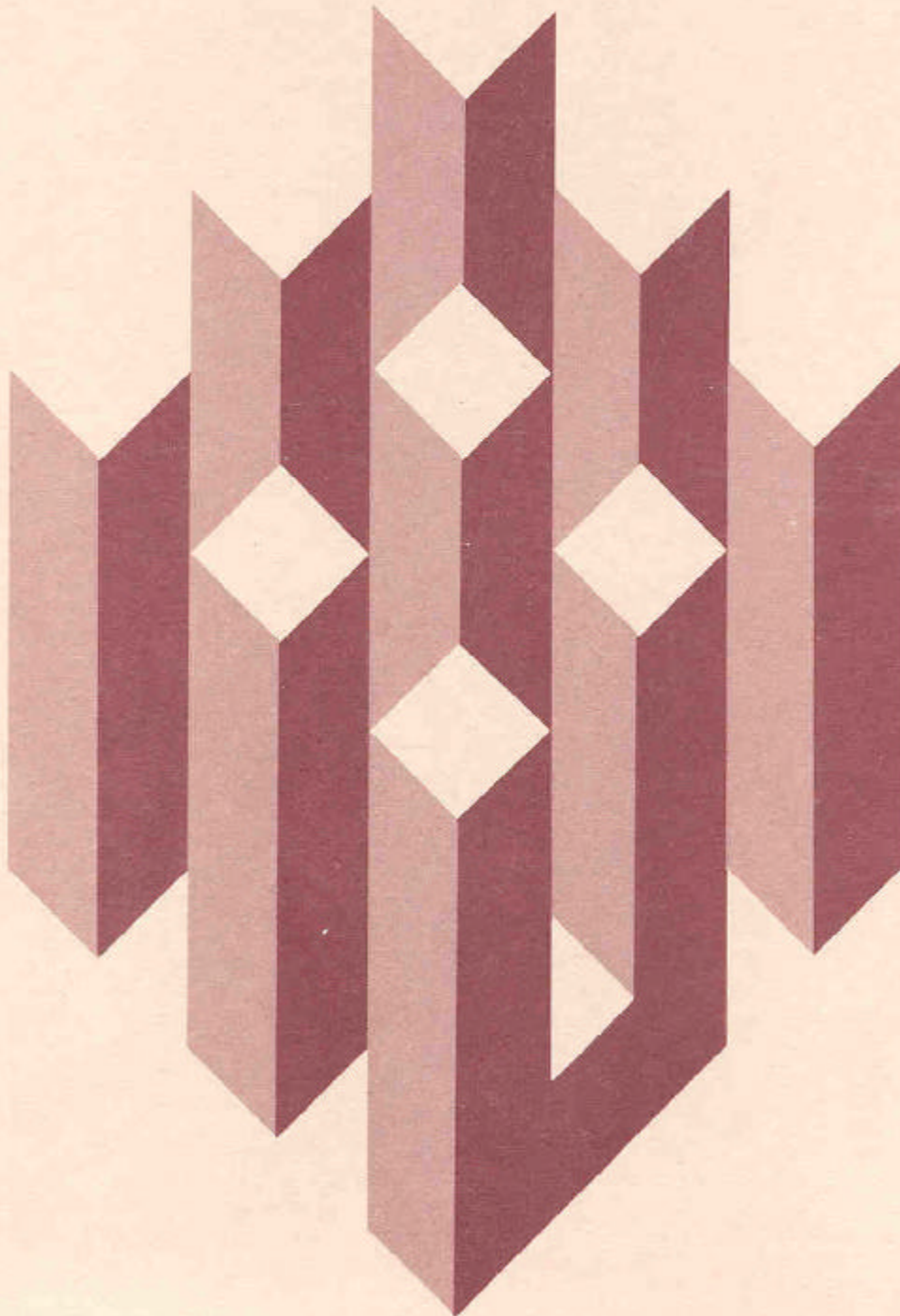


Referral of Long-Term Unemployment Insurance (UI) Claimants to Reemployment Services



Unemployment Insurance
Occasional Paper 88-4

U.S. Department of Labor
Employment and Training Administration



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U.S. Department of Labor
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Employment and Training Administration
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UNEMPLOYMENT INSURANCE (UI) CLAIMANTS TO
REEMPLOYMENT SERVICES

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EXECUTIVE SUMMARY

This study addresses the feasibility of identifying and targeting services to long-term UI claimants who need reemployment services and who have reached the later stages of their UI benefit period. The study is designed to complement earlier studies which have found that it is often difficult to motivate potential long-term UI claimants to accept reemployment services during the early stages of their unemployment period.

Telephone interviews were conducted in 10 States with 1,090 claimants who had been on UI for 22 weeks and had reached the last 5 weeks of their benefit period. These interviews were conducted approximately 4 to 6 months after the claimants had reached their last 5 weeks of benefits. In addition, interviews were conducted with officials from the Job Service, UI, and JTPA programs in each of the 10 sampled States.

The major findings of the claimant interviews were as follows:

- . One-third of the long-term UI claimants were still experiencing reemployment problems 4 to 6 months after drawing UI benefits
- . Of those long-term UI claimants who had found jobs, 36.5 percent were not satisfied with their jobs and were seeking other employment
- . Of those who were still unemployed and looking for work, a majority (80 percent) indicated that they did not have much interest in specific reemployment services, but would have accepted job search assistance early in their claim period
- . The data did not support a policy of targeting services to specific subgroups of long-term UI claimants
- . Subgroups that were more likely to experience reemployment problems were claimants who were males, were 55-64 years of age, had no college education, or whose jobs ended because their firm went out of business or left the local area

The results of the interviews with State and local officials indicated that many long-term UI claimants had the following characteristics and attitudes:

- . Unrealistic expectations of being recalled
- . Educational deficits and functional illiteracy
- . Lack of job search skills
- . Attitudes of mistrust and hostility
- . Reluctance to relocate
- . Lack of familiarity with the Job Service among union members
- . Reluctance to enroll in training after UI exhaustion

The study found that long-term UI claimants had the following experiences with reemployment services:

- About two-thirds of the claimants used the Job Service, but only one-half of these felt that the Job Service was helpful and only 2 percent received a job as a result of a Job Service referral
- Only 6 percent participated in any type of job assistance classes, job clubs, or counseling other than services provided through the Job Service. Most of these services were not sponsored by JTPA.
- Those who encountered the most problems being reemployed were also the least likely to use reemployment services.

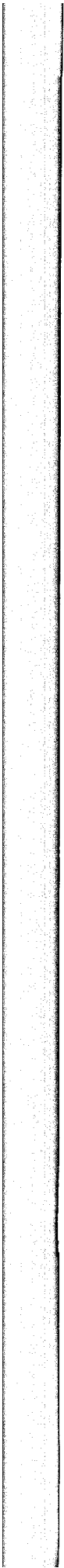
With regard to the coordination of services to long-term UI claimants who need reemployment assistance, the study found that:

- Linkages between UI, ES, and JTPA need strengthening.
- Some States (Wisconsin, Washington, New York, Indiana, and Pennsylvania) have implemented major pilots or programs designed to improve the coordination of services.
- The TAA program and Title III of JTPA have not had much impact on the coordination of services to long-term unemployed UI claimants.

RECOMMENDED COMPONENTS OF A MODEL SYSTEM FOR IMPROVING THE COORDINATION OF REEMPLOYMENT SERVICES FOR LONG-TERM UI CLAIMANTS WHO NEED ASSISTANCE

- Integrated service delivery system with a one-stop concept in which new UI claimants are provided immediate access to all reemployment services at a single facility
- Availability of reemployment services from the beginning of the claim period
- Provision of in-depth assessment of individual reemployment needs and a flexible program of services from which claimants can choose
- Use of the Eligibility Review Program (ERP) to assess the employment barriers and availability of claimants and to refer them to appropriate services
- Continuous tracking and targeting of UI claimants for recruitment into reemployment programs. As part of an integrated service delivery system, State and localities should target reemployment services to UI claimants at several stages in the claim period, in addition to pursuing "early intervention" strategies.

• **Targeting of specialized services to long-term UI claimants with reemployment barriers. Recognizing that most long-term UI claimants with reemployment problems do not have the resources or inclination to enroll in long-term retraining programs, the model approach would emphasize such services as on-the-job training (which would provide immediate income to claimants) or job search assistance classes for claimants who have reached the late stages of their benefit period.**



EXTENDED SUMMARY

I. BACKGROUND AND OBJECTIVES OF THE STUDY

In recent years, the U.S. Department of Labor (DOL) has sponsored a number of studies and demonstration projects designed to assess the feasibility of various ways of targeting reemployment services to Unemployment Insurance (UI) claimants who are experiencing problems in finding a job. These studies and demonstration projects have focused largely upon ways of targeting services to UI claimants during the early stages of their claim periods (i.e., the first 5 to 6 weeks). The "early intervention" focus has been emphasized because of its significant potential for reducing UI expenditures associated with long-term unemployment.

This study addresses the feasibility of targeting reemployment services to "long-term" UI claimants who experience reemployment barriers. Specifically, the study examines the feasibility of targeting services to claimants who have been on UI for at least 22 weeks and who have reached the last 5 weeks of their benefit period.

There are two reasons for DOL's interest in the feasibility of targeting services to long-term UI claimants who experience reemployment problems:

- Although the "early intervention" focus has been effective, it has been recognized that, during the early stages of the UI benefit period, it is often difficult to identify workers who might eventually need help in the form of reemployment services.
- For a number of reasons, UI claimants who need help finding a job are often reluctant to accept reemployment services during the initial few weeks of their UI claim period. In contrast, claimants who have reached the later stages of their UI benefit period and are experiencing reemployment problems are more likely to accept the reality of their situation and may be more willing to accept services designed to help them find a job.

