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## OFFICE OF WORKFORCE SECURITY RESEARCH AND DEVELOPMENT PROJECTS

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## OFFICE OF WORKFORCE SECURITY TECHNICAL ASSISTANCE PROJECTS

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## OFFICE OF WORKFORCE SECURITY DEMONSTRATION PROJECTS

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An Analysis of Unemployment Insurance Durations Since the 1990-92 Recession

Purpose: This research effort reviewed and analyzed the high Unemployment Insurance (UI) durations since the last recession.

Beginning Date: July 1, 1998

Ending Date: March 31, 1999

Contractor: Mathematica Policy Research, Inc.

Project Monitor: Esther Johnson, OWS


Funding Source: Research and Evaluation

Findings: Increased average UI durations are a concern for two reasons. This increase may reflect the difficulties obtaining new jobs that certain types of unemployed workers are facing in this “full employment” economy, and, increased average UI duration may imply increased aggregate benefit payments thus raising concern about the adequacy of States’ trust fund balances. Further research on this topic needs to be conducted.

/ Average UI durations have increased 1.1 to 1.4 weeks over what would be expected at this stage of the business cycle.
/ The increase in average UI duration appears to be directly related to the increase in average unemployment duration.
/ There has been an increase in the fraction of claimants in demographic groups who are likely to experience long unemployment spells (i.e. older workers, females, African Americans).
/ The decline in manufacturing employment (employment usually associated with short duration) has played a role in increasing average UI duration.
Study Title: Benefit - Cost Analysis of The Self-Employment Assistance (SEA) Program

Purpose: The study is assessing the longer term impacts of providing this type of reemployment service on administrative concerns and of programmatic outcomes. Using comparative groups of participants and non-participants selected from three (3) States, the research team will perform a benefit-cost analysis of SEA, as well as a comparative analysis of service provision and program management among all States that have enacted and administered SEA programs. State UI claims data, site visits, and a participant survey will comprise the analysis database. The results of study will be disseminated to state reemployment service providers currently exploring possible implementation of an SEA program, or seeking to refine current service delivery and improve outcomes.

Beginning Date: July 1999

Ending Date: January 2001

Contractor: DTI Associates, Inc.

Project Monitor: Wayne Gordon

Status: Revised design methodology due end of February 2000.

Funding source: EDWAA Demonstration, Research and Evaluation
Study Title: Emergency Unemployment Compensation Act Study

Purpose: The specific areas of concern in this project were: the labor market experience of unemployment insurance claimants; the effect of EUC on the economy and UI State trust funds; and the overall effectiveness of extended recessionary benefits.

Beginning Date: September 30, 1994

Ending Date: January 31, 1998

Contractor: Mathematica Policy Research, Inc.

Project Monitor: Robert Pavosevich, OWS


Funding Source: Pilots and Demonstrations

Findings:

/ The extended benefits (EB) component of the EUC program performed an important countercyclical role during the recession of the early 1990s.

/ Numerous administrative complexities arise from the multi-phase structure of the EUC program.

/ The EUC program kept many families from falling below the poverty line.

/ Workers experienced considerable difficulty finding reemployment during the EUC period.

/ Females made up a greater percentage of EUC recipients than previous programs and claimants were less likely to be from manufacturing industries.

/ The size and scope of the EUC program significantly exceeded what would have been provided under the regular EB program.

/ Without significant changes to the EB triggers, future emergency programs will have to function as both second-tier and third-tier programs.

/ Implementation of EUC-type programs should be streamlined.

/ Recipients’ experiences suggest the need for enhanced reemployment services.

/ The optional claims component of EUC should be dropped from future EB programs.
Study Title: Employer Response to the Unemployment Insurance Payroll Tax

Purpose: The purpose of this project is to further research into the response of firms to the Unemployment Insurance (UI) system. The project has two main objectives: 1) to build a large longitudinal database containing information on individual firms and workers in those firms, and 2) to use the database to answer a number of key programmatic and economic questions concerning the effects of UI taxes on firm behavior. It is expected that building a longitudinal database will allow for a more detailed and accurate analysis than has previously been attempted in this area. Furthermore, construction of this unique database will not only assist in addressing current questions on firm behavior but will also be available as an important tool for further research.

