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Evaluation of Worker Profiling and Reemployment Services Systems

Report to Congress
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EXECUTIVE SUMMARY

INTRODUCTION

In 1993, Congress enacted Public Law 103-152, which amended the Social Security Act by requiring states to establish a system of profiling new UI claimants that:

- Identifies which claimants are likely to exhaust UI benefits and, therefore, need job search assistance to successfully transition to new employment.
- Refers such claimants to reemployment services in a timely manner.
- Collects follow-up information relating to reemployment services received by such claimants and the employment outcomes subsequent to receiving such services.

The law also requires claimants referred to reemployment services to participate in those or similar services as a condition of eligibility for UI unless the claimant has already completed services or has “justifiable cause” for not participating.

Public Law 103-152 also called for the Secretary of Labor to report to Congress on the operation and effectiveness of the UI profiling systems and requirements for participation in reemployment services under the law. This report provides Congress and DOL with the required feedback about the implementation and operation of WPRS systems nationwide and the effectiveness of such systems in six early implementation states. The specific goals of this report are to:

- Describe the ways that all states have implemented WPRS systems, including:
 - Coordination among partnering agencies.
 - Identification and selection of claimants at risk of benefit exhaustion.
 - Providing reemployment services.
 - Obtaining feedback about the extent that profiled and referred claimants meet their participation requirements.
 - Identifying different strategies for implementing and operating WPRS systems that may influence the effectiveness of WPRS systems.

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- Determine the effectiveness of early WPRS systems within the five states that received prototype funding and a sixth test state that implemented WPRS early. Specifically, we report on the effectiveness of WPRS in:
 - Increasing receipt of reemployment services among those likely to exhaust their UI benefits.
 - Providing early intervention by referring claimants to services early in their period of unemployment.
 - Reducing receipt of UI and the extent that UI benefits are exhausted.
 - Increasing subsequent employment and earnings of UI claimants.
- Provide recommendations to enhance the ability of WPRS systems to meet the goals of the WPRS legislation.

This report is based on data from two primary sources: a survey of all state administrators about the implementation and operations of WPRS systems, and claimant-level data from the prototype and test states for early WPRS claimants and for a comparable group of claimants who were not referred to WPRS services.

IMPLEMENTATION AND OPERATIONS OF WPRS SYSTEMS

The results of the state administrator survey indicate that states, by and large, have met the legislated requirements for implementing WPRS systems and have generally followed ETA guidance as well.

Identification and Selection of UI Claimants

All states have implemented a system to identify claimants at risk of exhausting their benefits, although the sophistication of those procedures vary. All states implemented a two-step profiling process. First, all states screened out claimants on recall status and those attached to union hiring halls, as required in ETA guidance. States also frequently screened out claimants working in seasonal industries, who may also be expected to be recalled. Although ETA required that states include interstate claimants in profiling, at the time of the survey ETA had not yet developed ways to handle interstate claimants. As a result, the large majority of states screened out interstate claimants as well.

Second, all states then used a further profiling method to identify claimants who had a high probability of exhausting their benefits. About 80% of the states developed a statistical model to identify claimants at risk of exhausting their benefits. The remaining 20% of the states used a characteristics screen. These latter states were predominately states that had just begun implementing WPRS and may have lacked the needed historical data for model development. As required by ETA, virtually all states included industry or occupation in their profiling

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methods, although the ways that states identified declining industries or occupations varied considerably. Nearly half of the states also included measures of claimants' previous earnings or benefit entitlements in their profiling models or screens. Although these characteristics were not included in the National Model, these states have found they are strongly related to claimants' rates of UI exhaustion.

ETA guidance indicated that states should develop policies to match the capacity for service to the number of claimants who are referred to service. Across states, the percentage of profiled claimants who were not screened out and were referred to services varied widely, from a low of 1% to a high of 100%. Most states deferred to local offices' decisions about the number to be served in each office.

Although states using a profiling model intended to refer claimants with the highest probability of UI exhaustion to services, this did not always occur for several reasons. First, about a third of the states did not have the flexibility to change the number referred to each office based on need. In these cases, areas with relatively low levels of dislocation served claimants with relatively low probabilities of exhaustion while areas with larger dislocations served only those with the highest probabilities of exhaustion.

Second, some states allowed local areas to select claimants to be served from a list (for example, a list of 30 claimants with the highest scores). Not all local areas gave priority to those with the highest probability of exhaustion. Finally, one state made an error (now corrected) in processing its data and actually referred those with the lowest probability of exhaustion to services.

Generally, the goal of early intervention was being met. Almost all states profiled claimants within two weeks of their initial claim, notified claimants promptly, and required them to report to services soon after notification.

Reemployment Services

The legislation authorizing WPRS allows a wide range of reemployment services within WPRS.

Three-quarters of the states established specific requirements for a core set of mandatory services to be provided to WPRS claimants, although the content of those services was more often left to local discretion. Virtually all states required an orientation—typically an hour or less—to explain WPRS services and claimants' responsibilities to participate.

More than half of the states required claimants to attend a group workshop providing reemployment services. When provided, workshops were usually brief: the large majority lasted four hours or less. Over 80% of the states required all profiled and referred claimants to meet one-on-one with an employment counselor, usually for one hour, to assess claimants' interests and abilities and develop employment plans.

In about one-third of the states, almost no claimants were required to participate in any services beyond these mandatory core services. In contrast, in 45% of the states more than half of WPRS claimants were required to participate in additional services, as specified in their service plan.

These latter states were more in conformance with ETA's "basic operational concept" of customized services based on each claimant's need.

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The customer satisfaction survey conducted for the Interim Report found that customers were far more satisfied with WPRS services when they received more services and services of longer duration. The length and number of services required of WPRS claimants varied widely across states. For example, although on average states required about 10 hours of service, nearly 20% of the states required WPRS claimants to participate in services lasting four hours or less while about 15% required services lasting 20 or more hours.

About 25% of the states required both a relatively large number of services (i.e., 7 or more) and relatively long services (i.e., more than 10 hours). Another 30% followed a different strategy.

These states did not require substantial services but made available a large number of reemployment services and extensive resource centers in which WPRS claimants could participate voluntarily. The remaining states, however, neither required nor made available extensive services for WPRS claimants.

Tracking WPRS Claimants' Progress in Services

To ensure that profiled and referred claimants report to services and participate satisfactorily, WPRS service providers must provide UI with accurate and timely feedback. Virtually all states had developed an automated data system to track WPRS claimants' progress in services. Only half of the states, however, automated WPRS claimants' service plans so that their progress could be automatically determined. In the remainder of the states, staff needed to manually check that claimants were participating in the services called for in their service plans.

About one-half of the states developed new data systems specifically for WPRS. Most of the remainder modified their existing systems, predominately their ES systems, to track WPRS claimants' progress. The sophistication of these data systems varied, however. In many cases the UI and service providers' or WPRS systems were not linked electronically. As a result, data often had to be entered twice, and paper reports were needed to communicate about WPRS participants.

UI administrators reported that developing a system to track claimants' progress was one of the most difficult WPRS-related tasks. It is clear that further automation of claimant tracking processes, especially automated service plans, could make these processes more efficient.

Determinations and Denials

Because participation in WPRS services is a condition of continued UI eligibility, states needed to develop policies about how and when WPRS claimants would be denied benefits for failure to cooperate with the WPRS requirements.

The denial of UI benefits based on WPRS requirements varied among states. About one-third of the states initiated the process to deny benefits when a claimant missed a scheduled meeting while the other states gave claimants a warning and a chance to reschedule. About one-quarter of the states included an indicator of required services in the claimant's record and automatically initiated the denial process when participation was not documented. The other states assumed that claimants were participating satisfactorily unless notified to the contrary by providers. When claimants were denied benefits, about half the states denied benefits until the problem had been corrected while the other states denied benefits for only one week.

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The most common reason that WPRS claimants were denied benefits was failure to report to orientation; denials for claimants failing to make satisfactory progress in the services required in their service plans were less common. Because the excuses claimants gave for missing services often indicated that claimants were not able and available for work, about 20% of denials were made for this reason.

Tracking Outcomes

The legislation requires that states track the outcomes achieved by WPRS claimants. Only one-half of the states collected information on outcomes for WPRS claimants at the time of the survey, and these states varied considerably in the types of outcomes they measured.

Among states collecting information on outcomes, virtually all used their service providers' measures of whether claimants received employment after services. About 70% of these collected data on WPRS claimants' subsequent employment and earnings from UI wage records. Over 40% of UI administrators reported that identifying appropriate outcomes or developing a system to track outcomes was a very or extremely difficult task.

Technical Assistance

The WPRS legislation requires the Secretary of Labor to provide technical assistance and advice to states in implementing WPRS systems, particularly in the development of profiling methods.

About 70% of the states reported that they received technical assistance. Virtually all of these states received assistance in developing a profiling model; one-quarter also received assistance in developing their data systems. Generally states were very satisfied with this assistance: over 40% reported that the technical assistance was extremely helpful and another 40% reported that it was very helpful.

Coordination

In many states UI, ES and EDWAA coordinated extensively in WPRS-related activities. In 65% of the states, ES and UI shared leadership in at least one of the three major WPRS tasks: developing of profiling methods, developing WPRS services, and developing WPRS data systems. In 25% of the states, UI and ES divided responsibility for WPRS tasks, typically with ES leading the development of services and data systems, and UI leading the development of profiling methods. In the remaining states, a single agency led all WPRS tasks, usually the ES. In 60% of the states, EDWAA was also substantially involved in at least one major WPRS task, almost always in conjunction with ES. In the remaining states, however, EDWAA was at most only somewhat involved in any WPRS task.

Funding of WPRS

UI funds accounted for over 45% of the WPRS funding in FY 95; most UI funding came from implementation grants that ETA awarded to help states cover the costs of implementing WPRS systems—such as developing profiling models and tracking systems.

EDWAA funding nearly equaled UI funding; most of the EDWAA funds came from Governor's Reserve funds, although supplemental EDWAA grants for WPRS implementation accounted for about 10% of WPRS funding. Because UI implementation grants were one-time grants,

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EDWAA Governor's Reserve funds will likely be the primary source of WPRS funding in the future.

Less than 15% of WPRS funding came from ES sources, despite the fact that ES was the major provider of WPRS services and many local offices have dedicated specific staff to WPRS activities. Although all agencies found arranging for funding a challenge, over 45% of ES administrators reported that arranging for adequate funding for WPRS was a very or extremely difficult task.

Opinions about WPRS Systems

Overall state administrators were very supportive of the WPRS approach. About two-thirds of all administrators felt that WPRS met its goal of reducing the length of UI receipt among profiled and referred claimants. Most felt that the mandatory nature of services was justified; however, about one-half expressed some concern that many profiled and referred claimants may not need WPRS services.

Administrators indicated that WPRS had other benefits, including improving coordination among their agencies overall. Most felt that WPRS improved services for all job seekers, not just WPRS claimants.

PRELIMINARY OUTCOMES OF WPRS

Our design for evaluating the impacts of the WPRS systems is based on comparing the outcomes for claimants referred to services with the outcomes for a comparison group of claimants who passed the initial WPRS screens but were not referred to services. Our expectation was that local constraints on service capacity in the WPRS states would imply that many claimants with similar probabilities of benefit exhaustion would not be referred to services.

Issues Estimating the Impacts of WPRS

We generated estimates of the impacts of WPRS for five of the early implementation states: Delaware, Kentucky, Maryland, New Jersey, and Oregon. For two of these states, Maryland and Oregon, we encountered data problems that made it difficult to generate reliable estimates despite developing multiple estimates for both states. We, therefore, tended to discount the findings from these two states and have included the results for these states in an appendix. In our interpretation of the findings, we placed the greatest emphasis on the estimates for Delaware, Kentucky, and New Jersey.

Impacts on Outcomes

Estimates based on the early implementation states provide reasonably strong evidence that WPRS, as it was implemented in these states, significantly reduced UI receipt. For two of the three states that appeared to have the most accurate data (Kentucky and New Jersey), WPRS reduced benefit receipt by slightly more than half a week per claimant, which translates into a UI savings of about \$100 per claimant. In New Jersey, WPRS also significantly reduced the proportion of UI benefit entitlement received by about 2 percentage points and the rate of UI benefit exhaustion by more than 4 percentage points. In contrast, corresponding estimates in

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Kentucky were smaller and not statistically significant. For the third state with reliable data (Delaware), the estimated impacts on UI receipt were not significant, primarily because the relatively small sample size prevented us from generating precise estimates for this state. The evidence with respect to increased employment and earnings was more limited. We found evidence that WPRS increased employment and earnings only in New Jersey. In this state, WPRS increased the employment rates in the first two quarters after the initial claim by about 1 percentage point. The estimated increase in earnings due to WPRS was equal to \$190 in the first quarter after the initial claim and \$225 in the following quarter. The estimates for the other states tended to be small and not statistically significant. For Delaware, this finding is not surprising, since we also found no significant reductions in UI receipt in this state. But the lack of significant employment and earnings impacts holds even in Kentucky, where we found significant impacts on UI outcomes.

Impacts on Services

Overall, WPRS claimants received substantially more services than comparable claimants not referred to WPRS. In Delaware and New Jersey, WPRS claimants were over 40 percentage points more likely to receive at least one service and to receive between 1.2 and 1.3 more types of services.

WPRS claimants were much more likely to receive assessment services in all states, which likely reflects DOL's guidance that assessment should be provided. The impacts on the other specific services tend to reflect each state's service design. For example, in Delaware, WPRS claimants were much more likely than are other claimants to receive job placement and referrals, while New Jersey's WPRS claimants were nearly 44 percentage points more likely to receive job search workshops than were other claimants.

WPRS claimants were significantly more likely than others to be enrolled in EDWAA although the impacts varied substantially among states, perhaps reflecting the EDWAA's varying role in the WPRS system. For example, the largest impact, almost 20 percentage points, occurred in New Jersey, where WPRS is almost entirely supported through EDWAA funds. Although WPRS had significant impacts on enrollment in EDWAA training, these impacts tended to be small. Only in Delaware did WPRS increase referred claimants probability of enrolling in training by more than one percentage point.

Finally, we found evidence that the program in some early implementation states met the goal of changing the timing of services to dislocated workers so that they receive services earlier in their unemployment spells. The reductions in time to first service were largest in states with longer average periods between claim date and the date of the first service.

RECOMMENDATIONS

On the basis of the results of this study, we make the following recommendations to improve the implementation and impact of WPRS services:

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Improving Profiling and Referral to Services

- Both states and ETA should provide greater oversight and ongoing monitoring of profiling and referral practices to ensure that they are being carried out as intended so that claimants with the highest probability of exhausting their UI benefits are given priority for services. This includes ensuring that capacity to serve claimants matches the demand for services and that local areas select claimants with the highest probability of exhaustion from among those awaiting referral to services.

Improving WPRS Services

- ETA should provide more technical assistance to states in developing more intensive, in-depth services that are customized to the needs of individual claimants.
- In turn, states should provide more guidance and assistance to local areas about services for WPRS claimants.

Improving Data Systems to Track Progress in Services and Outcomes

- ETA should provide further assistance to states to help them develop more automated data systems that could make the WPRS tracking process more efficient and more accurate.
- ETA should provide substantial technical assistance to help states establish an outcome reporting systems so that states can meet their legislated requirements.
- ETA should establish uniform definitions of when claimants are to be considered referred to services, so that the outcome data will be comparable across states.

Improving Coordination Among Agencies

- In some states, EDWAA Governor's Reserve funds will likely become the major source for WPRS funding. These states should make a greater effort to improve coordination with EDWAA. Such cooperation not only may increase the menu of services available to WPRS claimants, but will also better align the major source of WPRS funding with EDWAA agencies' involvement in and "ownership" of the WPRS system.

I. INTRODUCTION

In 1993, Congress enacted Public Law 103-152, which amended the Social Security Act by requiring states to establish a system of profiling new Unemployment Insurance (UI) claimants that:

- Identifies which claimants are likely to exhaust UI benefits and, therefore, need job search assistance to successfully transition to new employment.
- Refers such claimants to reemployment services in a timely manner.
- Collects follow-up information relating to reemployment services received by such claimants and the employment outcomes subsequent to receiving such services.

The law also requires claimants referred to reemployment services to participate in those or similar services as a condition of eligibility for UI unless the claimant has already completed services or has “justifiable cause” for not participating.

Using the Unemployment Insurance (UI) system to identify dislocated workers and to refer them to reemployment services is expected to increase reemployment service receipt among UI claimants and improve employment outcomes for these claimants.

Profiling is expected to:

- Increase the likelihood that UI claimants who are likely to become long-term unemployed receive reemployment services.
- Increase the intensity of reemployment service receipt among long-term UI claimants.
- Change the timing of reemployment service receipt so that services are received earlier in claimants' unemployment spells.
- Reduce the duration of unemployment among new UI recipients who are likely to become long-term unemployed and accelerate reemployment and earnings.

GUIDANCE IN IMPLEMENTING WORKER PROFILING AND REEMPLOYMENT SERVICES SYSTEMS

The Department of Labor’s (DOL) interpretation of the law—as presented in Unemployment Insurance Program Letter No. 45-93, Field Memorandum No. 35-94, and other documents—provides guidance to the states on how to implement Worker Profiling

and Reemployment Service (WPRS) systems. Specifically, states are encouraged to adopt and adapt a two-step profiling method approach developed by DOL.¹ In the first step, non-job-attached claimants are identified and, in the second, a probability of exhausting UI benefits is estimated for each such claimant. Those with the highest probabilities of exhaustion are identified as the target group. States that did not have sufficient data to estimate a statistical model could use a fixed set of characteristics screens to identify dislocated UI claimants but were encouraged to develop statistical profiling models as more data become available.

Identifying dislocated workers is the first task in helping at-risk claimants become reemployed; strengthening linkages to reemployment services is the next task. WPRS legislation requires state UI systems to refer profiled claimants to reemployment services. Referred claimants are expected to participate in reemployment services as a condition of eligibility for UI unless they have already completed such services or there is a justifiable cause for a claimant's failure to participate.

To operationalize these requirements, states are expected to establish agreements between the UI system and providers of reemployment services—the Employment Service (ES) or Economic Dislocation and Workers Adjustment and Assistance Act (EDWAA) programs. It is expected that the service providers in each locality will hold initial orientation sessions with claimants followed by assessment sessions in which individual service plans will be developed for each referred claimant. Participation in the reemployment services included in the individual service plans will be a condition for continued UI eligibility.

Reemployment services include (in addition to orientation and assessment) counseling, job search assistance such as job search workshops, referrals to jobs and job placement, and other similar services. Training or educational services are not considered reemployment services; although claimants may be referred to training, they are not required to participate. States are expected to develop feedback mechanisms to allow UI to monitor participation requirements and to provide UI with information about claimants' participation in services and participant employment outcomes for use in continuous improvement efforts.

¹ See Worden 1993.

The Department of Labor's implementation strategy for the WPRS initiative was to provide implementation grants in a staged process, first funding "prototype" states, followed by "First Wave" states, and finally "Second Wave" states, resulting in all states being funded for implementation in early 1996. Five prototype states were funded for implementation beginning October 1, 1994: Delaware, Florida, Kentucky, New Jersey, and Oregon. Maryland volunteered to be a test for the national profiling methodology and, although not designated, nor funded as, a prototype state, it began implementing its profiling system in July 1994. Twenty "First Wave" states were selected and funded in Fiscal Year 1994. The remaining "Second Wave" states were funded in Fiscal Year 1995.

The WPRS system is being implemented at the same time that other federal and state employment and training systems are being reevaluated and redesigned. Ultimately, WPRS will operate within larger "work force development" systems in many states. A number of federal and state legislative changes to consolidate training and reemployment programs have been proposed, and already, many states have implemented broader "one-stop" service delivery structures. These initiatives and systems are characterized by program consolidation, increased flexibility, a focus on the customer, accountability for results, and improved access to information and services. WPRS, which refers workers in transition to new jobs, is just one of many points of entry into a system that provides reemployment assistance and other products and services to a wide range of customers. Because of the timing of its implementation, WPRS has had a major impact on the scope and direction of the national workforce development system's evolution.

EVALUATION OBJECTIVES AND DESIGN

Public Law 103-152 also called for the Secretary of Labor to report to Congress, within three years, on the operation and effectiveness of the UI profiling systems and the participation requirements. This report provides Congress and DOL with the required feedback about the implementation and operation of WPRS systems nationwide and the effectiveness of such systems in six early implementation states. The specific goals of this report are to:

- Describe the ways that all states have implemented WPRS systems, including:
 - Coordination among partnering agencies.
 - Identification and selection of claimants at risk of benefit exhaustion.

- Providing reemployment services.
- Obtaining feedback about the extent that profiled and referred claimants meet their participation requirements.
- Identifying different strategies for implementing and operating WPRS systems that may influence the effectiveness of WPRS systems.
- Determine the effectiveness of early WPRS systems within the prototype and test states.² Specifically, we report on the effectiveness of WPRS in:
 - Increasing receipt of reemployment services among those likely to exhaust their UI benefits.
 - Accelerating the identification and referral of individuals likely to exhaust UI benefits to reemployment services.
 - Reducing receipt of UI and the extent that UI benefits are exhausted.
 - Increasing subsequent employment and earnings of UI claimants.
- Provide recommendations to enhance the ability of WPRS systems to meet the goals of the WPRS legislation.

This report is part of a four-year evaluation of WPRS systems. A previous report examined the implementation experiences of the six early implementation states and the extent of customer satisfaction with WPRS services.³ Subsequent evaluation activities will examine the effectiveness of WPRS systems in a broader range of states, as data on their profiled and referred claimants become available.

RESEARCH METHODS FOR THIS REPORT

This report is based on data from two primary sources. First, we conducted a *survey of all state administrators* about the implementation and operations of WPRS systems. By combining survey data with state 9048 reports on the number of claimants within the WPRS system, we obtained an overall picture of the WPRS systems nationwide. Second, we collected *claimant-level data* from the prototype and test states for early WPRS claimants and a comparable group of claimants who were not referred to

² This report focuses on the early results of WPRS in the prototype and test states. Administrative data, on which the impact evaluation is based, were available for only two post-claim quarters.

³ See *Evaluation of Worker Profiling and Reemployment Services Systems: Interim Report*, Unemployment Insurance Occasional Paper 96-1, U.S. Department of Labor, Employment and Training Administration; Washington, D.C.; 1996.

WPRS services. We used these data to estimate the effects of WPRS on claimants' receipt of reemployment services, UI receipt, and labor market experience. These two data sources are described below.

Administrator Survey

In the Spring of 1996, we conducted a survey of all state administrators with responsibility for WPRS (i.e., the administrators of UI, ES and EDWAA programs) about their experiences in implementing WPRS systems. Because several agencies are involved with the development and operations of WPRS systems, this survey included four modules for potentially distinct respondents.

The first module was directed to the administrator responsible for coordinating WPRS operations (who may or may not have been one of the respondents to the other modules). All 53 state WPRS coordinators responded to this module, for a response rate of 100%. This module asked about:

- Identification of UI claimants at risk of exhausting their benefits.
- Procedures to select and refer such claimants to services.
- Feedback mechanisms, including the development of any automated data systems.
- Procedures for determinations and denials.
- Procedures to track profiled and referred claimant outcomes.
- Technical assistance received and additional assistance needed.

The other three modules were directed to the administrators of UI, ES, and EDWAA. Response rates to these modules were 100%, 96%, and 96%, respectively. (Overall, 49 states responded to all four surveys.) Each of these modules asked similar questions about:

- The agency's role in the development of WPRS systems.
- The agency's resources dedicated to WPRS systems.
- The level of difficulty to the agency in developing different aspects of WPRS systems.
- Their opinions about the effectiveness of their state's WPRS system.

We also examined data from the 9048 report for the second quarter of 1996, the most recent quarter for which data were available. These reports contain the numbers of claimants in each state who were profiled, referred to and who completed various

services, and the number of lower order appeals of determinations for refusal to participate.

Data on Claimants in Early Implementation States

To determine the effectiveness of WPRS services, we required data on individual claimants so that we could compare the experiences of those who were profiled and referred to similar claimants who were not referred to services. We gathered these data on individual claimants from the early implementation states for three groups of claimants.⁴

First, we selected claimants who filed initial claims in the last quarter of 1994 or the first quarter of 1995 and who were profiled and referred to services as our “treatment group.”⁵

Second, we selected a “contemporaneous comparison group” from claimants who filed their initial claims in the same period and who were subject to referral to mandatory reemployment services through WPRS (that is, not screened out because of a definite recall date, union hall membership, or other characteristics) but who were not referred to services.⁶

Third, we selected a “historical comparison group” from individuals who filed their initial claims a year earlier (i.e., last quarter of 1993 and first quarter of 1994), before WPRS was implemented.

From each state, we requested the following data for these three claimant groups:

- UI claims data on entitlements (e.g., weekly benefit amount, total entitlement) and UI benefits received (e.g., number of weeks, total benefits, whether benefits exhausted), and non-monetary determinations and denials for an entire benefit year.

⁴ Because we needed data on earnings for two quarters after initial claims and because of the lag in the availability of UI wage records, data were available only for profiled and referred claimants in the early implementation states.

⁵ We refer to this group as a “treatment group” because we measure the impact on claimants’ employment outcomes that can be attributed to their referral to mandatory reemployment services (i.e., “treatment”). Please see Chapter III for a detailed explanation of this research methodology.

⁶ We refer to this group as a “comparison group” rather than a “control group” because profiled claimants are not randomly assigned to WPRS services. Please see Chapter III for a detailed explanation of this research methodology.

- UI wage records data on employment and earnings for two full quarters after the initial claim date.⁷
- Service provider data on services received.
- Claimant characteristics including all characteristics used in the model or characteristics screen (e.g., previous industry, occupation, education, tenure) and other demographic characteristics expected to influence outcomes (e.g., age, race, gender).

Although states were able to provide us with ES records on services provided, they were not able to provide EDWAA data on these claimant groups. As a result, we obtained these data from the Standardized Program Information Report (SPIR) database on EDWAA services for PY 94 and PY 95.

Using these data, we then estimated multivariate models to determine the impact of WPRS on the services received by claimants, their UI reciprocity, and their subsequent labor market outcomes.

ORGANIZATION OF THIS REPORT

Chapter II describes states' experiences in implementing WPRS systems, and compares their implementation approaches to the requirements of the legislation and of DOL's guidance. Chapter III describes the estimated impacts of WPRS in the prototype and test states. Chapter IV describes our conclusions and provides recommendations for improving the implementation and impact of WPRS systems.

⁷ For example, if the quarter of the initial claim was 1st quarter 1995, then UI wage records from the 2nd and 3rd quarters of 1995 were used.

II. IMPLEMENTATION AND OPERATION OF WPRS SYSTEMS

INTRODUCTION

Developing effective WPRS systems involves many complex tasks. States need to develop methods to identify claimants who are at risk of exhausting their benefits, refer such claimants to local offices for services, provide services appropriate to those claimants, track claimants' progress in services, establish policies about determinations and denials for those who do not participate satisfactorily, and track the subsequent outcomes of WPRS claimants. To accomplish these tasks, states need to develop effective coordination and communication linkages among at least three agencies—UI, ES, and EDWAA—that may not have worked closely together in the past.

In this chapter, we describe the progress that states have made in implementing the complex components of WPRS systems. We compare states' experiences implementing WPRS to both the legislated requirements for WPRS and ETA's guidance about WPRS systems.

As described in Chapter I, our information comes from two sources. Most of the information we report comes from a survey of all state administrators that we conducted for this project. We also use information from the 9048 quarterly reports about the proportions of claimants referred to and receiving various services.

IDENTIFICATION AND SELECTION OF UI CLAIMANTS

Developing Profiling Methods

The legislation authorizing WPRS required state agencies to develop a profiling system that “identifies which claimants will be likely to exhaust regular compensation and will need job search assistance services to make a successful transition to new employment.” Although the legislation gave the responsibility for developing such identification methods to the states, ETA has provided states with guidance about how to identify such claimants.¹

¹ See “Unemployment Insurance Program Requirements for the Worker Profiling and Reemployment Services Systems,” UI Program Letter 41-94, U.S. Department of Labor, 1994.

Initial Screens

ETA indicated that, to ensure profiled and referred claimants need reemployment services, the first step in the profiling process should be to screen out initial claimants who are on recall status or who make exclusive use of a union hiring hall. As shown in Exhibit II-1, states used these and several other characteristics to initially screen out claimants in the first stage of profiling.

Exhibit II-1 Initial Characteristics Screens Used in the First Stage of Profiling

	<u>Percentage of States Using Characteristics</u>
On Recall Status	100%
Has definite date	93
Expects to be recalled	47
Works in seasonal industry or occupation	40
Attached to union hiring hall	94
Interstate claimant	87
Partial claim	66
Has pending separation issue	49
Other	15

All states screened out claimants who expected to be recalled, although states varied in how they defined recall status. In addition to claimants that had a definite recall date (used by virtually all states), over 45% of the states also excluded those who indicated that they expected to be recalled but did not have a definite date. About 40% also excluded claimants who worked in a seasonal industry or occupation under the assumption that such workers could be expected to return to their jobs.

Virtually all states (94%) screened out claimants attached to a union with a hiring hall (such a screen was not required in states without such hiring halls). Although ETA also required states to profile interstate claimants, the guidance letter indicated that ETA would work with states to develop such arrangements and exempt states from this

requirement if such profiling was not feasible. At least during this early implementation phase, 87% of states screened out interstate claimants in the initial stage of profiling.