In sponsoring this study, DOL recognized that not all long-term UI claimants are potentially in need of reemployment services. Some members of the long-term claimant population might be cyclically or seasonally unemployed workers who will subsequently return to their previous occupations. In addition, the population of long-term UI claimants includes individuals who plan to retire or to leave the work force for other reasons after their benefit period ends. The focus of this study is solely upon long-term claimants who have difficulty finding jobs and who might potentially benefit from reemployment services.

It should be noted, however, that this is not a study of the UI exhaustee population. Although DOL has sponsored a number of studies of UI exhaustees, this study is concerned with the feasibility of identifying and targeting services to claimants before they exhaust their UI benefits.

II. SPECIFIC ISSUES ADDRESSED BY THE STUDY

To examine the feasibility of targeting services to long-term UI claimants, the study addressed a number of specific issues. These were as follows:

- . What proportion of the total population of long-term UI claimants are in need of reemployment services?
- . What are the primary characteristics of long-term claimants who might need reemployment services? Data on these characteristics may prove useful as a basis for identifying such workers among the long-term claimant population.
- . What are the attitudes, perceptions, and experiences of long-term UI claimants with regard to reemployment services?
- . How effective are the linkages among existing reemployment programs in identifying and providing services to long-term UI claimants who are experiencing reemployment problems? Specifically, how effective are the linkages among the Job Service, UI agencies, and programs operated under the Job Training Partnership Act (JTPA) in serving this population?
- . What mechanisms and procedures can be identified for improving the coordination and targeting of effective reemployment services to long-term UI claimants who might potentially benefit from reemployment services?

III. STUDY METHODS

To address the issues identified above, two study methods were used. First, telephone interviews were conducted with samples of UI claimants who had reached the last 5 weeks of their UI benefit period. The samples were selected from 10 local communities which had experienced significant problems of long-term unemployment during the 1980s. Each local community was located in a different State. (It should be emphasized that the samples are not necessarily representative of the total long-term UI claimant population in the United States since the samples were chosen from localities with higher-than-average populations of long-term unemployed.)

Members of the overall sample were interviewed approximately 4 to 6 months after they had reached the last 5 weeks of their benefit periods. This time lag allowed us to analyze the post-UI employment status of the sample and to identify claimants who were experiencing reemployment problems after leaving the UI rolls. A total of 1,090 claimants in the sample had been on UI for at least 22 weeks and thereby met our definition of "long-term UI claimants."

The second method used to gather data for the study consisted of in-person interviews with State and local program officials in the 10 States where the telephone surveys were conducted with UI claimants. Interviews were conducted with officials from the Job Service, the UI programs, and JTPA agencies. At the local level, the interviews were conducted in the same local communities where the telephone surveys of UI claimants were conducted. The primary objective of the interviews was to examine the effectiveness of existing program linkages in targeting services to long-term UI claimants who might benefit from reemployment services.

IV. SUMMARY OF MAJOR FINDINGS

1. PROPORTION OF LONG-TERM UI CLAIMANTS WHO MIGHT BE IN NEED OF REEMPLOYMENT SERVICES

The telephone surveys in the 10 local sites indicated that slightly more than one-third of the long-term UI claimants were experiencing reemployment problems 4 to 6 months after reaching the last few weeks of their claim. Of all the long-term claimants

in the sample, about 35 percent were unemployed and still actively looking for work at the time of the survey, while an additional 2 percent might be termed "discouraged." Another 10 percent of the claimants were unemployed but had opted to leave the workforce for such reasons as voluntary retirement, enrollment in education or training programs, or the assumption of family responsibilities.

In addition to the claimants who were still unemployed and looking for work at the time of the surveys, 36.5 percent of the long-term claimants who had found jobs by the time of the surveys reported that they were not satisfied with their jobs and were looking for other employment. These claimants (who represented almost 20 percent of the total sample of long-term claimants) were dissatisfied with their jobs primarily for such reasons as low pay, low benefits, or the temporary or part-time nature of their jobs. The survey data showed that a majority of the long-term claimants who had found new jobs were working for lower pay than previously.

These data indicate that, in the local communities that were surveyed, a significant percentage of the long-term UI claimant population could be classified as persons who might benefit from reemployment assistance. These persons included:

- . Individuals who were still unemployed several months after leaving the UI rolls
- . Claimants who had been displaced into lower-paying or temporary jobs and who were "at risk" of returning to the UI rolls

2. PRIMARY CHARACTERISTICS AND ATTITUDES OF LONG-TERM CLAIMANTS WHO MIGHT BENEFIT FROM REEMPLOYMENT SERVICES

Analyses of the survey data showed that certain subgroups of long-term UI claimants were more likely than others to be experiencing reemployment problems after leaving the UI rolls. Specifically, the following subgroups had the greatest probability of still being unemployed 4 to 6 months after they left the UI rolls:

- . Claimants whose jobs ended because their firm went out of business or left the local area
- . Claimants who had previously worked in industries other than construction (more than 27 percent of the claimants who were still

unemployed when interviewed had previously been employed in manufacturing, while only 15.8 percent had been employed in construction)

- . Claimants in the 55-64 age group
- . Claimants who had not attended college
- . Males

Although these subgroups were the most likely to be experiencing reemployment problems, the survey data showed that reemployment problems were common among many types of long-term claimants. The data do not support a policy of targeting services only at the subgroups listed above.

State and local program officials were asked to discuss the characteristics and attitudes of long-term UI claimants who experience reemployment problems. Among the characteristics identified by respondents were the following:

Unrealistic Expectations Of Being Recalled. Many claimants are said to be reluctant to enroll in reemployment programs or to accept another job because they believe that they will soon be recalled by their former employer.

Unrealistic Wage Expectations. Many of the long-term claimants who experience reemployment problems have been used to making high wages and are reluctant to accept retraining or job search assistance services that will result in jobs paying much less than their prior jobs.

Educational Deficits And Functional Illiteracy. Many of the long-term UI claimants who have difficulty finding a job reportedly suffer from educational deficits and functional illiteracy. These problems make it difficult for claimants to find jobs in such industries as the retail trade or service sector and also make it difficult to place the claimants into vocational training programs that assume certain levels of literacy. In addition, many such claimants are reportedly unable to conduct an effective job search because of literacy problems.

Lack Of Job Search Skills. Many long-term UI claimants who face reemployment problems were said to lack effective job search skills because they have not been used to conducting a systematic job search effort. They are often unfamiliar with today's job market and have poorly developed skills in such areas as interviewing techniques and resume preparation.

Attitudes Of Mistrust And Hostility. Some long-term UI claimants reportedly perceive reemployment programs in a hostile manner because program operators tend to emphasize retraining or reemployment in lower-paying jobs, while the claimants are primarily interested in getting their old jobs back.

Reluctance Of Many Claimants To Relocate. Many long-term UI claimants are unwilling to relocate from their communities even though funds may be available under JTPA to assist them. Many older claimants, in particular, own property that is often difficult to sell in a depressed community.

Union Members' Lack Of Familiarity With The Job Service. Many long-term claimants are union members who are accustomed to finding work through a union hiring hall rather than the Job Service.

Reluctance To Enroll In Retraining Programs After UI Benefits Are Exhausted. Respondents noted that, although many long-term UI claimants who have difficulty finding a job begin to accept the reality of their situation when their UI benefits are about to run out, such claimants are often unwilling to enroll in retraining programs because they no longer have any income support to rely upon while they are in training (unless they enroll in on-the-job training programs).

The characteristics and attitudes of many long-term UI claimants who experience reemployment problems have important implications for intervention strategies. First, most of these claimants are unlikely to enroll in reemployment programs in the absence of an aggressive and coordinated outreach strategy on the part of State and local ES, UI, and JTPA programs. Second, although long-term UI claimants may be an appropriate target group for services, the most effective solution to preventing long-term unemployment among this group is to emphasize early intervention, so that claimants can

be encouraged to enroll in reemployment programs while they still have sufficient UI benefits remaining to support them.

Third, UI claimants who are experiencing reemployment problems should be offered a variety of reemployment services customized to their individual reemployment barriers. The available services should recognize the need of some claimants for remedial education and should address the lack of job search skills among many claimants. Finally, intervention programs should address the attitudinal factors that often act as barriers to the reemployment of long-term UI claimants.

3. USE OF REEMPLOYMENT SERVICES BY LONG-TERM UI CLAIMANTS

As part of the survey of long-term UI claimants, information was gathered on the claimants' use of specific reemployment services. The results are presented below.

(1) Use Of The Job Service

Although about two-thirds of the long-term claimants went to the Job Service during their claim, only one-half of these believed that the Job Service was helpful and only 2 percent of all long-term claimants said that they had found a job as a result of a Job Service referral.

In addition, a large percentage of the claimants who went to the Job Service reported that they were not given information about job training or education programs. In several sites, fewer than 20 percent of the claimants said that the Job Service had referred them to other agencies or programs.

(2) Use Of Job Training And Job Search Assistance Programs

Only 1.4 percent of long-term claimants said that they had participated either in on-the-job (OJT) training programs or in occupational training programs. Only 6.0 percent had participated in job search assistance classes, job clubs or job counseling, other than services provided by the Job Service.

Most of the claimants who had participated in the programs had not apparently done so under JTPA sponsorship, nor had most of them learned about such programs through the Job Service.

(3) Use Of Services By Specific Claimant Subgroups

The data showed that some of the subgroups which experienced the greatest problems in finding employment after leaving the UI rolls were among the groups least likely to use reemployment services. These included less educated claimants, claimants aged 45-64, and male claimants.

