Texas



## 1960 - 1970

33

1964-1966  
**J.E. Hill**  
Virginia

1966-1967  
**L.F. Nicolini**  
Indiana

1967-1968  
**J.B. Brown**  
Pennsylvania

1968-1969  
**W.P. Dudley**  
Ohio

1969-1970  
**G.J. Vavoulis**  
Minnesota

1970-1971  
**W.L. Heartwell**  
Virginia

1971-1972  
**S. Hackel**  
Vermont

1972-1973  
**C. Bassett**  
West Virginia

1973-1974  
**H. Rothell**  
Texas

1974-1975  
**F.J. Walsh**  
Wisconsin

1975-1976  
**R. Morgan**  
Oregon

1976-1977  
**J.D. Croiser**  
Massachusetts



## 1970 - 1990

1977-1978  
**M. Emmrich**  
North Carolina

1978  
**G.W. Nichols**  
Idaho

1979-1980  
**S.M. Taylor**  
Michigan

1980-1981  
**T.C. Kaldahl**  
North Dakota

1981-1982  
**R.E. David**  
South Carolina

1982-1983  
**A.B. Gardner**  
Utah

1983-1984  
**J.A. Canfield**  
West Virginia

1984-1985  
**S.B. McDonald**  
Idaho

1985-1986  
**M. Sanders**  
California

1987-1988  
**I. Turner**  
Washington

1988-1989  
**D. Freeman**  
Iowa

1989-1990  
**M.V. Deisz**  
North Dakota



## 1990 - 2000

35

1991-1992  
**W.D. Grossenbacher**  
Texas

1992-1993  
**W.D. Gaddy**  
Arkansas

1993-1994  
**A.N. Richardson**  
West Virginia

1994-1995  
**C.P. Eisenhauer**  
Iowa

1995-1996  
**N. Nordberg**  
Massachusetts

1996-1997  
**D.R. Bowland**  
Ohio

1997-1998  
**W.L. Franklin**  
Kansas

1998-1999  
**J. Weisenburger**  
New Hampshire

1999-2000  
**R.C. Gross**  
Utah

2000-2001 | 2004-2005  
**F. Lecuona**  
Nebraska

2001-2002  
**J. Brock**  
Oklahoma

2002-2004  
**C. Leapheart**  
Missouri



## 2000 - 2012

2005-2006  
**J. Hammill**  
New Jersey

2006-2007  
**R. Halley**  
South Carolina

2007-2008  
**T. Whitaker**  
North Carolina

2008-2009  
**L.E. Temple**  
Texas

2009-2010  
**K.T. Lee**  
Washington

2010  
**R.L. Webb**  
Arizona

2010-2012  
**B. Elsey**  
Minnesota



Martina (Marti) Pass is **NASWA's longest tenured employee**. Marti joined the staff in 1982 when NASWA was "ICESA," having heard about the position while visiting a Washington, D.C. unemployment insurance office. A claims taker in the office asked if anyone could type. "My hand immediately went up—and here I am," remembers Marti. Of course, as technology has changed, her main responsibilities now involve database entry and preparing packets for meetings and conferences more than typing. Marti gets satisfaction from making a difference in peoples' lives and her work at NASWA. As she puts it, "My history of employment has always been to work with an organization that focuses on issues affecting real people."



**NATIONAL ASSOCIATION OF STATE WORKFORCE AGENCIES**

444 North Capitol Street, N.W. | Suite 142 | Washington, D.C. 20001

P 202.434.8020 | F 202.434.8033 | [www.NASWA.org](http://www.NASWA.org)

Find NASWA on...