Other types of claimants that states initially screened out included claimants with pending separation issues or delayed first payments, claimants who were separated for reasons other than layoff, and those who might face hardship if required to participate in profiling services, such as living more than 20 miles from a service provider.

Profiling Methods

Use of Model or Characteristics Screen. The second step in the profiling process is to identify claimants with a high probability of exhausting their benefits. ETA indicated that two types of methods were allowed in this step. The first is a statistical model for profiling, which uses multivariate statistical techniques to identify the influence of different claimant characteristics on the probability that claimants will exhaust their benefits. Using this model, a predicted probability of exhaustion is calculated for each initial claimant. The second method is a “characteristics screen,” which identifies a group of claimants who have characteristics associated with exhausting benefits. With a characteristics screen, however, no information is available to distinguish among that group which claimants are more likely to exhaust than others. ETA encouraged states to develop a statistical profiling model. It developed a National Model that states could use as an example and provided technical assistance in developing models.

The questionnaire asked the WPRS coordinating administrators about the methodology used in claimants. The large majority of states used a statistical profiling model to identify claimants likely to exhaust their benefits, as shown in Exhibit II-2.

Exhibit II-2
Types of Profiling Methods Used

Profiling Methods	Among All States	Among States Using Model
Characteristics screens	21%	
Statistical model	79	
DOL National Model		10%
State model		66
Multiple state models applied to different areas		24

Only 21% of the states chose to rely on characteristics screens alone, most of which were Second Wave states that may not have had collected the data needed to develop a model in the years leading up to profiling.² Among states that used a model, about 10% used DOL’s National Model directly. These states used all the variables included in the National Model, but generally reestimate the model using state data. The remaining states developed a state-specific model. Some of these states used only a subset of the variables in the National Model, while others added new elements, such as claimants’ weekly benefit amounts or the number of employers each claimant had. Two-thirds developed a single state model while the remaining states developed more than one model to apply separately to different areas within the state.

Exhibit II-3
Claimant Characteristics Used In
Statistical Model or Characteristics Screen

Claimant Characteristics	Percentage of States Using Characteristic
Industry or occupation	98%
Previous industry	93
Previous occupation	80
Other industry or occupation characteristics	13
Any demographic characteristics	93
Education	83
Job tenure	85
Other claimant characteristics	23
Previous wages	32
UI weekly benefit amount (or entitlement)	43
Any local area characteristics	62
Unemployment rate in local area	60
Residency in local area	24
Urbanicity	11
Other local area characteristics	8

² For example, if a state chose to include measures of claimants’ education levels but had not previously collected and archived that information, it would not immediately have the data available with which to calculate the associated weight or coefficient needed for profiling.

Characteristics Used to Identify Claimants. ETA required states to identify claimants who were unlikely to return either to their previous industry or occupation, and thus in need of reemployment services. States were allowed to include other characteristics in their statistical model or screen, with the exception of characteristics related to equal opportunity provisions—such as age, race, gender, and disability status. The national model included variables related to the unemployment rate in the area, claimants’ education, and their previous job tenure. Exhibit II-3 shows the percentage of states using four types of characteristics in their profiling methodologies. As required, virtually all states included a measure of the claimants’ previous industry or occupation. Over 90% used a measure of previous industry, which was generally available from the UI records. Fewer included a measure of previous occupation, because some states lacked historical data about claimants’ occupations.

States varied substantially, however, in the way they included declining occupations and industries in their profiling methodology. As shown in Exhibit II-4, most commonly, states used historical data to measure changes in employment by industry or occupation. For example, many states calculated the change in employment between two points in time (e.g., change over five quarters), using Bureau of Labor

**Exhibit II-4
Data Source List to Identify Declining
Industries and Occupations**

Data Source	Percentage of States Using Different Sources	
	Industry	Occupation
Historical data on changes in employment	59%	25%
State labor market information	8	9
ES202 data	51	16
Special forecasts	8	9
UI employment or benefits data	12	20
Number of plant closings or large layoffs	6	2
Indicators included in statistical model	10	41
Other	4	11

Statistics data. One state used its survey of state employers, in combination with data collected from regular UI and ES sources, to determine occupations or industries in which employment is expected to decline. A second approach was to use special forecasts, such as looking at Work Force 2000 projections by industry, to determine industries and occupations in which employment is expected to decline.

A third strategy was to look at industries and occupations experiencing dislocations. Several states used data from their UI data systems and calculated industry- or occupation-specific measures of UI exhaustion rates or changes in earnings. The number of plant closings or large layoffs filing WARN notices was another way to measure turnover in industries or occupations in decline.

A fourth approach was simply to include indicators of a claimant's industry or occupation in the model to generate probabilities of exhaustion for different industries and occupations.

Over 90% of the states included some demographic characteristics in their statistical model or characteristics screen. Many states included both education and job tenure, as was done in the National Model. Other claimant characteristics included the reason for unemployment, the extent of job preparation, and the number of previous employers. One state included the number of dependents as a measure of a claimant's willingness to accept employment.

About 30% included the claimant's previous wage in their profiling methodology. Over 40% include some measure of potential UI benefits, such as weekly benefit amount or total entitlement, as a proxy for earnings. Another earnings measure was the ratio of weekly benefits to previous average weekly wages.

A majority of states included some measure of the local economy in the area where claimants lived at the time of their claims. (Most states using a characteristics screen did not include local area characteristics because doing so would exclude all claimants from some areas from referral to services.) Over one-half used the local area unemployment rate. Another strategy, used by about one-quarter of the states, was to include simple indicators of where claimants' lived in the model and estimate differences in exhaustion rates for different areas.

Involvement of Different Agencies in Developing Profiling Methods

The questionnaire asked the UI, ES, and EDWAA administrators about the extent their agency was involved in various WPRS activities. In our Interim Report, we found that some states used a “dominant agency” approach in developing WPRS-related policies and procedures, whereby a single agency led a task with less involvement by other agencies. In contrast, others used a “shared leadership” approach, whereby two or more agencies were substantially involved in a task and worked as more equal partners.

We found a similar pattern in agencies’ involvement in the development of profiling methods. In over 35% of the states, the UI agency led the development of the profiling methods, with the other agencies at most only somewhat involved: that is, a dominate agency approach. In another 35%, UI and ES shared the leadership of this task, in a few cases with EDWAA as well. When ES or EDWAA were involved in developing the model, it was usually in partnership with UI. Perhaps surprisingly, nearly 15% of the states reported that none of the three agencies were substantially involved; presumably, these states relied on other state agencies, such as LMI offices, or on outside contractors to develop their model.

The questionnaire also asked administrators of the UI, ES, and EDWAA agencies about the difficulty in carrying out different WPRS activities. Developing methods to profile claimants was rated as one of the most difficult WPRS activities. Among agencies that were involved in developing the profiling method, between one-quarter and one-third reported that this task was either very or extremely difficult.

Referral of Claimants

Number of Referrals

ETA indicated that states should develop policies about the number of claimants to be referred on the basis of the availability of reemployment services. Neither claimants or agencies should be burdened with requirements for claimants to report for services when none are available.

Thus states could determine the total number of claimants to refer to services. Exhibit II-5 shows that states varied widely in the percentage of profiled claimants who were referred to services, as reported on the 9048 reports. About 18% of the states referred fewer than 5% of profiled claimants to services, while another 18% referred

Exhibit II-5
Percentage of Profiled Claimants
Who Were Referred to Services—9048 Report

<u>Percentage of Profiled Claimants Referred to Services</u>	<u>Percentage of States</u>
<5%	18%
5 - 9%	30%
10 - 19%	18%
20 - 29%	18%
30% or more	18%

more than 30% to services. One state referred all profiled claimants who were not initially screened out to WPRS services.

The states were also given the responsibility of determining the number of claimants to be referred to each local office. About one-third of the states determined the number of claimants to be referred to each local area, usually based on the number of previous claims in each office. Most state administrators, however, deferred to the local offices' decisions about the number of profiled claimant to be referred to their offices.

In our preliminary report based on our site visits, we expressed concern that some states lacked the flexibility to shift resources from local areas with fewer dislocations to areas with more dislocations. As a result, claimants with relatively high probability of exhaustion in high dislocation areas were not referred to services, while claimants with relatively low probability of exhaustion were referred to services in areas where the demand for services was low. In the survey, however, nearly 60% of the states reported that they could shift resources and change numbers referred to each local office, based on need.

Referral of Specific Claimants

Among the states that use characteristics screens, most randomly selected claimants within those identified as likely to exhaust UI to be referred to reemployment services. One state further ranked claimants by their industry and selected first from those who worked in industries with the lowest growth rates.

Among the states that used a statistical model, about 40% took an additional step and set a minimum threshold score. These states referred to services only claimants with a probability of UI exhaustion greater than that threshold score.³

All states using a model then intended to select claimants with the highest probability of exhaustion. We found, however, that not all states correctly implemented their profiling procedures. As part of our study, we collected from the test and prototype states the claimant data used as input to their statistical model, the estimated probability of exhausting benefits for claimants, and an indication of which claimants were referred to services. Using these data we compared the estimated probability of exhaustion of referred claimants to those of claimants not referred.

We found that one state had correctly calculated the probability of exhaustion but, because of an error in processing the results, inadvertently referred those with the lowest probabilities of exhausting benefits to WPRS services. Although this error has now been corrected, it points out the complexity of implementing profiling correctly and the need for careful monitoring to ensure that the data processing methods are achieving the intended results. Further, some states allowed local offices to select those referred to services and not all local offices gave priority to claimants with the highest scores. For example, one of these states allowed its local offices to maintain waiting lists of claimants to be referred to services. Some local offices selected claimants with the longest time in the pool, rather than those with the highest probability of exhausting benefits, for referral to reemployment services.

We recommend that states implement quality control measures to ensure that they are carrying out profiling as they intend. We recommend that states review on an ongoing basis the information used for profiling and selecting claimants for WPRS services.

Timing of Profiling and Referrals

One of the principal aims of the WPRS legislation is to provide early intervention with reemployment services for profiled and referred claimants. ETA, therefore, requires states to profile all new claimants and either refer them immediately or place them in a selection pool from which referrals may be made later.

³ Although two states indicated that these threshold scores could be changed to accommodate fluctuations in scores during the year, scores were actually changed at most every nine months.

Almost all states profiled claimants within 2 weeks of their first payment. Three-quarters of states profiled claimants within one week of their first payment. We found in our case studies that most test and prototype states profiled new claimants and immediately included them in a pool from which to refer individuals. Similar patterns are evident in the national data. About 85% of the states maintain a pool of claimants, in which claimants could remain for 3 to 5 weeks.

In selecting claimants from the pool, the large majority select claimants with the highest probabilities of exhausting benefits. Three states, however, select claimants with the longest time in the pool. Unfortunately, this practice undermines the goal of referral to services early in a claimant's unemployment spell.

After claimants are selected, they are sent notification letters either by the state's central office (50%) or the local office. Virtually all states give claimants two weeks or less to respond, with 20% giving one week or less.

As we saw in our site visits, the goal of early intervention is generally being met. States' efforts to ensure early access to services is reflected in the timeliness of profiling, notification, and requirements to report to services.

Agencies Involved in Selecting and Referring Claimants

ES was very heavily involved in selection and referral policies. In almost 85% of the states, ES was either very or extremely involved in developing policies about the number to be referred to WPRS services and over 90% were that heavily involved in policies about referrals. EDWAA was also heavily involved in these policies in a majority of states, but UI was not. When UI was involved, it was almost always in conjunction with ES. Agencies involved in establishing referral policies rarely found it to be a difficult task.

REEMPLOYMENT SERVICES

Development of Reemployment Services

The legislation defined reemployment services as "job search assistance and job placement services, such as counseling, testing, and providing occupational and labor market information, assessment, job search workshops, job clubs and referral to employment, and other similar services." ETA clarified that orientation is also a reemployment service because "claimants are made aware of why services are available and what the services are and, as a result, are able to participate in the identification of

appropriate services to assist them in returning to employment.”⁴ Although skills and educational training may be available, they are not considered reemployment services and claimants are not required to participate. Neither the legislation nor ETA guidance specified services that must be provided, allowing states substantial discretion in developing reemployment services.

State Agencies Involved in Developing Reemployment Services

WPRS service providers, particularly ES, were substantially involved in developing WPRS services. Nearly 90% of the ES agencies were either very or extremely involved in developing both policies about required WPRS services and the content of those services. In over one-third of the states, ES was the dominant agency for these tasks, with UI and EDWAA at most only somewhat involved.

Over one-half of the EDWAA agencies were also substantially involved in developing policies about services and the services themselves, almost always working as a partner with ES. In states where EDWAA agencies provided reemployment services to many WPRS claimants, EDWAA was generally more involved in these activities. However, even among states where EDWAA provided few services directly, about 40% reported that they helped develop policies about services.

In contrast, only one-third of UI agencies were substantially involved in setting policies about required services and were very rarely involved in deciding the content of WPRS services. When the UI agency was involved, it worked with ES as a partner.

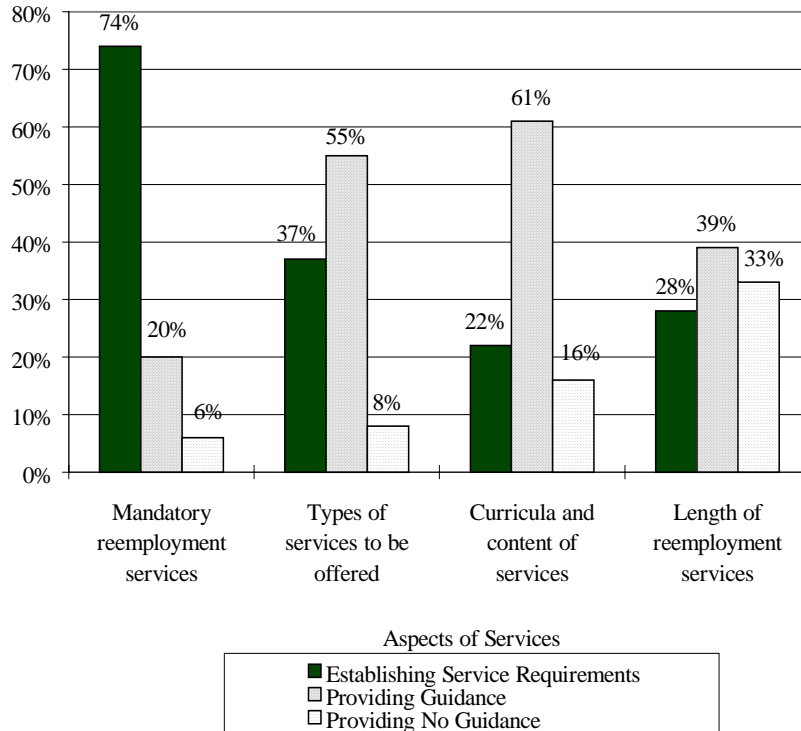
Involvement of Local Agencies

As Exhibit II-6 shows, states often took responsibility for determining mandatory reemployment services, with nearly three-quarters establishing specific requirements. For example, one prototype state required that all WPRS claimants participate in a job search workshop and a follow-up contact; another required an orientation, an assessment interview, a service plan and all services on that plan. States were more likely, however, to give local offices greater control over the design of specific reemployment services. Although a few states established requirements, a majority of the states provided local

⁴ “Unemployment Insurance Program Requirements for the Worker Profiling and Reemployment Services Systems,” UI Program Letter 41-94, U.S. Department of Labor, 1994.

areas with guidance about the types of services to offer and the curricula and content of WPRS services. The length of services was more often left to local discretion.

Exhibit II-6
State Guidance to Local Areas in Various Aspects
of WPRS Reemployment Services

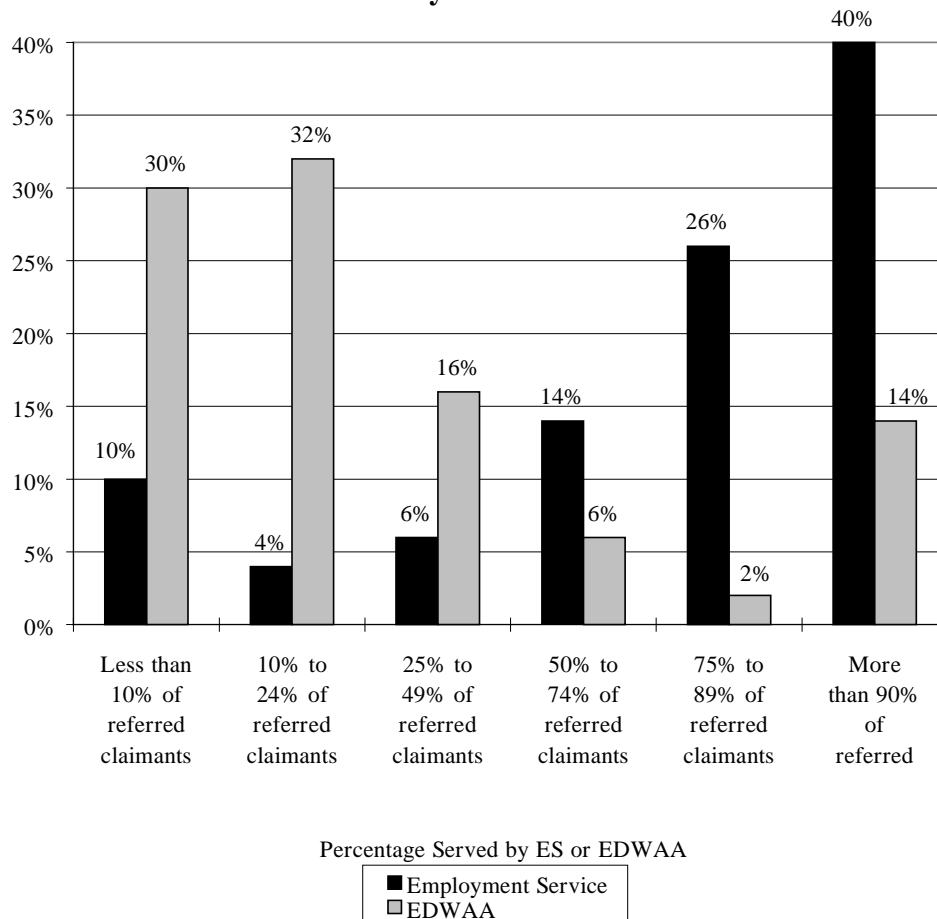


Providers of WPRS Services

In our cases studies of the prototype and test states, we found that these states used two strategies to provide WPRS reemployment services. Under one strategy, ES was responsible for the bulk of reemployment services and referred claimants to EDWAA only for education or training services. The other strategy was to refer the most job ready to ES for job referral services and refer to EDWAA those who needed more extensive services, including reemployment services—such as job search training—as well as occupational or educational skills training.

We find evidence of these two patterns in the survey data as well. Exhibit II-7 shows that in over two-thirds of states, ES was the major provider of reemployment

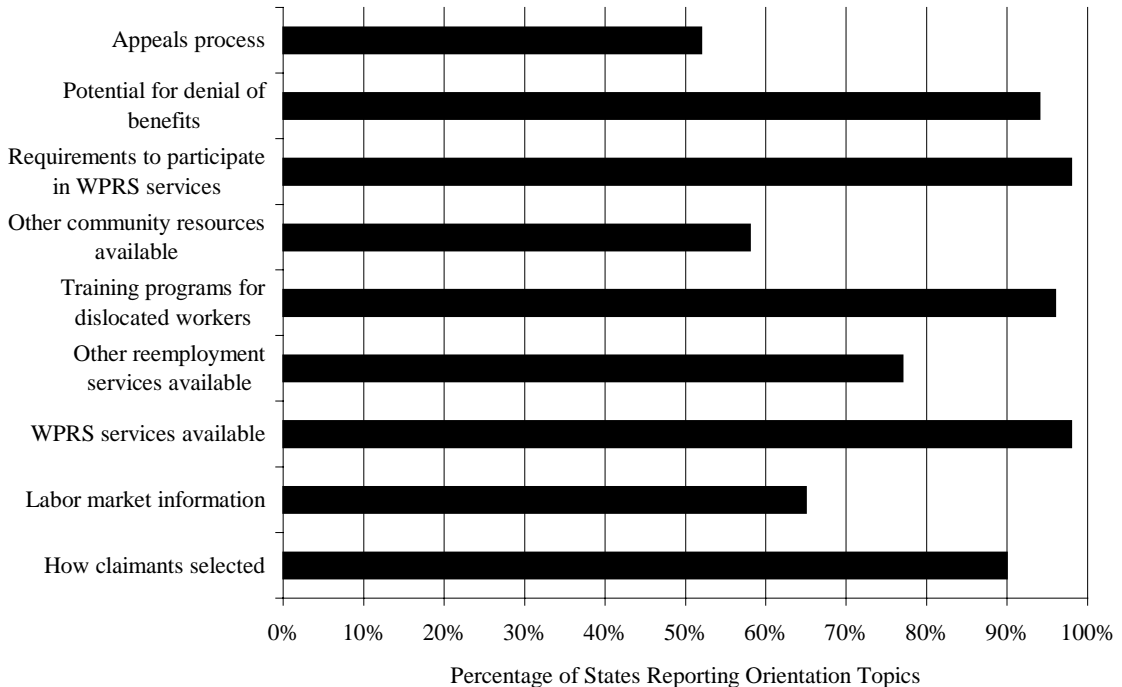
Exhibit II-7
Percentage of States in Which Profiled and Referred Claimants are Served by ES and EDWAA



services, serving 75% or more of WPRS claimants, which is consistent with the first strategy. Overall, EDWAA agencies were responsible for serving a relatively small proportion of claimants. In states where EDWAA provided services to many WPRS claimants, however, ES was also an active service provider; in no cases was EDWAA the sole provider of WPRS services. This pattern is consistent with the second strategy we found in our sites visits—that is, ES and EDWAA were both heavily involved but served different types of claimants.

Although the intention is that services be customized to the needs of each claimant, in our site visits we found that most of the early implementation states had established a “core” set of services that were required of all claimants. Although, in principle, claimants’ service plans could also include individualized services, this was rarely done. In the national survey, we also found most states had established a core set of services required of all WPRS claimants. Below, we first describe the services states usually required of all WPRS claimants and then the individualized services available.

Exhibit II-8
Topics Covered in WPRS Orientation



Orientation

All states required profiled and referred claimants to attend a mandatory orientation session, as required by ETA. In most cases, this was a stand-alone orientation and was typically brief: in one-quarter of the states orientation lasted 30 minutes or less, and in another one-half, orientation lasted between 30 minutes to one hour. In one-quarter of the states, orientation was not a stand-alone service but was part of a larger mandatory job search workshop.

Exhibit II-8 describes the topics presented at orientation. Virtually all states provided information about WPRS reemployment services and training programs available to dislocated workers. Less commonly claimants were given other information that may help them readjust, such as information about jobs in demand or other community resources, although a majority of states covered these topics.

Virtually all states also informed claimants about their requirement to participate in WPRS services and the potential for denial of benefits for not participating satisfactorily. Only slightly over one-half of the states, however, provided information about the appeals process.

Required Workshops

More than half of the states required all claimants to participate in a group workshop that provided reemployment services. As shown in Exhibit II-9, over 85% of these workshops included labor market information, training in job search methods, and preparation of resumes. Many workshops also helped claimants explore career alternatives and provided referrals to job openings. Rarely did such workshop include crisis management services to help claimants cope with unemployment.

In almost two-thirds of the states, this required workshop lasted four hours or less; virtually all lasted less than 10 hours.

Required One-on-One Services

Over 80% of the states required all profiled and referred claimants to meet one-on-one with a counselor or other staff member, generally to develop an individual service plan and assess their interests and abilities. Referrals to other programs were usually made at this point, when appropriate. Some states used this opportunity to provide job counseling and job placement services as well.

**Exhibit II-9
Content of Required
WPRS Workshops**

Content Area	Percentage of States, Among Those Requiring a Workshop
Testing of basic skills	14%
Testing of occupational interests and aptitudes	28
Exploration of career alternatives	69
Labor market information about jobs in demand	90
Training in job search methods	90
Preparation of resumes	86
Development of individual service plans	54
Group counseling in stress management	18
Group counseling in financial management	14
Referral to job openings	64

One-on-one sessions were usually brief. In three-quarters of the states, these meetings usually lasted no more than one hour. In all states, counseling sessions were completed in less than two hours.

Over one-third of states also required all profiled and referred claimants to participate in supervised job search and to follow up with their counselor about their experiences looking for a job.

Individualized Services

The questionnaire asked the WPRS coordinator about the percentage of WPRS claimants who are required to participate in additional services—beyond the core mandatory services—based on their individual needs. As shown in Exhibit II-10 states varied considerably in the degree to which individualized services were required.

In nearly 20% of the states, no claimants were required to participate in any services beyond the mandatory core services required of all WPRS claimants, and in nearly 10% of the states, less than 10% of the claimants were required to participate in individualized services. It is clear that the requirement of an individual service plan does not always result in individualized mandatory services.

Exhibit II-10
Percentage of WPRS Claimants Required to
Participate in Individualized Services

Percentage of WPRS Claimants	Percentage of States
None	19%
Less than 10%	9
10% to 24%	21
25% to 49%	8
50% to 74%	21
75% to 89%	19
More than 90%	4

In contrast, in nearly 45% of the states, more than half of the WPRS claimants were required to participate in individual services beyond the core mandatory services.

Additional Services Available to WPRS Claimants

In addition to required services, services normally available to job seekers were also available to WPRS claimants. Virtually all states made available many reemployment services that focus efforts on immediate reemployment, including the provision of labor market information, training in job search methods, resume preparation, job development, referrals to job openings. Forty percent of states also made job club services available to their WPRS claimants. All states provided referrals to other programs.

A large majority of states also made available services that might help claimants focus on longer-term employment goals, such as testing of basic skills, occupational interests and aptitudes, and exploration of career alternatives. More than three-quarters of states also had established resource centers. Only about one-quarter of states, however, provided services to help claimants deal with the financial and emotional difficulties of being laid off.

Exhibit II-11
State Reports of WPRS Services Provided
Percentage of Profiled and Referred Claimants
Receiving WPRS Services in Second Quarter of 1996
(Based on Data Reported on ETA Form 9048)

<u>WPRS Services</u>	<u>Percentage of Claimants</u>
Assessment	59.0%
Counseling	21.1
Job placement	62.6
Job search workshop/job club	36.9
Referral to education or training	15.5

Exhibit II-11 shows the percentage of profiled and referred claimants who reported to various WPRS services. These reported services generally do not reflect the services in which individuals voluntarily participated. These results are generally consistent with the administrators' reports of required services. Most commonly WPRS claimants received assessment and job placement services. Somewhat less than 40% attend job workshops or job clubs. Referral to job training or education was relatively rare, with only 15% receiving referrals.

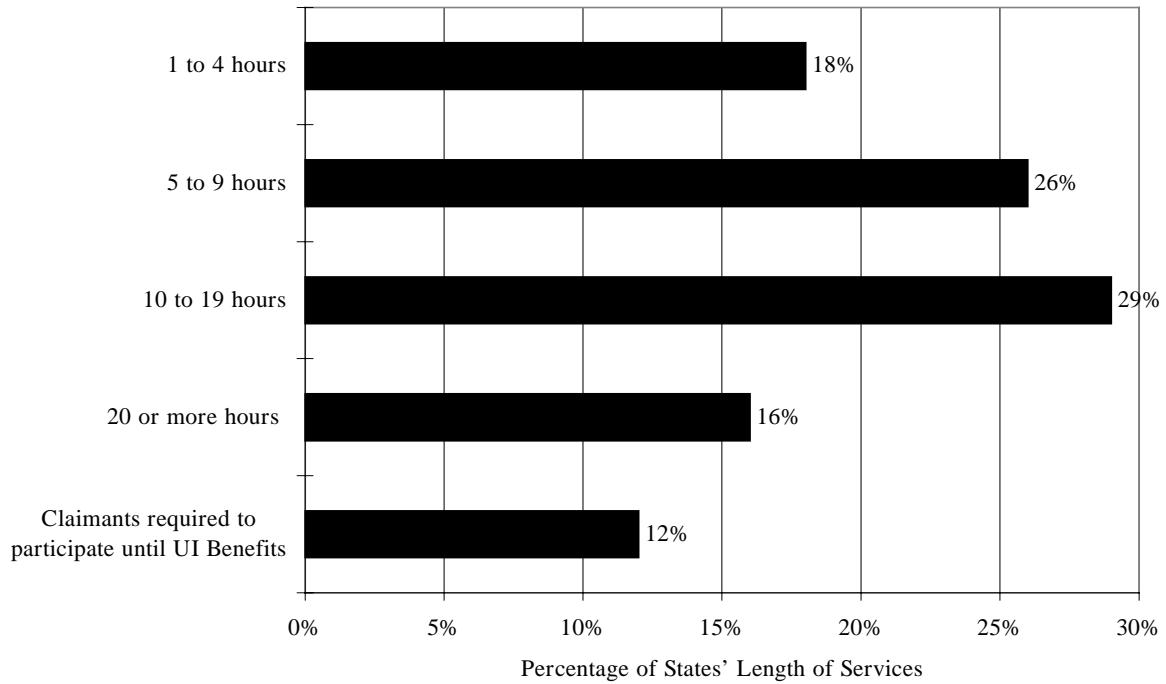
Intensity and Comprehensiveness of WPRS Services

The customer satisfaction survey that we conducted for our Interim Report indicated a strong relationship between customer satisfaction with WPRS services and the number of services received. For example, among WPRS claimants who reported receiving two or fewer services, only 15% rated the services as very or extremely helpful. In contrast, among those who received seven or more services, nearly 55% rated WPRS services highly. Similarly, claimants who participated in longer services were more satisfied than those who received very short services.