(4) Overall Attitudes Toward Reemployment Services

Of the claimants who were still unemployed but were looking for work, a majority (80 percent) indicated that they did not have much interest in specific reemployment services, but most stated that they would have been willing to accept some type of help to find another job early in their claim period. These findings indicate that most of the claimants would have been willing to accept assistance in finding jobs that paid comparable wages to their prior jobs, but most were resistant to enrolling in training (or to accepting Job Service referrals) that would provide them with lower-paying jobs. These findings suggest that many of the claimants who were still unemployed but looking for work could have benefited from an aggressive outreach strategy that addressed attitudinal barriers to the acceptance of reemployment services.

4. EFFECTIVENESS OF THE LINKAGES AMONG THE JOB SERVICE, UI AGENCIES, AND JTPA AGENCIES FOR REFERRING LONG-TERM UI CLAIMANTS WITH REEMPLOYMENT PROBLEMS TO APPROPRIATE SERVICES

(1) The Effectiveness Of State And Local Employment Security Agencies (Job Service/UI Agencies) In Referring Long-Term UI Claimants To Reemployment Services

State and local Employment Security (ES) agencies are in a position to play a key role in identifying and referring long-term UI claimants with reemployment problems to appropriate services. However, our interviews revealed that more

effective procedures for referring such claimants to services could be implemented. The major issues that need to be addressed are discussed below.

Competing Priorities Of State And Local UI Agencies

In each of the sample States, respondents indicated that State and local UI programs define their major priorities in terms of the basic UI functions of processing claims in a timely manner and fulfilling the UI tax collection function. These functions are given priority because of Federal mandates. State and local UI programs typically give much lower priority to helping UI claimants to leave the UI rolls or to establishing linkages with reemployment programs, although many States have recently begun to pay attention to these issues as a way of generating UI trust fund savings.

Potential Use Of The Eligibility Review Program To Assist Long-Term UI Claimants With Reemployment Problems

All State UI agencies are provided funds to operate an Eligibility Review Program (ERP) designed to prevent UI overpayments through a continuous review of claimants' ability to work, availability for work, and efforts to find work. The ERP is designed to ensure an active search for work by UI claimants and to identify claimants who are possibly ineligible for benefit payments.

The ERP is potentially useful as a means of assisting long-term UI claimants who experience reemployment problems. Typically, long-term claimants are scheduled to attend two to three ERP interviews during the term of their claim. With additional resources and staff training, UI agencies could utilize the ERP interviews to assess the individual employment problems of long-term claimants and to refer the claimants to reemployment programs appropriate to their specific needs.

Priorities And Resources Of The Job Service

In each of the States in the study, respondents identified a number of factors which limited the scope of Job Service efforts to provide reemployment services to

long-term UI claimants who experience reemployment problems. These factors included:

- Federal and/or State mandates requiring that priority services be given to other target groups
- Job Service resource limitations, making it difficult for the Job Service to provide more than cursory services to long-term UI claimants
- Limitations in the existing procedures for referring UI claimants to JTPA programs. The factors cited as being responsible for the lack of effective referral procedures included (1) inadequate "cross-training" of Job Service staff in JTPA program services and rules, (2) a lack of Job Service resources to screen or test clients to identify those who might benefit from services, (3) concern among Job Service staff about getting placement credit for their clients, and (4) the marginal effectiveness of some local Private Industry Councils (PICs) in improving the cross-referral of Job Service and JTPA clients.

Limitations Of The Trade Adjustment Assistance (TAA) Program

Under the Trade Act of 1974, as amended, workers whose employment is adversely affected by increased imports may apply for services under the TAA program. The program is administered by State Employment Security Agencies (SESAs). Respondents noted that there were several limitations to the TAA program as a way of providing reemployment services to long-term UI claimants who experience reemployment problems. These were as follows:

- Limitations in the program's coverage. The program does not cover claimants who lost their jobs for reasons other than import competition.
- Time lags in the approval and allocation of funds. These time lags make it difficult to follow an "early intervention" approach to plant closings or mass layoffs.
- Inadequate screening and testing of claimants for participation in TAA approved training.
- Barriers to the coordination of the TAA and JTPA Title III (dislocated workers) programs.

Examples Of Innovative Programs

A number of States had implemented programs or pilot projects designed to improve the procedures and mechanisms of Employment Security agencies for referring long-term UI claimants to reemployment services. These included:

- Wisconsin's "ES Services to UC Claimants" program, which is designed to reduce the State's UI trust fund outlays by referring UI claimants to special workshops designed to assist their reemployment efforts
- Washington's Claimant Placement Project, which provides a variety of reemployment services to certain categories of UI claimants early in their claim period
- New York State's program of additional UI benefits for enrollment in training. This program is designed to encourage claimants to enroll in training programs early in their claim period. The program provides claimants with additional weeks of UI benefits, beyond the 26-week maximum, if they enroll in training within a specific timeframe.

(2) The Impact Of The JTPA Title III (Dislocated Worker) Program Upon The Coordination And Targeting Of Reemployment Services To Long-Term UI Claimants

Title III of JTPA allocates funds to States to provide reemployment services to dislocated workers. The Title III program, therefore, is potentially a key mechanism for the provision of reemployment services to long-term UI claimants who experience problems in finding a job.

The interviews with State and local officials, however, indicated that, although there have been many examples of effective coordination of services to dislocated workers under Title III programs, the administration of Title III programs by States has done little to improve the coordination of local services to long-term UI claimants on a permanent basis. In most of the local sites, there is little coordination among the Job Service, UI, and JTPA programs in serving long-term UI claimants who experience reemployment problems.

There are two major reasons why the Title III program has had little permanent effect upon local coordination. First, many States have exerted centralized control

over the substate allocation of Title III funds and have targeted their resources to "plant-specific" or "industry-specific" projects. Such grants have often been awarded to local "consortia" or "community task forces" comprising such groups as the Job Service, JTPA programs, community-based organizations (CBOs), unions, and local education agencies. However, these types of coordination have tended to be temporary in nature because they have been established only on a project-specific basis and have little residual impact upon the ongoing problems of interagency coordination.

Second, a few States have opted for a decentralized approach to allocating some or all of their Title III funds, often using a formula approach to allocate the resources to Service Delivery Areas or other local agencies. In these States, the funds tend to be allocated to a single agency at the local level. In this situation, the local recipient of Title III funds has little incentive to share the funds with other local organizations, unless there is already an effective system for ensuring interagency coordination at the local level.

Another major finding from the interviews was that, although Title III programs have been effective in providing reemployment services to specific subgroups of dislocated workers, long-term UI claimants have tended to receive relatively few services, owing to the way in which Title III programs have been organized at the State and local level. There are several reasons for this situation. First, in many of the States, Title III funding factors have resulted in services being delivered primarily to the more "motivated" and easier-to-serve segments of the dislocated worker population, rather than to long-term UI claimants who are relatively hard-to-serve.

Second, in States which have targeted their Title III resources primarily to plant-specific or industry-specific projects, workers who have been dislocated in secondary industries as a result of a "ripple effect" have tended to receive few services. Finally, in many of the States which have used a Request-for-Proposal (RFP) approach to distributing Title III funds, there have been significant delays in the allocation of funds from the State agency to specific local areas or projects. These delays have made it difficult for local programs to keep track of dislocated workers who become long-term UI claimants or exhaustees.

In several of the States, efforts had recently been made to implement effective mechanisms for ensuring greater coordination between Employment Security (ES) agencies and JTPA agencies on an ongoing basis. Examples included:

- Pennsylvania's Job Center concept, which is designed to provide a single point in each community where clients can receive services provided by a variety of programs, including the Job Service, the UI program, JTPA, and social services programs.
- Indiana's plan to merge ES-JTPA functions and to "cross-train" the staff of each program.
- Washington's Special Employment and Training Services (SETS) project, which is designed to target immediate reemployment assistance to structurally unemployed UI claimants when they sign up for benefits.

V. RECOMMENDATIONS FOR IMPROVING THE DELIVERY OF SERVICES TO LONG-TERM UI CLAIMANTS WHO EXPERIENCE REEMPLOYMENT PROBLEMS

The current limitations in the linkages among ES, UI, and JTPA programs have important consequences for the delivery of reemployment services to long-term UI claimants who experience reemployment problems. First, inadequate linkages often preclude the effective delivery of services to claimants in the early stages of their claim periods. When claimants reach the later stages of their benefit periods, they often lack the resources to go into retraining programs. Accordingly, in order to reduce long-term unemployment among UI claimants, it is important not to wait until claimants have reached the last few weeks of benefits before targeting them for services.

In addition, the inadequate linkages among ES, UI, and JTPA programs result in very few reemployment services being provided to UI claimants once they get near the end of their benefit period. None of the States that we visited gave a very high priority to serving claimants after their 20th week of benefits, often because there was little to gain in UI trust fund savings.

Most of the traditional efforts by States to improve coordination among ES, UI, and JTPA programs at the local level have had limited impact because they have typically not addressed the underlying barriers to coordination. Among these traditional efforts are statewide interagency agreements and systems of local financial and nonfinancial agreements among agencies to provide specific services, such as cross-referral of clients.

On the basis of the study findings, it is possible to identify a "model system" for achieving a more coordinated approach to providing reemployment services to UI claimants who have significant reemployment barriers. The major components of the proposed "model system" are described below.

Integrated service delivery. The model system would incorporate a one-stop concept in which new UI claimants are provided immediate access to all reemployment services at a single facility.

Availability of reemployment services from the beginning of the claim period. The model system would eliminate the delays inherent in current systems used by many States to allocate Title III funds and other program resources.

Provision of a variety of potential reemployment services. Under the model approach, the integrated service delivery network would incorporate (1) an effective system for in-depth assessment of individual reemployment needs and (2) the provision of a flexible program of services from which claimants could choose.

Greater use of the Eligibility Review Program (ERP) to assess the employment barriers faced by long-term claimants. The ERP process could be used to ensure that the employment problems of long-term claimants are properly assessed and that these claimants are referred to appropriate services.