Beginning Date: September 29, 1995

Ending Date: March 31, 2000

Contractor: Westat, Inc.

UI Project Monitor: Mike Miller, OWS

Status: A second draft of the final report has been submitted and is being reviewed. The final report is expected to be completed in March 2000.

Funding Source: UI National Activities
Study Title: **Employers’ Use and Assessment of the Work Opportunity Tax Credit and Welfare to Work Tax Credit**

Purpose: This study will examine employers’ use and assessment of the Work Opportunity Tax Credit (WOTC) and the Welfare-to-Work Tax Credit programs. The study will also ask the employers in depth about the case histories of recent WOTC/Welfare-to-Work hires to gain perspective on experiences within their firms. WOTC, which began in October 1996, provides firms hiring individuals who are certified as member of designated target groups a one-time tax credit of up to $2,400 for each individual hired who remains employed at least 400 hours. A lesser tax credit applies if the individual leaves after fewer than 400 hours. The Welfare-to-Work credit provides employers hiring long-term welfare recipients a tax credit of as much as $8,500 per new hire.

Beginning Date: June 26, 1998

Ending Date: September 30, 2000

Contractor: Westat

Project Monitor: William Goodwin, OWS

Status: Clearance of the data collection instrument is being sought from OMB. The instrument is being pretested with two Maryland employers, one that employs a consultant to process their tax credit and one that does not.

Funding: ES National Activities
Study Title: Evaluation of the Impact of Telephone Remote Claims Filing

Purpose: The study examines a broad range of impacts about the effects of the conversion to remote claims filing. First, it provides information on a range of impacts on the volume of claims and payments in seven states that have completed implementation of TIC filing, as well as on how these impacts might change over time. It also discusses potential impacts on the Unemployment Insurance trust fund. Second, it examines the effects of the switch on the composition and satisfaction levels of claimants and whether some groups of claimants face considerable barriers to filing by telephone. Third, it investigates the impact of TIC filing on program operations, including staffing patterns, linkages with Job Services (JS), and administrative costs. The study also discusses the states’ plans to use the Internet as another method by which claimants may file for benefits.

Beginning Date: August 1998

Ending Date: March 2000

Contractor: National UI Information Technology Support Center with Mathematica Policy Research Inc.

Project Monitor: Anissa Holm, OWS

Status: A draft final report was submitted in January 2000 and has been reviewed.

Funding Source: UI National Activities
Study Title:  Evaluation of the Implementation of the Workforce Investment Act (WIA) of 1998

Purpose:  The purpose of this study is to evaluate the implementation of the WIA. Study components include site visits to sample State and local workforce areas, and analysis of data bases containing ongoing implementation information from all the States.

Beginning Date:  June 29, 1999

Ending Date:  December 31, 2001


Project Manager:  Tom NaSell, OPR

Status:  Produced a evaluation design report. Conducted a pilot site visit to Pennsylvania and will visit 5 other early implementation states in spring 2000. Participated in the development of the “Workforce System Information and Evaluation” protocol which ETA Regions are using to collect WIA implementation data on all states.

Funding Source: Research and Evaluation, EDWAA Technical Assistance and Training, School to Work.
Study Title: Evaluation of Labor Exchange Services in a One-Stop Environment

Purpose: The purpose of this study is to evaluate the effectiveness and efficiency of Wagner-Peyser Act labor exchange services. The goals are: (1) to understand the ways Americans search for jobs; (2) to understand the ways employers find workers; (3) to assess the effectiveness of Wagner-Peyser Act services in reducing job seekers’ duration of unemployment and reducing employers’ hiring time; (4) to assess the effectiveness of various methods of delivering Wagner-Peyser Act services; and (5) to understand who uses America’s Job Bank.

The research design includes a literature review of employer and job seeker search methods, process analyses of America’s Job Bank, and benefit-cost analyses and process analyses in six states. The six sample states for this evaluation are Colorado, Massachusetts, Michigan, North Carolina, Oregon, and Washington. The data sources include UI wage records, work registrations, a random assignment experiment, quasi-experiments, job-seeker surveys, and employer surveys.

Beginning Date: July 1, 1998

Ending Date: Spring 2001

Contractor: Westat, Inc.