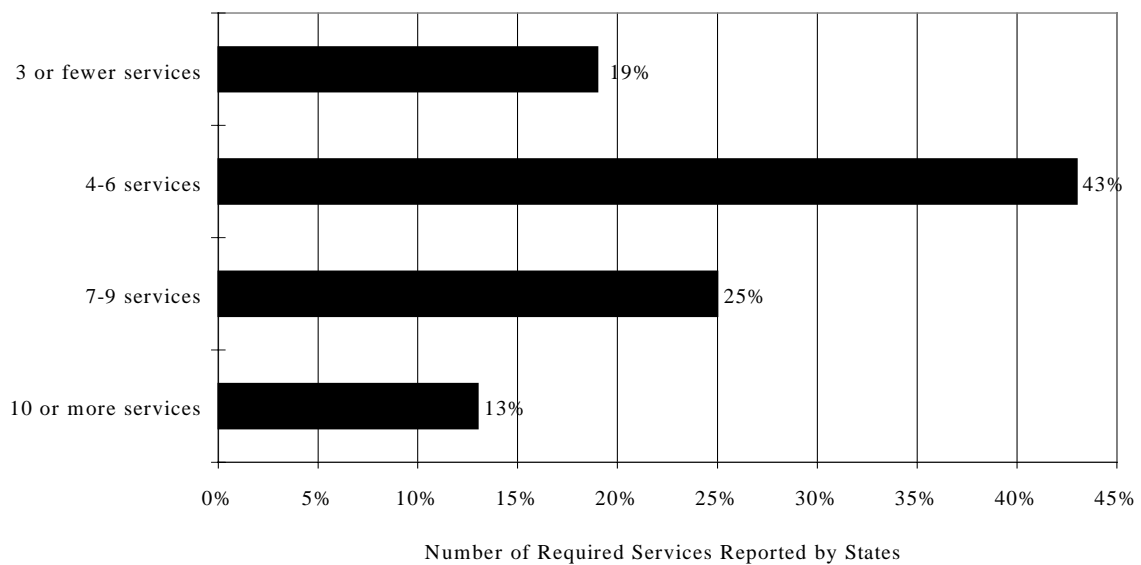
The results of the administrator survey indicate considerable variation in both the number of required services that WPRS claimants receive and the length of those services, as shown in Exhibit II-12. The questionnaire asked directly about the length of services in which WPRS claimants were usually required to participate. Nearly 20% of the states required WPRS claimants to participate in four or fewer hours of services while another 16% required services lasting 20 or more hours. A few states required

Exhibit II-12 Length and Number of Required Services

Length of Required Services



Number of Required Services



claimants to participate in services indefinitely, usually supervised job search, until their benefits stopped, either because the claimant found a job or benefits were exhausted.

We also calculated the number of required services by summing the services provided in any workshops, required one-on-one services, and required supervised job search. Again, states varied widely in the number of services WPRS claimants received. About 20% required three or fewer services while nearly 15% required ten or more services.

Not surprisingly, the number of required services is related to the length of required services. For example, among states requiring 4 or fewer services, only 7% required 20 or more hours of participation while among states requiring 7 or more services, nearly 30% required participation of 20 or more hours. We hypothesized that states that provided more intense or in-depth services might be able to refer fewer new claimants to services because of resource constraints. However, neither the length nor number of required services is related to the proportion of new UI claimants who are profiled and referred to services.

In examining the interrelationships among the types of services provided, we found three distinct modes. About 25% of the states required WPRS claimants to participate in both a relatively large number of services (i.e., greater than 6) and relatively long services (i.e., longer than 10 hours). About 30% offered a relatively large number of services and extensive resource centers in which WPRS claimants could voluntarily participate. These two modes were apparently alternative ways of providing extensive services: only three states (i.e., 5%) did both.

The remaining one-half of the states neither required nor made available extensive services for WPRS claimants. These states did not prohibit WPRS claimants from participating in services available to other job seekers; rather relatively few services were generally available to all job seekers in these states. Given the results of our customer satisfaction survey, we would expect that WPRS claimants in these states offering less extensive services to find the services less helpful.

Challenges to Developing WPRS Services

Agencies reported few problems in developing policies about WPRS services. As we reported from our site visits, most WPRS services were based on existing services of

the service provider. Thus, it is not surprising that developing services was not difficult. When involved in developing services, EDWAA reported somewhat greater difficulty, perhaps because their existing services were often more extensive than those required of WPRS claimants and thus required greater modification. Among the other service-related tasks, only staffing WPRS services posed a significant challenge, particularly for ES.

TRACKING WPRS CLAIMANTS' PROGRESS IN SERVICES

The legislation authorizing WPRS indicates that claimants referred to services must participate in those services as a condition of UI receipt. ETA's guidance on feedback indicates that information must be exchanged between UI and its service providers to adequately implement WPRS systems. Follow-up information on profiled and referred claimants' participation in reemployment services must be provided to UI by service providers so that UI can initiate determinations when claimants do not meet their obligations of participation. ETA identified five steps in this process:

- UI needs to determine whether referred claimants actually report to the service provider.
- The service provider needs to send information back to UI on result of the referral, particularly the plan for services for each referred claimant.
- The service provider need to provide UI with information about whether the claimant is participating satisfactorily per the service plan so that UI can accurately determine referred claimants continuing eligibility for UI benefits.
- The service provider needs to report on the types of reemployment services received by referred UI claimants, for reporting and evaluation purposes.
- UI must determine the employment outcomes of referred UI claimants.⁵

Developing a feedback mechanism requires that several types of data be exchanged between UI and service providers and that feedback be accurate and timely.

Automated Systems

Virtually all states (89%) developed an automated data system to track profiled and referred claimants' progress in services. Two additional states were in the process of developing automated systems at the time of the survey; and in the remaining three states,

⁵ "Worker Profiling and Reemployment Services Initiatives: Basic Operational Concepts," Attachment E to ETA Field Memorandum 35-94, 1994.

service providers used automated data systems for collecting and reporting data within their own programs, but relied on manual feedback mechanisms to report WPRS claimants' progress to the UI system.

Even among those states with automated data systems, however, only about half also automated claimants' service plans so that claimants' progress could be automatically determined. The remainder needed to manually check that claimants were participating in the services called for in their service plans.

States used three strategies to develop automated tracking systems. About one-half developed new data systems specifically for WPRS. Even when the state developed a new data system for WPRS, however, changes to existing systems were also needed in a majority of states.

Most of the remaining states modified their existing MIS to track claimants through WPRS services. Among these states, most modified the ES data system to track WPRS service participation because ES was the most common provider of WPRS services. UI systems were modified for WPRS tracking by about one-third of states, but always in conjunction with changes to the ES systems. Only 15% of the states made any modifications to their EDWAA systems to track WPRS claimants' progress.

Three states used a third strategy. These states incorporated WPRS needs into data systems that they were developing for other coordination efforts, such as One-Stop Career Centers.

Linkages With Other Agencies' Systems

The resulting automated data systems varied in the ease that agencies could share information about WPRS claimants. The questionnaire asked administrators which agencies could enter data about claimants' progress and which agencies could have access to that information automatically.

Among the states with new WPRS-specific systems, about one-third of these systems were basically stand alone systems and entries made in the WPRS MIS were not linked to any other agencies' MIS. As a result, both UI and ES staff needed to enter data about WPRS claimants into both their own systems and into the WPRS system. In collecting data from the test and prototype states, we found numerous inconsistencies when such duplicate entries were required. The remaining WPRS-specific systems, however, were more sophisticated, with automated links to other agencies' MIS; in most,

data entered into both the UI and ES systems were automatically linked to the WPRS system.

Similarly among those states that modified their existing systems, the extent of interagency linkages varied. In about half of these states without a WPRS-specific system, the ES staff entered data about WPRS claimants into the ES system, but there were no linkages to the UI system—paper reports were required. In the remainder, however, the UI system could access the ES system data so that UI staff had electronic access to information about WPRS claimants' progress.

We learned in our site visits to test and prototype states that feedback mechanisms from training providers, usually EDWAA, were weak. Claimants were usually tracked to the point of referral, but because referral to training is not a mandatory service, claimants were generally not tracked through training services. In only one-quarter of states could EDWAA enter information about WPRS participants' progress in services.

Agencies Involved in Developing Feedback Procedures

Reflecting ES's role as a primary service provider, 80% of the ES administrators reported that they were very or extremely involved in developing policies about feedback procedures. About two-thirds of the UI administrators were also heavily involved, but only 40% of the EDWAA administrators were that involved.

When involved, UI administrators found developing a system to track claimants' progress was the one of the most difficult WPRS-related tasks. The fact that UI systems were not automatically linked to the WPRS systems or to service providers' systems in a majority of states is consistent with this result. Developing a tracking system was less difficult for ES and EDWAA, probably because it required fewer modifications to their existing MIS systems.

DETERMINATIONS AND DENIALS

The legislation authorizing WPRS required that “as a condition of eligibility for regular compensation for any week, any claimant who has been referred to reemployment services...participate in such services or similar services.” ETA elaborated that claimants must be held ineligible for any week in which there is failure to participate in reemployment services that they are required to attend unless they have justifiable cause. States, therefore, needed to establish several policies about how and when claimants would be denied benefits for failure to participate in WPRS services.

Claimants were first required to attend an orientation to WPRS services. States varied in how quickly they initiated a determination process for failure to report to orientation. About 30% of the states initiated a determination when a claimant missed his or her first scheduled meeting. The remainder gave claimants a chance to reschedule, typically once although one state allowed claimants to miss three sessions before initiating a determination.

Claimants were required to participate in the services included in their service plan. States again varied in how they handled this process. About one-quarter of the states included an indicator of required services in the claimant's record, and initiated a determination automatically when participation in those services was not documented. The remainder assumed claimants were participating satisfactorily unless notified to the contrary by the service provider.

When claimants were denied benefits, states also differed in how long benefits were denied. About half denied benefits for a single week; the other half denied benefits until the claimant complied with their WPRS responsibilities. Because ETA guidance indicated that the determination must be on a weekly or bi-weekly basis, the latter approach assumed that claimants were required to attend WPRS services each week that they were not in compliance.

About 1.5 million UI claimants were profiled in the US during the second quarter of 1996, and about 14.1% of these claimants were referred to services.⁶ Among these profiled and referred claimants, about 1.8% were denied benefits. UI administrators reported that when WPRS claimants were denied benefits, in about half the cases the reason was that claimants did not report to orientation; only 15% of the denials were for failure to make satisfactory progress in the services included in their service plan. In our case studies, we found that some states indicated that they did not often deny benefits for nonparticipation in WPRS services because the reasons claimants gave for

⁶ Based on figures from the ETA Nonmonetary Determinations activity Report (ETA 207) Report for period 10/1/96 - 12/31/96, Office of Unemployment Insurance Services, US DOL.

not participating frequently indicated that they were not able and available to work. The survey results confirms this pattern: about 20% of denials of WPRS claimants were because they were not able and available for work.

Fewer than 10% of the states reported that developing a denial and appeal process for WPRS was a difficult task.

TRACKING OUTCOMES

The legislation authorizing WPRS calls for a system that “collects follow-up information relating to the services received by such claimants and the employment outcomes for such claimants subsequent to receiving services and utilizes such information in making identifications” of claimants likely to exhaust benefits and need job search assistance. After the outcomes reporting system was approved by OMB, DOL issued reporting instructions for the WPRS Outcomes Report (ETA 9049) in FY 96. Data from these reports will be available in May of 1998, but were not available for this report.

Because of the delay in establishing national outcome reporting requirements, many states had just begun the process of establishing measures and tracking the outcomes achieved by WPRS claimants; only about one-half of the states collected outcome data for WPRS claimants at the time of this survey (i.e., during FY 95).

Exhibit II-13 presents the percentage of states collecting various outcome measures among those states measuring outcomes at the time of the survey. Ninety percent measured whether WPRS claimants were placed/entered employment at the end of services. About 80% also tracked the ES outcome of obtained employment, which measures whether individuals find employment on their own after receiving ES services.

Other outcomes were less commonly tracked. About 55% collected data on WPRS claimants' earnings, either in the form of wage rates or total earnings. Whether claimants were employed some time after services was tracked by about one-quarter of the states. Over 50% of the states tracked reemployment industry, which is available through UI records, but fewer tracked occupation.

Exhibit II-13
Measures Used by States that Track Outcomes

Outcome Measure	Percentage of States
Whether placed/entered employment	90%
Whether obtained employment (ES definition)	83
Wage at placement	55
Hours of work at placement	24
Earnings for specific period	45
Whether employed at follow-up period	28
Wages at follow up	28
Reemployment occupation	38
Reemployment industry	52

As shown in Exhibit II-14, most commonly states use UI earnings records to collect outcome measures, although using either ES or EDWAA tracking systems was also common.⁷ Whether states used ES or EDWAA tracking systems, however, was not related to the number of claimants served by those agencies. Some states established a new data collection system, such as special surveys of WPRS claimants, to measure outcomes.

Exhibit II-14
Data Sources Used by States that Track Outcomes

Data Source	Percentage of States
UI wage records	72%
Special WPRS database	7
ES reports	66
EDWAA reports	41
Special surveys	38

⁷ The administrators' reports on data systems used to track outcomes are somewhat inconsistent with their reports on outcome measures. Specifically, seven states report that they use UI wage records to track outcomes but use only outcome measures not available from wage records.

Although we asked states to submit with the survey any outcome reports that they had generated, few did so. Data on claimants' outcomes, however, are available from administrative data, such as UI earnings records. Using such data sources, the next chapter presents the outcomes achieved by WPRS claimants in the test and prototype states and relates them to outcomes achieved by similar claimants who did not receive WPRS services.

Selecting outcome measures and developing a tracking system proved to be difficult challenges for many states. Among those involved in these activities, over 40% of the UI administrators and about 30% of ES administrators found both identifying appropriate outcomes and developing a system to track outcomes either very or extremely difficult. Although EDWAA was less frequently involved in this aspect of WPRS systems, those agencies that were involved found identifying and tracking outcomes less difficult, perhaps because postprogram follow-up systems are already in place for the EDWAA program.

TECHNICAL ASSISTANCE

Technical Assistance to States

The WPRS legislation requires the Secretary of Labor to provide technical assistance and advice to assist the states in implementing their WPRS systems and specifies that such assistance should include the development and identification of model profiling systems.

About 70% of the states reported that they received technical assistance in developing their WPRS systems. As shown in Exhibit II-15, virtually all of these

Exhibit II-15
Technical Assistance Areas Among States
that Received Assistance

Technical Assistance Areas	Percentage of States
Developing a profiling method	86%
Obtaining data needed for profiling	11
Developing reemployment services	17
Developing automated data systems to track WPRS claimants	28

states received help in developing their profiling methods; and about one-quarter received assistance with their data systems. Relatively few states received any assistance in developing reemployment services for WPRS claimants.

Generally, states were very satisfied with the technical assistance they received: over 40% reported that the technical assistance was extremely helpful and another 40% reported that it was very helpful. The remaining 20% rated the assistance as somewhat helpful; none felt the assistance was not at all helpful.

Only one-quarter of the WPRS administrators reported the need for additional technical assistance, either in helping them develop their profiling methods or their data systems. States that were particularly interested in technical assistance were those that were using characteristics screens and had not yet developed statistical models and states without a WPRS-specific automated data system. Surprisingly, Second Wave states were less likely to want more technical assistance than First Wave states.

Technical Assistance to Local Agencies by States

As shown in Exhibit II-16, states used a variety of strategies to help local areas implement WPRS system. As we saw that in the prototype states, states commonly used written materials such as procedural manuals to communicate minimum requirements and extent of local discretion. As WPRS got underway, virtually all states provided more ongoing assistance as needed.

Exhibit II-16
Types of Technical Assistance Provided to Local Offices

Types of Assistance	Percentages of States
Ongoing assistance	92%
Group training	86
Manuals	71
Training at individual sites	33
Cross training in other agencies' policies	32

OVERALL COORDINATION AND FUNDING OF WPRS SYSTEMS**Overall Coordination**

As is clear for the coordination on individual tasks, the three agencies work together in many cases. Exhibit II-17 presents the percentage of agencies very or extremely involved in the activities discussed in this chapter. To summarize the extent of cooperation, we grouped these WPRS activities into three major tasks: tasks related to services, tasks related to developing data systems, and tasks related to the

Exhibit II-17
Extent of UI, ES, and EDWAA Involvement in the
Development of WPRS Systems

WPRS Activity	Percentage of States Reporting Agency was Very or Extremely Involved		
	UI	ES	EDWAA
Statistical profiling model or characteristics screen	77%	42%	20%
Policies about the number served in WPRS	47	84	63
Policies about referrals to services	38	92	59
Policies about required services	38	88	53
Content of reemployment services	11	90	53
Policies about feedback procedures	64	80	41
Developing automated data system	66	78	37

development of a profiling method.⁸ Because UI and ES were most involved in WPRS activities, we summarize the extent of cooperation between these two agencies using the following three modes:

- **Dominant agency.** In about 20% of the states, when agencies were highly involved in WPRS tasks, a single agency was either very or extremely involved, while the other agencies were at most somewhat involved. In a large majority of the cases it was ES that was the dominant agency.

⁸ We grouped the tasks using factor analysis of the extent of involvement of the three agencies in individual WPRS activities.

- **Division of labor.** In another 15% of the states, ES and UI divided responsibility for WPRS tasks. Most commonly, ES led the tasks related to services and the data system, while UI led the development of the model.
- **Shared leadership.** In the remaining 65% of the states, UI and ES shared the leadership of at least one of the three major tasks. Most commonly, these two agencies shared the tasks related to data systems and the development of the model, while ES led the service-related tasks.

Thus, the level of cooperation and the sharing of tasks was high between ES and UI.

In about 40% of the states, EDWAA was not substantially involved in any of the three groups of tasks. When EDWAA was involved, it was almost always in cooperation with ES. Not surprisingly, EDWAA was most involved in service-related tasks, although in about one-quarter of the states EDWAA was also involved in developing data systems.

Even though the coordination appears to be extensive, the administrators reported that getting the state agencies to work together was not difficult. States also reported that it was not difficult to get the local offices to work together.

Funding of WPRS

The three agency administrators in each state were asked about the amount and type of funding provided to the WPRS system by their agencies. Exhibit II-18 presents the percentage of agency administrators reporting whether each source of funding was used for WPRS and the percentage of total WPRS funding from each source.

UI funds accounted for almost 50% of the WPRS funding in the first years of WPRS systems. Most of the UI funds came from FY 94 or 95 implementation grants, which were awarded to states to help implement a WPRS system (e.g., develop a data tracking system, devise a profiling method), but not to fund services to claimants.

Relatively few ES funds were specifically earmarked for WPRS services. About 13% of WPRS funding came from ES funds, most commonly from federal ES funds. In our site visits, however, we found that many local ES offices have dedicated specific staff to provide WPRS services. These resources are apparently not reflected in the state ES budgets. Problems arising in assigning staff to WPRS without additional ES

Exhibit II-18
Funding Sources for WPRS

Funding Source	% States Using Source	% of Total WPRS Funding from Source
UI Funds		
Any UI funds	96%	49%
FY 94 WPRS implementation grant	29	14
FY 95 WPRS implementation grant	64	28
Federal UI administrative funds	31	5
State UI funds	4	1
UI funds, unspecified type	2	2
ES Funds		
Any ES funds	40%	13%
Federal ES funds	33	10
State labor exchange funds	7	2
ES funds, unspecified type	2	1
EDWAA Funds		
Any EDWAA funds	67%	37%
SSA formula	9	4
SSA 10%	4	1
State 40%	44	18
PY 94 EDWAA Supplement for WPRS	13	3
PY 95 EDWAA Supplement for WPRS	27	8
National reserve	7	2
EDWAA funds, unspecified type	2	1

funding likely contributed to ES administrators reporting that staffing WPRS activities was a difficult challenge for nearly 40% of the states.

EDWAA funding for WPRS approached that of UI funding; indeed it was expected that EDWAA funding would be an important source for funding WPRS services. The bulk came from governor's reserve funds—the 40% of EDWAA funds set aside for state activities, including coordination with UI. In addition, EDWAA supplemental funds for WPRS accounted for 11% of WPRS funding. Including the UI implementation grants

and special EDWAA supplementary grants, 53% of WPRS funding came from short-term sources that are not expected to continue. EDWAA 40% funds, therefore, are likely to become an increasingly important source for future WPRS funding.

Agencies found arranging for adequate funding to be the most challenging WPRS coordination activity. Probably because the funding for EDWAA during the WPRS implementation period increased, this agency reported the least funding problems with less than one-quarter reporting this activity as very or extremely difficult. About 30% of the UI administrators also reported that funding was difficult, even though DOL awarded all states grants to implement their WPRS systems. Implementation grants did not cover the costs of services, however, and ES—the most common WPRS service provider—found arranging for funding the greatest challenge with over 45% of ES administrators reporting that it was very or extremely difficult.

OPINIONS ABOUT WPRS SYSTEMS

Finally, the questionnaire asked agency administrators the extent to which they agreed to statements about WPRS systems; the responses are presented in Exhibit II-19.

Overall, state administrators were very supportive of the WPRS approach. About two-thirds felt that WPRS met its goal of reducing the length of UI receipt among profiled and referred claimants in their states. Most felt that the mandatory nature of services was justified: only 18% to 25% felt that WPRS claimants should not be required to participate. The fact that EDWAA administrators supported mandatory participation at the same rate as other agency administrators is somewhat surprising. During our site visits, EDWAA staff cited the mandatory nature of services as a reason for their reluctance to participate in WPRS systems. However, about one-half of the administrators expressed some doubt about whether many profiled and referred claimants needed the WPRS services.

Administrators also indicated that WPRS had other benefits. Over three-quarters of the administrators felt that the experience of implementing a WPRS system would improve the effectiveness of coordination with each other in general. This is consistent with our case studies, where previous coordination efforts facilitated the coordination needed for WPRS. Once agencies manage to make coordination work, they are able to coordinate more easily in other contexts as well.

Exhibit II - 19
Level of Agreement by States about WPRS
Initiative by UI, ES, and EDWAA Agencies

Statement About WPRS Initiative	Percentage of Administrators that Agree with Statement About WPRS		
	UI	ES	EDWAA
Because of implementing the WPRS system, our state agencies coordinate more effectively with each other.	87%	76%	81%
Many profiled and referred claimants do not need reemployment services.	43	54	45
WPRS has helped reduce the length of time profiled and referred claimants receive UI in our state.	63	66	73
Claimants should not be required to participate in reemployment services.	25	18	20
WPRS has improved the intensity of services available for unemployed people.	81	82	83
WPRS has increased the number of unemployed people who receive reemployment services.	75	80	88
WPRS has resulted in unemployed people receiving reemployment services sooner after filing UI claims.	83	82	89

It was possible that WPRS simply shifted resources from one group of job seekers to another. However, most administrators also felt that WPRS system improved services for all job seekers, not just WPRS claimants. At least three-quarters felt that WPRS increased the total number of unemployed people who received reemployment services, tended to improve the intensity of services for all job seekers, and has resulted in the unemployed receiving services sooner than they did in the past.

CONCLUSIONS

The results of the state administrator survey indicate that states, by and large, have met the legislated requirements for implementing WPRS systems and have generally followed ETA guidance as well. Most of the major components of a WPRS system are in place in all states. Our results indicated that states:

- Profiled claimants to identify those at risk of exhausting their UI benefits.
 - All states initially screened claimants as required by ETA.
 - About 80% used a statistical profiling model, the approach preferred by ETA.
 - The large majority referred selected claimants to services in a timely manner.
- Provided reemployment services.
 - All states provided WPRS claimants with an orientation to services as required by ETA.
 - About 80% of the states required claimants to meet one-on-one with a counselor to assess skills and interests and develop an individual service plan, which is required by ETA.
- Tracked claimants' progress in services. Virtually all states have an automated data system to track WPRS claimants, although the extent of automation varies.
- Established policies for determinations and denials to claimants who do not participate satisfactorily in WPRS.

But our results also indicate some areas of concern:

- A few states and local areas did not give priority to claimants with the highest probability of exhausting benefits, which is inconsistent with the intent of the legislation.
- Although about one-half of the states either require participation in extensive services or make such services available on a voluntary basis, the remaining states provide less extensive services, which is not consistent with achieving high levels of customer satisfaction.
- In about one-third of the states, virtually all claimants participated in the same services, which is not consistent with ETA requirement for customized services.
- In many states, the data system for tracking claimants is inefficient, requiring duplicate entries, paper reports, and manual checking of services against service plans.

- At the time of the survey, one-half of the states had not developed a system to track WPRS claimants' outcomes, which is required by the legislation. States will be required to report employment outcomes for WPRS claimants beginning in May of 1998 (based on four quarters of follow-up data from wage records).
- EDWAA was not substantially involved in developing WPRS systems in 40% of the states even though EDWAA provides substantial funding for WPRS.

Our recommendations for addressing these areas of concern are presented in Chapter IV.

III. IMPACTS OF WPRS SYSTEMS IN EARLY IMPLEMENTATION STATES

INTRODUCTION

To determine the effectiveness of the early WPRS systems, we would like to estimate the impacts of WPRS on outcomes—such as reemployment and UI benefit receipt—among claimants profiled and referred to WPRS services. We cannot, however, determine the effectiveness of WPRS simply by measuring claimant outcomes. For example, suppose that 86% of referred claimants obtain employment within 6 months of their initial UI claim. Because none of the claimants were employed before WPRS, the 86% employment rate is sometimes referred to as the “gross impact.” But to determine the “net impact” of WPRS, we need to compare the outcomes attained by referred claimant with the outcomes they would have attained in the absence of WPRS. It is these “net impacts” that we focus on in this chapter.

To measure the outcomes the referred claimants would have achieved without WPRS, we need to examine outcomes achieved by a similar group of claimants who were not referred to WPRS services. The ideal way to develop such a “comparison group” is to conduct a classical experiment by randomly assigning claimants to two groups: one group that is referred to WPRS services and another that is not. The random assignment process ensures that the two groups are statistically identical, except that one group is referred to services and the other is not. Any differences in outcomes between these two groups, therefore, can be attributed to the services.

Because WPRS was implemented as an ongoing statewide program, we were unable to conduct such an experiment to evaluate WPRS. We therefore needed to develop an alternative method for defining the comparison group. Our chosen design for evaluating the impacts of the WPRS systems is generally based on comparing the outcomes for referred claimants with outcomes for claimants who passed the initial WPRS screens but were not referred to services.

In estimating the impacts of WPRS, we also use regression methods to control for differences in characteristics between the referred claimants and the comparison group. Since claimants were referred to WPRS based on a known set of criteria, we can control for these criteria using regression methods. This situation is unlike that in many other evaluations in which individuals themselves chose to participate. In those cases, referral to

services was determined partly by unmeasurable factors, such as individual motivation, which cannot be included in a regression model. Our ability to control for the known factors that determine referral to WPRS should enhance the validity of our comparison group methodology.

Constraints on local service capacity may also enhance the validity of the comparison group methodology in this case. In five of the study states, the WPRS systems were designed so that, in each local office, new claimants with the highest predicted probabilities of exhausting their UI benefits were referred to services each week. Because of local constraints on service capacity in the WPRS states, however, many claimants were not referred to services. Because the capacity constraints varied by office and over time, the predicted probabilities of claimants referred to services overlap considerably with the probabilities of those not referred to services. Such an overlap enhances our ability to estimate the impacts of WPRS based on a comparison of outcomes for the two groups.

The other study state, Delaware, did not estimate the probability of exhaustion for claimants, but instead used characteristics screens to identify claimants who were likely to exhaust their benefits. Once this group was identified, Delaware selected a random sample of claimants from this group to be referred to services. Our approach in estimating the impacts of WPRS in Delaware was to compare the outcomes for the referred group with the outcomes for the group not referred to services. Since the referred group was randomly selected in this case, the group not referred to services would constitute an excellent comparison group for estimating the impacts of WPRS.

This chapter describes the samples of claimants that we used to evaluate the impacts of the early WPRS systems in the prototype and test states and presents the estimated impacts. Because we encountered different data obstacles in each state, the method for defining the referred and nonreferred claimants differed somewhat across the states. In this chapter we describe these differences and the implications for generating estimates of the impacts of WPRS. Our discussion of the impacts of WPRS focuses on two types of outcomes—labor market outcomes and services received. The labor market outcomes that we examined included measures of UI receipt and employment and earnings. The service outcomes included receipt and timing of reemployment services and enrollment in EDWAA, including training.

ISSUES IN ESTIMATING THE IMPACTS OF WPRS

The analysis samples were drawn from state administrative records based on claimants who received their first benefit payments in the last quarter of 1994 or the first quarter of 1995. The sizes of the samples drawn in each state are shown in Exhibit III-1.