Continuous tracking and targeting of UI claimants for recruitment into reemployment programs. As part of an integrated service delivery system, States and localities should target reemployment services to UI claimants at several stages in the claim period, in addition to pursuing "early intervention" strategies.

Targeting of specialized services to long-term UI claimants with reemployment barriers. Recognizing that most long-term UI claimants with reemployment barriers do not have the resources or inclination to enroll in long-term retraining programs, the model approach would emphasize such services as on-the-job training (which would provide immediate income to claimants) or job search assistance classes for claimants who have reached the late stages of their benefit period.

INTRODUCTION

This report addresses the feasibility of targeting services to long-term UI claimants who experience reemployment problems. The Introduction begins with a description of the overall goals and objectives of the study. Next, the methodology used to conduct the study is described, and, finally, the overall organization of the report is outlined.

1. GOALS AND OBJECTIVES OF THE STUDY

In recent years, the U.S. Department of Labor (DOL) has sponsored a number of studies and demonstration projects designed to assess the feasibility of various ways of targeting reemployment services to Unemployment Insurance (UI) claimants who are experiencing problems in finding a job. These studies and demonstration projects have focused largely upon ways of targeting services to UI claimants during the early stages of their claim periods (i.e., the first 5 to 6 weeks). The "early intervention" focus has been emphasized because of its significant potential for reducing UI expenditures associated with long-term unemployment.

This study addresses the feasibility of targeting reemployment services to "long-term" UI claimants who experience reemployment barriers. Specifically, the study examines the feasibility of targeting services to claimants who have been on UI for at least 22 weeks and who have reached the last 5 weeks of their benefit period.

There are two reasons for DOL's interest in the feasibility of targeting services to long-term UI claimants who experience reemployment problems:

- Although the "early intervention" focus has been effective, it has been recognized that, during the early stages of the UI benefit period, it is often difficult to identify workers who might eventually need help in the form of reemployment services.
- For a number of reasons, UI claimants who need help finding a job are often reluctant to accept reemployment services during the initial few weeks of their UI claim period. In contrast, claimants who have reached

the later stages of their UI benefit period and are experiencing reemployment problems are more likely to accept the reality of their situation and may be more willing to accept services designed to help them find a job.

In sponsoring this study, DOL recognized that not all long-term UI claimants are potentially in need of reemployment services. Some members of the long-term claimant population might be categorized as cyclically or seasonally unemployed workers who will subsequently return to their previous occupations. In addition, the population of long-term UI claimants includes individuals who plan to retire or to leave the work force for other reasons after their benefit period ends. The focus of this study is solely upon long-term claimants who have difficulty finding jobs and who might potentially benefit from reemployment services.

It should be noted, however, that this is not a study of the UI exhaustee population. Although DOL has sponsored a number of studies of UI exhaustees, this study is concerned with the feasibility of identifying and targeting services to claimants before they exhaust their UI benefits.

To examine the feasibility of targeting services to long-term UI claimants, the study addressed a number of specific issues. These were as follows:

- What proportion of the total population of long-term UI claimants are in need of reemployment services?
- What are the primary characteristics of long-term claimants who might need reemployment services? Data on these characteristics may prove useful as a basis for identifying such workers among the long-term claimant population.
- What are the attitudes, perceptions, and experiences of long-term UI claimants with regard to reemployment services?
- How effective are the linkages among existing reemployment programs in identifying and providing services to long-term UI claimants who are experiencing reemployment problems? Specifically, how effective are the linkages among the Job Service, UI agencies, and programs operated under the Job Training Partnership Act (JTPA) in serving this population?

- What mechanisms and procedures can be identified for improving the coordination and targeting of effective reemployment services to long-term UI claimants who might potentially benefit from reemployment services?

2. STUDY METHODOLOGY

To gather the data for the study, two types of methods were used:

- In-person interviews were conducted with state and local ES, UI and JTPA program officials in 10 states
- Telephone surveys were conducted with samples of long-term UI claimants in the same 10 states

(1) Interviews With State And Local Officials

The interviews with State and local officials were conducted as a part of the evaluation of linkages among ES, UI and JTPA programs in serving long-term UI claimants with reemployment problems. A total of 10 states were selected for the interviews. In each of the 10 states, one local area was selected for interviews with local program officials. Exhibit 1 shows the states and local areas that were visited. The site visits were conducted between October 1987 and April 1988.

In selecting the states and localities for the study, a number of factors were taken into account. First, we developed a list of states which had experienced significant problems of long-term unemployment in the 1980s. These states were identified with input from BLS, DOL's Office of Job Training Programs, DOL's Regional Offices and the UIS Project Officer.

Next, the states on the preliminary list were contacted to determine whether they were willing to participate in the study. A number of states chose not to participate because they did not wish to allocate resources to the task of generating lists of long-term UI claimants for the telephone survey. Some states chose not to participate because of privacy and confidentiality concerns or because they were heavily involved in UI system development activities.

EXHIBIT 1

STATES AND LOCAL SITES INCLUDED IN THE STUDY

<u>State</u>	<u>Local Site</u>	<u>Cities</u>	<u>Industry in Which Long-Term Unemployment Had Occurred</u>
Minnesota	St. Louis County	Virginia, Hibbing	Taconite mining, wood products
Alabama	Jefferson County	Birmingham	Iron and steel
Indiana	Lake County	Gary	Iron and Steel
Iowa	Blackhawk County	Waterloo	Agricultural machinery; meat packing
New Mexico	Taos County	Taos	Mining (copper, uranium, molybdenum); oil and gas
New York	Monroe County	Rochester	Photographic products; photocopying equipment; auto parts; glass bottling
Pennsylvania	Allegheny County	Pittsburgh	Iron and steel
West Virginia	Kanawha County	Charleston	Coal mining; chemicals
Washington	King County	Seattle	Shipbuilding
Wisconsin	Racine and Kenosha Counties	Racine, Kenosha	Auto manufacturing

After selecting the final list of ten states, SESA and JTPA officials in the states were consulted and asked to provide input into the selection of local sites. For each state, we sought to choose a local site that had experienced significant problems of long-term unemployment.

In each state, interviews were conducted at the state level and at the local site with officials in the ES, UI, and JTPA programs. Among the topics that were addressed in the interviews were the following:

- . The nature of the long-term unemployment problem in the local site
- . The organization and structure of the state's Title III program
- . Barriers to coordination among ES, UI and JTPA programs in serving long-term UI claimants with reemployment barriers
- . Difficulties encountered in recruiting long-term claimants with reemployment barriers into reemployment programs
- . Obstacles to the effective targeting of ES, UI and JTPA services to long-term UI claimants with reemployment problems
- . "Exemplary practices" or special projects that had been implemented to improve the coordination and linkages among programs in serving long-term UI claimants who have difficulty finding a job.

(2) Telephone Surveys Of Samples Of Long-Term UI Claimants

For each of the 10 local sites in the study, a sample of long-term UI claimants was selected for telephone interviews. The state UI agencies in the 10 states were asked to provide listings of all UI claimants in the local site who had reached the last 4 to 5 weeks of their UI benefit period during a designated time window (May 1987 to July 1987). The states were asked to provide the following minimum information on each UI claimant on the listings:

- . Name
- . Telephone number (if available)
- . Date when the person established their UI claim
- . Total UI entitlement
- . Weekly benefit amount

The initial goal was to define a target sample of 220 claimants for each local site. On the assumption that 75 percent of the target sample could be contacted and would agree to respond to the survey, it was projected that the sample of completed surveys in each site would be approximately 167, with a total sample for the study of 1,667. This original plan was modified, however, because some of the sites did not have 220 UI claimants who had reached the last 4 - 5 weeks of their benefit period during the designated time frame. To compensate for this, we targeted more than 220 claimants in the other sites.

Exhibit 2 presents the final sample sizes for each site. As the exhibit indicates, a total of 2,590 claimants were included in the target sample. Of these, a total of 689 could not be located or reached by telephone or could not be interviewed for other reasons. The problem of non-locates was especially significant in the states of New York and Washington because these states were not able to provide the telephone numbers of claimants. An additional 112 members of the target sample were determined to be ineligible because they reported during the interview that they had not collected UI benefits during the reference period. A total of 1,789 respondents were contacted and were found eligible for interview. Of these 1,789, a total of 1,582 (88.4%) agreed to be interviewed.

For each local site, the interviews were conducted between 4 and 6 months following the date when the claimants reached their last 4 to 5 weeks of UI benefits. This time lag was designed to allow us to examine the reemployment experiences of respondents during the last few weeks of their claim period and during the first few months after they left the UI rolls.

A copy of the survey instrument is presented in the Appendix to this report. The instrument was designed to gather the following information from respondents:

- . Type of job held before the respondent filed for UI benefits (e.g., industry type, number of years employed)
- . Current job status
- . Work search activities
- . Experience, knowledge and perceptions regarding reemployment services
- . Demographic characteristics

EXHIBIT 2

SAMPLE SIZES FOR EACH LOCAL SITE

Site	Sample Released	Completes	Ineligibles ^a	Could Not Be Interviewed ^b	Could Not Be Reached or Reached by Telephone	Refused to Participate	Case Retired After Multiple Unsuccessful Attempts
St. Louis County, MN	220	170	9	2	17	17	5
Jefferson County, AL	254	173	3	2	37	32	7
Lake County, IN	213	143	3	6	37	19	5
Blackhawk County, IA	296	159	53	3	51	24	6
Taos County, NM	211	127	14	6	52	10	2
Monroe County, NY ^c	397	173	8	3	171	32	10
Allegheny County, PA	218	175	1	0	22	19	1
Kanawha County, WV	232	168	5	1	39	14	5
King County, WA ^c	329	132	13	8	138	23	15
Racine-Kenosha, WI	220	162	3	2	36	17	0
TOTAL	2,590	1,582	112	33	600	207	56

^a Had not collected benefits during reference period.