Project Monitor: Richard Muller, OPR

Status: The research design has been approved by ETA. Westat has visited five of the study States to secure the States’ participation in the evaluation and to gather information for the process analyses. Data collection for the benefit-cost analyses is well underway in Washington and Oregon. Acquisition of administrative data is progressing in North Carolina and Colorado.

Funding Source: ES National Activities, Research and Evaluation, EDWAA Technical Assistance and Training, ALMIS
Purpose: The purpose of this project was to provide research assistance to DOL in conducting a comprehensive evaluation of the operations and effectiveness of State Worker Profiling and Reemployment Services Systems. It conducted an evaluation of the worker Profiling and Reemployment Services (WPRS) Initiative that provided: (1) information on the operation and effectiveness of State Worker Profiling and Reemployment Services Systems that have been developed in accordance with Public Law 103-152, and (2) an assessment of State operations that pertain to the further development and effectiveness of more established State WPRS systems.

Beginning: July 1, 1994
Ending Date: June 30, 1999
Contractor: Social Policy Research Associates
Project Monitor: Jon C. Messenger, OPR

Funding Source: EDWAA Demonstration

Findings:

/ All States have implemented a system to identify UI claimants at risk of exhausting their benefits and 85% use a statistical model for profiling.
/ State vary in the types of reemployment services provided. Virtually all States require claimants to attend an orientation and over 3/4 require claimants to meet one-on-one with a counselor to develop an individualized service plan.
/ WPRS claimants received substantially more services than claimants not referred by WPRS.
/ In four of the six State studied, WPRS significantly reduced UI receipt by: Shortening the amount of time a claimant receives benefits or decreasing the dollar amount of UI benefits. In one State, WPRS had no impact on UI receipt but WPRS reduced the likelihood of exhausting benefits.
/ WPRS had no significant impact on employment and earnings of referred claimants.
Study Title: **Follow-Up Study of Unemployment Insurance Recipiency**

Purpose: The purpose of this study is to conduct a systematic analysis of factors that affect Unemployment Insurance (UI) benefit recipiency in the states. Interest will center primarily on situations of low recipiency and the explanation of low recipiency. The analysis will also encompass all state programs so that low recipiency will be examined within a comparative framework that also includes states with high benefit recipiency.

Beginning Date: July 1, 1999

Ending Date: December 31, 2000

Contractor: The Urban Institute

Project Monitor: Crystal Woodard, OWS

Status: A draft design report and a draft protocol report has been submitted. Beginning site visits in eight states.

Funding Source: EDWAA Technical Assistance and Training
Study Title: **Impact of the Targeted Harmonized Wage Code on UI Benefits and Revenues**

Purpose: The purpose of this project is to determine the probable impact of excluding certain elements from the definition of wages, as part of the Targeted Harmonized Wage Code, on State unemployment insurance (UI) revenues and claimant benefits. The THWC, which is targeted to small employers, has been developed by the inter-agency Simplified Tax and Reporting System (STAWRS) Program.

Beginning Date: September 15, 1999

Ending Date: September 15, 2001

Contractor: Planmatics, Inc.

Project Monitor: John Heinberg, OWS

Status: The draft study design has been received and is under review.

Funding Source: UI National Activities, interagency transfer from IRS.
Study Title: Impact of Welfare Reform on UI

Purpose: As a result of welfare reform legislation, an increasing number of former welfare recipients are working and therefore covered by Unemployment Insurance. Over time some may find themselves out of work and migrating to the UI system. The purpose of this study is exploratory. It will explore methodology and research designs to analyze a small sub-population of welfare leavers, as well as analytical, in that it will examine the potential impact on the UI system and will recommend policy responses.

Beginning Date: February 2, 2000

Ending Date: January 31, 2000

Contractor: Coffey Communications, LLC

Project Monitor: Esther Johnson, OWS

Status: Contract recently awarded.

Funding Source: Pilots and Demonstrations, EDWAA Technical Assistance and Training, UI National Activities
Study Title: Measuring the Effect of Public Labor Exchange Referrals and Placements on UI Claimants

Purpose: The study involves the development of a research design for measuring the return on investment of job referrals and placements for unemployment insurance (UI) claimants, implementing the design in the States of Washington and Oregon, a survey of job seekers in Washington, a study of displacement effects, and a review of the research results by an expert panel.