**Exhibit III-1
Analysis Samples**

	<u>Delaware</u>	<u>Florida</u>	<u>Kentucky</u>	<u>Maryland</u>	<u>New Jersey</u>	<u>Oregon</u>
First Payments Between 10/1/94 and 3/31/95	11,382	118,170	81,041	67,865	140,292	71,783
Claimants screened out by characteristics screens	8,373	57,951	65,186	30,926	61,844	— ^a
Claimants who passed screens and were further profiled with a statistical model	3,009 ^b	60,219	15,855	36,939	78,448	2,930 ^c
Referred to services	376	6,780	12,638	7,163	31,597	902
Not referred to services	2,633	53,439	3,217	29,776	46,851	2,028

^a In Oregon we did not have the data necessary to determine which claimants were screened out.

^b Delaware used a second set of characteristics screens rather than a statistical model in the second stage of profiling.

^c Includes claimants who passed the screens, were profiled, and had predicted probabilities of benefit exhaustion greater than 60%. These claimants were included in the selection pools from which claimants were referred to services.

The number of first payments during the sample period ranged from 11,382 in Delaware to 140,292 in New Jersey. Exhibit III-1 also shows for each state the number of claimants screened out of WPRS based on the characteristics screens and the number of claimants who passed the screens and were profiled. Finally, the exhibit shows the number of profiled claimants in each state who were referred to services. The number of referred claimants ranged from 376 in Delaware to 31,597 in New Jersey.

Our general approach in estimating the impacts of WPRS was to compare outcomes for the profiled claimants referred to services with outcomes for profiled claimants not referred to services. In the remainder of this chapter we refer to these claimants as the

referred and comparison groups. The size of these groups in each state are shown in Exhibit III-1. For example, in Delaware we had 376 claimants in the referred group and 2,633 in the comparison group.

In three states—Delaware, Kentucky and New Jersey—we based our analysis directly on the referred and comparison groups identified using data provided by the states. In these states, we included in the referred group claimants referred to services and claimants who passed the initial screens and were initially targeted for service referral but ultimately were exempted from services.¹ The remaining claimants who passed the initial screens were included in the comparison group.

In the other three states, we encountered inaccuracies in the codes used to create these samples, and the potential misassignment of claimants threatened the validity of the analysis. For Florida, we ultimately discovered that problems with implementation made it impossible to estimate the appropriate impacts. For Maryland and Oregon, we were able to generate estimates of the WPRS impacts, but given that the coding inaccuracies rendered the estimates unreliable, we present the estimates in Appendix A rather than in the main text of this report. In Appendix A, we present for each of these two states a series of estimates based on alternative strategies for defining the referred and comparison groups. The strategies were chosen to address the particular data problems encountered in each state. In the appendix, we discuss the data problems that we encountered in each state and the methods used to address these problems and generate estimates.

The remainder of this chapter presents and discusses the estimates for three states—Delaware, Kentucky, and New Jersey—for which we have valid analysis samples.

CHARACTERISTICS OF PROFILED CLAIMANTS

Our first task in evaluating the claimant samples is to describe the claimants who were targeted for WPRS services and to compare the claimants referred to services with those not referred to services. In this section we examine and compare the personal

¹ Some claimants who were initially selected for WPRS were ultimately exempted from services. We included these individuals in the referred group because there was no way to exclude similar individuals from the comparison group. Since most claimants were exempted from services because they became reemployed before the services began, excluding exempted claimants from the referred group would bias the impact estimates substantially, incorrectly implying that the services lengthen spells of unemployment and UI receipt. We have confirmed the existence of this bias in our analysis of the data.

characteristics, employment experiences, and UI benefit entitlements and amounts of these two groups of claimants in each of the three states included in our analysis.

Personal Characteristics

Women had a greater chance of being selected for WPRS than men in some states but not in others. In two of the three states—Kentucky and New Jersey—women made up a higher proportion of the WPRS referred group than the comparison group (Exhibit III-2).² In these two states, about 45% of the referred group and less than 40% of the comparison group were women. This pattern was reversed in Delaware, where 39% of the referred group were women, compared with 46% of the comparison group.

Similarly, comparisons of the racial characteristics of the referred and comparison group did not yield consistent results across states. The referred groups had a higher proportion of white claimants than the comparison groups in Delaware and Kentucky, but not in New Jersey.

Across all three states, the claimants referred to services were older, on average, than the claimants not referred to services. The differences in average ages shown in Exhibit III-2 range from about a year in Kentucky and New Jersey to more than three years in Delaware.

Differences in age, race, and sex of the referred and comparison groups were not generated directly by the statistical models of benefit exhaustion, since these models excluded variables related to age, race, and sex. However, the models did indirectly generate the differences in these characteristics because explanatory variables included in the statistical models were correlated with age, race, and sex. For example, the

² The averages for the comparison group were weighted by office and quarter of claim so that the weighted distribution of the comparison group over office and quarter is the same as the unweighted distribution for the referred group. This weighting is intended to control for the office and quarter when comparing differences between the referred and comparison group averages.

Exhibit III-2
Characteristics of the Referred and Comparison Groups (Percent)

	Delaware		Kentucky		New Jersey	
	Referred	Comparison	Referred	Comparison	Referred	Comparison
Sex (%)						
Male	62.0	56.4	55.3	60.8	54.8	61.7
Female	38.0	43.6	44.7	39.2	45.2	38.3
Race/Ethnicity (%)						
White	79.7	68.4	92.4	90.8	61.5	65.9
Black	18.6	28.3	7.4	8.8	17.5	15.7
Hispanic	1.1	2.7	0.1	0.1	18.3	15.3
Other	0.5	0.6	0.1	0.4	2.7	3.2
Age (%)						
Under 25 years	4.3	9.6	13.6	18.6	6.1	7.1
25 to 34 years	27.1	35.1	31.2	31.0	30.8	30.1
35 to 44 years	34.3	30.8	28.8	26.5	27.1	28.1
45 to 54 years	19.4	15.7	17.9	15.7	18.8	20.1
55 to 64 years	11.2	7.2	7.6	7.4	12.4	11.3
65 years or older	3.7	1.5	0.9	0.8	4.8	3.2
Mean (years)	41.2	37.6	37.4	36.2	41.1	40.4
Highest Grade Completed (%)						
0 to 11 grades	16.2	19.5	17.5	16.6	22.7	17.1
12 grades	58.2	53.0	59.0	61.2	48.5	36.7
13 to 15 grades	14.6	17.4	18.8	17.3	23.4	20.2
16 grades	8.2	7.7	3.2	3.9	4.9	23.3
More than 16 grades	2.7	2.4	1.5	1.1	0.5	2.7
Average (grades)	12.4	12.3	12.1	12.1	11.9	12.9
Base Period Earnings (%)						
\$0-\$10,000	15.2	41.7	27.2	43.9	28.7	22.0
\$10,001-\$30,000	64.6	51.0	59.5	45.7	62.1	47.9
\$30,001-\$60,000	18.1	6.7	11.8	9.8	8.8	23.5
\$60,001-\$100,000	1.9	0.4	1.3	0.6	0.4	5.4
More than \$100,000	0.3	0.2	0.2	0.0	0.1	1.2
Average (dollars)	22,651	14,173	18,555	15,219	16,943	25,185
Tenure at Previous Job (%)						
Up to 1 year	71.0	90.2	38.5	50.9	28.6	34.0
1 to 3 years	18.9	7.1	22.5	22.3	19.2	36.5
3 to 10 years ^a	4.3	1.9	39.0	26.8	39.2	20.3
More than 10 years	5.9	0.7	NA	NA	13.1	9.2
Average (years)	1.3	0.5	3.2	2.4	5.1	3.8

Exhibit III-2 (Continued)

	<u>Delaware</u>		<u>Kentucky</u>		<u>New Jersey</u>	
	<u>Referred</u>	<u>Comparison</u>	<u>Referred</u>	<u>Comparison</u>	<u>Referred</u>	<u>Comparison</u>
Industry at Previous Job (%)						
Agriculture and mining	0.0	1.4	7.1	8.1	2.9	2.1
Construction	4.8	13.6	7.3	13.7	7.4	9.9
Manufacturing	31.0	13.3	23.2	26.1	24.8	18.5
Transportation and utilities	3.2	4.5	4.8	5.9	5.3	6.0
Wholesale and retail trade	46.0	27.6	24.7	21.0	23.5	22.8
Finance, insurance, and real estate	7.2	7.5	6.1	2.0	7.9	7.7
Services	7.5	30.4	25.2	22.1	25.5	30.8
Public administration	0.3	1.7	1.6	1.2	2.7	2.3
Occupation at Previous Job (%)						
Professional, technical and managerial	20.5	19.7	19.1	12.1	NA	NA
Clerical and sales	29.2	30.4	25.3	19.9		
Service	6.0	13.5	11.4	9.9		
Agriculture	1.6	2.0	1.6	2.4		
Processing	5.5	1.9	3.1	4.4		
Machine trades	8.2	3.7	7.8	9.2		
Benchwork	4.4	1.5	7.2	12.2		
Structural	15.0	15.0	10.8	15.0		
Other	9.6	12.3	13.7	14.9		
UI entitlement (dollars)	5,520	4,349	4,388	3,786	5,656	6,345
UI weekly benefit amount (dollars)	202	161	169	146	243	257
Estimated exhaustion probability (%)	— ^b	— ^b	76.8	54.8	55.3	47.8
Sample size	376	2,620	12,638	3,217	31,597	46,851

^a For Kentucky we do not have data on tenure beyond ten years. For this state we provide data on proportion of claimants with tenure of 3 years or more in this row.

^b Delaware used characteristic screens rather than exhaustion probabilities to profile claimants.

statistical models tended to target claimants with long tenure for referral to WPRS services. Since claimants with long tenure were likely to be older workers, the group targeted for services was older than the group not referred.

As expected, characteristics that were explicitly included in the statistical model also tended to differ between the referred and comparison groups, but the direction of the difference often varied by state. Education was similar between the referred and comparison groups in two of the states—Kentucky and Delaware. In contrast, the referred group in New Jersey was less educated than the comparison group. This finding for New Jersey is consistent with the statistical model for that state, which showed that education was negatively correlated with benefit exhaustion in that state. In contrast, the similarity in the average levels of education among the Kentucky referred and comparison groups appears to be somewhat inconsistent with the Kentucky statistical model, which also showed the education was generally negatively correlated with benefit exhaustion. This apparent inconsistency may be a reflection of the effect of other variables in the statistical model that are correlated with both education and benefit exhaustion.

Employment Experience

The use of previous job tenure in the statistical models linked profiling directly to employment experience in the three states. Job tenure was higher, on average, for claimants referred to services than for other claimants, which was a direct reflection of the positive association between tenure and the probability of benefit exhaustion that was found in the states.

The effect of tenure in the statistical models was also probably responsible for the referred groups having higher base period earnings in two of the three states. The only exception to this finding was in New Jersey, where earnings were substantially lower for the referred group than for the comparison group. This finding probably arose because New Jersey was the only state to include base period earnings in the statistical model. The lower earnings for the referred group in New Jersey resulted from the negative correlation between earnings and benefit exhaustion that was found in the statistical model. This correlation arose because claimants with lower earnings had shorter potential duration of benefits and were therefore more likely to exhaust their benefits and be targeted for WPRS services.

The industries of employment for claimants targeted by WPRS varied by state. A greater proportion of the referred group than the comparison group came from manufacturing in Delaware and New Jersey, but in Kentucky a smaller proportion of the referred group came from manufacturing. These differences show how the statistical models used in WPRS can be used to target different groups of claimants in different states, depending on the particular conditions in or characteristics of the state.

The findings with respect to occupation also varied by state. In the two states with occupation data, referred group members were more likely to be professionals. The proportion of claimants from sales and clerical occupations was considerably higher for the referred group in Kentucky but not in Delaware.

Benefit Entitlement and Probability of Exhaustion

Because claimants referred to WPRS tended to have higher earnings and longer tenure at their previous employer, we expected them to have higher UI benefit entitlements and weekly benefit amounts as well. As expected, benefit entitlements and weekly benefit amounts tended to be higher for the referred groups in two of the states. In New Jersey, however, the referred group had lower earnings at their previous employer, so benefit amounts and entitlements were also lower.

IMPACTS ON OUTCOMES

Impacts on UI Benefits

WPRS services are expected to reduce UI benefit receipt among claimants targeted for services by assisting them in finding a new job quickly. Our general approach for measuring impacts on UI receipt was to compare UI receipt between the referred and comparison groups. The comparisons were conducted using regression models to control for other differences between the referred and comparison groups that might affect the outcomes of interest. We used four primary measures of UI benefit receipt as dependent variables in our regressions:

- The number of weeks for which each claimant was paid benefits in the benefit year.
- The dollar amount of UI benefits paid to claimants in the benefit year.
- Proportion of UI entitlements paid to claimants.
- Whether claimants exhausted their benefits.

Exhibit III-3
Mean UI Outcomes for the Referred and Comparison Groups
 (Standard Deviations in Parentheses)

Outcome	Delaware		Kentucky		New Jersey	
	Referred	Comparison	Referred	Comparison	Referred	Comparison
Weeks of benefits received	16.5 (10.5)	16.1 (10.8)	17.7 (9.9)	17.0 (10.4)	18.1 (8.3)	18.4 (8.4)
Dollars of benefits received	3,249 (2,329)	2,543 (2,172)	2,872 (2,035)	2,407 (1,975)	4,732 (2,996)	4,982 (3,133)
Proportion of entitlement received (%)	57.7 (36.6)	56.0 (36.8)	64.1 (35.8)	60.5 (35.6)	83.7 (38.7)	79.6 (38.1)
Rate of benefit exhaustion (%)	28.7 (45.6)	26.1 (43.9)	36.9 (48.3)	31.5 (46.4)	52.5 (49.9)	49.1 (50.0)
Rate of eligibility determination (%)	NA	NA	34.9 (47.7)	30.8 (46.2)	48.4 (50.0)	38.7 (48.7)
Rate of denial (%)	NA	NA	15.3 (36.0)	13.2 (33.8)	NA	NA
Sample size	376	2,631	12,638	3,217	31,597	46,851

We also estimated regression models for UI benefit eligibility determinations and denials in states where data were available.

Before discussing the impact estimates, we examine the average UI outcomes for the referred and comparison groups. The average UI outcomes (Exhibit III-3) demonstrate that weeks and dollars of UI receipt were somewhat higher for the referred groups than the comparison groups in Delaware and Kentucky, but somewhat lower for the referred group in New Jersey. In all three states, the proportion of the UI entitlement received and the probability of benefit exhaustion was higher for the referred group. Overall, these findings suggest that the referred groups tended to receive more UI benefits than the comparison groups. This difference was expected because two of the three states—Kentucky and New Jersey—specifically selected individuals with high probabilities of benefit exhaustion for referral to reemployment services. Since claimants referred to WPRS faced the potential loss of benefits if they failed to participate in services, we expected the referred group to have more UI eligibility determinations and

benefit denials than the comparison group. Data presented in Exhibit III-3 show that, in the states where the data needed to investigate the issue were available, the referred group was more likely to have a benefit eligibility determination or benefit denial than the comparison group.

These differences in average UI outcomes do not, however, represent the impact of WPRS because there are many differences between these groups that affect the UI outcomes but are not held constant in the comparison of averages. To control for factors that affect UI outcomes and differ between the groups, we estimated regression models to control for personal characteristics, employment experiences, UI benefit entitlements, and probabilities of benefit exhaustion. The independent variables included in the regression models differed somewhat across states, but the models generally included variables for personal characteristics (including age, race, sex, and education), employment characteristics (including earnings, job tenure, industry, and occupation at previous job), UI entitlement (including weekly benefit amount and potential duration of UI benefits), and the probability of UI exhaustion calculated using the state's statistical model. When possible we included all variables in the state's statistical model as independent variables in our model. For some states, we were also able to control for local unemployment rates. Finally, all models included indicators for local office of initial claim and the quarter of the first payment.

The models generated an estimate of the difference in UI outcomes between the referred and comparison groups, holding these other factors constant. The estimated differences, which are interpreted as the impacts of WPRS on these outcomes, are presented in Exhibit III-4. Our expectation was that once we controlled for these variables in a regression model, we would find that the referred group collected fewer benefits than the comparison group. Such a finding would imply that WPRS reduced benefit receipt among claimants targeted for services.

Estimates for the three states suggest that WPRS reduced benefit receipt in at least two of the three states. In Kentucky and New Jersey, we estimated that WPRS reduced average benefit receipt per claimant by 0.72 and 0.55 weeks, respectively (Exhibit III-4). When benefits were measured in dollars, WPRS reduced benefit receipt by about \$100 per claimant in both states. In New Jersey, WPRS also significantly reduced the proportion of entitlement received by about 2 percentage points and the rate of benefit exhaustion by more than 4 percentage points. In contrast, corresponding estimates in Kentucky were smaller and not statistically significant.

All of the estimated impacts on UI receipt in Delaware were not statistically significant, primarily because the sample size in Delaware was too small to detect an estimate comparable in magnitude to those found in the other two states. For example, the estimated impact of WPRS on weeks of benefits received in Delaware was negative

Exhibit III-4
Estimated Impacts of WPRS on UI Receipt
(Standard Errors in Parentheses)

	<u>Delaware</u>	<u>Kentucky</u>	<u>New Jersey</u>
Weeks of benefits received	-0.45 (0.78)	-0.72 ^{***} (0.24)	-0.55 ^{***} (0.08)
Dollars of benefits received	46 (128)	-96 ^{**} (40)	-109 ^{***} (24)
Proportion of entitlement received (percent)	-0.50 (2.60)	-1.26 (0.87)	-1.86 ^{***} (0.36)
Rate of benefit exhaustion (percent)	-0.33 (3.23)	-0.38 (1.17)	-4.39 ^{***} (0.47)
Rate of eligibility determination (percent)	NA	5.80 ^{***} (1.18)	7.85 ^{***} (0.46)
Rate of benefit denial (percent)	NA	3.39 ^{***} (0.89)	NA
Sample size	2,980	15,849	78,153

- * Statistically significant at the 90 percent confidence level in a two-tail test.
- ** Statistically significant at the 95 percent confidence level in a two-tail test.
- *** Statistically significant at the 99 percent confidence level in a two-tail test.

and comparable in magnitude to the Kentucky and New Jersey estimates, but the large standard error on the Delaware estimate rendered the estimate not statistically significant.

The estimated impacts on UI receipt in these three states are consistent with findings from previous studies of similar programs, which also showed that the general service approach used in WPRS can reduce UI receipt. For example, a mandatory job search assistance package offered to UI claimants in the New Jersey UI Reemployment Demonstration reduced average UI receipt by half a week (Corson et al. 1989), which is nearly identical to the impact we found for WPRS in New Jersey. Job search assistance

experiments in other states generated similarly moderate reductions in UI receipt (Meyer 1995).

Impacts on Benefit Determinations and Denials

We also estimated the impact on benefit determinations and denials. Claimants referred to WPRS were required to participate in services. Any claimant who refused to participate was at risk of having a benefit determination, in which the claimant's compliance with UI eligibility requirements was reviewed, and being denied benefits.³ Because the states appeared to enforce the WPRS participation requirements, we expected WPRS to increase the proportion of claimants who had a benefit determination or denial. Estimated impacts of WPRS on determination and denial rates are shown in Exhibit III-4. Because of limited data availability, we were able to estimate determination impacts only for Kentucky and New Jersey and estimate denial impacts only for Kentucky. The few estimates we generated suggest that WPRS increased the rate of both determinations and denials. In Kentucky, for example, WPRS increased the probability that a claimant had a determination by nearly 6 percentage points and the probability of denial by more than 3 percentage points. Both of these estimates are significant at the 99% confidence level. Similarly, the New Jersey estimate implies that WPRS increased the probability of determination by about 8 percentage points.

Impacts on Employment and Earnings

Using the same specifications as were used for estimating the UI outcomes, we estimated regression models for six employment and earnings outcomes in each state. The first pair of outcomes were indicators of whether the claimant was employed at any time in the first and second calendar quarters following the initial claim. We used calendar quarters for these measures because the measures were drawn from the UI wage records, which are organized by calendar quarter. The second pair of outcomes were the earnings in each of these two calendar quarters. The final pair of outcomes were the ratios of earnings in these quarters to average quarterly earnings in the UI base period.

One potential drawback of using wage records data to measure employment and earnings is that data are available on reemployed claimants only if they return to work in the same state. Some claimants, however, may find a job outside the state where they

³ The benefit eligibility determinations considered in this report include only determinations based on nonmonetary factors, which are referred to as "nonmonetary determinations."

filed their UI claim. For example, a claimant who files in New Jersey may find a new job in New York City. In this case, we would miss the employment and earnings outcomes for the claimant because they would not be included in the New Jersey wage records. These missing outcomes data could potentially bias the estimated impacts on employment and earnings towards zero. The bias could be substantial if claimants referred to WPRS services were much more likely than other claimants to move to a new state or commute longer distances to find a new job.

The average outcomes for the referred and comparison groups in each state are shown in Exhibit III-5. Employment rates were generally lower for the referred groups than for the comparison groups in each state. This finding is consistent with the finding from Exhibit III-4 that average UI receipt tended to be higher for the referred groups. The differences in earnings between the groups are less consistent. Earnings

Exhibit III-5
Average Employment and Earnings Outcomes
for the Referred and Comparison Groups
(Standard Deviations in Parentheses)

	Delaware		Kentucky		New Jersey	
	Referred	Comparison	Referred	Comparison	Referred	Comparison
Rate of employment, quarter 1 ^a (%)	52.9 (50.0)	59.8 (49.0)	50.6 (50.0)	54.4 (49.8)	46.1 (49.8)	49.4 (50.0)
Rate of employment, quarter 2 ^a (%)	63.0 (48.3)	67.6 (46.8)	60.8 (48.8)	64.6 (47.8)	58.9 (49.2)	60.0 (49.0)
Earnings, quarter 1 (dollars)	1,808 (3,256)	1,639 (2,268)	1,619 (3,063)	1,495 (2,634)	1,588 (3,128)	2,556 (6,212)
Earnings, quarter 2 (dollars)	2,372 (2,814)	2,263 (2,578)	2,208 (3,111)	2,227 (2,740)	2,343 (3,351)	3,152 (5,656)
Earnings replacement, quarter 1 (%)	42.8 (97.3)	69.6 (122)	40.9 (68.8)	53.0 (83.9)	42.6 (81.7)	45.6 (87.1)
Earnings replacement, quarter 2 (%)	56.3 (98.8)	95.1 (151)	60.2 (82.5)	79.0 (98.2)	66.5 (98.1)	63.2 (89.8)
Sample size	376	2,631	12,638	3,217	31,597	46,851

^a Quarters 1 and 2 are the first and second calendar quarters after the initial claim. are higher for the referred groups than for the comparison groups in some cases, but lower in others. However, the referred groups tend to have lower average earnings

replacement rates, suggesting that the referred groups were less successful than the comparison groups in achieving their previous earnings levels.

The regression estimates provide some evidence that WPRS increased employment and earnings of referred claimants. Significant positive impacts on employment and earnings were found in New Jersey (Exhibit III-6). In this state, the employment rates were nearly 1 percentage point higher for the referred group than for the comparison group, although the impact in the second quarter after the initial claim was not statistically significant. The estimated increase in earnings due to WPRS was equal to \$190 in quarter 1 and \$225 in quarter 2, and both of these estimates were

Exhibit III-6
Estimated Impacts of WPRS on Employment and Earnings
(Standard Errors in Parentheses)

	<u>Delaware</u>	<u>Kentucky</u>	<u>New Jersey</u>
Rate of employment quarter 1 ^a (percent)	-1.74 (3.65)	-0.45 (1.23)	0.91* (0.48)
Rate of employment, quarter 2 ^a (percent)	-2.50 (3.48)	-0.18 (1.20)	0.75 (0.47)
Earnings, quarter 1 (dollars)	-171 (174)	54 (72)	190*** (44)
Earnings, quarter 2 (dollars)	-293 (184)	-5 (73)	226*** (43)
Earnings replacement quarter 1 (percent)	-5.4 (8.4)	-2.7 (1.7)	2.2** (0.8)
Earnings replacement quarter 2 (percent)	-12.7 (10.2)	-3.8* (2.0)	4.0*** (0.9)
Sample size	2,980	15,849	78,153

^a Quarters 1 and 2 are the first and second calendar quarters after the initial claim.

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

statistically significant. Similarly, the estimated increases in the earnings replacement ratios were also significant and positive in both quarters. The persistence of these employment and earnings impacts is consistent with the finding that WPRS significantly reduced benefit exhaustion in New Jersey. Both findings imply that WPRS in New Jersey had an impact on individuals who, in the absence of WPRS, would have had long unemployment spells.

The estimates for the other two states tended to be small and not statistically significant. In the case of Delaware, this finding is not a surprise, since we also found no evidence of substantial reductions in UI receipt in Delaware. But the lack of significant employment and earnings impacts in Kentucky is more puzzling, since we found significant impacts on some UI outcomes in that state. To some extent the pattern of UI impacts in Kentucky, where weeks and dollars of benefits were reduced but the rate of exhaustion was not significantly reduced, may be consistent with the lack of impacts on employment and earnings in quarters 1 and 2. The lack of an impact on benefit exhaustion suggests that the observed impact on benefits was concentrated among claimants with relatively short spells (no more than 26 weeks). Given this, if WPRS increased employment or earnings, the impact was likely to have occurred shortly after the initial UI claim and did not extend far into the first and second quarters after the initial claim.

Impacts on Subgroups of Claimants

We would also like to know which claimants are likely to benefit from the type of employment services provided through WPRS. We can address this issue by examining impacts for several different subgroups of our analysis samples:

- Male claimants compared with female claimants.
- Claimants less than 35 years old compared with claimants 35 or older.
- Claimants who were high school dropouts compared with other claimants.
- Claimants from manufacturing industries compared with claimants from nonmanufacturing industries.
- Claimants with high exhaustion probabilities (above the median for the referred group) compared with claimants with low exhaustion probabilities.

Exhibit III-7
Estimated Impacts of WPRS on Benefits Receipt and
Labor Market Outcomes for Subgroups of Claimants

groups	Delaware			Kentucky			New Jersey		
	Weeks of Benefits	Rate of Benefit Exhaustion	Earnings, Quarter 1 (dollars)	Weeks of Benefits	Rate of Benefit Exhaustion	Earnings, Quarter 1 (dollars)	Weeks of Benefits	Rate of Benefit Exhaustion	Earnings, Quarter 1 (dollars)
Age 18-24	-0.47	-1.7	-92	-0.66**	-1.0	-50##	-0.60***	-5.3***,###	-100
Age 25-34	-0.42	1.7	-291	-0.76**	0.2	183*	-0.49***	-3.2***	-100
Age 35-44	-0.11	-0.3	-127	0.33###	1.2#	-64#	-0.49***	-3.9***	-100
Age 45-54	-1.15	-0.3	-191	-1.65***	-2.0	160*	-0.59***	-4.6***	-100
High school dropouts	-1.30	-1.5	-261	-1.89***,##	-2.3	138	-0.61***	-5.7***,#	-100
High school diploma	-0.28	-0.1	-153	-0.54**	-0.2	41	-0.54***	-4.0***	-100
Married	0.96	6.8	141	-2.61***,###	-0.3	436***,###	-0.04###	-3.1***,##	-100
Manufacturing	-1.04	-3.4	-302	-0.04	-0.6	-81	-0.70***	-4.8***	-100
Ability of exhaustion	NA	NA	NA	-1.00***	0.8	80	-0.65***,#	-5.0***,#	-100
Ability of exhaustion	NA	NA	NA	-0.68***	-0.6	51	-0.47***	-3.8***	-100
Total	2,980	2,980	2,980	15,849	15,849	15,849	78,153	78,153	78,153

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

Significantly different than the impact for the other subgroup at the 90 percent confidence level in a two-tail test.

Significantly different than the impact for the other subgroup at the 95 percent confidence level in a two-tail test.

Significantly different than the impact for the other subgroup at the 99 percent confidence level in a two-tail test.

We estimated impacts for subgroups of claimants on three outcomes: weeks of UI benefits, benefit exhaustion, and earnings in the first quarter after the initial claim. The estimates for the three states are presented in Exhibit III-7.

The estimated subgroup impacts reveal no strongly consistent patterns across the three states. In Delaware, the impacts are generally not significant for any of the subgroups and none of the impacts were significantly different between subgroups.

In contrast, some of the subgroup impacts, especially the impacts on UI weeks, were significant in Kentucky, and nearly all of the subgroup impacts were significant in New Jersey. The differences in impacts between subgroups were consistent across New Jersey and Kentucky in only a couple of cases. Impacts on UI tended to be larger for high school dropouts than for other claimants in both states. Impacts also tended to be larger for claimants with high probability scores than for claimants with low scores, but the differences were statistically significant only in New Jersey. Some of the other subgroup findings were inconsistent across the two states. For example, impacts in Kentucky tended to be larger for females and manufacturing workers, while impacts in New Jersey tended to be smaller for these groups.

IMPACTS ON SERVICES

The impacts of WPRS on UI receipt, employment and earnings presumably result from the services provided to referred claimants. The intention of the WPRS legislation is to get profiled and referred claimants back to work faster, by:

- Increasing the receipt of reemployment services.
- Increasing the intensity of reemployment services.
- Providing services earlier in claimants' unemployment spells.

In this subsection we examine the impacts of WPRS on the receipt of services. To evaluate the effectiveness of early implementation states in increasing the likelihood of service receipt, we obtained data about services provided by the two major service providers—the Employment Service and EDWAA.