^b Includes deceased respondents, those with language barriers, hearing impairments, and those who were unavailable during the study period.

^c Telephone numbers were not provided for sample members in these states.

3. ORGANIZATION OF THE REPORT

The remainder of the report is organized as follows:

Part A: Results of the interviews with state and local officials in the sample states

Part B: Results of the telephone surveys of long-term UI claimants

**Part C: Recommendations for improving the coordination and targeting of
reemployment services for long-term UI claimants with reemployment barriers**

PART A: RESULTS OF THE INTERVIEWS WITH STATE AND LOCAL OFFICIALS

PART A: RESULTS OF THE INTERVIEWS WITH STATE AND LOCAL OFFICIALS

Part A of the report summarizes the results of the interviews conducted by Macro Systems with State and local officials in the 10 sample States. Part A addresses the following topic areas:

- The effectiveness of State and local employment security agencies in referring long-term UI claimants with reemployment barriers to appropriate services
- The impact of the JTPA Title III (dislocated worker) program upon the coordination and targeting of reemployment services to long-term claimants who have difficulty finding a job
- Obstacles to providing reemployment services to long-term UI claimants with reemployment problems: the impact of claimants' attitudes and characteristics

**I. EFFECTIVENESS OF STATE AND LOCAL EMPLOYMENT SECURITY
AGENCIES IN REFERRING LONG-TERM UI CLAIMANTS WITH
REEMPLOYMENT PROBLEMS TO APPROPRIATE SERVICES**

In theory, State and local employment security agencies (encompassing both the UI and Job Service programs) should be in a position to play a key role in identifying and referring long-term UI claimants who might benefit from reemployment services. UI agencies, for example, remain in continuous contact with claimants during the life of their claim and are responsible for conducting periodic interviews with claimants to review their eligibility. The Job Service, in turn, is responsible for implementing "work test" requirements to ensure that UI claimants are conducting an active job search. In addition, both the UI program and the Job Service are involved in the administration of the Trade Adjustment Assistance (TAA) program, which is designed to provide a variety of benefits and services to workers who have lost their jobs as a result of increased imports.

Our interviews with State and local officials, however, revealed that there is room for improvement in the current procedures of employment security programs in referring UI claimants to reemployment services. Among the issues which need to be addressed are the following:

- Competing priorities of State and local UI agencies
- Potential uses of the UI Eligibility Review Program (ERP) to assist long-term claimants with reemployment problems
- Job Service priorities and resources
- The role of the TAA program

In Sections 1-4 of this chapter, we present our findings with respect to each of these issues. Section 5 of this chapter presents examples of initiatives recently developed by some of the States to improve the effectiveness of employment security programs in referring long-term UI claimants to reemployment services.

1. COMPETING PRIORITIES OF STATE AND LOCAL UI AGENCIES

In each of the States we visited, respondents noted that State UI programs tend to define their major priorities in terms of the basic UI functions of (1) processing UI claims and making payments in a timely and accurate fashion and (2) fulfilling the UI tax collection function. According to respondents, these functions are given priority because of Federal mandates concerning benefit-payment accuracy and timeliness and because of Federal requirements concerning the collection of employer taxes.

In contrast, State UI programs typically give much lower priority to such functions as:

- . Helping UI claimants to leave the UI rolls
- . Referring claimants to reemployment services
- . Evaluating the employment barriers faced by long-term claimants
- . Analyzing why some claimants stay on UI for long periods
- . Determining the characteristics of long-term claimants
- . Establishing linkages with reemployment programs

In 9 of the 10 States in the sample, State UI laws required specific categories of UI claimants to register with the Job Service when their initial claims were approved. Typically, these States required all new UI claimants to register with the ES unless they had definite recall dates or usually found work through a union hiring hall. Except for the work registration requirement, however, State and local UI agencies did not typically have ongoing procedures for ensuring that UI claimants were making continuous use of ES services during their claim periods.

In several of the States in our sample, State UI officials had in recent years begun to focus on initiatives designed to facilitate early reemployment of UI claimants. These initiatives had, in some instances, resulted in pilot projects (funded by State and/or Federal sources) designed to produce UI trust fund savings by decreasing the amount of time spent by claimants on UI. Examples of these projects included:

- Wisconsin's "ES Services to UI Claimants" project, in which certain UI claimants who have not found jobs by the time of their first Eligibility Review Program (ERP) interview are required to attend workshops conducted by the Job Service (see Section 5 of this chapter for additional details on this program).
- Washington's Claimant Placement Project, a mandatory program which provides intensified services to accelerate the reemployment of UI claimants (see Section 5 of this chapter).
- A program in New York State to provide additional UI benefits to claimants who enroll in approved training early in their claim period (see Section 5 of this chapter).
- A federally-supported demonstration project in Pennsylvania to provide lump-sum payments to UI claimants who agree to leave the UI rolls early in their claim period.

Most of these projects were largely in the pilot stage and had yet to have a major impact upon regular statewide UI operations. In addition, these projects tended to be focused on claimants who were still in the early stage of their claims rather than upon longer-term claimants. In this respect, it should be noted that none of the States had specifically identified "long-term UI claimants" as a priority target group in their State Employment Security plans, State Job Training plans, or Governor's Coordination and Special Services Plans (GCSSPs).

Many State officials noted that, owing to competing priorities and the large UI caseloads per worker, local UI offices often found it difficult to pay much attention to reemployment services and referrals. As a result, local UI staff in the majority of sites visited were given little or no training in such areas as:

- The specific types of services provided by JTPA and ES
- Eligibility requirements for JTPA programs
- Assessment and job counseling practices

In addition, State UI officials in the majority of states indicated that there were no systematic procedures whereby the State UI agency provided local ES or JTPA programs with computerized listings of long-term UI claimants or exhaustees for potential targeting of reemployment services.

2. POTENTIAL USES OF THE ELIGIBILITY REVIEW PROGRAM (ERP) TO ASSIST LONG-TERM CLAIMANTS WITH REEMPLOYMENT PROBLEMS

All State UI agencies are provided resources to operate an Eligibility Review Program (ERP). The primary objective of this program is to prevent UI overpayments through a continuous review of claimants' ability to work, availability for work, and efforts to find work. The ERP is designed to ensure an active work search by UI claimants and to identify claimants who are possibly ineligible for benefit payments. States are given considerable flexibility in structuring their ERP procedures and in determining how frequently claimants should be called in for an ERP interview.

The ERP interviews could potentially be an effective mechanism for addressing the reemployment problems of long-term UI claimants. During the ERP interviews, the UI staff members are in a position to address the employment barriers that have been encountered by the claimant during the life of their claim period. In addition, the second or third ERP interviews for each claimant provide the UI staff with an opportunity to counsel long-term claimants in a face-to-face interview.

Our interviews with State and local UI officials revealed that the current ERP process needs to be expanded if it is to be used as an effective mechanism for referring long-term UI claimants to reemployment programs. There are several reasons why the ERP process may need to be expanded. First, respondents noted that, owing to resource limitations, ERP interviews often had to be done on a sample basis. Usually, the UI agency's computer system was utilized to select samples of UI claimants to be called for ERP interviews.

Second, respondents noted that, owing to heavy caseload sizes, ERP interviews typically lasted between 10 and 20 minutes. This amount of time did not usually allow the ERP interviewer to obtain extensive information about the reemployment problems being encountered by individual claimants or to decide upon an appropriate referral to reemployment services.

Third, respondents noted that ERP interviewers typically have no training in assessment, testing, job counseling, or placement. Nor are the ERP interviewers usually "cross-trained" in ES/JTPA services, program rules or eligibility requirements.

Accordingly, the ERP interviewers are not in a position to develop effective reemployment plans for claimants or to advise claimants about the types of services they might receive from JTPA programs or from the Job Service. In addition, ERP interviewers are not typically provided with specific criteria for determining which claimants should be referred to ES or JTPA.

Fourth, ERP interviewers reportedly define their jobs primarily as "policing the claim," i.e., ensuring that the claimant is making a valid job search effort. It was noted that most ERP interviewers believe that, as long as the claimant is making a valid attempt to look for work, it is not the interviewer's responsibility to advise them about such matters as the need for remedial education or the importance of dressing properly when attending a job interview.

Fifth, some respondents reported that, in some local areas, there is friction between the UI agency and the Job Service about the ERP interviews. Specifically, some Job Service staff believe that they should be responsible for conducting ERPs, since they are trained to evaluate reemployment problems and are aware of the services that the Job Service can provide. It was reported that, in some locations, the Job Service does not give any particular priority to clients referred by ERP interviewers.

Sixth, the ERP process was not being uniformly applied to enforce the UI work search requirements effectively. In some States, such as Wisconsin, local UI agencies utilized systematic procedures whereby claimants were subject to stricter eligibility criteria the longer they remained on UI (specifically the claimant's "reservation wage" and their geographic search area were steadily adjusted based on the number of weeks they had been on UI. LMI data on wage rates for specific occupations were used for this purpose). In contrast, many of the States did not systematically apply increasingly strict requirements with regard to the wages that claimants had to accept based on their length of time on UI. In addition, State UI officials in several of the States stated that they did not have a clear idea of how the local UI offices were enforcing work search requirements via the ERP process.

Finally, in some States, respondents noted that ERP interviewers tend to "give up" on claimants who have been on UI for 20 weeks or longer, believing that, since they only

have a few weeks left on UI, there is little rationale for focusing upon their reemployment problems.

3. PRIORITIES AND RESOURCES OF THE JOB SERVICE

In each of the States visited, State and local officials identified a number of factors which limited the scope of Job Service efforts to provide reemployment services to long-term UI claimants who experienced difficulty finding a job. These factors were as follows:

- . Federal and State mandates regarding priority target groups
- . Job Service resource limitations
- . Lack of effective procedures for referring claimants to JTPA programs

These factors are described in the sections that follow.