Beginning Date: September 30, 1995

Ending Date: March 31, 2000

Grantee: State of Washington with a major subcontract to Westat, Inc.

Project Monitor: Alison Pasternak, OWS

Status: A draft report has been submitted and reviewed. The final report is due by March 31, 2000.

Funding Source: ES National Activities
Study Title: **Stabilization Effect of the Unemployment Insurance Program**

Purpose: The purpose of this solicitation was to provide detailed information to National and State policymakers on the effectiveness of the Unemployment Insurance (UI) program as an automatic stabilizer during economic downturns, the factors that impact the ability of the UI program to achieve its stabilization objective, analysis of how to improve the stabilization objective and an estimate of the multiplier effect of the UI program.

Beginning Date: May 1, 1998

Ending Date: March 1999

Contractor: Coffey Communications, LLC

Project Monitor: Esther Johnson, OWS


Funding Source: Research and Evaluation

Findings:

/ Over the last decades, during times of economic contraction, the Federal-State UI system has consistently mitigated the severity of downward fluctuations in Gross Domestic Product (GDP).
/ UI has replaced Federal tax receipt as the most effective automatic stabilizer available to dampen the severity of downturns in GDP.
/ Declining recipiency diminishes the program’s effectiveness as an automatic stabilizer.
/ The UI multiplier was most effective in the 1970s; effectiveness decreased from the 1970s to the 1980s, but increased in the 1990s. The multiplier effect of the UI program is 2.15%.
/ The recessions of the 1970s, ‘80s, ‘90s (as measured by the decline in real GDP) would have been on average 15% deeper if the UI program did not exist.
/ Without UI, an average 131,000 more jobs per year would be lost during recessions.

Recommendations:

/ Increase UI recipiency rates.
/ Make the program more fully automatic.
/ Make job training programs more effective.
/ Examine further the relationship between UI and other automatic stabilizers, e.g. food stamps, public investments, etc.
A Study of Alternative Work Arrangements: Independent Contractors

The primary purpose of this research effort was to analyze the classification of workers as independent contractors and measure its impact on State Unemployment Compensation (UC) programs including the trust fund. The impact on unemployed workers, employees and employers will also be examined.

Beginning Date: July 1, 1998

Ending Date: February 29, 2000

Contractor: Planmatics, Inc.

Project Monitor: Wayne Gordon, OWS


Funding Source: Research and Evaluation

Findings:

Using data and information provided by SESA agency staff and employer and employee advocacy groups, compares findings of previous national studies regarding demographics, occupational and industrial distribution, and motivations of employers and individuals to characteristics of populations served by the UI program in several states.

By attempting to verify and validate extent of misclassification using SESA audit data, the study found that states that relied on targeted audits found that a range of 30 to 45% of audited employers misclassified some employees. The proportion was around 10% in States that had a substantial level of randomness in their audit selection. UI tax revenue losses resulting from under reporting due to misclassification of employees ranged from 0.05% to 7.5% of total revenues.

Assuming a 1% level of misclassified workers, and the rate of unemployment at the 1997 level, the average annual loss in revenue to the UI trust fund resulting from employer underreporting of UI taxes from 1990 to 1998 would be $198 million. The average annual outflow of benefits to otherwise eligible UI claimants not classified as employees would be $208 million during this same period.

Documented the various strategies SESAs and other state partners employ to monitor and serve employers and workers involved in this type of work arrangement.
Study Title: A Study of Unemployment Insurance Exhaustees

Purpose: To provide up-to-date information on the behavior, experiences and labor market characteristics of UI exhaustees, compared to those of claimants generally. Will determine to what extent they are served by the UI program, including the Worker Profiling and Reemployment Services system.

Beginning Date: October 1, 1998

Ending Date: September 30, 2000

Contractor: Mathematica Policy Research

Project Monitor: John Heinberg, OWS

Status: Design report has been completed and received. OMB clearance for survey instrument were received. The contractor is currently contacting sample States for administrative files.