Measuring WPRS Services

Two of the three states presented here provided us with detailed information on receipt and timing of WPRS services from the ES data system for both the referred and comparison groups. Kentucky was able to provide such data only for referred claimants; comparable data were not available for the comparison group because Kentucky uses a

separate data system to track services received by profiled and referred claimants. Kentucky was also unable to provide information on the timing of services.

To measure services we categorized the detailed service information into six WPRS services identified by DOL for tracking on the WPRS Services Activity Quarterly Report (ETA 9048 Report):

- Orientation.
- Assessment of the worker's general skills, aptitudes, work history and interests.
- Counseling regarding reemployment approaches and plans.
- Job placement services and referrals to employers.
- Job search workshops or job clubs.
- Referral to education and training services.

Although we measure receipt of orientation, we do not estimate the impact of WPRS on orientation receipt because this service cannot be comparably defined for the comparison group.

We also developed two summary measures of receipt of WPRS services:

- Whether the claimant received at least one service, in addition to orientation.
- The number of types of services received (beyond orientation).

In addition to increasing service receipt, WPRS systems are designed to promote rapid reemployment through early intervention by referring claimants to services early in their unemployment spell, generally no later than the fifth week after an initial claim. To examine whether WPRS indeed reduced the length of time before claimants received reemployment services, we also measure:

- The number of weeks between the individual's claim date and the date of the first service (including orientation).⁴ Because all services are counted, the first service may come before profiling occurs.

⁴ Only four of the five states provided the dates services were received; Kentucky data did not include information on the timing of service receipt.

Measuring EDWAA Services

Because EDWAA often serves as the major provider of more intensive employment services and of training, we also measured receipt of services from EDWAA by matching claimants with the Standardized Participant Information Report (SPIR) data—the individual level data states report on their EDWAA terminees.⁵ Although WPRS claimants are not required to participate in training services, we examine the extent that profiled claimants are taking advantage of training and other more intensive services. For this analysis, we defined two measures of service intensity:

- Enrollment in any EDWAA services.
- Receipt of EDWAA training services.

Average Service Receipt

To provide a general background for the analysis of the impacts on services in the prototype and test states, Exhibit III-8 shows average service receipt for the profiled and referred claimants.⁶ For completeness, the exhibit also shows the service receipt for the comparison group. Differences between the two groups, however, do not represent the impacts of WPRS on service receipt because there are many differences between the two groups that are not controlled for in these simple averages. We present the multivariate impact analysis in the subsequent section.

WPRS Services

Although referred claimants are required to attend orientation sessions, the percentage receiving orientation varies from a low of 55% in Delaware to a high of 71% in Kentucky. Claimants referred to orientation may fail to participate for a variety of reasons. For example, claimants who obtain employment or drop out of the labor force before the orientation session are unlikely to attend. Others may be exempted from participation. The particularly high rate of attendance in Kentucky may

⁵ Claimant records were matched with SPIR data from Program Years 1994 and 1995. Because SPIR data are available only for EDWAA terminees, data were not available for individuals who enrolled in Title III but had not completed the program by the end of PY 1995. These individuals are treated as not receiving EDWAA services in our analysis. Most profiled and referred claimants who enrolled in EDWAA should, however, have completed their EDWAA participation because profiling for our sample occurred more than one year before the end of PY 95.

⁶ These averages are weighted to match the treatment and comparison groups within office and week using the same procedure used to weight the averages of the outcome variables, as noted above.

Exhibit III-8
Receipt of WPRS Services by the Referred and Comparison Groups
(Standard Deviations in Parentheses)

	Delaware		Kentucky		New Jersey	
	Referred	Comparison	Referred	Comparison	Referred	Comparison
Orientation (%)	55.1 (49.8)	NA	70.8 (45.5)	NA	63.0 (48.3)	NA
At least one service beyond orientation (%)	75.5 (43.1)	34.2 (47.6)	69.2 (46.2)	NA	71.5 (45.1)	28.3 (45.1)
Assessment (%)	49.2 (50.0)	5.2 (22.4)	68.3 (46.5)	NA	54.2 (49.8)	12.4 (33.0)
Counseling (%)	17.6 (38.2)	3.8 (19.3)	2.4 (15.3)	NA	36.4 (48.1)	6.5 (24.7)
Job referrals (%)	74.1 (43.9)	36.1 (48.2)	22.2 (41.6)	NA	18.6 (38.9)	10.4 (30.5)
Job search workshops and job clubs (%)	2.7 (16.2)	0.6 (7.6)	15.9 (36.6)	NA	70.3 (45.7)	25.5 (43.6)
Referral to education and training (%)	31.8 (46.6)	8.5 (28.3)	14.2 (34.9)	NA	21.3 (40.9)	10.0 (29.9)
No. of types of services beyond orientation	1.8 (1.3)	0.5 (0.9)	1.2 (0.9)	NA	2.0 (1.6)	0.6 (1.2)
Weeks before first service	0.7 (0.9)	2.0 (4.9)	NA	NA	5.3 (6.2)	9.6 (11.9)
Enrollment in EDWAA (%)	14.1 (34.8)	1.4 (12.1)	4.3 (20.2)	1.8 (13.3)	23.3 (42.3)	1.4 (11.9)
Enrollment in EDWAA training (%)	5.9 (23.5)	1.0 (10.3)	1.5 (12.0)	0.8 (8.8)	2.0 (14.0)	1.0 (9.7)

result from its strong enforcement of the requirement to participate. As shown in the previous section, referred claimants in Kentucky were almost six percentage points more likely to be subjected to a non-monetary determination than were nonreferred claimants.

A larger percentage of referred claimants, however, received at least one service (not counting orientation) with the percentage ranging from 69% in Kentucky to 76% in Delaware. Further, the average number of types of services received (beyond orientation) ranges from 1.2 in Kentucky to 2.0 in New Jersey, as shown in Exhibit III-8. Thus, these data demonstrate that referred claimants received substantial reemployment services through the WPRS.

All states provided assessment services to a substantial percentage of referred claimants. Thus, these states appear to be conducting assessment to support the design of a customized package of services that would meet the individual needs of each claimant, as suggested by DOL. The patterns of receipt of the other individual services, however, varied substantially among the states. Delaware focused primarily on referring claimants to available jobs (74% of referred claimants) with a substantial minority referred to education or training (32%). New Jersey focused on providing job search workshops (70%), although many were provided with counseling (36%). Services provided in Kentucky were not concentrated in any area; the most common was job referral (22%).

Although the early-implementation states were successful in providing substantial services to referred claimants, they were less successful in providing reemployment services (including orientation) early in the unemployment spell. In Delaware, both the referred and comparison claimants received their first service within a week of the UI claim date. In Chapter II, we saw that almost all states profile claimants within 2 weeks of their first payment, and virtually all states give referred claimants two weeks or less to respond to notification letters. New Jersey, however, averaged more than 5 weeks from first payment to first service (including orientation).

1 EDWAA Services

ES services were the primary services received by referred claimants. However, over 10% of referred claimants enrolled in EDWAA in two of the three states—Delaware and New Jersey. The percentage receiving EDWAA training, however, was considerably smaller. Thus, most of the referred claimants enrolled in EDWAA received only basic readjustment services. This was particularly true in New Jersey where 23% enrolled in EDWAA but only 2% received training.

Impact of WPRS on Service Receipt

In order to estimate the impact of service receipt due to profiling, we conducted multivariate analysis parallel to that performed to estimate the impacts on labor market outcomes. Exhibit III-9 shows the estimated impacts of WPRS on services received by UI claimants.⁷

2Impact on Overall Service Receipt

Overall, WPRS claimants received substantially more services than comparable claimants not referred to WPRS. In Delaware and New Jersey, WPRS claimants were over 40 percentage points more likely to receive at least one service (beyond orientation) and received between 1.2 and 1.3 more types of services.

3Impacts on Specific WPRS Services

WPRS claimants were much more likely to receive assessment services in early implementation states, which likely reflects DOL's guidance that assessment should be provided. The impacts on the other specific services tend to reflect each states' service design. For example, in Delaware, WPRS claimants were much more likely than are other claimants to receive job placement and referrals—the service most emphasized in Delaware's WPRS design. Similarly, New Jersey's WPRS design emphasizes job search workshops, and WPRS claimants were nearly 44 percentage points more likely to receive such services than were other claimants. Thus, although in our site visits we found that WPRS designs emphasized services already being provided by ES, these results indicate that WPRS claimants were much more likely to receive those existing services than they would have been in the absence of WPRS.

WPRS claimants were also significantly more likely than others to be referred to education and training programs, although the size of the differences varied—from over 20 percentage points in Delaware to about 10 percentage points or less in New Jersey.

Exhibit III-9 **Estimated Impacts of WPRS on Service Receipt** (Standard Errors in Parentheses)

⁷ As in the previous analysis, these estimates on services received control for personal characteristics, UI entitlement, local office of initial claim and date of first payment.

	Delaware	Kentucky	New Jersey
At least one service beyond orientation (%)	42.52 ^{***} (3.40)	NA	42.13 ^{***} (0.41)
Assessment (%)	41.30 ^{***} (2.09)	NA	41.58 ^{***} (0.38)
Counseling (%)	16.66 ^{***} (1.74)	NA	27.61 ^{***} (0.34)
Job referrals (%)	40.99 ^{***} (3.50)	NA	7.58 ^{***} (0.32)
Job search workshops and job clubs (%)	1.30 [*] (0.71)	NA	43.88 ^{***} (0.40)
Referral to education and training (%)	22.20 ^{***} (2.37)	NA	10.07 ^{***} (0.31)
Number of types of services beyond orientation	1.22 ^{***} (0.07)	NA	1.31 ^{***} (0.01)
Weeks before first service	-1.72 ^{***} (0.35)	NA	-6.26 ^{***} (0.11)
Enrollment in EDWAA (%)	9.69 ^{***} (1.27)	1.29 ^{***} (0.47)	19.61 ^{***} (0.27)
Enrollment in EDWAA training (%)	3.09 ^{***} (0.97)	0.63 ^{**} (0.28)	0.48 ^{***} (0.11)

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

4Impacts on EDWAA Services

WPRS claimants were also significantly more likely than others to be enrolled in EDWAA although the impacts varied substantially among states. This variation in impacts likely results from differences among states in EDWAA's role in WPRS. The largest impact, almost 20 percentage points, occurred in New Jersey, where WPRS is almost entirely supported through EDWAA funds. Referred claimants are generally enrolled in EDWAA when they participate in more intensive reemployment services, such as assessment and counseling services. The large impact (more than 9 percentage points) in Delaware probably reflects Delaware's policy to enroll in EDWAA claimants without the skills required by current job listings and those who need substantial assessment services or supportive services. Impacts were much smaller, although statistically significant, in Kentucky.

Although WPRS also had significant impacts on enrollment in EDWAA training, these impacts tended to be small, perhaps because claimants are not required to participate in training services under WPRS. Only in Delaware was the effect larger than a percentage point, possibly because in Delaware claimants without the skills needed for current job listings were directed towards EDWAA for training, as discussed above.

5 Impacts on Timing of Service Receipt

Finally, we can see evidence that the program in early implementation states is meeting the goal of changing the timing of services to dislocated workers so that they receive services earlier in their unemployment spells. We see the largest impact in New Jersey, in which both the referred and comparison groups have the longest average period between claim date and the date of the first service. The fairly small impact estimated using Delaware data is reflective of the relatively shorter average period between the claim date and the date of first service in that state.

6 Impacts for Subgroups of Claimants

As we did for the impacts on UI benefits and employment, we examined the impacts on aspects of service receipt for different subgroups of our analysis samples. This analysis focused on a summary measure of WPRS services, the number of types of services received, and on enrollment in EDWAA services, and used the same subgroups as for the analysis of the subgroups on labor market outcomes:

- Male claimants compared with female claimants.
- Claimants less than 35 years old compared with claimants 35 or older.
- Claimants who were high school dropouts compared with other claimants.
- Claimants from manufacturing industries compared with claimants from nonmanufacturing industries.
- Claimants with high exhaustion probabilities (above the median for the referred group) compared with claimants with low exhaustion probabilities.

The estimates are presented in Exhibit III-10. Although the subgroup differences are seldom significant in Delaware because of the small sample sizes, there are many statistically significant differences in New Jersey for both the number of types of services and enrollment in EDWAA. Although the available data are insufficient to draw definitive conclusions, WPRS had a greater impact on the number of types of services received in New Jersey for females, high school graduates, claimants from

nonmanufacturing industries and claimants with low probabilities of exhaustion. The impact on enrollment in EDWAA was larger in both Kentucky and New Jersey for older claimants, high school graduates and claimants from manufacturing industries.

Exhibit III-10
Estimated Impacts of WPRS on Service Receipt
for Subgroups of Claimants

Subgroups	Delaware		Kentucky	New Jersey	
	Number of Types of Services	Enrolled in EDWAA (%)	Enrolled in EDWAA (%)	Number of Types of Services	Enrolled in EDWAA (%)
Male	1.21 ^{***}	6.13 ^{***,###}	1.14 ^{**}	1.23 ^{***,###}	18.33 ^{***,###}
Female	1.24 ^{***}	15.09 ^{***}	1.48 ^{**}	1.40	21.21 ^{***}
Age less than 35	1.15 ^{***}	9.07 ^{***}	0.49 ^{##}	1.29 ^{***}	19.10 ^{***, #}
Age 35 or older	1.26 ^{**}	9.99 ^{***}	2.02 ^{***}	1.32 ^{***}	19.94 ^{**}
High school dropouts	1.37 ^{***}	8.02 ^{***}	-0.62 ^{###}	1.13 ^{***, ###}	17.62 ^{***, ###}
High school diploma or greater	1.20 ^{***}	10.02 ^{***}	1.77 ^{***}	1.35 ^{***}	20.14 ^{***}
Manufacturing	1.06 ^{***, #}	10.63 ^{***}	2.53 ^{***, #}	1.24 ^{***, ###}	20.24 ^{***, #}
Nonmanufacturing	1.29 ^{***}	9.30 ^{***}	0.85 [*]	1.33 ^{***}	19.43 ^{***}
High probability of benefit exhaustion	NA	NA	1.58 ^{***}	1.27 ^{***, ###}	20.38 ^{***, ###}
Low probability of benefit exhaustion	NA	NA	1.26 ^{***}	1.34 ^{***}	18.98 ^{***}
Sample size	2,980	2,980	15,849	78,153	78,153

*Statistically significant at the 90 percent confidence level in a two-tail test.

**Statistically significant at the 95 percent confidence level in a two-tail test.

***Statistically significant at the 99 percent confidence level in a two-tail test.

#Significantly different than the impact for the other subgroup at the 90 percent confidence level in a two-tail test.

##Significantly different than the impact for the other subgroup at the 95 percent confidence level in a two-tail test.

###Significantly different than the impact for the other subgroup at the 99 percent confidence level in a two-tail test.

CONCLUSIONS

Our findings provide reasonably strong evidence that WPRS, as it was implemented in the prototype states, significantly reduced UI receipt. For two of the three states considered in this chapter (Kentucky and New Jersey) WPRS reduced both benefit weeks paid and the benefit amount. For the third state (Delaware) the impact

estimates were not significant, primarily because the relatively small sample size prevented us from generating precise estimates.

The evidence with respect to increased employment and earnings was more limited. We found evidence that WPRS significantly increased employment and earnings only in one of the three states that we examined (New Jersey). In the other two states, the estimated impacts on employment and earnings were small and insignificant.

The estimated impacts on subgroups of claimants suggested some consistencies across states. WPRS in both Kentucky and New Jersey tended to have a larger impact on high school dropouts than on claimants with greater education and a larger impact on claimants with higher exhaustion probabilities than on claimants with lower probabilities. This last difference suggests that the WPRS strategy of targeting services to claimants with the highest exhaustion probabilities also targets services to claimants for whom the potential impacts are relatively large.

Our findings also show that WPRS increased services to referred claimants. They were more likely to receive any reemployment service and to receive a larger number of types of services than comparable claimants not referred to WPRS. For example, in Delaware and New Jersey, WPRS claimants were over 40 percentage points more likely to receive any service and received between 1.2 and 1.3 more types of services.

WPRS claimants were much more likely to receive assessment services in all states, which likely reflects DOL's guidance that assessment should be provided. The impacts on the other specific services, however, tend to reflect each state's service design with larger impacts on services emphasized by the state. Thus, although in our site visits we found that WPRS designs emphasized services already being provided by ES, these results indicate that WPRS claimants were much more likely to receive those existing services than they would be in the absence of WPRS.

WPRS claimants were also significantly more likely than others to be referred to education and training programs, to be enrolled in EDWAA and to be enrolled in EDWAA training, although the size of the differences varied—from over 20 percentage points in Delaware to about 10 percentage points in New Jersey.⁸

⁸ Because of the participation of profiled and referred claimants in these education and training programs, the impacts on UI receipt and employment outcomes cannot be fully measured using the six months of post-claim data available at the time of the analysis.

Finally, we found evidence that the program in the early implementation states has met the goal of changing the timing of services to dislocated workers so that they receive services earlier in their unemployment spells.

In summary, the impact analyses have shown that WPRS generally met its objectives in the early implementation states. WPRS increased services to referred claimants and reduced UI receipt.

IV. CONCLUSIONS AND RECOMMENDATIONS

IMPLEMENTATION AND OPERATIONS OF WPRS SYSTEMS

The results of the state administrator survey indicate that states, by and large, have met the legislated requirements for implementing WPRS systems and have generally followed ETA guidance as well. Further, administrators were generally very supportive of the WPRS approach, reporting that WPRS had met the goal of reducing the length of UI receipt among profiled and referred claimants. Below we summarize the key findings about the implementation of WPRS, highlight some areas of concern, and provide recommendations to address those areas.

Identification and Selection of Claimants. All states have implemented a system to identify claimants at risk of exhausting their benefits, as required by the legislation:

- All states initially screen out claimants not likely to need services, as required by ETA.
- About 80% of the states have developed a statistical model for profiling, the approach encouraged by ETA.
- The goal of early intervention is being met. According the WPRS coordinators, states profile claimants early in their claims and require them to report soon after notification.

Although most states refer claimants with the highest probability of exhaustion to services, as intended by the legislation, some are not able do so consistently:

- About one-third of the states lack the flexibility to match local need for services to local capacity. As a result, areas with high demand could only serve claimants with very high probabilities of exhaustion while other areas in the state could serve claimants with relatively low probabilities.
- Some states allow local areas to select which claimants to refer to services, and local procedures do not always result in giving priority to those with the highest probability of exhaustion.
- One state erred in processing its data and inadvertently gave priority to those with the lowest probability of exhaustion.

Reemployment Services. States vary in the types of reemployment services provided, consistent with the wide range of reemployment services allowed in the legislation. Most states are providing services consistent with ETA's basic operating principles:

- Virtually all states require claimants to attend an orientation to services, as required by ETA.
- Over 80% of the states require claimants to meet one-on-one with a counselor to develop an individualized service plan. Some of the remaining states develop individual service plans as part of group workshops.
- Although most states have established a core set of mandatory services for all WPRS claimants, in 45% of the states more than half of all claimants were required to participate in services customized to their needs, as recommended by ETA guidance.
- About 25% of the states required both a relatively large number of services (i.e., 7 or more) and relatively longer services (i.e., more than 10 hours).
- Another 30% did not require substantial services but made available a large number of reemployment services and extensive resource centers in which WPRS claimants could participate voluntarily.

The reemployment services offered in other states raised some concerns:

- Nearly one-half of the states neither required extensive services for WPRS claimants nor generally made extensive services available to job seekers. Results from our customer satisfaction survey indicate that claimants receiving less extensive services are less satisfied with WPRS.
- In one-third of the states, the goal of individualized services was not being met. Although individual service plans were prepared, virtually all claimants were required to participate in the same services.

Tracking WPRS Claimants' Progress in Services. To ensure that profiled and referred claimants report to services and participate satisfactorily, WPRS service providers must provide UI with accurate and timely feedback. Most states had implemented such a system:

- Virtually all states had developed an automated data system to track WPRS claimants' progress in services, either through developing a separate WPRS MIS system, or modifying their existing systems.
- Half of the states entered claimants' service plans into their tracking system so that progress in services could be automatically tracked against the plan.
- In about 60% of the states, the data systems of individual agencies were linked, either with each other or with a separate WPRS system, facilitating the tracking of claimants' progress.

However, in other states, automated systems were less well developed. As a result, data about claimants had to be entered twice (often resulting in discrepancies), paper reports were required, or progress was tracked manually.

Determinations and Denials. Because participation in WPRS services is a condition of continuing UI eligibility for referred claimants, states also needed to establish policies about when and how claimants would be denied benefits if they did not meet WPRS requirements. All states have established such policies, although these policies varied in whether claimants were given chances to correct a problem before a determination was initiated and what evidence was required that claimants were not participating satisfactorily.

Tracking Outcomes. Although the WPRS legislation requires states to track the outcomes of WPRS claimants, only one-half of the states had established such a system at the time of the survey. Even when states established outcome tracking systems, the outcomes tracked varied. Now, all states are required to track a standard set of WPRS claimant outcomes on the WPRS Outcome Report.

Technical Assistance. The legislation requires the Secretary of Labor to provide technical assistance to states, especially in developing their profiling methods. Generally, this requirement has been met:

- A large majority of states (70%) received technical assistance from DOL. Virtually all received assistance in developing profiling methods, and one-quarter received assistance in developing their data systems.
- States were very satisfied with this assistance: 40% reported that the assistance was extremely helpful; another 40% reported it was very helpful.

Coordination and Funding. Establishing an effective WPRS system required coordination among three agencies: UI, ES, and EDWAA. Most states reported extensive coordination and collaboration by these agencies:

- In 65% of the states, UI and ES shared the leadership of at least one of the three major WPRS tasks: developing profiling methods, developing WPRS services, or developing a participant tracking system. Most commonly, UI and ES shared leadership in developing a profiling method and data system, while ES led the development of WPRS services.
- In 60% of the states, EDWAA was substantially involved in at least one WPRS task, always in conjunction with ES. Most commonly, these two

agencies shared leadership in developing WPRS services, even when EDWAA was not the direct provider of WPRS services.

- Few states reported that getting the state agencies to work together was a difficult task.

Funding also reflected substantial interagency collaboration:

- UI funding accounted for an average of 45% of the total WPRS funding, predominately from WPRS implementation grants.
- EDWAA funding accounted for nearly 40% of WPRS funds, predominately from state 40% governor's reserve funds.

Coordination and collaboration were not always evident, however. In 20% of the states only a single agency was substantially involved in WPRS-related tasks, usually the ES. In 40% of the states, EDWAA had little involvement in WPRS tasks.

PRELIMINARY OUTCOMES

We generated estimates of the impacts of WPRS for five of the early implementation states: Delaware, Kentucky, Maryland, New Jersey, and Oregon. For two of these states, Maryland and Oregon, we encountered data problems that undermined our ability to generate reliable estimates. We therefore tend to discount the findings from these two states, and in our interpretation of the findings we place the greatest emphasis on the estimates for Delaware, Kentucky, and New Jersey.

Estimates based on the early implementation states provide reasonably strong evidence that WPRS, as it was implemented in these states, significantly reduced UI receipt:

- For two of the three states that appeared to have the most accurate data (Kentucky and New Jersey), WPRS reduced benefit receipt by slightly more than half a week per claimant, which translates into a UI savings of about \$100 per claimant.
- In New Jersey, WPRS also significantly reduced the proportion of UI benefit entitlement received by about 2 percentage points and the rate of UI benefit exhaustion by more than 4 percentage points. In contrast, corresponding estimates in Kentucky were smaller and not statistically significant.
- For the third state with reliable data (Delaware), the estimated impacts on UI receipt were not significant, primarily because the relatively small sample size prevented us from generating precise estimates for this state.

The evidence with respect to increased employment and earnings was more limited.

- In New Jersey, WPRS increased the employment rates in the first two quarters after the initial claim by about 1 percentage point. The estimated increase in earnings due to WPRS was equal to \$190 in the first quarter after the initial claim and \$225 in the following quarter.
- The estimates for the other two states with reliable data tended to be small and not statistically significant. For Delaware, this finding is not surprising, since we also found no evidence of substantial reductions in UI receipt in that state. But the lack of significant employment and earnings impacts holds even in Kentucky, where we found significant impacts on UI outcomes.

We also found that WPRS, as intended, increased service receipt among referred claimants:

- Overall, WPRS claimants received substantially more services than comparable claimants not referred to WPRS. In Delaware and New Jersey, WPRS claimants were over 40 percentage points more likely to receive at least one service and to receive between 1.2 and 1.3 more types of services. In Maryland, WPRS claimants also appear to receive significantly more types of services than other claimants although the impacts are smaller.
- WPRS claimants are much more likely to receive assessment services in all states, which likely reflects DOL's guidance that assessment should be provided.
- The impacts on the other specific services tend to reflect each states' service design. For example, in Delaware, there was a large impact on job placement and referrals, while in New Jersey there was a large impact on job search workshops.
- WPRS claimants were also significantly more likely than others to be referred to education and training programs, although the size of the differences varied widely among states, from over 20 percentage points in Delaware to an estimated 5 percentage points or less in Oregon
- Profiled and referred claimants are more likely to enroll in EDWAA for basic readjustment or training services, although the estimated impact varied from about 20 percentage points in New Jersey to only one percentage point in Kentucky. They were also somewhat more likely to enroll in EDWAA training. Again, the impacts varied considerably among states with a high of 3 percentage pints in Delaware.
- Claimants accessing services are likely to receive services significantly earlier when they are referred through WPRS. Impacts tended to be larger in states where the time to first service was long for the comparison group and smaller in states where comparison group members tended to receive services relatively quickly.

RECOMMENDATIONS

On the basis of the results of this study, we make the following recommendations to improve the implementation and impact of WPRS services:

Improving Profiling and Referral to Services

- Both states and ETA should provide greater oversight and ongoing monitoring of profiling and referral practices to ensure that they are being carried out as intended so that claimants with the highest probability of exhausting their UI benefits are given priority for services.
- Although a majority of states report they have the flexibility to adjust the number referred to each area, in order to balance the demand for and supply of services, the remaining states should explore ways to improve such flexibility.

Improving WPRS Services

- ETA should provide more technical assistance to states in developing more intensive, in-depth services that are customized to the needs of individual claimants.
- In turn, states should provide more guidance and assistance to local areas about services for WPRS claimants.

Improving Data Systems to Track Progress in Services and Outcomes

- ETA should provide further assistance to states to help them develop more automated data systems that could make the WPRS tracking process more efficient and more accurate.
- ETA should provide technical assistance to help states establish an outcome reporting systems so that states can comply with the reporting requirements.
- ETA should establish uniform definitions of when claimants are to be considered referred to services, so that the outcome data will be comparable across states.

Improving Coordination Among Agencies

- Because EDWAA 40% funds will likely become the major source for WPRS funding, states where EDWAA has not been involved in WPRS tasks should make a greater effort to improve coordination with EDWAA. Such cooperation not only may increase the menu of services available to WPRS claimants, but will also better align the major source of WPRS funding with EDWAA agencies' involvement in and "ownership" of the WPRS system.

Appendix A

Impacts of WPRS Systems in Maryland and Oregon

IMPACTS OF WPRS SYSTEMS IN MARYLAND AND OREGON

Because of the problems that we encountered in analyzing the Maryland, Oregon, and Florida data, we decided not to present estimates of the impacts of WPRS in these states in the main text of the report. In the case of Florida, we discovered problems with program implementation that made it impossible to estimate the appropriate impacts, so we excluded Florida from any further analyses. For Maryland and Oregon, we attempted to address the data problems that we encountered by using a set of alternative methods to estimate the impacts for each state. This appendix presents the estimated impacts of WPRS on UI receipt and other outcomes based on these alternative methods.

ISSUES IN ESTIMATING THE IMPACTS OF WPRS

In Maryland and Oregon, WPRS services were supposed to be targeted to claimants with the highest probabilities of exhaustion. We expected the targeting strategy to yield generally higher probabilities of benefit exhaustion among the claimants referred to services than among the claimants not referred. But for Maryland and Oregon the expected patterns with respect to the probability of exhaustion did not hold--the two groups had generally similar probabilities of exhaustion.

Given this finding, we investigated the data from these two states in greater detail. We discovered that the data needed to identify claimants who were referred to services in these states were not entirely accurate. Although both states used a WPRS code to track claimants' referral to and participation in WPRS services, we discovered that claimants who were selected to be referred to services were sometimes mistakenly coded as not being referred. The inaccurate codes appear to have occurred most frequently in cases where a claimant had already found a new job or was no longer claiming benefits at the time of the referral, so the claimant was not actually obligated to participate in services. Local UI staff excused these claimants from services but did not always code them as having been initially targeted for services. This coding practice effectively reassigned claimants with high probabilities of benefit exhaustion from the referred group to the comparison group. This reassignment explains why the referred and comparison groups tended to have similar predicted probabilities of benefit exhaustion. Furthermore, for the purposes of the impact analysis, the reassignment generates an upward bias in the estimates of WPRS impacts on UI receipt and a downward bias in the impacts on employment and earnings, because many referred claimants who were quickly reemployed were misassigned to the comparison group. It also introduces an upward bias in the estimates of the impacts on service receipt because most of the referred claimants who were misassigned to the comparison group did not receive services.

Because the coding problems may generate a bias in the impact estimates, we redefined the referred and comparison groups on which our estimates were based in Maryland and Oregon. For each of these states, we tested several alternative definitions of the referred and comparison groups, and we present three sets of estimates for each of these states based on three of the alternative definitions.