(1) Federal And State Mandates Regarding Priority Target Groups

In each of the States visited during the study, State and local Job Service officials indicated that long-term UI claimants are not given priority services as a specific target group. The primary orientation of State and local Job Service offices is to give priority to groups identified in various Federal or State mandates, including:

- . Veterans
- . Economically disadvantaged
- . Handicapped
- . Older workers
- . Youth

In none of the States were long-term UI claimants identified as a specific priority target group for the Job Service in State ES plans or in the Governor's Coordination and Special Services Plans (GCSSPs). In some States, dislocated workers were identified as a priority target group, but the focus in these States was on early intervention during the first few weeks of the claim, not on claimants who had reached the latter stages of their benefit period.

It was also found that, in general, the State and local Job Service offices had no specific procedures for maintaining contact with UI claimants after they had exhausted UI benefits. One of the exceptions to this pattern was a program operated by the Job Service in Jefferson County (Birmingham), Alabama, in which the main local ES office received a quarterly printout of new UI exhaustees in the county. Each exhaustee was contacted by mail or telephone and was advised of the ES office's services with regard to job search workshops and OJT opportunities. About 50 contacts were being attempted each week under this program, according to local respondents.

(2) Job Service Resource Issues

Most Job Service officials who were interviewed during the study believed that they had insufficient resources to provide more than cursory services to long-term UI claimants who were experiencing reemployment problems. Many of the States had experienced significant cutbacks in recent years in their Wagner-Peyser allocations, resulting in the elimination of local office positions, especially counselor positions. Officials noted that resource limitations were a significant obstacle to providing effective services to long-term UI claimants, because many of these claimants were in need of specialized services, such as testing, counseling and job search skills training to overcome their reemployment barriers. Most ES officials believed that, after providing services to the federally mandated priority groups, they did not have sufficient resources to provide in-depth services to long-term UI claimants.

(3) Lack Of Effective Procedures For Referring Claimants To JTPA Programs

Many of the local JTPA officials who were interviewed during the study believed that local ES offices were not doing an effective job of referring UI claimants to JTPA agencies to participate in Title III dislocated worker programs. According to these officials, the following factors were responsible for the lack of effective referral procedures:

- Job Service staff typically had received little or no training in the types of programs that JTPA provided or in the types of ES applicants who might be suited to participate in such programs. In addition, many Job Service staff were reportedly not adequately trained in JTPA program eligibility criteria.
- Local Job Service offices often lacked the staff resources to screen or test their clients to identify claimants who might be interested in enrolling in JTPA training programs or who might benefit from such services as employability development or remedial education.
- Many local Job Service offices were reportedly concerned about getting credit for placing their clients. According to some JTPA officials, the local Job Service offices were reluctant to refer their clients to JTPA because they would not have the opportunity to get placement credit for the client.
- In the majority of SDAs, the local PIC was reported to be only marginally effective in improving the cross-referral of ES and JTPA clients, despite the joint ES-SDA planning procedures required under JTPA. In several local sites, it was reported that the PIC tended to regard the Job Service as a State bureaucracy over which the PIC could exert little influence.

4. LIMITATIONS OF THE TRADE ADJUSTMENT ASSISTANCE (TAA) PROGRAM

Under the Trade Act of 1974, as amended, workers whose employment is adversely affected by increased imports may apply for services and benefits under the Trade Adjustment Assistance (TAA) program. Under the TAA program, workers may be eligible for training, job search and relocation allowances, and other reemployment services. Eligible workers may also receive weekly trade readjustment allowances (TRA) following the exhaustion of UI benefits.

To qualify for the program, a group of at least three workers, their union or an authorized representative must file a petition with the U.S. Department of Labor, which determines whether increased imports contributed significantly to the dislocation of the workers who submitted the petition.

If a petition is approved by DOL, individual workers must apply at the local SESA office to determine their eligibility. Workers who are eligible may receive 26 weeks of TRA benefits after exhausting UI, and an additional 26 weeks of benefits if they are enrolled in approved training and require the additional weeks to complete the training.

In most of the 10 local sites which we visited for the study, there had been a considerable number of TAA certifications during the early and mid-1980s, but the volume of TAA activity had generally subsided by the time of our site visits. However, respondents in each site were asked to assess the strengths and weaknesses of the TAA program with regard to its impact upon long-term UI claimants with reemployment problems.

According to the respondents, there were four major limitations to the TAA program with respect to reemployment services for long-term claimants:

- . Limitations in the program's coverage of UI claimants
- . Time lags in the approval and allocation of funds
- . Inadequate screening and testing of claimants for participation in TAA approved training
- . Barriers to the coordination of the TAA and JTPA Title III programs

Each of these factors is described briefly below.

(1) Limitations In The Program's Coverage Of UI Claimants

Respondents in several sites noted that large numbers of UI claimants in their communities had not been eligible for TAA benefits and services because their employers did not meet DOL's requirements for certification. Among the types of claimants not typically covered by the program, according to the respondents, were the following:

- . Workers who had lost their jobs as a result of the "ripple effect" of major dislocations
- . Workers who had been employed in industries where layoffs were the result of such factors as technological change, decline in world commodity prices (e.g., prices for oil or other minerals) or decline in local or regional demand for products
- . Workers who were unfamiliar with the TAA program, especially workers in nonunionized trades

(2) Time Lags In The Approval And Allocation Of Funds

Respondents noted that the TAA program does not facilitate an "early intervention" approach to providing reemployment services to dislocated workers. It was noted that there are time lags at several major points in the TAA fund allocation process:

- Employers, unions, and workers often do not file the TAA petition until several weeks after a mass layoff or plant closing occurs.
- There is typically a 2-month time period required for the U.S. Department of Labor to investigate the petition.
- After funds have been approved by DOL, there have reportedly been significant delays in the actual appropriation of funds to support State and local programs.

With regard to the latter point, respondents in several States noted that, after a TAA petition has been approved, it is common for local SESA agencies to put the eligible workers on waiting lists while they wait for funds to be appropriated and allocated at the local level. JTPA officials in some of these States maintained that the local SESA offices should be referring persons on the waiting lists to JTPA for immediate enrollment in training. These JTPA officials claimed, however, that the local SESA officials were often unwilling to do this because of "turf" considerations. It was also noted that the uncertainties in the timing of TAA allocations made it difficult for TAA program planners to coordinate their activities with the schedules of community colleges, vocational training institutes and other service providers.

(3) Inadequate Screening And Testing Of Claimants For Participation In TAA Approved Training

Under the TAA program, eligible workers may enroll in:

- On-the-job (OJT) training
- Vocational or technical training

In contrast to JTPA Title III programs, clients who are approved for training under the TAA program have considerable flexibility in selecting the training institution in which they will enroll. While Title III clients are assigned to one of a defined list of training providers, TAA clients can choose to enroll in any institution which offers the training program approved by the local SESA. Under the TAA program, local Job Service officials are typically responsible for counseling TAA-eligible workers about the employment outlook for workers with different job skills and about the types of training best suited to the client's interests and aptitudes.

In some of the sites we visited, local JTPA officials believed that many of the workers who are approved for TAA training are not ideally suited to participate in the training programs provided. These respondents noted that many TAA-eligible workers have literacy problems and educational deficits which preclude them from effective participation in classroom training. The respondents noted, however, that TAA does not authorize the use of funds for such services as remedial education or literacy programs, nor can TAA funds be used for enhancing job search skills.

Some JTPA officials believed that in order to expend TAA funds, the Job Service was under some amount of pressure to enroll as many TAA-eligible workers in training as possible, without adequate screening of their suitability for training. In addition, it was their view that the Job Service in some localities was not effectively screening out workers who were interested primarily in the extended TRA benefits rather than in the training program itself.

(4) Barriers To The Coordination Of The TAA And JTPA Title III Programs

Some of the States in our sample were considering initiatives to improve the coordination of the TAA and JTPA Title III programs so that services to dislocated workers might be more effectively integrated. However, a number of barriers to improved coordination were identified by respondents:

- "Turf" issues: it was noted that the TAA program covers a number of SESA administrative costs and that the local SESAs are reluctant to give up any part of their TAA allocation for this reason.

- Because of the time lags identified previously, the two programs are difficult to coordinate with respect to the timing of intervention activities.
- The differences in program rules and the restrictions on the mingling of program funds for specific trainees reportedly made it difficult for program officials to coordinate the two programs at the State or local level.

5. STATE INITIATIVES TO IMPROVE THE EFFECTIVENESS OF EMPLOYMENT SECURITY PROGRAMS IN REFERRING UI CLAIMANTS TO REEMPLOYMENT SERVICES

A number of the States which we visited for the study had implemented programs or pilot projects designed to improve existing SESA procedures and mechanisms for referring UI claimants to reemployment services. In this section, we highlight three of these State initiatives:

- Wisconsin's "ES Services to UC Claimants" program
- Washington's Claimant Placement Project (CPP)
- New York's Program of Additional UI Benefits for Early Enrollment in Training

(1) Wisconsin's "ES Services To UC Claimants" Program

In July 1987, Wisconsin instituted a program entitled "ES Services to UC Claimants." The goal of this program was to reduce UI trust fund outlays by referring UI claimants to special workshops designed to assist their reemployment efforts.

The program originated from an earlier project entitled the ERP Pilot Project, which was conducted in 1983-84. The goal of the earlier pilot project was to determine the impact upon UI benefit expenditures of providing an employment assistance service to randomly selected, indefinitely separated UI claimants as a supplement to ES file search. The additional employment service was designed by the Job Service and consisted of a 1-day 6-hour job search workshop. Uniform

content and presentation procedures for the participating ES districts were designed at the outset.