Funding Source: UI National Activities
Study Title: A Study of Unemployment Insurance Recipiency Rates

Purpose: This research effort reviewed and analyzed patterns in the rate of recipiency of Unemployment Insurance (UI) benefits by unemployed workers in the United States. The proposed methodology for evaluating the sensitivity of the rate of recipiency of UI benefits updated the time series cross sectional model developed by the Burtless and Saks (1984) study with more recent data. An additional exercise tested the sensitivity of other suggested alternative means of measuring UI.

Beginning Date: June 30, 1998

Ending Date: May, 1999

Contractor: Center for Employment Policy and Workforce Development, State University New Jersey, Rutgers and the Lewin Group

Project Monitor: Crystal Woodard, OWS


Funding Source: Research and Evaluation

Findings:

/ The decline in unionization explained approximately 25 percent of the decline in the Standard Rate from 1977 to 1987.
/ Federal taxation of benefits could account for 25 percent of the decline from 1979 to 1987.
/ Changes in CPS measurement of unemployment could explain from 2 to 10 percent of the decline in the Standard Rate from 1971 to 1986.
/ Cost shifting from State UI programs to other federally funded programs had little impact on the recipiency rate.
/ From the 70s to the 80s, compositional characteristics of unemployed workers and geological shifts in the distribution of unemployed workers had a negligible impact on the Standard Rate.
/ From the 80s to the 90s, compositional characteristics of unemployed workers explained a small portion of the decline in the recipiency and geological shifts in the distribution of the unemployed accounted for 11 percent of the decline in recipiency.
/ There were no substantial changes when the alternative UI recipiency rates were used.
/ Future research should analyze the effects of UI policy changes and the differences in recipiency rates across groups of unemployed workers.
Study Title: Unemployment Insurance One-Stop Connectivity Study

Purpose: The purpose of this study is to evaluate the linkages between the Unemployment Insurance program and local One-Stop Centers.

Beginning Date: September 27, 1997

Ending Date: December 31, 1999


Project Manager: Diane Wood, OWS

Status: The final report is complete. In preparation to be issued as OWS Occasional Paper.

Funding Source: UI National Activities. The extension was funded with matching funds from the One-Stop program.

Findings:

/ States taking initial claims by telephone need to design alternative ways to connect claimants to reemployment services as linkages are weak.
/ All states should consider operating an Eligibility Review Program (ERP).
/ Employers could use additional information about available One-Stop services.
/ One-Stop and UI staff should have additional information about each other’s programs.
Study Title: **Office of Workforce Security Research Database**

Purpose: The Employment and Training Administration’s Office of Workforce Security (OWS) Research Database is designed to be an easy reference tool for researchers and program and policy staff/officials in the broad areas that comprise the workforce development system. It contains over 1100 citations, containing abstracts, in a wide variety of subject areas, such as UI benefit, unemployment duration, financing, customer satisfaction, and job search/reemployment services, labor exchange and one-stop system delivery. New citations will be added periodically. In addition to citations, the database includes links to web sites of other public and private research organizations who work in these and closely related areas.

Beginning Date: July 1, 1998

Ending Date: On-going

Contractor: In-House Project

Project Monitor: Anissa Holm, OWS

Status/Milestones:

/ Demonstrated database capabilities to National Office staff on June 7, 1999.
/ Posted database to OWS website.
/ Access to external users (e.g. contractors, nongovernment researchers), through web searching, by March 2000.
/ Add new citations and edit existing citations-ongoing.
Study Title: Office of Workforce Security Research Exchange

Purpose: The Office of Workforce Security Research Exchange is meant to foster research and dialogue on workforce development issues and related research. The Office of Workforce Security Research Exchange publishes articles by researchers on the topics of unemployment insurance benefit, unemployment duration, financing, customer satisfaction, and job search/reemployment services, labor exchange and one-stop system delivery.

Beginning Date: July 1, 1998

Ending Date: Ongoing, Semi-Annual Publications

Contractor: In-House Project

Project Monitor: Crystal Woodard, OWS

Status: Currently requesting information for the next publication on the topic of One Stop Systems.
OFFICE OF WORKFORCE SECURITY TECHNICAL ASSISTANCE PROJECTS

Study Title: Denials Accuracy Pilot Project

Purpose: To conduct an operational pilot of the accuracy of denied claims for UI benefits, and to test whether the Quality Performance Indicator produces sufficient information on the correctness of nonmonetary denials to be used for nonmons in place of the Benefits Accuracy Measure field-verification method.