Alternative Methods for Maryland

For Maryland, our alternative definitions of the referred and comparison groups were based on the original design of the WPRS selection process and the data on service referral and probabilities of exhaustion provided by the state. The three methods we used are discussed below.

Method 1. Our first method of defining the referred and comparison groups took the state's data on referral status at face value. Claimants who were coded as referred to services were assigned to the referred group, while the remaining claimants were assigned to the comparison group. But given the coding inaccuracies described above, the straightforward use of these codes generates a misassignment of some claimants. A comparison of the referred and comparison groups generated by this method with the actual referral rosters from one Maryland office clearly demonstrated that many of the claimants who had no WPRS code and were assigned to the comparison group had, according to the rosters, originally been targeted for WPRS services.

Method 2. The second method of defining the referred and comparison groups took advantage of the fact that some claimants targeted for referral were not in fact referred to services because of capacity constraints. In this method we included in the comparison group only claimants coded as "not referred to services due to capacity constraints". The referred group was defined the same way as in the first method. This method reduces (but does not eliminate) the misassignment bias because, although some claimants are still erroneously excluded from the referred group, these same claimants are not included in the comparison group (as they are in Method 1). A disadvantage of this approach is that the comparison group is quite small because only a few claimants were recorded as not referred due to capacity constraints.

Method 3. In a third set of estimates, we adopted a more complex method for addressing the misassignment of claimants by attempting to *simulate* the weekly referral rosters in each Maryland office. In this method we used all claimants who passed the initial screens. The sample was first sorted by local office and week of first payment. Claimants were then assigned to the referred and comparison groups based on their recorded referral status and their probability of exhaustion relative to other claimants in their office. We flagged claimants in the top 30 probabilities of exhaustion in their local office for the week of their first payment. We then defined the referred group to include:

- Any claimant coded as referred to services.
- Any claimant coded as exempted from referral. These claimants were included in the referred group because comparable comparison groups members could not be identified.
- Any other claimant in the top 30 probabilities of exhaustion (within the same week and office) except those recorded not referred due to capacity constraints.

The comparison group in this method included all other claimants who passed the initial screens.

The top 30 cutoff was used because local offices were responsible for tracking any claimant in the top 30. Hence, any claimant in the top 30 who was not recorded as exempted or not served due to capacity constraints should have been referred to services. Local offices were responsible for coding claimants outside the top 30 only if these claimants were referred to services, so the majority of claimants outside the top 30 without a specific code had not been referred to services. This method differs from Method 1 in that all claimants in the top 30 probabilities are included in the referred group unless they were specifically coded as not receiving services due to capacity constraints. To the extent that the misassigned claimants are in the top 30, they would be included in the referred group and the misassignment bias would be addressed. The disadvantage of the method is that some claimants who properly belong in the comparison group would be included in the referred group. This problem introduces a bias towards zero in the estimates.

Alternative Methods for Oregon

In Oregon we used information similar to that used in Maryland to define the referred and comparison groups. The Oregon WPRS system was designed so that claimants who passed the screens, were profiled, and had predicted exhaustion probabilities of greater than 60% were put into selection pools for potential referral to WPRS services. The 2,930 Oregon claimants who completed the profiling process were included in the selection pools. Each week the claimants in the pools with the highest probabilities were referred to services. In Oregon the state recorded which claimants were included in the selection pool and local offices were responsible for recording which claimants were referred to services.

Method 1. Our first set of estimates for Oregon is based directly on the referral information recorded by the local offices. Claimants identified as referred to or excused from services are included in the referred group. The remaining claimants in the selection pool are included in the comparison group.ⁱ As discussed above, we found substantial evidence to question the accuracy of data used to identify these groups. Many claimants with high probabilities of exhaustion are included in the comparison group with this method. Several of these claimants with high predicted probabilities of exhaustion who we found had actually been referred to services were recorded in the data as not referred. Hence, these claimants are mistakenly treated as members of the comparison group in this method.

Method 2. Given these apparent inaccuracies, we used two alternative methods to define the referred and comparison groups based on the available information and the original design of the Oregon selection process. The second method uses claimants' probabilities of exhaustion to define the referred and comparison groups. Claimants with exhaustion probabilities above the median probability are included in the referred group; claimants with probabilities below the median are included in the comparison group. The median probability was chosen for the cutoff because an examination of claimants at the largest Oregon offices showed that claimants above the median were generally coded as referred to services and claimants below the median were

ⁱ Claimants outside the selection pool were not included in the comparison group because we could not identify claimants who passed the initial screens using the data provided by Oregon.

generally coded as not referred to services. Our feeling was that the exceptions to this rule were often the result of coding errors. Hence, our alternative approach disallowed the exceptions.

This method should eliminate the misassignment bias at the cost of introducing a bias towards zero by including some individuals in the referred group who should properly be included in the comparison group.

Method 3. The third method follows the general approach of Method 3 in Maryland by attempting to simulate the Oregon selection process, which specified that claimants were drawn from the selection pool based on their having relatively high predicted probabilities of exhaustion compared with other claimants in the same office. To simulate this intraoffice comparison of claimants' probabilities of exhaustion, we sorted the claimant sample by office.

We then included in the referred group:

- Any claimants recorded as referred by the local office.
- Claimants with predicted probability of exhaustion above or below the median *in their office*, regardless of whether they were recorded as referred.

All other claimants in the selection pool are included in the comparison group.

This method differs from method one in that claimants with high probability are assumed to be referred even if such referral was not recorded in the data. To the extent misassignments are limited to high probability individuals, this procedure will eliminate the misassignment bias. Like Method 2, it's disadvantage is that a bias towards zero may be introduced by including in the referred group some individuals who should be in the comparison group.

IMPACTS ON OUTCOMES

This section presents the estimated impacts of WPRS on claimant outcomes in Maryland and Oregon. The characteristics of the referred and comparison groups in each state are presented in Exhibit A-1.ⁱⁱ

ⁱⁱ The averages presented in the exhibits are based on the Method 1 comparison groups in Maryland and Oregon. The averages were weighted by office and quarter of claim so that the weighted distribution of the comparison group over office and quarter is the same as the unweighted distribution for the referred group. This weighting is intended to control for the office and quarter when comparing differences between the referred and comparison group averages.

Insert Exhibit A-1

Insert Exhibit A-1

Impacts on UI Benefits

WPRS services are expected to reduce UI benefit receipt among claimants targeted for services by assisting them in finding a new job quickly. Our general approach for measuring impacts on

UI receipt was to compare UI receipt between the referred and comparison groups. For Maryland and Oregon, we used alternative definitions of the referred and comparison groups, as described above. The comparisons were conducted using regression models to control for other differences between the referred and comparison groups that might affect the outcomes of interest. We used the same four primary measures of UI benefit receipt as dependent variables in the regressions presented here as were used in the main text:

- The number of weeks for which each claimant was paid benefits in the benefit year.
- The dollar amount of UI benefits paid to claimants in the benefit year.
- Proportion of UI entitlements paid to claimants.
- Whether claimants exhausted their benefits.

We also estimated regression models for UI benefit eligibility determinations in Maryland.ⁱⁱⁱ

The average UI outcomes (Exhibit A-2) show that in Maryland and Oregon the referred group collected over two weeks more in benefits and exhausted their benefits at a rate more than 10 percentage points higher than the comparison group. These differences were expected because the states selected individuals with high exhaustion probabilities for referral to reemployment services.

These differences in average UI outcomes do not, however, represent the impact of WPRS because there are many differences between these groups that affect the UI outcomes but are not held constant in the comparison of averages. To control for factors that affect UI outcomes and differ between the groups, we estimated regression models to control for personal characteristics, employment experiences, UI benefit entitlements, and the probabilities of benefit exhaustion. The models also included indicators for local office of the initial claim and the quarter of the first payment.

Exhibit A-2

Mean UI Outcomes for the Referred and Comparison Groups

(Standard Deviations in Parentheses)

Outcome	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Weeks of benefits received	18.8 (9.2)	16.1 (9.7)	18.9 (9.8)	15.8 (10.2)

ⁱⁱⁱ As in the main text, we focus our analysis only on benefit eligibility determinations based on nonmonetary factors (“nonmonetary determinations”).

Outcome	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Dollars of benefits received	3,372 (1,934)	2,922 (1,980)	4,081 (2,559)	3,238 (2,594)
Proportion of entitlement received (%)	71.5 (35.1)	61.4 (37.5)	71.2 (37.1)	60.7 (42.3)
Rate of benefit exhaustion (%)	43.8 (49.6)	33.1 (47.1)	38.9 (48.8)	28.0 (44.9)
Rate of determination (%)	74.3 (43.7)	68.0 (46.7)	NA	NA
Sample size	7,068	27,529	1,925	844

The models generated an estimate of the difference in UI outcomes between the referred and comparison groups, holding these other factors constant. These estimated differences, which are interpreted as the impacts of WPRS on these outcomes, are presented in Exhibit A-3. Our expectation was that once we controlled for these variables in a regression model, we would find that the referred group collected fewer benefits than the comparison group. Such a finding would imply that WPRS reduced benefit receipt among claimants targeted for services.

We estimated multiple versions of the impacts of WPRS on UI for each state. The three estimates presented for Maryland are based on three different definitions of the referred and comparison groups, as described above. The first method was based directly on the referral status as reported by the state. This method generated estimated impacts that imply WPRS increased UI receipt. The estimated impacts on all four measures of UI receipt are substantial and statistically significant. Despite these findings, we are not prepared to conclude that WPRS increased UI receipt in Maryland, because of the apparent inaccuracies in assigning claimants to the referred and comparison groups. These inaccuracies could have biased the impact estimates positively, because the inaccuracies effectively reassigned claimants with short UI spells from the referred group to the comparison group.

Exhibit A-3
Estimated Impacts of WPRS on UI Receipt
(Standard Errors in Parentheses)

	Maryland			Oregon		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
Weeks of benefits received	0.79*** (0.15)	-0.25 (0.28)	-0.16 (0.14)	2.35*** (0.42)	-0.19 (0.61)	2.02*** (0.52)

Dollars of benefits received	166 ^{***} (28)	-17 (52)	-31 (26)	457 ^{***} (95)	-79 (136)	342 ^{***} (116)
Proportion of entitlement received (percent)	3.26 ^{***} (0.58)	-0.47 (1.09)	-0.53 (0.53)	7.63 ^{***} (1.69)	-2.01 (2.41)	7.63 ^{***} (2.05)
Rate of benefit exhaustion (percent)	2.58 ^{***} (0.76)	-2.54 [*] (1.54)	-0.58 (0.70)	6.55 ^{***} (2.12)	-5.35 [*] (3.02)	7.81 ^{***} (2.57)
Rate of eligibility determination (percent)	1.91 ^{***} (0.71)	2.86 ^{**} (1.37)	1.87 ^{***} (0.65)	NA	NA	NA
Sample size	34,597	9,832	34,597	2,912	2,912	2,912

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

The likely bias in these estimates led us to generate two more sets of Maryland estimates, which are shown in Exhibit A-3. These methods generated estimates that were generally small and not statistically significant. For example, estimates based on the Method 2, which uses individuals not referred because of capacity constraints as the comparison group, suggest that WPRS reduced UI receipt by an estimated 0.25 weeks, but the estimate was not statistically significant.

The estimates also demonstrate that WPRS reduced the rate of benefit exhaustion by an estimated 2.5 percentage points, and this estimated reduction was statistically significant at the 90% confidence level. Estimation method 3 generated an estimated impact on UI weeks that was close to zero. The estimates based on this method indicate that WPRS had no significant impact on any of the four UI outcome measures. Overall, the results for Maryland are inconclusive.

We also generated multiple estimates of the WPRS impacts on UI receipt for Oregon. Method 1 again used referral status as reported by the state. These estimates suggest that WPRS increased benefit receipt by about two weeks. This estimated effect is too large to be plausible. One might be able to generate a scenario where WPRS would increase UI receipt of some claimants, but no reasonable scenario would suggest that WPRS increased UI receipt by an average of 2 weeks. One potential explanation might be that long-term training was especially widespread among the referred claimants in Oregon, which led them to collect more benefits than the comparison group because trainees were exempt from UI work search requirements. However, even after controlling for weeks and hours spent in training, the estimated impact of WPRS on UI receipt was still positive and significant.

We believe the inaccuracies account for the large positive estimated impacts of WPRS on UI receipt in Oregon. We therefore present two additional sets of estimates in Exhibit A-3. Method 2 based the referred and the comparison groups on the probabilities of benefit exhaustion. The

estimated impact on weeks of benefits based on this approach was negative, but small and not statistically significant.

The estimates based on Method 3, which simulated the referral process, are similar to those generated by Method 1. That is, WPRS appears to have increased benefit receipt. As in Method 1, we conclude that the magnitudes of the estimates are too large to be plausible. The implausibility of these estimates suggests that our definitions of the referred and comparison groups in Method 3 do not yield valid estimates of the WPRS impacts.

Impacts on Employment and Earnings

Using the same specifications as were used for estimating the UI outcomes, we estimated regression models for six employment and earnings outcomes in each state. The first pair of outcomes were indicators of whether the claimant was employed at any time in the first and second calendar quarters following the initial claim. We used calendar quarters for these measures because the measures were drawn from the UI wage records, which are organized by calendar quarter. The second pair of outcomes were the earnings in each of these two calendar quarters. The final pair of outcomes were the ratios of earnings in these quarters to average quarterly earnings in the UI base period.

The average outcomes for the referred and comparison groups in each state are shown in Exhibit A-4. Employment rates and earnings were generally lower for the referred groups than for the comparison groups in each state. This finding is consistent with the finding from Exhibit A-2 that average UI receipt tended to be higher for the referred groups.

Exhibit A-4
Average Employment and Earnings Outcomes for the Referred and Comparison Groups
 (Standard Deviations in Parentheses)

	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Rate of employment, quarter 1 ^a (%)	47.4 (49.9)	57.2 (49.5)	48.8 (50.0)	59.7 (49.1)
Rate of employment, quarter 2 ^a (%)	58.9 (49.2)	65.3 (47.6)	62.9 (48.3)	67.5 (46.9)
Earnings, quarter 1 (dollars)	1,639 (3,897)	2,180 (3,730)	1,749 (3,161)	2,366 (3,257)
Earnings, quarter 2 (dollars)	2,138 (3,292)	2,830 (3,754)	2,634 (3,337)	3,110 (3,725)
Earnings replacement,	38.8	56.7	33.9	54.4

	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
quarter 1 (%)	(70.4)	(90.8)	(53.0)	(66.6)
Earnings replacement, quarter 2 (%)	59.0 (93.6)	80.9 (125.1)	54.9 (69.2)	74.7 (81.7)
Sample size	7,068	27,529	1,925	844

^a Quarters 1 and 2 are the first and second calendar quarters after the initial claim.

The estimates of the employment and earnings impacts are consistent with the estimates of the UI impacts. Based on the estimates presented in Exhibit A-5, we find no evidence that WPRS increased employment or earnings in Maryland or Oregon. On the contrary, Method 1 for Maryland and Methods 1 and 3 for Oregon yield significantly negative estimates of the impacts on employment and earnings. But given

Exhibit A-5
Estimated Impacts of WPRS on Employment and Earnings
(Standard Errors in Parentheses)

	Maryland^a			Oregon^a		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
Rate of employment quarter 1 ^b (percent)	-6.00*** (0.80)	-1.42 (1.59)	-0.26 (0.73)	-7.45*** (2.21)	2.75 (3.15)	-6.82** (2.69)
Rate of employment, quarter 2 ^b (percent)	-2.55*** (0.77)	0.60 (1.56)	0.62 (0.71)	-4.35** (2.14)	0.29 (3.05)	-3.82 (2.60)
Earnings, quarter 1 (dollars)	-215*** (57)	-109 (111)	-28 (52)	-620*** (133)	-93 (189)	-381** (161)
Earnings, quarter 2 (dollars)	-219*** (57)	-130 (100)	-32 (52)	-668*** (149)	-99 (212)	-312* (181)
Earnings replacement quarter 1 (percent)	-7.2** (1.4)	-5.2** (2.3)	-2.2* (1.2)	-13.1*** (2.5)	2.6 (3.5)	-11.4** (3.1)
Earnings replacement quarter 2 (percent)	-6.1*** (1.9)	-6.0 (3.7)	-0.8 (1.7)	-15.2*** (3.2)	-1.0 (4.4)	-13.9*** (3.9)
Sample size	34,597	9,832	34,597	2,912	2,912	2,912

^a The different methods used to estimate the impacts of WPRS in Maryland and Oregon are discussed in the text.

^b Quarters 1 and 2 are the first and second calendar quarters after the initial claim.

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

the uncertainty associated with any of these methods, we tend to discount the importance of these negative estimates.

IMPACTS ON SERVICES

This section presents the estimated impacts of WPRS on services provided to profiled and referred claimants in Maryland and Oregon.

Measuring WPRS Services

To measure services we categorized the detailed service information into six WPRS services identified by DOL for tracking on the WPRS Services Activity Quarterly Report (ETA 9048 Report):

- Orientation.
- Assessment of the worker's general skills, aptitudes, work history and interests.
- Counseling regarding reemployment approaches and plans.
- Job placement services and referrals to employers.
- Job search workshops or job clubs.
- Referral to education and training services.

Although we measure receipt of orientation, we do not estimate the impact of WPRS on orientation receipt because this service cannot be comparably defined for the comparison group.

We also developed two summary measures of receipt of WPRS services:

- Whether the claimant received at least one service, in addition to orientation.
- The number of types of services received (beyond orientation).

In addition to increasing service receipt, WPRS systems are designed to promote rapid reemployment through early intervention by referring claimants to services early in their unemployment spell, generally no later than the fifth week after an initial claim. To examine whether WPRS indeed reduced the length of time before claimants received reemployment services, we also measure:

- The number of weeks between the individual's claim date and the date of the first service (including orientation). Because all services are counted, the first service may come before profiling occurs.

Measuring EDWAA Services

Because EDWAA often serves as the major provider of more intensive employment services and of training, we also measured receipt of services from EDWAA by matching claimants with the Standardized Participant Information Report (SPIR) data to the individual level data states report on their EDWAA terminees.^{iv} Although WPRS claimants are not required to participate in training services, we examine the extent that profiled claimants are taking advantage of training and other more intensive services. For this analysis, we defined two measures of service intensity:

- Enrollment in any EDWAA services.
- Receipt of EDWAA training services.

Average Service Receipt

To provide a general background for the analysis of the impacts on services in the prototype and test states, Exhibit A-6 shows average service receipt for the profiled and referred claimants in Maryland and Oregon.^v For completeness, the exhibit also shows the service receipt for the comparison group. Differences between the two groups, however, do not represent the impacts of WPRS on service receipt because there are many differences between the two groups that are not controlled for in these simple averages. We present the multivariate impact analysis in the subsequent section.

WPRS Services

Although referred claimants are required to attend orientation sessions, only about half receive that service in Maryland and Oregon. Claimants referred to orientation may fail to participate for a variety of reasons. For example, claimants who obtain employment or drop out of the labor force before the orientation session are unlikely to attend. Others may be exempted from participation.

^{iv} Claimant records were matched with SPIR data from Program Years 1994 and 1995. Because SPIR data are available only for EDWAA terminees, data were not available for individuals who enrolled in Title III but had not completed the program by the end of PY 1995. These individuals are treated as not receiving EDWAA services in our analysis. Most profiled and referred claimants who enrolled in EDWAA should, however, have completed their EDWAA participation because profiling for our sample occurred more than one year before the end of PY 95.

^v These averages are weighted to match the treatment and comparison groups within office and week using the same procedure used to weight the averages of the outcome variables, as noted above.

A larger percentage of referred claimants, however, received at least one service (not counting orientation)—58% in Oregon and 89% in Maryland. Further, the average number of services (beyond orientation) received was higher among referred

Exhibit A-6
Receipt of WPRS Services by the Referred and Comparison Groups
(Standard Deviations in Parentheses)

	Maryland		Oregon	
	Referred	Compression	Referred	Compression
Orientation (%)	49.0 (50.0)	NA	52.7 (49.9)	NA
At least one service beyond orientation (%)	88.7 (31.7)	61.6 (48.6)	57.7 (49.4)	6.5 (24.7)
Assessment (%)	50.3 (50.0)	3.6 (19.3)	43.7 (49.6)	3.4 (18.2)
Counseling (%)	79.2 (40.6)	58.4 (49.3)	43.8 (49.6)	3.9 (19.3)
Job referrals (%)	29.4 (45.6)	23.0 (43.5)	14.3 (35.0)	1.0 (9.9)
Job search workshops and job clubs (%)	49.1 (50.0)	2.9 (17.4)	29.7 (45.7)	1.0 (9.9)
Referral to education and training (%)	32.6 (46.9)	17.6 (39.4)	6.8 (25.1)	0.4 (6.5)
No. of types of services beyond orientation	2.4 (1.5)	1.1 (1.1)	1.4 (1.4)	0.1 (0.4)
Weeks before first service	2.9 (4.8)	2.1 (4.2)	4.6 (2.0)	5.8 (5.0)
Enrollment in EDWAA (%)	10.5 (30.7)	3.8 (19.7)	16.7 (37.3)	3.8 (19.2)
Enrollment in EDWAA training (%)	5.2 (22.3)	2.3 (15.6)	9.7 (29.5)	3.4 (18.3)

claimants. Thus, these data demonstrate that referred claimants, as defined by the states, received substantial reemployment services through the WPRS.

These two states provided assessment services to a substantial percentage of referred claimants. Thus, they appear to be conducting assessment to support the design of a customized package of

services that would meet the individual needs of each claimant, as suggested by DOL. The patterns of receipt of the other individual services varied, however. Maryland provided primarily counseling (79%) and job search workshops (49%), although many were referred to education and training (33%). The high incidence of counseling in Maryland reflects the one-to-one counseling services that many UI claimants receive when they register for work with the ES. Indeed much of this counseling was received before the first UI payment and, hence, before profiling occurred; only 47% of referred claimants received counseling after their first payment.⁶ Oregon provided primarily counseling (44%), with job search workshops provided to nearly a third (30%).

In Maryland, both the referred and comparison claimants receive their first service within three weeks of the UI claim date. In Oregon, referred claimants averaged more than 4 weeks from first payment to first service (including orientation).

EDWAA Services

ES services were the primary services received by referred claimants. However, over 10% of referred claimants enrolled in EDWAA in Maryland and Oregon. The percentage receiving EDWAA training, however, was considerably smaller in Maryland. Thus, this state, like the other early implementation states mentioned in the main text, most of the referred claimants enrolled in EDWAA received only basic readjustment services. In Oregon, however, nearly 10% of referred claimants received training from EDWAA, which probably reflects the fact that in Oregon state a relatively substantial amount of dislocated workers dollars were available to WPRS participants for training.

Impact of WPRS on Service Receipt

In order to estimate the impact of service receipt due to profiling, we conducted multivariate analysis parallel to that performed to estimate the impacts on labor market outcomes.

Because of the difficulty in defining the referred and comparison groups for Maryland and Oregon as noted above, we expect that the estimated impacts on service receipt using the data originally submitted by these two states would overstate the impact of WPRS on services received. In both states, claimants who quickly found reemployment on their own before they were required to report to WPRS services were sometimes categorized as “not selected for referral” and thus were included in the comparison group. Including referred claimants who did not receive services in the comparison groups, therefore, would lead to an overstatement of the impact of WPRS on services received. To address this problem, we used the same two alternative methods to define the referred and comparison groups in these two states as we used

⁶ Presumably, the impact of WPRS on service receipt does not occur before individual claimants were profiled, i.e., until they receive a first UI benefits payment. However, in Maryland we found that the incidence of counseling services was about ten percentage points higher among the referred group than among the comparison group, both before and after claimants received their first payment. Perhaps local office staff use criteria similar to the profiling model when determining those initial counseling services.

in the previous section. Exhibit A-7 shows the estimated impacts of WPRS on services received by UI claimants.⁷

Impact on Overall Service Receipt

Overall, WPRS claimants received substantially more services than comparable claimants not referred to WPRS. In Maryland, WPRS claimants appear to receive significantly more types of services than other claimants, regardless of the method used to define the samples. However, the impacts on the likelihood of receiving at least one service are smaller than in the early-implementation states presented in the main text, even when we use the original data, which likely overstates the true effects.

In Oregon, the estimated impacts on services received are similar to those in Delaware and New Jersey when we use the state’s original classification of claimants (Method 1), and when we use the state’s original classification, coupled with reassignment based on probabilities of exhaustion (Method 3). However, estimates from Method 2, which simply assigned claimants to the treatment and comparison groups based only on their probabilities of exhaustion, indicate that WPRS had no significant impact on services. Because it seems very unlikely that requiring claimants to participate had no impact on services, we conclude that Method 2 does not correct for the problems in the original data.

Impacts on Specific WPRS Services

As we saw with the other early implementation states, WPRS claimants were much more likely to receive assessment services in these states, which likely reflects DOL’s guidance that assessment should be provided. The impacts on the other specific services tend to reflect each states’ service design. For example, in Maryland, WPRS

Exhibit A-7
Estimated Impacts of WPRS on Service Receipt
(Standard Errors in Parentheses)

	Maryland			Oregon		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
At least one service beyond orientation (%)	11.43 ^{***} (0.55)	12.48 ^{***} (1.08)	5.62 ^{***} (0.51)	48.37 ^{***} (1.90)	-2.54 (2.96)	38.21 ^{***} (2.41)
Assessment (%)	44.16 ^{***} (0.47)	45.23 ^{***} (0.90)	16.81 ^{***} (0.47)	38.47 ^{***} (1.88)	-5.25 [*] (2.80)	30.82 ^{***} (2.31)
Counseling (%)	6.39 ^{***} (0.59)	6.20 ^{***} (1.27)	4.83 ^{***} (0.63)	35.84 ^{***} (1.89)	-1.82 (2.81)	27.70 ^{***} (2.33)

⁷ As in the previous analysis, these estimates on services received control for personal characteristics, employment characteristics, UI entitlement, local office of initial claim and date of first payment.

Job referrals (%)	1.57** (0.67)	2.05 (1.30)	1.72** (0.62)	10.22*** (1.37)	-1.51 (1.86)	7.68*** (1.57)
Job search workshops and job clubs (%)	43.99*** (0.46)	44.64*** (0.88)	16.88*** (0.46)	27.46*** (1.71)	-4.09 (2.53)	22.32*** (2.11)
Referral to education and training (%)	11.39*** (0.58)	11.26*** (1.13)	4.28*** (0.54)	4.99*** (0.96)	0.28 (1.32)	2.71** (1.12)
Number of types of services beyond orientation	1.08*** (0.02)	1.04*** (0.04)	0.44*** (0.02)	1.17*** (0.05)	-0.12 (0.08)	0.91*** (0.07)
Weeks before first service	0.47*** (0.07)	1.09*** (0.15)	0.33*** (0.07)	-0.39 (0.30)	-0.29 (0.23)	-2.92*** (0.46)
Enrollment in EDWAA (%)	4.72*** (0.36)	4.63*** (0.70)	1.59*** (0.33)	14.32*** (1.52)	-0.70 (2.06)	10.86*** (1.74)
Enrollment in EDWAA training (%)	1.25*** (0.28)	0.83 (0.53)	0.31 (0.26)	9.72*** (1.30)	1.23 (1.68)	7.50*** (1.42)

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

claimants were much more likely than are other claimants to participate in the state's job search workshop, in which claimants also receive orientation services. WPRS claimants were also significantly more likely than others to be referred to education and training programs.

Impacts on EDWAA Services

WPRS claimants were also significantly more likely than others to be enrolled in EDWAA although the impacts varied. This variation in impacts likely results from differences among states in EDWAA's role in WPRS. In Oregon, models using Methods 1 and 3 indicate that profiled and referred claimants were more than 10 percentage points more likely to enroll in EDWAA. This may reflect the well established partnership of EDWAA with ES and UI in many local areas within this state. Impacts were much smaller, although statistically significant, in Maryland. WPRS also had significant impacts on enrollment in EDWAA training in Oregon, as measured using Methods 1 and 3.

Impacts on Timing of Service Receipt

We can see some evidence that the program in Oregon is meeting the goal of changing the timing of services to dislocated workers so that they receive services earlier in their unemployment spells, as shown in Method 3. In Maryland, it appears that WPRS is having the opposite impact on the timing of services—although the estimates are small, they are positive,

suggesting that those referred through WPRS participate later than those who are not referred through WPRS. Both the referred and comparison groups, however, received their first service within 3 weeks of their UI claim date, so there is little opportunity for WPRS to reduce the time until first service.

These findings provide some evidence of increased services to referred claimants in Maryland and Oregon. In all methods used to define the treatment group in Maryland and in two of the three methods used in Oregon, referred claimants were more likely to receive any reemployment service and to receive a larger number of types of services than comparable claimants not referred to WPRS. WPRS claimants were also more likely than others to be referred to education and training programs, to be enrolled in EDWAA and to be enrolled in EDWAA training. However, because of the uncertainty in defining whether claimants were actually referred to WPRS reemployment services, we have limited confidence in these findings.