To evaluate the project, UI claimants were assigned to treatment and control groups either at the beginning of their claim or at the time of their first ERP interview. The groups were limited to claimants who were indefinitely separated from their prior jobs. For the test group, participation in the workshops was mandatory. The evaluation concluded that test group claimants were paid 0.62 fewer weeks of UI benefits than claimants in the control group.

The current "ES Services to UC Claimants" project built upon the earlier project. A Task Force was set up to identify ways of getting potential long-term claimants to leave UI earlier. Workshops were identified as the top priority. The State Legislature authorized the use of the State's Interest and Penalty funds to support the project. A total of \$2 million was approved to cover PY 1988 and PY 1989.

Under the new program, referrals are made at the time of the claimant's first ERP interview, usually 6 to 9 weeks into the claim. According to SESA officials, this time period was selected because many claimants are not receptive to services until the 8th or 9th week of their claim period. However, the intervention is early enough in the claim period to assist claimants before they become long-term unemployed.

Under the program, claimants are referred to the workshops on a mandatory basis when they reach their first ERP interview. However, claimants are required to participate in the workshops only once. If they are still unemployed at the time of their second ERP interview, they are not required to participate a second time.

The actual workshops are conducted by ES counselors. The workshops have two components:

- A 6-hour workshop with a primary focus on the claimants' work search activities and skills

- An optional set of additional services including counseling, testing, and "mini-workshops" dealing with such subjects as resume preparation.

Since the UI agencies in the State do not have the resources to include all claimants in the ERP process, priority is given to claimants who are required to register with the Job Service for work search, especially those who are categorized as having no prospects of recall to their former job. In addition, local UI offices only have to refer enough claimants to meet their authorized quotas under the 2-year project. Local UI offices typically screen the claimants to ensure that they may potentially benefit from the workshops. These include all persons who do not have pending job prospects.

A local workshop leader who was interviewed as part of this study indicated that one of the problems with the workshops is that many of the participants resent having to attend the sessions. These individuals, according to the respondent, are generally not making a real commitment to job search because they do not believe that they will be able to find jobs that pay enough. The respondent also noted that many of the long-term claimants have literacy problems and low education.

The respondent noted that he had revised the original workshop curriculum to deal with some of the attitudinal barriers he had encountered among workshop participants. For example, he now includes in the workshop a set of LMI overhead displays designed to convince the participants that they are unlikely to return to high paying jobs.

Respondents indicated that, although the project had been successfully implemented, there were some limitations to its scope and effectiveness:

- There were few effective mechanisms for ensuring compliance by claimants with the workshop requirements. If a claimant did not show up for the workshop, the claimant's benefits were simply suspended for 1 week.
- There was reportedly very little demand among workshop participants for the second component of the program (i.e., optional counseling and mini-workshops).

- Since the major goal of the program was to generate UI trust fund savings, workshops were not targeted at claimants who had reached their second or third ERP interviews.
- The workshops were reportedly not effective for claimants who had significant literacy problems.

(2) Washington's Claimant Placement Project

The Claimant Placement Project (CPP) was instituted in 1985 in an effort to generate UI trust fund savings by authorizing the Employment Security Department to provide rapid reemployment services to UI claimants. The following services are targeted at new claimants:

- Assistance in developing an individualized plan for seeking employment
- Workshops teaching job search skills
- Assistance in contacting employers for unadvertised job openings
- Screening and referring to available job openings
- Assistance with preparing resumes
- Use of telephones

The Claimant Placement Project had been established in areas of the State where the local job market had the greatest potential for claimants to return to work quickly. The CPP was being operated in 20 of the State's 42 Job Service Centers.

Participation in CPP is mandatory for all UI claimants in the 20 sites, except for:

- Claimants whose qualifying wages were earned in another State or from a nonprofit organization or government agency that is reimbursable for UI benefits drawn by its former workers
- Employees on standby status with their most recent employer
- Union members whose union provides all referrals to job assignments
- Other claimants whose active work search requirement has been waived

CPP staff provide intensified employment services to UI claimants from the onset of their claim until about the 12th week of the claim. A major goal of CPP is

"fostering realistic attitudes about methods of finding work in the available job market."

A total of 60 full-time Job Service Center staff were assigned to the CPP. The target group members are served by designated staff members as soon as they contact the center. The caseload is divided by the Dictionary of Occupational Titles (DOT) codes, with each counselor specializing in certain DOT codes. The CPP differs from regular ES functions in terms of the strategic targeting of claimants served and the timing and intensity of services provided. The CPP was instituted partly in response to the cutbacks in Washington's Wagner-Peyser allocation in recent years.

An important aspect of the CPP is its recognition of the unique characteristics and attitudes of many UI claimants:

"Many people do not know how to effectively seek work. Left to their own devices, many claimants will try to find a job by mass mailing of resumes or contacting only those employers with advertised job openings, while devoting only part-time effort to the job search. It is not until several weeks or months have gone by that such an individual will seek assistance. By that time, the claimant's sense of helplessness has, in itself, become a barrier to successfully finding a job.

Claimants in CPP...learn to see their job loss in the context of economic trends affecting their community and their occupation....They learn to identify which skills can be transferred to a new employer or occupation.^{1/}

In an evaluation of the first 18 months of CPP operation, the SESA concluded that claimants who had received intensive services claimed 2.3 fewer weeks of UI benefits on average than those who did not receive assistance. A total of 18,750 claimants were targeted during the pilot phase of the project, which concluded in June 1987. The program has been extended for an additional 2 years.

^{1/} Washington State, Claimant Placement Project, Special Employment Assistance Report.

(3) New York State's Program of Additional UI Benefits For Enrollment In Training

Effective October 1987, New York State amended its UI law to allow UI claimants who have long-term employment problems to receive up to 13 weeks of additional UI benefits if they are enrolled in or are planning to enroll in an approved training course. The purpose of this amendment was to give claimants an incentive to enroll in training early in their claim period.

As originally proposed, the amendment specified that a claimant would receive the full 13 weeks of additional benefits (beyond the 26 week maximum) if the claimant enrolled in training by the 13th week of the claim period. The number of additional weeks of benefits would decrease the longer the claimant stayed on UI without enrolling in approved training. For example, if the claimant did not enroll in approved training until the 14th week of the claim period, he/she would be entitled to only 12 additional weeks of benefits beyond the 26 week maximum. The amendment was to apply only to claimants who decided to enroll in training after October 1987.

State officials noted that, in its final form, the amendment differed from the originally proposed measure as a result of complaints from UI claimants who were already in training as of October 1987. The final version of the amendment allowed the additional benefits to be claimed by all persons who were in approved training already, as well as persons who opted to go into training after October 1, 1987.

Under the amendment, claimants who are interested in applying for the training must be referred by the UI agency to the Job Service for counseling and evaluation. The claimant's proposed training course must be approved by the Job Service before additional benefits can be claimed. To be approved, the training course must involve training in vocational skills or in basic educational skills. In addition, the Job Service must certify either that the training course will improve the claimant's long-term employment situation or that the claimant's employment opportunities are substantially impaired because of (1) job market conditions and reduced demand for the claimant's skills, (2) technological change or plant closing, or (3) limited opportunities for year-round employment because of the seasonal

nature of the claimant's occupation. In addition, the training course must involve a skill or occupation for which there are reasonable opportunities in the State of New York.

State officials noted that the major goal of the amendment was to address the problems typically encountered by many of the UI claimants who have difficulty finding a job. These problems included: (1) their tendency to remain on UI until the end of their benefit period before looking for jobs or reemployment services, (2) the fact that when the benefits are exhausted, they often have few resources to support them while in training. To notify claimants about the new program, flyers were placed in all UI offices. The State agency was conducting an evaluation of the program to determine its impact upon the level of training enrollments among UI claimants.

**II. IMPACT OF THE JTPA TITLE III (DISLOCATED WORKER) PROGRAM
UPON THE COORDINATION AND TARGETING OF REEMPLOYMENT
SERVICES TO LONG-TERM UI CLAIMANTS**

1. INTRODUCTION

Title III of JTPA allocates funds to States to provide reemployment services to dislocated workers. Each State is authorized to establish procedures to serve groups of eligible individuals who:

- . Have been terminated or laid off or who have received a notice of termination or layoff from employment, are eligible for or have exhausted their entitlement to UI, and are unlikely to return to their previous industry or occupation
- . Have been terminated, or who have received a notice of termination of employment, as a result of any permanent closure of a plant or facility
- . Are long-term unemployed and have limited opportunities for employment or reemployment in the same or a similar occupation in the area in which such individuals reside, including any older individuals who have substantial barriers to employment by reason of age

Under Title III, the States are authorized to provide specific services to any individuals who meet the above criteria. These services may include:

- . Job search assistance, including job clubs
- . Job development
- . Training in job skills for which demand exceeds supply
- . Supportive services, including commuting assistance and financial and personal counseling
- . Prelayoff assistance

- . Relocation assistance
- . Programs to provide early intervention in the event of closure of plants or facilities

Under Title III, States receive 75 percent of the total authorized funds under a formula reflecting the unemployment situation in each State. The remaining 25 percent may be reserved by the Secretary of Labor to make discretionary grants to specific States and local areas to deal with mass layoffs and other special circumstances.

States are required to provide matching funds for the Title III funds allocated to them by formula. Under the matching requirement, State UI funds paid to individuals in approved training may be credited for up to 50 percent of the matching requirement.

Since most UI claimants meet the eligibility criteria for services under JTPA Title III, the Title III program is potentially a key mechanism for the provision of reemployment services to long-term UI claimants, especially since these claimants are not typically eligible for services under Title II of JTPA. (JTPA Title II prescribes job training services for the economically disadvantaged.) Under Title III, however, the States have considerable flexibility in determining:

- . How to structure their overall Title III programs
- . How to allocate Title III funds to substate areas
- . Which specific groups of eligible dislocated workers should be targeted
- . Which local agencies should participate in Title III activities and how their services should be coordinated
- . What mix of reemployment services should be provided

During our site visits, we conducted extensive interviews with State and local officials responsible for administering and operating Title III programs under JTPA. These officials were asked a series of questions about the impact of Title III programs on services to long-term UI claimants who experience reemployment problems.