Ending Date: March 2000

Contractor: PRAMM Consulting Group, Inc.

Project Monitor: Burman Skrable, OWS

Status: Initial Report received from South Carolina on their alternative base period findings in December 1999. Follow-up analyses due from PRAMM by March 2000.

Funding Source: UI National Activities

Findings:

/ In the pilot States, error rates on denied monetary claims averaged 16% before correction (range 10-23%) for Monetary Denials, 8.7% (3-20%) for Separations and 15% (7-22%) for Continuing Eligibility denials.

/ Pilot results will inform UIS decisions about the nature and timing of a national denied claim accuracy measurement program.
Study Title: Unemployment Insurance Administrative Resource Justification Model

Purpose: The purpose of this study is to develop a review process for States’ Resource Justification Model data at the Regional and National Office level.

Beginning Date: October 1999

Ending Date: June 2000

Contractor: PRAMM Consulting Group

Project Monitor: Tim Felegie, OWS

Status: The contractor has completed 3 of 6 modules and will submit a draft final report in May 2000.

Funding Source: Research and Evaluation
Study Title: Measuring Unemployment Insurance Administrative Needs

Purpose: The purpose of this project was to study and develop alternative approaches to measuring the Unemployment Insurance administrative financing resource needs in six pilot States.

Beginning Date: June 1998

Ending Date: December 1999

Contractor: KRA Corporation

Project Monitor: Tim Felegie, OWS

Status: The contractor submitted the final report and a diskette with files for modeling the States’ UI administrative resource needs. No determination has been made about its future use.

Funding Source: Research and Evaluation
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Study Title: Job Search Assistance Demonstration Evaluation

Purpose: The Job Search Assistance (JSA) demonstration represents an experimental research effort (mandated by P. L. 102-164) to build on the results of the New Jersey UI Demonstration Project. The New Jersey demonstration showed that one package of intensive job search assistance services can speed dislocated UI claimants’ return to productive employment. The JSA demonstration expands on this knowledge base by testing alternative service approaches to see which ones have the greatest impacts and are most cost-effective. The demonstration project was conducted in Florida and the District of Columbia.

Beginning Date: October 1, 1993

Ending Date: February 29, 2000

Contractor: Mathematica Policy Research, Inc.

Project Monitor: Wayne Gordon, UIS

Status: The final report, representing one and two year impacts, is due February 2000.

Funding Source: UI National Activities

Findings:

/ Worker profiling enabled selection of those in greatest need. Exhaustion rates for eligibles were 5 and 14 percentage points higher than non-eligibles in Florida and D.C. respectively.

/ Low attendance rates for testing and job search workshops suggest that participants are reluctant to participate in services that are not mandatory.

/ Encouraged more aggressive job search efforts. For all three treatment groups in both States, number of employers contacted, hours of job search per week all increased.

/ Each of the three treatments reduced UI receipt by about half a week on average.

/ The services also reduced the percentage of claimants who exhausted their benefits, from 1.8 to 4.8 percentage points across treatment groups.
Title: Significant Improvement Demonstration Grants (SIGs) - Reemployment Services for Unemployment Insurance (UI) Claimants

Purpose: The goal of the SIGs is to assist selected State Workforce Development Agencies in the implementation of demonstration projects to increase the effectiveness of reemployment services for UI claimants, to preview and shape future policy directions for reemployment services for these claimants, and to support implementation of the Workforce Investment Act (WIA). A National-level evaluation will comprehensively document -- for individual projects and for grant program as a whole -- how activities were implemented, what outcomes were achieved, how outcomes were related to fidelity/quality of implementation, what lessons were learned.

Beginning Date: June 30, 1999

Ending Date: September 30, 2001

Contractor: To de determined

Project Monitor: Wayne Gordon, OWS

Status: Eleven Grantees were selected and awarded an average $500,000 each for implementation of their proposal. A two-day conference convened in Washington, DC in November 1999 provided National, Regional, and State staff opportunities for orientation and implementation status updates.

Funding: EDWAA Demonstration, Pilots and Demonstrations, and UI National Activities