Exhibit A-1
Characteristics of the Referred and Comparison Groups (Percent)

	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Sex (%)				
Male	46.9	61.4	56.1	64.6
Female	53.1	38.6	43.9	35.4
Race/Ethnicity (%)				
White	67.8	71.4	90.1	83.1
Black	28.8	25.3	1.7	2.2
Hispanic	2.3	2.0	3.7	5.5
Other	1.0	1.4	4.4	9.2
Age (%)				
Under 25 years	11.0	13.8	7.8	9.0
25 to 34 years	29.3	34.9	28.0	33.9
35 to 44 years	27.9	28.6	30.3	28.1
45 to 54 years	20.1	15.9	22.9	22.6
55 to 64 years	9.9	6.0	9.4	5.5
65 years or older	1.7	0.9	1.5	0.9
Mean (years)	39.0	36.3	39.8	37.7
Highest Grade Completed (%)				

	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
0 to 11 grades	23.1	11.2	11.2	16.6
12 grades	62.8	52.5	47.5	50.1
13 to 15 grades	9.9	19.3	24.7	21.7
16 grades	3.4	13.1	11.0	9.1
More than 16 grades	0.9	3.8	5.6	2.5
Average (grades)	— ^b	— ^b	12.9	12.4
Base Period Earnings (%)				
\$0-\$10,000	28.3	30.6	13.5	20.1
\$10,001-\$30,000	57.0	54.3	68.4	69.0
\$30,001-\$60,000	12.5	12.7	16.1	10.1
\$60,001-\$100,000	1.9	2.0	1.8	0.6
More than \$100,000	0.3	0.4	0.3	0.3
Average (dollars)	18,896	18,790	21,844	18,622
Tenure at Previous Job (%)				
Up to 1 year	17.5	28.5	7.0	10.7
1 to 3 years	31.6	43.2	89.9	85.1
3 to 10 years ^a	29.1	22.1	3.1	4.2
More than 10 years	21.8	6.3	NA	NA
Average (years)	6.9	3.6	1.79	1.78

Exhibit A-1 (Continued)

Industry at Previous Job (%)

Agriculture and mining	1.3	3.5	2.6	3.3
Construction	9.4	16.0	6.2	10.4
Manufacturing	14.7	11.7	28.7	33.3
Transportation and utilities	3.7	3.9	5.9	4.2
Wholesale and retail trade	30.5	24.3	24.7	21.7
Finance, insurance, and real estate	11.5	8.4	8.8	4.7
Services	25.2	28.8	20.7	16.5
Public administration	3.8	3.3	2.4	6.0

Occupation at Previous Job (%)

Professional, technical and managerial	20.4	33.1	12.3	8.6
Clerical and sales	40.2	20.0	13.5	7.6
Service	12.5	8.9	5.3	2.8
Agriculture	0.7	3.0	10.3	10.4
Processing	1.6	1.8	17.4	14.0
Machine trades	3.9	4.6	9.0	10.4
Benchwork	4.3	3.6	4.0	12.6
Structural	10.1	15.4	10.4	13.8
Other	6.4	9.5	17.9	19.8
UI entitlement (dollars)	4,719	4,787	5,733	5,304
UI weekly benefit amount (dollars)	181	184	221	205
Estimated exhaustion probability (%)	55.3	50.4	64.7	63.6
Sample size	7,068	27,529	1,925	844

^a For Oregon we do not have data on tenure beyond ten years. For this state we provide data on proportion of claimants with tenure of 3 years or more in this row.

^b Maryland education data are organized according to degree/diploma received rather than years of education or highest grade attained, so average years or grades cannot be calculated.

Exhibit A-2
Mean UI Outcomes for the Referred and Comparison Groups
(Standard Deviations in Parentheses)

Outcome	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Weeks of benefits received	18.8 (9.2)	16.1 (9.7)	18.9 (9.8)	15.8 (10.2)
Dollars of benefits received	3,372 (1,934)	2,922 (1,980)	4,081 (2,559)	3,238 (2,594)
Proportion of entitlement received (%)	71.5 (35.1)	61.4 (37.5)	71.2 (37.1)	60.7 (42.3)
Rate of benefit exhaustion (%)	43.8 (49.6)	33.1 (47.1)	38.9 (48.8)	28.0 (44.9)
Rate of determination (%)	74.3 (43.7)	68.0 (46.7)	NA	NA
Sample size	7,068	27,529	1,925	844

Exhibit A-3
Estimated Impacts of WPRS on UI Receipt
(Standard Errors in Parentheses)

	Maryland			Oregon		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
Weeks of benefits received	0.79 ^{***} (0.15)	-0.25 (0.28)	-0.16 (0.14)	2.35 ^{***} (0.42)	-0.19 (0.61)	2.02 ^{***} (0.52)
Dollars of benefits received	166 ^{***} (28)	-17 (52)	-31 (26)	457 ^{***} (95)	-79 (136)	342 ^{***} (116)
Proportion of entitlement received (percent)	3.26 ^{***} (0.58)	-0.47 (1.09)	-0.53 (0.53)	7.63 ^{***} (1.69)	-2.01 (2.41)	7.63 ^{***} (2.05)
Rate of benefit exhaustion (percent)	2.58 ^{***} (0.76)	-2.54 [*] (1.54)	-0.58 (0.70)	6.55 ^{***} (2.12)	-5.35 [*] (3.02)	7.81 ^{***} (2.57)
Rate of eligibility determination (percent)	1.91 ^{***} (0.71)	2.86 ^{**} (1.37)	1.87 ^{***} (0.65)	NA	NA	NA
Sample size	34,597	9,832	34,597	2,912	2,912	2,912

- * Statistically significant at the 90 percent confidence level in a two-tail test.
- ** Statistically significant at the 95 percent confidence level in a two-tail test.
- *** Statistically significant at the 99 percent confidence level in a two-tail test.

Exhibit A-4
Average Employment and Earnings Outcomes for the Referred and Comparison Groups
(Standard Deviations in Parentheses)

	Maryland		Oregon	
	Referred	Comparison	Referred	Comparison
Rate of employment, quarter 1 ^a (%)	47.4 (49.9)	57.2 (49.5)	48.8 (50.0)	59.7 (49.1)
Rate of employment, quarter 2 ^a (%)	58.9 (49.2)	65.3 (47.6)	62.9 (48.3)	67.5 (46.9)
Earnings, quarter 1 (dollars)	1,639 (3,897)	2,180 (3,730)	1,749 (3,161)	2,366 (3,257)
Earnings, quarter 2 (dollars)	2,138 (3,292)	2,830 (3,754)	2,634 (3,337)	3,110 (3,725)
Earnings replacement, quarter 1 (%)	38.8 (70.4)	56.7 (90.8)	33.9 (53.0)	54.4 (66.6)
Earnings replacement, quarter 2 (%)	59.0 (93.6)	80.9 (125.1)	54.9 (69.2)	74.7 (81.7)
Sample size	7,068	27,529	1,925	844

^a Quarters 1 and 2 are the first and second calendar quarters after the initial claim.

Exhibit A-5
Estimated Impacts of WPRS on Employment and Earnings
(Standard Errors in Parentheses)

	Maryland ^a			Oregon ^a		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
Rate of employment quarter 1 ^b (percent)	-6.00*** (0.80)	-1.42 (1.59)	-0.26 (0.73)	-7.45*** (2.21)	2.75 (3.15)	-6.82** (2.69)
Rate of employment, quarter 2 ^b (percent)	-2.55*** (0.77)	0.60 (1.56)	0.62 (0.71)	-4.35** (2.14)	0.29 (3.05)	-3.82 (2.60)
Earnings, quarter 1 (dollars)	-215*** (57)	-109 (111)	-28 (52)	-620*** (133)	-93 (189)	-381** (161)
Earnings, quarter 2 (dollars)	-219*** (57)	-130 (100)	-32 (52)	-668*** (149)	-99 (212)	-312* (181)
Earnings replacement quarter 1 (percent)	-7.2*** (1.4)	-5.2** (2.3)	-2.2* (1.2)	-13.1*** (2.5)	2.6 (3.5)	-11.4** (3.1)
Earnings replacement quarter 2 (percent)	-6.1*** (1.9)	-6.0 (3.7)	-0.8 (1.7)	-15.2*** (3.2)	-1.0 (4.4)	-13.9*** (3.9)
Sample size	34,597	9,832	34,597	2,912	2,912	2,912

^a The different methods used to estimate the impacts of WPRS in Maryland and Oregon are discussed in the text.

^b Quarters 1 and 2 are the first and second calendar quarters after the initial claim.

* Statistically significant at the 90 percent confidence level in a two-tail test.

** Statistically significant at the 95 percent confidence level in a two-tail test.

*** Statistically significant at the 99 percent confidence level in a two-tail test.

Exhibit A-6
Receipt of WPRS Services by the Referred and Comparison Groups
(Standard Deviations in Parentheses)

	<u>Maryland</u>		<u>Oregon</u>	
	<u>Referred</u>	<u>Compression</u>	<u>Referred</u>	<u>Compression</u>
Orientation (%)	49.0 (50.0)	NA	52.7 (49.9)	NA
At least one service beyond orientation (%)	88.7 (31.7)	61.6 (48.6)	57.7 (49.4)	6.5 (24.7)
Assessment (%)	50.3 (50.0)	3.6 (19.3)	43.7 (49.6)	3.4 (18.2)
Counseling (%)	79.2 (40.6)	58.4 (49.3)	43.8 (49.6)	3.9 (19.3)
Job referrals (%)	29.4 (45.6)	23.0 (43.5)	14.3 (35.0)	1.0 (9.9)
Job search workshops and job clubs (%)	49.1 (50.0)	2.9 (17.4)	29.7 (45.7)	1.0 (9.9)
Referral to education and training (%)	32.6 (46.9)	17.6 (39.4)	6.8 (25.1)	0.4 (6.5)
No. of types of services beyond orientation	2.4 (1.5)	1.1 (1.1)	1.4 (1.4)	0.1 (0.4)
Weeks before first service	2.9 (4.8)	2.1 (4.2)	4.6 (2.0)	5.8 (5.0)
Enrollment in EDWAA (%)	10.5 (30.7)	3.8 (19.7)	16.7 (37.3)	3.8 (19.2)
Enrollment in EDWAA training (%)	5.2 (22.3)	2.3 (15.6)	9.7 (29.5)	3.4 (18.3)

Exhibit A-7
Estimated Impacts of WPRS on Service Receipt
(Standard Errors in Parentheses)

	Maryland			Oregon		
	Method 1	Method 2	Method 3	Method 1	Method 2	Method 3
At least one service beyond orientation (%)	11.43 ^{***} (0.55)	12.48 ^{***} (1.08)	5.62 ^{***} (0.51)	48.37 ^{***} (1.90)	-2.54 (2.96)	38.21 ^{***} (2.41)
Assessment (%)	44.16 ^{***} (0.47)	45.23 ^{***} (0.90)	16.81 ^{***} (0.47)	38.47 ^{***} (1.88)	-5.25 [*] (2.80)	30.82 ^{***} (2.31)
Counseling (%)	6.39 ^{***} (0.59)	6.20 ^{***} (1.27)	4.83 ^{***} (0.63)	35.84 ^{***} (1.89)	-1.82 (2.81)	27.70 ^{***} (2.33)
Job referrals (%)	1.57 ^{**} (0.67)	2.05 (1.30)	1.72 ^{***} (0.62)	10.22 ^{***} (1.37)	-1.51 (1.86)	7.68 ^{***} (1.57)
Job search workshops and job clubs (%)	43.99 ^{***} (0.46)	44.64 ^{***} (0.88)	16.88 ^{***} (0.46)	27.46 ^{***} (1.71)	-4.09 (2.53)	22.32 ^{***} (2.11)
Referral to education and training (%)	11.39 ^{***} (0.58)	11.26 ^{***} (1.13)	4.28 ^{***} (0.54)	4.99 ^{***} (0.96)	0.28 (1.32)	2.71 ^{**} (1.12)
Number of types of services beyond orientation	1.08 ^{***} (0.02)	1.04 ^{***} (0.04)	0.44 ^{***} (0.02)	1.17 ^{***} (0.05)	-0.12 (0.08)	0.91 ^{***} (0.07)
Weeks before first service	0.47 ^{***} (0.07)	1.09 ^{***} (0.15)	0.33 ^{***} (0.07)	-0.39 (0.30)	-0.29 (0.23)	-2.92 ^{***} (0.46)
Enrollment in EDWAA (%)	4.72 ^{***} (0.36)	4.63 ^{***} (0.70)	1.59 ^{***} (0.33)	14.32 ^{***} (1.52)	-0.70 (2.06)	10.86 ^{***} (1.74)
Enrollment in EDWAA training (%)	1.25 ^{***} (0.28)	0.83 (0.53)	0.31 (0.26)	9.72 ^{***} (1.30)	1.23 (1.68)	7.50 ^{***} (1.42)

* Statistically significant at the 90 percent confidence level in a two-tail test.
** Statistically significant at the 95 percent confidence level in a two-tail test.
*** Statistically significant at the 99 percent confidence level in a two-tail test.

Appendix B

Administrator Surveys

IDENTIFICATION OF UI CLAIMANTS

1. What type of claimant, if any, does your state screen out in the initial phase of profiling?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Claimant is expected to be recalled 1 (100%)
- Claimant has access to a union hiring hall..... 2 (94.3%)
- Claimant works in a seasonal industry/occupation..... 3 (39.6%)
- Claimant has an interstate claim 4 (86.8%)
- Claimant has a partial claim 5 (66.0%)
- Claimant has a pending separation issue 6 (49.1%)
- Other (please specify _____
_____) ... 7 (15.1%)

2. **If your state screens out claimants who expect to be recalled:**

How does your state define whether a claimant is expected to be recalled?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Claimant has a definite recall date..... 1 (92.5%)
- Claimant expects to be recalled, but has no definite recall date 2 (47.2%)
- Claimant works in a seasonal industry/occupation..... 3 (30.2%)
- Other (please specify _____
_____) ... 4 (1.9%)

3. What **method** does your state use to determine which claimants are likely to exhaust their benefits?

(PLEASE CIRCLE ONE NUMBER)

- Characteristics screens 1 (21.2%)
- DOL national statistical model 2 (7.7%)
- State statistical model used statewide 3 (51.9%)
- State statistical models applied separately to different local
areas 4 (19.2%)
- Other (please specify _____
_____) ... 5 (0.0%)

4. What **data elements** does your state presently use in your statistical model or characteristics screens to determine whether claimants are likely to exhaust their benefits?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- | | |
|------------------------------------------------------------------------|------------|
| Education | 1 (83.0%) |
| Job tenure | 2 (84.9%) |
| UI weekly benefit amount (or entitlement)..... | 3 (43.4%) |
| Other characteristics of claimant (please specify _____
_____) ... | 4 (22.6%) |
| Previous industry | 6 (92.5%) |
| Previous occupation..... | 7 (79.2%) |
| Previous wages | 8 (32.1%) |
| Other (please specify _____

_____) ... | 9 (13.2%) |
| Unemployment rate in local area | 10 (60.4%) |
| Urbanicity of local area..... | 11 (11.3%) |
| Whether claimant lives in specific local areas..... | 12 (24.5%) |
| Other (please specify _____

_____) ... | 13 (7.5%) |

Please attach to this questionnaire any documentation available about your model/screens and the data elements.

5. How does your state identify declining industries?

6. How does your state identify declining occupations?

7. How soon after their first payment are claimants initially profiled?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

Profiled before first claim	0	(11.5%)
One week or less after first payment	1	(63.5%)
1.1 to 2.0 weeks	2	(13.5%)
2.1 to 3.0 weeks	3	(7.7%)
3.1 to 4.0 weeks	4	(3.8%)
4.1 to 5.0 weeks	5	(0.0%)
More than 5 weeks.....	6	(0.0%)

SELECTION AND REFERRAL OF CLAIMANTS

8. How does your state initially determine the number of profiled and referred claimants to be served in each local office?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

Equal number of claimants for each local office	1	(3.8%)
Number based on size of local office (for example, number of UI claims in previous year).....	2	(34.0%)
Local offices decide on the number they will serve	3	(75.5%)
Other (please specify _____)	4	(7.5%)

9. If some areas experience more dislocation than expected during the year, does your state have procedures to change the number of profiled and referred claimants served in local areas?

(PLEASE CIRCLE ONE NUMBER)

Yes, state has procedures to change numbers of profiled and referred claimants served in local areas.....	1	(58.5%)
No, the numbers served in each area do not change.....	2	(41.5%)

10. **If your state uses a characteristics screen to profile claimants:**

When the number of claimants who pass the selection screen exceeds the number who can be referred, how are claimants in the screened group selected for referral?

(PLEASE CIRCLE ONE NUMBER)

State does not use characteristics screens	0	(78.8%)
Randomly selected.....	1	(15.4%)

Selected using additional characteristics (please specify _____
_____) ... 2 (0%)

Other (please specify _____
_____) ... 3 (5.8%)

11. **If your state uses a statistical model to profile claimants:**

Does your state set a minimum threshold score that a claimant must attain to be selected and referred?

(PLEASE CIRCLE ONE NUMBER)

State does not use statistical model..... 0 (21.2%)  PLEASE SKIP TO QUESTION 15

Yes, state has a minimum threshold score 1 (32.7%)

No, state does not have a minimum threshold score....2 (46.2%)  PLEASE SKIP TO QUESTION 15

12. Does your state set a single threshold score statewide, or does your state set different threshold scores for each local area?

(PLEASE CIRCLE ONE NUMBER)

State sets a single threshold score statewide..... 1 (100%)

Please indicate threshold score: Mean = 53


State sets different threshold scores for each local area 2 (0.0%)

13. Does your state change the threshold score(s) periodically throughout the year?

(PLEASE CIRCLE ONE NUMBER)

Yes, state changes threshold score(s) periodically .. 1 (11.8%)

No, state does not change the threshold score(s)

throughout the year 2 (88.2%)  PLEASE SKIP TO QUESTION 15

14. How frequently does your state change the threshold score(s)?

(PLEASE CIRCLE ONE NUMBER)

Once a month or more frequently 1 (0.0%)

Every two to three months 2 (0.0%)

Every four to five months 3 (0.0%)

Every six to eight months 4 (0.0%)

Every nine months or less frequently 5 (50.0%)

Other (_____)..... 6 (50.0%)

15. When the number of profiled claimants exceeds the number who can be served, do claimants who cannot be served remain in a selection pool?

(PLEASE CIRCLE ONE NUMBER)

Yes 1 (84.9%)
No 2 (15.1%) *PLEASE SKIP TO QUESTION 18*

16. How are claimants subsequently selected from this selection pool for referral to service providers?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Select those with highest probability of exhaustion 1 (83.3%)
- Select those with longest time in the selection pool 2 (7.1%)
- Select those with shortest time in the selection pool 3 (2.4%)
- Select claimants randomly 4 (14.3%)
- Select using other criteria (please specify _____
_____) ... 5 (2.4%)

17. What is the maximum number of weeks these claimants are retained in the selection pool before they become ineligible for referral?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

- One week or less 1 (0.0%)
- 1.1 to 2.0 weeks 2 (7.3%)
- 2.1 to 3.0 weeks 3 (2.4%)
- 3.1 to 4.0 weeks 4 (31.7%)
- 4.1 to 5.0 weeks 5 (46.3%)
- More than 5 weeks 6 (12.2%)

18. Who **usually** is responsible for sending out letters notifying claimants about their need to report for reemployment services?

(PLEASE CIRCLE ONE NUMBER)

- State office 1 (41.2%)
- Local offices 2 (43.1%)
- Other (please specify _____) 3 (15.7%)

19. About how many weeks after their first payment are selected claimants **usually** sent letters notifying them to report to orientation/reemployment services?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

- One week or less 1 (38.0%)
- 1.1 to 2.0 weeks 2 (44.0%)
- 2.1 to 3.0 weeks 3 (12%)
- More than 3 weeks 4 (6.0%)

20. About how many weeks after notification letters are mailed to selected claimants are claimants usually required to report to orientation/reemployment services?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

- One week or less 1 (21.2%)
- 1.1 to 2.0 weeks 2 (73.1%)
- 2.1 to 3.0 weeks 3 (3.8%)
- More than 3 weeks..... 4 (1.9%)

21. What type of selected claimants does your state exempt from mandatory participation in reemployment services?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

Claimants who:

- Received recall date after initial UI application 1 (86.8%)
- Returned to previous job or found new job 2 (100%)
- Are already participating in reemployment services 3 (88.7%)
- Recently completed similar reemployment services 4 (98.1%)
- Lack transportation 5 (7.5%)
- Live a long distance to nearest reemployment service provider..... 6 (30.2%)
- Other (please specify _____) 7 (9.4%)

22. Among profiled claimants who are referred to services (beyond orientation services), about what percentage are referred to the following service providers for **reemployment services**?

(PLEASE CIRCLE YOUR BEST ESTIMATE FOR EACH SERVICE PROVIDER)

Percentage of Claimants
Referred to Services (beyond Orientation)
to Each Provider

	Less than 10%	10% to 24%	25% to 49%	50% to 74%	75% to 89%	90% or more
a. ES	1 (10.0%)	2 (4.0%)	3 (6.0%)	4 (14.0%)	5 (26.0%)	6 (40.0%)
b. EDWAA	1 (30.0%)	2 (32.0%)	3 (16.0%)	4 (6.0%)	5 (2.0%)	6 (14.0%)
c. Other (please	1	2	3	4 (0.0%)	5	6

specify):

(90.0%)

(8.0%)

(0.0%)

(0.0%)

(2.0%)

REEMPLOYMENT SERVICES

23. For the following aspects of the reemployment system, please indicate whether your state either has established requirements or provides guidance to local service providers.

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	State Established Requirements	State Provided Guidance	No Requirement or Guidance
a. Types of reemployment services to offer	1 (37.3%)	2 (54.9%)	3 (7.8%)
b. Which services are mandatory to all profiled and referred claimants	1 (74.0%)	2 (20.0%)	3 (6.0%)
c. Curricula and content of reemployment services to be provided	1 (22.4%)	2 (61.2%)	3 (16.3%)
d. Length of reemployment services to be provided	1 (27.5%)	2 (39.2%)	3 (33.3%)

24. In most offices in your state, what types of reemployment services are **usually available** for profiled and referred claimants?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

Testing of basic skills	1 (75.5%)
Testing of occupational interests and aptitudes	2 (84.9%)
Exploration of career alternatives	3 (86.8%)
Labor market information about jobs in demand	4 (96.2%)
Training in job search methods.....	5 (94.3%)
Preparation of resumes	6 (98.1%)
Development of individual service plans	7 (98.1%)
Counseling in stress management.....	8 (26.4%)
Counseling in financial management.....	9 (26.4%)
Referral to job openings.....	10 (100%)
Job development	11 (96.2%)
Job club	12 (41.5%)

Resource center.....	13 (77.4%)
Referral to other programs, when appropriate	14 (100%)
Other (please specify _____ _____)	15 (7.5%)

25. **If your state provides resource centers**, what types of self-access resources are **usually available** to profiled and referred claimants in most resource centers?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

State does not provide resource centers.....	0 (22.6%)	☞ PLEASE SKIP TO QUESTION 26
Hard copy references of labor market information.....	1 (82.9%)	
Computer-based labor market information.....	2 (58.5%)	
Self-assessment materials	3 (70.7%)	
Computer-based career exploration resources (e.g., CHOICES).....	4 (63.4%)	
Information about availability of education and training providers in the area.....	5 (73.2%)	
Information on provider quality (e.g., placement rates)	6 (2.4%)	
Computer-based resume preparation	7 (87.8%)	
Word processing	8 (70.7%)	
Information about human services or social service agencies (e.g., child care, food stamps)	9 (80.5%)	
Job banks (e.g., ALEX)	10 (95.1%)	
Phone bank.....	11 (34.1%)	
Other (please specify _____ _____)	12 (17.1%)	

26. Are profiled and referred claimants **usually required** to attend an orientation, either as a stand alone meeting or as part of a larger workshop?

(PLEASE CIRCLE ONE NUMBER)

Yes	1 (100%)	
No	2 (0.0%)	☞ PLEASE SKIP TO QUESTION 30

27. What topics are usually covered in that orientation for profiled and referred claimants?


(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

How claimants were selected for participation.....	1 (90.4%)
Labor market information about jobs in demand	2 (65.4%)
Reemployment services available through the WPRS system	3 (98.1%)
Other reemployment services available in the community.....	4 (76.9%)
Training programs available to dislocated workers.....	5 (96.2%)

Other community resources to help with job loss (for example, credit counseling, family counseling).....	6 (57.7%)
Requirements to participate in reemployment services	7 (98.1%)
Potential denial of benefits for not participating satisfactorily.....	8 (94.2%)
Appeal process.....	9 (51.9%)
Other (please specify _____)	10 (5.8%)

28. In most offices is the required orientation usually a stand alone meeting or part of a larger required workshop?

(PLEASE CIRCLE ONE NUMBER)

- Stand-alone meeting 1 (76.0%)
- Part of a larger required workshop 2 (24.0%)  PLEASE SKIP TO QUESTION 30


29. About how long does this orientation for profiled and referred claimants **usually** last in most offices?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

- 30 minutes or less 1 (23.1%)
- 31 to 60 minutes 2 (51.3%)
- 1.1 to 2.0 hours 3 (15.4%)
- 2.1 to 3.0 hours 4 (7.7%)
- 3.1 to 4.0 hours 5 (0.0%)
- 4.1 to 5.0 hours 6 (0.0%)
- More than 5 hours..... 7 (2.6%)

30. In your state, are profiled and referred claimants **usually required** to meet one-on-one with a counselor or other staff member?

(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (83.0%)
- No 2 (17.0%)  PLEASE SKIP TO QUESTION 33

31. What are usually the goals of the **required** one-on-one meeting (or meetings)?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Assessment of interests and abilities 1 (88.9%)
- Job counseling 2 (51.1%)
- Development of individual service plan 3 (95.6%)
- Job placement 4 (73.3%)
- Referral to other programs, when appropriate 5 (95.6%)


32. About how long does the **required** one-on-one meeting (or meetings) **usually** last, altogether?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

- One hour or less 1 (75.6%)
- 1.1 to 2.0 hours 2 (24.4%)
- 2.1 to 4.0 hours 3 (0.0%)
- 4.1 to 10 hours 4 (0.0%)
- More than 10 hours 5 (0.0%)

33. In most offices, are profiled and referred claimants **usually required** to attend a group workshop (or workshops) providing reemployment services?

(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (58.8%)
- No 2 (41.2%)  PLEASE SKIP TO QUESTION 36

34. What topics or activities are **usually** provided in that **required group workshop** (those workshops)?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Testing of basic skills 1 (13.8%)
- Testing of occupational interests and aptitudes 2 (27.6%)
- Exploration of career alternatives 3 (69.0%)
- Labor market information about jobs in demand 4 (89.7%)
- Training in job search methods..... 5 (89.7%)
- Preparation of resumes 6 (85.7%)
- Development of individual service plans 7 (53.6%)
- Group counseling in stress management 8 (17.9%)
- Group counseling in financial management 9 (14.3%)
- Referral to job openings..... 10 (64.3%)
- Other (please specify _____
_____) 11 (21.4%)

35. About how many hours does this **required workshop** (do these required workshops) **usually** last?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

1 to 4 hours	1 (62.1%)
5 to 9 hours	2 (27.6%)
10 to 14 hours	3 (6.9%)
15 to 19 hours	4 (3.4%)
20 to 24 hours	5 (0.0%)
25 to 40 hours	6 (0.0%)
More than 40 hours	7 (0.0%)

36. In addition to any work search requirements for all UI claimants, are profiled and referred claimants **usually required** to participate in a supervised job search?

(PLEASE CIRCLE ONE NUMBER)

Yes	1 (38.5%)
No	2 (61.5%)

37. In addition to services required for all profiled and referred claimants, about what percentage of profiled and referred claimants are **usually** required to participate in additional services based on their **individual needs**?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

None	0 (18.9%)
Less than 10%	1 (9.4%)
10% to 24%	2 (20.8%)
25% to 49%	3 (7.5%)
50% to 74%	4 (20.8%)
75% to 90%	5 (18.9%)
More than 90%	6 (3.8%)

38. **Altogether**, considering all required services, about how long are profiled and referred claimants **usually required** to participate in reemployment services?

(PLEASE CIRCLE YOUR BEST ESTIMATE)

Claimants required to participate until UI benefits stop.....	0	(11.8%)
1 to 4 hours	1	(17.6%)
5 to 9 hours	2	(25.5%)
10 to 15 hours	3	(21.6%)
15 to 19 hours	4	(7.8%)
20 to 29 hours	5	(3.9%)
30 to 40 hours	6	(2.0%)
40 or more hours.....	7	(9.8%)

39. Which statement best describes the required reemployment services that profiled and referred claimants receive in a given local office?

(PLEASE CIRCLE ONE NUMBER)

Virtually all profiled and referred claimants receive the same reemployment services.....	1	(0.0%)
Many profiled and referred claimants receive the same services, but some receive other services when they are needed	2	(62.3%)
The required services differ for each individual	3	(37.7%)

40. Does your state require that each profiled and referred claimant sign his or her service plan?

(PLEASE CIRCLE ONE NUMBER)

Yes	1	(75.5%)
No	2	(24.5%)

41. Does your state require providers of WPRS reemployment services to send copies of individual service plans or share them electronically with the local UI office?

(PLEASE CIRCLE ONE NUMBER)

Yes	1	(53.8%)
No	2	(46.2%)

FEEDBACK MECHANISMS


42. Who tracks whether profiled and referred claimants report to services and make satisfactory progress?

(PLEASE CIRCLE ONE NUMBER)

- State responsible for tracking claimants' progress 1 (49.1%)
- Local agencies responsible for tracking claimants' progress 2 (50.9%)

43. Does your state use an automated system to track profiled and referred claimants' progress in services?

(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (88.7%)  PLEASE SKIP TO QUESTION 45
- No 2 (11.3%)

44. **If your state does not use an automated system,** please describe how your state tracks profiled and referred claimants' progress in services.

 PLEASE SKIP TO QUESTION 49

45. How was the automated system for tracking profiled and referred claimants' progress in services developed?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- System developed specifically for WPRS system 1 (48.9%)
- Modified ES system..... 2 (40.4%)
- Adopted ESSI module (RES) 3 (21.3%)
- Modified EDWAA system 4 (14.9%)
- Modified UI system 5 (31.9%)
- Other (please specify _____
_____) ... 6 (10.6%)

46. In which agencies' automated systems is information on profiled and referred claimants' progress through WPRS services either entered directly or not entered but displayed?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

	<u>Data Entered onto This System Directly</u>	<u>Data not Entered Directly, but Displayed on this System</u>
a. ES system	1 (76.1%)	2 (15.2%)
b. EDWAA system	1 (28.3%)	2 (8.7%)
c. UI system	1 (34.8%)	2 (30.4%)
d. WPRS system, if available	1 (43.5%)	2 (10.9%)
e. Other (please specify) _____ _____	1 (4.3%)	2 (2.2%)

47. Which agency staff in your state enter data about the progress of profiled and referred claimants through the following stages of WPRS services?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

	<u>Whether Referred to Specific Services</u>	<u>Whether Reported to WPRS Services</u>	<u>Whether Completed WPRS Services</u>
a. ES staff	1 (91.5%)	1 (85.1%)	1 (89.4%)
b. EDWAA staff	2 (36.2%)	2 (42.6%)	2 (42.6%)
c. UI staff	3 (27.7%)	3 (23.4%)	3 (19.1%)
d. Other staff (please specify) _____ _____	4 (14.9%)	4 (10.6%)	4 (10.6%)

48. Are individual service plans automated—that is, entered and updated on providers' or WPRS automated systems?

(PLEASE CIRCLE ONE NUMBER)

Yes, service plans automated..... 1 (52.2%)

No, service plans not automated..... 2 (47.8%)

DETERMINATIONS AND DENIALS

49. When profiled and referred claimants fail to report to orientation, are they given a chance to reschedule their orientation before UI initiates a determination process?
(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (69.2%)
Number of chances given to correct the problem: Mean = 3.1
- No 2 (30.8%)

50. Which of the following statements best describes how the UI determination process is initiated in your state?
(PLEASE CIRCLE ONE NUMBER)


- Determination process is initiated automatically when participation in services is not documented 1 (26.9%)
- Determination process is initiated when service provider indicates a problem 2 (73.1%)

51. When a UI determination results in a denial of UI benefits due to non-compliance with WPRS responsibilities, for how long are benefits denied?
(PLEASE CIRCLE ONE NUMBER)

- One week only 1 (53.8%)
- Until claimant complies with WPRS responsibilities..... 2 (42.3%)
- Other (please specify _____) ... 3 (3.8%)

TECHNICAL ASSISTANCE

52. Did your state receive any technical assistance from DOL or other sources in developing your WPRS system?
(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (71.7%)
- No 2 (28.3%)  PLEASE SKIP TO QUESTION 56

53. In what areas did your state receive technical assistance?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Developing a method to profile claimants (i.e., developing a characteristics screen or statistical model) 1 (86.1%)
- Obtaining data needed to profile claimants 2 (11.1%)
- Developing reemployment services..... 3 (16.7%)
- Developing a computer system to track profiled and referred claimants' progress..... 4 (27.8%)
- Other (please specify _____) 5 (13.9%)

54. Who provided this technical assistance?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- National DOL staff 1 (52.8%)
- Regional DOL staff..... 2 (44.4%)
- DOL's MIS contractor 3 (22.2%)
- Staff from another state 4 (5.6%)
- Other (please specify _____) 5 (27.8%)


55. Overall, how helpful was the technical assistance your state received in developing its WPRS system?

(PLEASE CIRCLE ONE NUMBER)

- Very helpful 1 (41.7%)
- Quite helpful 2 (41.7%)
- Somewhat helpful 3 (16.7%)
- Not at all helpful 4 (0.0%)

56. Would your state like to receive (additional) technical assistance in developing its WPRS system?

(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (26.4%)
- No 2 (73.6%)  PLEASE SKIP TO QUESTION 58

57. In what areas would your state like to receive (additional) technical assistance?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Developing a method to profile claimants (i.e., developing a characteristics screen or statistical model) 1 (35.7%)
- Obtaining data needed to profile claimants 2 (100%)
- Developing reemployment services..... 3 (100%)
- Developing an MIS system to track profiled and referred claimants' progress..... 4 (42.9%)
- Other (please specify _____) 5 (50.0%)

58. Which of the following types of technical assistance, if any, did your state provide to the local agencies in how to implement the WPRS system?


(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Policy manuals..... 1 (71.4%)
- Group training sessions..... 2 (85.7%)
- Training sessions at each individual local site..... 3 (32.7%)
- Cross-training in other agencies' policies and services 4 (32.7%)
- Ongoing assistance to answer specific questions 5 (91.8%)
- Other (please specify _____) 6 (10.2%)

OUTCOME DATA

59. Does your state currently collect data about labor market outcomes of profiled and referred claimants?

(PLEASE CIRCLE ONE NUMBER)

- Yes 1 (57.7%)
- No 2 (42.3%)  PLEASE SKIP TO QUESTION 63

60. What labor market outcomes does your state collect for profiled and referred claimants?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- Whether placed/entered employment at the end of services..... 1 (89.7%)
- Whether obtained employment (ES definition)..... 2 (82.8%)
- Wage at placement..... 3 (55.2%)
- Hours at placement 4 (24.1%)
- Total earnings for specific period
(e.g., quarterly wage records)..... 5 (44.8%)
Please specify period _____
- Whether employed at specific follow-up period after services 6 (27.6%)
- Wages at follow-up..... 7 (27.6%)
- Reemployment occupation 8 (37.9%)
- Reemployment industry..... 9 (51.7%)

61. Please indicate outcomes for profiled and referred claimants, if available.

- EDWAA entered employment rate (PY 94)..... _____%
- ES placement rate (FY 95) _____%
- ES obtained employment rate (FY 95) _____%

Please attach to this questionnaire any available outcome reports that describe employment or earnings for WPRS claimants.

62. How does your state collect data about profiled and referred claimants' labor market outcomes?

(PLEASE CIRCLE ALL RESPONSES THAT APPLY)

- UI wage record files..... 1 (72.4%)
- Special data bases of benefits and wage records for
profiled and referred claimants 2 (6.9%)
- Reports from ES 3 (65.5%)
- Reports from EDWAA 4 (41.4%)
- Special surveys of profiled and referred claimants..... 5 (37.9%)

Other (please specify _____
_____) ... 6 (10.3%)

ROLE OF PRIMARY RESPONDENT

63. What is your title and agency?

64. What is your responsibility in the WPRS system?

Thank you very much for your participation.

Please return this completed questionnaire, as well as any documentation available about your model/screens and the data elements and outcome reports describing employment or earnings, in the enclosed postage-paid envelope to:

Social Policy Research Associates
200 Middlefield Road, Suite 100
Menlo Park, CA 94025
(Telephone: 415-617-8625)

MODULE 2 UI Administrator

ROLES OF STATE PARTNERS IN WPRS SYSTEM

1. How involved is your state’s Unemployment Insurance program in developing each of the following aspects of the WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ACTIVITY)

	Extent UI Involved			
	Not Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Statistical profiling model or characteristics screens	1 (3.8%)	2 (18.9%)	3 (35.8%)	4 (41.5%)
b. Policies about number of claimants to be served in WPRS system	1 (9.4%)	2 (43.4%)	3 (32.1%)	4 (15.1%)
c. Policies about referrals to services (e.g., referral agreements, referral processes to ES or EDWAA)	1 (17.0%)	2 (45.3%)	3 (24.5%)	4 (13.2%)
d. Policies about in what services claimants are required to participate	1 (11.3%)	2 (50.9%)	3 (22.6%)	4 (15.1%)
e. Content of reemployment services (e.g., curricula, sequence, length)	1 (37.7%)	2 (50.9%)	3 (5.7%)	4 (5.7%)
f. Policies concerning how agencies provide feedback on WPRS claimants’ progress (e.g., data elements, timing of feedback)	1 (5.7%)	2 (30.2%)	3 (41.5%)	4 (22.6%)
g. An automated data system for tracking and reporting on WPRS claimants	1 (13.2%)	2 (20.8%)	3 (37.7%)	4 (28.3%)

2. Overall, how involved were staff from the **local UI offices** in developing **state WPRS policies**?

(PLEASE CIRCLE ONE NUMBER)

Not involved	1 (22.6%)
Somewhat involved	2 (50.9%)
Very involved	3 (22.6%)
Extremely involved.....	4 (3.8%)

RESOURCES DEDICATED TO WORKER PROFILING AND REEMPLOYMENT SERVICES

3. About what amount of UI funds were earmarked for the WPRS system?
 (PLEASE ENTER YOUR BEST ESTIMATE. IF NONE, PLEASE ENTER "0.")

	<u>Mean</u>
FY 94 WPRS implementation grant.....	\$113,762
FY 95 WPRS implementation grant.....	\$240,866
Federal UI administrative funds (FY 95)	\$385,328
State UI funds (e.g., penalty and interest funds) (FY 95).....	\$18,962
Other UI funds (please specify _____)....	\$2,832

DETERMINATIONS AND DENIALS

4. About what percentage of **benefit denials to profiled and referred claimants** were made for the following reasons?
 (PLEASE ENTER YOUR BEST ESTIMATE. IF NONE, PLEASE ENTER "0.")

	<u>Percentage of Benefit Denials to Profiled and Referred Claimants</u>
	<u>Mean</u>
Failure to report to orientation	(47.9%)
Failure to make satisfactory progress in required services.....	(14.9%)
Not able and available for work	(21.5%)
Other (please specify)	(15.8%)

POLICY CHANGES

5. Which types of UI policy changes were needed to implement WPRS in your state?

(PLEASE CIRCLE ALL THAT APPLY.)

- Work search requirements 1 (11.5%)
- Identification of justifiable causes for exemptions
to participation requirements..... 2 (76.9%)
- Rules allowing denials for refusing to participate 3 (78.8%)
- Other (please specify _____
_____) 4 (5.8%)

OPINIONS

6. In your opinion, how difficult for UI were the following activities in developing your state’s WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for UI in Developing WPRS System				
	Not Difficult	Somewhat Difficult	Very Difficult	Extremely Difficult	UI Not Involved
a. Arranging adequate funding	1 (22.6%)	2 (41.5%)	3 (22.6%)	4 (9.4%)	0 (3.8%)
b. Getting all the state agencies to work together	1 (39.2%)	2 (45.1%)	3 (3.9%)	4 (5.9%)	0 (5.9%)
c. Getting all the agencies’ (e.g., UI, ES, EDWAA) local offices to work together	1 (29.4%)	2 (49.0%)	3 (9.8%)	4 (5.9%)	0 (5.9%)
d. Training local UI offices in how to implement the WPRS system	1 (50.9%)	2 (34.0%)	3 (5.7%)	4 (3.8%)	0 (5.7%)
e. Developing a method to profile claimants (i.e., developing a characteristics screen or statistical model)	1 (15.1%)	2 (47.2%)	3 (20.8%)	4 (9.4%)	0 (7.5%)
f. Obtaining data needed to profile claimants	1 (30.2%)	2 (47.2%)	3 (11.3%)	4 (7.5%)	0 (3.8%)

6. (Concluded.)

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for UI in Developing WPRS System				
	Not Difficult	Somewhat Difficult	Very Difficult	Extremely Difficult	UI Not Involved
g. Developing referral agreements	1 (33.3%)	2 (29.4%)	3 (9.8%)	4 (0.0%)	0 (27.5%)
h. Developing policies about mandatory services	1 (32.7%)	2 (38.5%)	3 (7.7%)	4 (0.0%)	0 (21.2%)
i. Arranging for space to provide orientation and reemployment services	1 (34.6)	2 (21.2%)	3 (0.0%)	4 (0.0%)	0 (44.2%)
j. Staffing WPRS activities	1 (21.2%)	2 (26.9%)	3 (15.4%)	4 (7.7%)	0 (28.8%)
k. Developing orientation for WPRS claimants	1 (32.7%)	2 (32.7%)	3 (1.9%)	4 (0.0%)	0 (32.7%)
l. Developing other reemployment services	1 (21.2%)	2 (21.2%)	3 (5.8%)	4 (0.0%)	0 (51.9%)
m. Developing a system to track profiled and referred claimants' progress in services	1 (5.9%)	2 (45.1%)	3 (27.5%)	4 (7.8%)	0 (13.7%)
n. Developing denial and appeal policies and procedures	1 (52.9%)	2 (37.3%)	3 (7.8%)	4 (2.0%)	0 (0.0%)
o. Identifying appropriate labor market outcomes to track for WPRS claimants	1 (12.0%)	2 (32.0%)	3 (22.0%)	4 (6.0%)	0 (28.0%)
p. Developing procedures to track labor market outcomes for profiled and referred claimants	1 (8.0%)	2 (32.0%)	3 (24.0%)	4 (8.0%)	0 (28.0%)

7. How much do you agree or disagree with the following statements?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Agree Strongly	Agree Somewhat	Disagree Somewhat	Disagree Strongly
a. Because of implementing the WPRS system, our state agencies coordinate more effectively with each other.	1 (17.3%)	2 (69.2%)	3 (9.6%)	4 (3.8%)
b. Many profiled and referred claimants do not need reemployment services.	1 (15.7%)	2 (27.5%)	3 (39.2%)	4 (17.6%)
c. WPRS has helped reduce the length of time profiled and referred claimants receive UI in our state.	1 (4.7%)	2 (58.1%)	3 (27.9%)	4 (9.3%)
d. Claimants should not be required to participate in reemployment services.	1 (3.8%)	2 (20.8%)	3 (24.5%)	4 (50.9%)
e. WPRS has improved the intensity of services available for unemployed people.	1 (26.4%)	2 (54.7%)	3 (11.3%)	4 (7.5%)
f. WPRS has increased the number of unemployed people who receive reemployment services.	1 (32.7%)	2 (42.3%)	3 (15.4%)	4 (9.6%)
g. WPRS has resulted in unemployed people receiving reemployment services sooner after filing UI claims	1 (48.1%)	2 (34.6%)	3 (13.5%)	4 (3.8%)

YOUR ROLE

8. What is your title?

9. What is your responsibility in the WPRS system?

Thank you very much for your participation.

Please return this completed questionnaire
in the enclosed postage-paid envelope to:

Social Policy Research Associates
200 Middlefield Road, Suite 100
Menlo Park, CA 94025
(Telephone: 415-617-8625)

MODULE 3

ES Administrator

ROLES OF STATE PARTNERS IN WPRS SYSTEM

1. How involved is your state's Employment Services program in developing each of the following aspects of the WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ACTIVITY)

	Extent ES Involved			
	Not Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Statistical profiling model or characteristics screens	1 (32.0%)	2 (26.0%)	3 (22.0%)	4 (20.0%)
b. Policies about number of claimants to be served in WPRS system	1 (2.0%)	2 (13.7%)	3 (25.5%)	4 (58.8%)
c. Policies about referrals to services (e.g., referral agreements, referral processes)	1 (0.0%)	2 (7.8%)	3 (25.5%)	4 (66.7%)
d. Policies about in what services claimants are required to participate	1 (2.0%)	2 (9.8%)	3 (31.4%)	4 (56.9%)
e. Content of reemployment services (e.g., curricula, sequence, length)	1 (2.0%)	2 (7.8%)	3 (25.5%)	4 (64.7%)
f. Policies concerning how agencies provide feedback on WPRS claimants' progress (e.g., data elements, timing of feedback)	1 (2.0%)	2 (17.6%)	3 (31.4%)	4 (49.0%)
g. An automated data system for tracking and reporting on WPRS claimants	1 (4.0%)	2 (18.0%)	3 (22.0%)	4 (56.0%)

2. Overall, how involved were staff from the **local ES offices** in developing **state WPRS policies**?


(PLEASE CIRCLE ONE NUMBER)

Not involved 1 (19.6%)
 Somewhat involved 2 (39.2%)
 Very involved 3 (33.3%)
 Extremely involved..... 4 (7.8%)

RESOURCES DEDICATED TO WORKER PROFILING AND REEMPLOYMENT SERVICES

3. Were any FY95 ES funds earmarked for the WPRS system?

(PLEASE CIRCLE ONE NUMBER)

Yes.....1 (41.2%)
 No.....2 (58.8%)  PLEASE SKIP TO QUESTION 5

4. About what amount of FY95 ES funds were earmarked for the WPRS system?

(PLEASE ENTER YOUR BEST ESTIMATE. IF NONE, PLEASE ENTER "0.")

	<u>Mean</u>
Federal FY95 ES funds.....	(\$225,701)
State labor exchange funds	(\$66,040)
Other ES funds (please specify _____) ...	(\$100,000)

OPINIONS

5. In your opinion, how difficult for ES were the following activities in developing your state's WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for ES in Developing WPRS System				
	Not Difficult	Somewhat Difficult	Very Difficult	Extremely Difficult	ES Not Involved
a. Arranging adequate funding	1 (8.5%)	2 (40.4%)	3 (14.9%)	4 (27.7%)	0 (8.5%)
b. Getting all the state agencies to work together	1 (52.1%)	2 (35.4%)	3 (2.1%)	4 (6.3%)	0 (4.2%)
c. Getting all the agencies' (e.g., UI, ES, EDWAA) local offices to work together	1 (54.0%)	2 (36.0%)	3 (6.0%)	4 (4.0%)	0 (0.0%)
d. Training local ES staff in how to implement the WPRS system	1 (29.4%)	2 (52.9%)	3 (11.8%)	4 (3.9%)	0 (2.0%)
e. Developing a method to profile claimants (i.e., developing a characteristics screen or statistical model)	1 (26.0%)	2 (28.0%)	3 (10.0%)	4 (6.0%)	0 (30.0%)
f. Obtaining data needed to profile claimants	1 (41.2%)	2 (25.5%)	3 (5.9%)	4 (3.9%)	0 (23.5%)
g. Developing referral agreements	1 (47.1%)	2 (37.3%)	3 (3.9%)	4 (5.9%)	0 (5.9%)
h. Developing policies about mandatory services	1 (58.8%)	2 (23.5%)	3 (11.8%)	4 (3.9%)	0 (2.0%)
i. Developing policies for veteran preferences for WPRS claimants	1 (66.7%)	2 (20.8%)	3 (0.0%)	4 (0.0%)	0 (12.5%)
j. Developing appropriate service plans	1 (45.1%)	2 (37.3%)	3 (15.7%)	4 (0.0%)	0 (2.0%)

5. (Concluded.)

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for ES in Developing WPRS System				
	<u>Not Difficult</u>	<u>Somewhat Difficult</u>	<u>Very Difficult</u>	<u>Extremely Difficult</u>	<u>ES Not Involved</u>
k. Arranging for space to provide orientation and reemployment services	1 (49.0%)	2 (39.2%)	3 (5.9%)	4 (3.9%)	0 (2.0%)
l. Staffing WPRS activities	1 (11.8%)	2 (51.0%)	3 (23.5%)	4 (13.7%)	0 (0.0%)
m. Developing orientation for WPRS claimants	1 (51.0%)	2 (43.1%)	3 (3.9%)	4 (0.0%)	0 (2.0%)
n. Developing other reemployment services	1 (50.0%)	2 (40.0%)	3 (8.0%)	4 (0.0%)	0 (2.0%)
o. Developing a system to track profiled and referred claimants' progress in services	1 (23.5%)	2 (39.2%)	3 (19.6%)	4 (7.8%)	0 (9.8%)
p. Developing denial and appeal policies and procedures	1 (29.4%)	2 (19.6%)	3 (2.0%)	4 (0.0%)	0 (49.0%)
q. Identifying appropriate labor market outcomes to track for WPRS claimants	1 (20.8%)	2 (39.6%)	3 (10.4%)	4 (8.3%)	0 (20.8%)
r. Developing procedures to track labor market outcomes for profiled and referred claimants	1 (14.6%)	2 (41.7%)	3 (6.3%)	4 (14.6%)	0 (22.9%)

6. How much do you agree or disagree with the following statements?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Agree Strongly	Agree Somewhat	Disagree Somewhat	Disagree Strongly
a. Because of implementing the WPRS system, our state agencies coordinate more effectively with each other.	1 (26.5%)	2 (49.0%)	3 (18.4%)	4 (6.1%)
b. Many profiled and referred claimants do not need reemployment services.	1 (18.0%)	2 (36.0%)	3 (24.0%)	4 (22.0%)
c. WPRS has helped reduce the length of time profiled and referred claimants receive UI in our state.	1 (21.1%)	2 (44.7%)	3 (28.9%)	4 (5.3%)
d. Claimants should not be required to participate in reemployment services.	1 (5.9%)	2 (11.8%)	3 (33.3%)	4 (49.0%)
e. WPRS has improved the intensity of services available for unemployed people.	1 (30.0%)	2 (52.0%)	3 (12.0%)	4 (6.0%)
f. WPRS has increased the number of unemployed people who receive reemployment services.	1 (49.0%)	2 (30.6%)	3 (16.3%)	4 (4.1%)
g. WPRS has resulted in unemployed people receiving reemployment services sooner after filing UI claims.	1 (52.0%)	2 (30.0%)	3 (12.0%)	4 (6.0%)

YOUR ROLE

7. What is your title?

8. What is your responsibility in the WPRS system?

Thank you very much for your participation.

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MODULE 4 EDWAA Administrator

ROLES OF STATE PARTNERS IN WPRS SYSTEM

1. How involved is your state’s JTPA Title III (EDWAA) program in developing each of the following aspects of the WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ACTIVITY)

	Extent EDWAA Involved			
	Not Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Statistical profiling model or characteristics screens	1 (39.2%)	2 (41.2%)	3 (17.6%)	4 (2.0%)
b. Policies about number of WPRS claimants to be served in the EDWAA system	1 (5.9%)	2 (31.4%)	3 (31.4%)	4 (31.4%)
c. Policies about referrals to services (e.g., referral agreements, referral processes)	1 (3.9%)	2 (37.3%)	3 (31.4%)	4 (27.5%)
d. Policies about in what services claimants are required to participate	1 (17.6%)	2 (29.4%)	3 (31.4%)	4 (21.6%)
e. Content of reemployment services (e.g., curricula, sequence, length)	1 (9.8%)	2 (37.3%)	3 (29.4%)	4 (23.5%)
f. Policies concerning how agencies provide feedback on WPRS claimants’ progress (e.g., data elements, timing of feedback)	1 (9.8%)	2 (49.0%)	3 (17.6%)	4 (23.5%)
g. An automated data system for tracking and reporting on WPRS claimants	1 (21.6%)	2 (41.2%)	3 (17.6%)	4 (19.6%)

2. Overall, how involved were staff from the following **local EDWAA agencies** in developing **state WPRS policies**?

(PLEASE CIRCLE ONE NUMBER FOR EACH LOCAL AGENCY)

	Extent Local Agencies Involved			
	Not Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Local EDWAA staff	1 (25.5%)	2 (27.5%)	3 (33.3%)	4 (13.7%)
b. Other local agency staff (please specify) _____	1 (60.8%)	2 (17.6%)	3 (15.7%)	4 (5.9%)

RESOURCES DEDICATED TO WORKER PROFILING AND REEMPLOYMENT SERVICES

3. Were any EDWAA funds earmarked for the WPRS system?

(PLEASE CIRCLE ONE NUMBER)

Yes 1 (70.2%)
 No 2 (29.8%) *PLEASE SKIP TO QUESTION 5*

4. About what amount of EDWAA funds were earmarked for the WPRS system?

(PLEASE ENTER YOUR BEST ESTIMATE. IF NONE, PLEASE ENTER "0.")

	<u>Mean</u>
PY 94 substate area formula-allocated funds	(\$316,499)
PY 94 substate area 10% funds, if not included in initial allocation	(\$41,093)
PY 94 state 40% funds.....	(\$560,360)
PY 94 EDWAA supplemental funds for WPRS	(\$123,196)
PY 95 EDWAA supplemental funds for WPRS	(\$253,428)
Other National Reserve funds.....	(\$31,006)
Other EDWAA funds (please specify _____ _____) ...	(\$2,800)

5. Are profiled and referred claimants considered automatically eligible for EDWAA?

(PLEASE CIRCLE ONE NUMBER)

Yes 1 (76.5%)
 No 2 (23.5%)

OPINIONS

6. In your opinion, how difficult for EDWAA were the following activities in developing your state's WPRS system?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for EDWAA in Developing WPRS System				EDWAA Not Involved
	Not Difficult	Somewhat Difficult	Very Difficult	Extremely Difficult	
a. Arranging adequate funding	1 (37.3%)	2 (33.3%)	3 (15.7%)	4 (7.8%)	0 (5.9%)
b. Getting all the state agencies to work together	1 (49.0%)	2 (33.3%)	3 (9.8%)	4 (0.0%)	0 (7.8%)
c. Getting all the agencies' (e.g., UI, ES, EDWAA) local offices to work together	1 (47.1%)	2 (43.1%)	3 (5.9%)	4 (2.0%)	0 (2.0%)
d. Training local EDWAA agencies in how to implement the WPRS system	1 (41.2%)	2 (43.1%)	3 (5.9%)	4 (0.0%)	0 (9.8%)
e. Developing a method to profile claimants (i.e., developing a characteristics screen or statistical model)	1 (7.8%)	2 (35.3%)	3 (11.8%)	4 (2.0%)	0 (43.1%)
f. Obtaining data needed to profile claimants	1 (19.6%)	2 (33.3%)	3 (3.9%)	4 (0.0%)	0 (43.1%)
g. Developing referral agreements	1 (47.1%)	2 (43.1%)	3 (3.9%)	4 (0.0%)	0 (5.9%)
h. Developing policies about mandatory services	1 (32.0%)	2 (34.0%)	3 (4.0%)	4 (2.0%)	0 (28.0%)
i. Developing appropriate service plans	1 (33.3%)	2 (45.1%)	3 (3.9%)	4 (0.0%)	0 (17.6%)

6. (Concluded.)

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Level of Difficulty for EDWAA in Developing WPRS System				EDWAA Not Involved
	Not Difficult	Somewhat Difficult	Very Difficult	Extremely Difficult	
j. Arranging for space to provide orientation and reemployment services	1 (51.0%)	2 (29.4%)	3 (2.0%)	4 (0.0%)	0 (17.6%)
k. Staffing WPRS activities	1 (39.2%)	2 (25.5%)	3 (7.8%)	4 (5.9%)	0 (21.6%)
l. Developing orientation for WPRS claimants	1 (36.7%)	2 (38.8%)	3 (4.1%)	4 (0.0%)	0 (20.4%)
m. Developing other reemployment services	1 (39.2%)	2 (39.2%)	3 (11.8%)	4 (0.0%)	0 (9.8%)
n. Developing a system to track profiled and referred claimants' progress in services	1 (15.7%)	2 (45.1%)	3 (13.7%)	4 (3.9%)	0 (21.6%)
o. Developing denial and appeal policies and procedures	1 (21.6%)	2 (15.7%)	3 (2.0%)	4 (0.0%)	0 (60.8%)
p. Identifying appropriate labor market outcomes to track for WPRS claimants	1 (20.0%)	2 (32.0%)	3 (2.0%)	4 (0.0%)	0 (46.0%)
q. Developing procedures to track labor market outcomes for profiled and referred claimants	1 (24.0%)	2 (32.0%)	3 (6.0%)	4 (2.0%)	0 (36.0%)

7. How much do you agree or disagree with the following statements?

(PLEASE CIRCLE ONE NUMBER FOR EACH ITEM)

	Agree Strongly	Agree Somewhat	Disagree Somewhat	Disagree Strongly
a. Because of implementing the WPRS system, our state agencies coordinate more effectively with each other.	1 (23.4%)	2 (57.4%)	3 (12.8%)	4 (6.4%)
b. Many profiled and referred claimants do not need reemployment services.	1 (6.1%)	2 (38.8%)	3 (36.7%)	4 (18.4%)
c. WPRS has helped reduce the length of time profiled and referred claimants receive UI in our state.	1 (12.1%)	2 (60.6%)	3 (21.2%)	4 (6.1%)
d. Claimants should not be required to participate in reemployment services.	1 (2.0%)	2 (18.0%)	3 (36.0%)	4 (44.0%)
e. WPRS has improved the intensity of services available for unemployed people.	1 (32.6%)	2 (50.0%)	3 (4.3%)	4 (13.0%)
f. WPRS has increased the number of unemployed people who receive reemployment services.	1 (41.7%)	2 (45.8%)	3 (6.3%)	4 (6.3%)
g. WPRS has resulted in unemployed people receiving reemployment services sooner after filing UI claims.	1 (3.5%)	2 (45.7%)	3 (4.3%)	4 (6.5%)

YOUR ROLE

8. What is your title?

9. What is your responsibility in the WPRS system?

Thank you very much for your participation.

Please return this completed questionnaire
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Menlo Park, CA 94025
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