The key findings of our interviews are as follows:

- Although there have been many examples of effective coordination of services to dislocated workers under Title III programs, the administration of Title III programs by the States has done little to improve the ongoing coordination of local services to long-term UI claimants who have reemployment problems. In most of the local sites we visited, there was a lack of coordination among JTPA, ES, and UI programs in providing services to these types of long-term UI claimants on a regular basis.
- Although Title III programs have been effective in providing reemployment services to specific subgroups of dislocated workers, long-term UI claimants have tended to receive relatively few services, owing to the way in which Title III programs have been organized at the State and local level. In addition, there have been delays in a number of States in the substate allocation of Title III funds, resulting in inadequate services to all UI claimants who experience reemployment problems.

These major findings are presented in detail in Sections 2 and 3 of this chapter. In Section 4, we present descriptions of specific approaches that some of the States have adopted, or are planning to adopt, in an effort to implement more effective mechanisms to ensure that local reemployment programs for UI claimants are better coordinated on an ongoing basis.

2. IMPACT OF JTPA TITLE III PROGRAMS UPON THE COORDINATION OF SERVICES TO LONG-TERM UI CLAIMANTS WHO EXPERIENCE REEMPLOYMENT PROBLEMS

Under JTPA Section 308, States are required to submit plans for the use of Title III funds. These plans "shall include appropriate provisions for the coordination of programs...in accordance with the provisions of (Title II of JTPA)." In our interviews, we examined the issue of how State programs for administering Title III had influenced the extent and type of coordination of services to long-term UI claimants who experience reemployment problems.

Our key finding was that, although there is considerable diversity in the structure of State Title III programs, none of the major "models" of Title III program organization had had a major permanent impact upon the coordination of local services to long-term UI

claimants with reemployment problems. Our interviews revealed that there were three major "models" that States had followed in structuring their Title III programs:

- . Some States had opted to exert a high degree of control at the State level over the allocation and use of Title III funds.
- . Some States had chosen to allocate funds by formula to local areas, leaving the local agencies considerable flexibility in how to utilize the funds
- . Some States had followed a "hybrid" approach combining both of the above models.

States which had followed the first of these approaches—centralized control over the use of Title III funds—typically justified their approach as being the most cost-effective use of limited funds. These States tended to target their Title III funds to plant-specific or industry-specific types of projects, rather than spreading the resources across all geographic areas of the State. Most of the States using this model relied upon a Request for Proposal (RFP) system to allocate funds to specific projects, although, in some cases, funds were allocated to local agencies without a competitive bidding process.

Several of the States that have adopted the centralized model have sought to encourage local coordination by allocating funds to local consortia or "Community Task Forces" to run the Title III projects. These consortia consist variously of the local PIC, SDA administrative entity, the local SESA agencies, community-based organizations (CBOs), trade unions, and local education agencies. In some States, grants have been awarded for Dislocated Worker Centers which attempt to combine JTPA reemployment services with other social services available in the local community.

Although there have been several examples of effective coordination under this approach, the types of coordination that have developed among local agencies have tended to be temporary in nature because the various consortia or task forces have been established only on a project-specific basis. After the projects have run their course, there is typically little residual impact upon the ongoing problems of interagency coordination among JTPA and ES/UI agencies, particularly with regard to services for long-term UI claimants who experience reemployment problems

In States which have followed the second model—formula allocation of Title III funds to local SDAs—the Title III program has also had little long-term impact upon the coordination of local services to long-term claimants who encounter reemployment problems. The States that use this approach typically point out that the system of formula allocation to SDAs precludes many of the delays inherent in the RFP approach and allows the local agencies to serve a broader group of dislocated workers than is possible under a plant-specific approach. However, in the States which have adopted this approach, or which have incorporated some elements of the approach in their overall Title III allocation system, the funds tend to be allocated to a single agency within each SDA, usually the PIC or SDA administrative entity itself. In this situation, the local recipient of Title III funds has little incentive to share the funds with other local organizations, unless there is already an effective system for ensuring interagency coordination at the local level. In the absence of preexisting mechanisms for ensuring local coordination, the local Title III grantee typically develops its own system for outreach, recruitment, testing, job search assistance, training, and placement, with little or no input from other agencies such as the Job Service or the UI agency.

Since, in the majority of the sites we visited, the Title III program had not had a major permanent impact upon the level of coordination among local programs, there continued to be significant problems of interagency coordination between JTPA and ES/UI agencies in providing services to long-term UI claimants on a regular basis. These problems included the following:

- . Lack of effective procedures for ensuring that UI claimants were informed of JTPA services and were referred to such services if they wished to apply
- . Lack of effective information exchange (e.g., exchange of computerized listings) between ES/UI programs and JTPA agencies about long-term claimants who might be potential candidates for recruitment into JTPA programs
- . Lack of sharing of information between JTPA and ES programs about employer contacts and job openings. Several officials noted that ES and JTPA programs do not share such information because of a concern for which agency will receive credit for placements

- Lack of coordination among JTPA and ES programs in outreach activities targeted at long-term UI claimants or exhaustees
- The development of separate placement systems by JTPA and ES agencies, reflecting a concern by some SDA service providers that the Job Service gives insufficient priority to placing their clients

In the sections that follow, we provide a brief overview of the structure of the Title III programs in each of the sample States. The impact of program structure upon local ES-UI-JTPA coordination is described.

(1) States Exerting A High Degree Of Central Control Over The Use Of Title III Funds

State 1

Under this State's program, formula Title III funds are allocated exclusively on a Request for Proposal (RFP) basis to specific local areas in which worker dislocation problems are regarded as being the most severe. State officials consider this approach to be the most cost-effective way of utilizing the limited funds available, since the resources can be targeted to areas where the problems are greatest. Under this approach, some local areas had received considerable Title III funding, while other areas of the State had received little or no funding.

State officials have encouraged the development of "Community Task Forces" at the local level to prepare Title III proposals and to participate in the projects. These Task Forces may consist of representatives of PICs, SDAs, the Job Service, UI agencies, unions, employers, and community-based organizations (CBOs). The State has encouraged an "early intervention" approach by the Community Task Forces.

The State's approach has generally been effective in promoting a coordinated approach among local agencies in short-term, project-specific situations. However, the approach has apparently had little effect in improving the coordination of local programs on an ongoing basis in providing reemployment services to long-term UI claimants with reemployment problems. Local JTPA officials in the sample site, for example, indicated that the local Job Service did not routinely provide them with listings of UI claimants who might potentially be recruited for Title III programs.

Outreach to long-term UI claimants and exhaustees was conducted on a limited basis by JTPA service providers with no input from the local ES/UI office.

State 2

Title III funds in this State are administered by the State JTPA agency, which is separate from the State Employment Security Agency. Title III funds are allocated to specific projects by the State JTPA agency, based on its assessment of the State's dislocated worker situation. State officials believe that this approach provides the State with flexibility to move the funds to areas where they are most needed and to react to crisis situations. It should be noted that the State has only three SDAs and that the State JTPA agency itself serves as the administrative entity for one of these SDAs (the "Balance of State").

Coordination among local programs in the State is influenced primarily by State-level contracts between the State JTPA agency and SESA, under which local ES offices are responsible for such activities as screening, eligibility determination, certification and for operating "job shops" to help unemployed persons to improve their job-finding skills. Local ES offices are also under Statewide contract to provide some OJT and placement for JTPA participants.

The State's approach to allocating Title III funds has not had a major impact upon the preexisting level of coordination of services to long-term UI claimants. "Reemployment Assistance Centers" have been established in some locations to provide services to dislocated workers, but largely on a temporary, plant-specific or industry-specific basis.

State 3

This State has traditionally allocated most of its formula Title III funds through RFPs, although recently, as a result of delays in the procurement process, the State has begun to reserve a small percentage of its Title III funds to respond to emergency situations. Although the State JTPA agency theoretically controls the allocation of Title III funds through the RFP process, most of the bids are submitted by the SDA administrative entities. In addition, the State has, in effect, modified

the competitive bidding process for the two SDAs that contain the State's largest workforce concentrations. In these two SDAs, the local JTPA agencies have established ongoing Dislocated Worker Centers with their Title III allocations. Each year, the two SDAs submit proposals under the RFP system to continue the operation of their centers. These centers have been consistently refunded each year. Except in these two SDAs, the RFP process tends to result primarily in plant-specific Title III projects.

In general, the Title III allocation system has not resolved problems of poor coordination of services to UI claimants on a long-term basis. Since most of the funding is allocated to SDA administrative entities, local coordination with ES, UI, and other programs is not promoted by the allocation system. In addition, since in most areas of the State, Title III activities are plant-specific, coordination among multiple agencies tends to be of temporary duration. Interviews with officials in the sample local area for this State revealed that ES-JTPA coordination was generally poor, with little cross-referral of clients or information exchange about UI claimants. A local SDA official indicated that the SDA had recently begun to experience difficulties in identifying and recruiting dislocated workers for its Title III program. This official believed that the ES/UI agency could be playing a larger role in referring dislocated workers to the JTPA program.

State 4

Formula Title III allocations in this State are made on an RFP basis by a Task Force established by the State Job Training Coordinating Council (SJTCC). Title III resources are divided into three separate funds:

- A fund in which resources are allocated to the counties with the largest number of unemployed persons. RFPs are issued to these predesignated counties requesting bids from local organizations or consortia to provide "countywide" services to dislocated workers. The emphasis of the county fund is to make resources available on a continuous basis to the counties and to allow services to be provide to a broad spectrum of dislocated workers, independently of plant-specific situations.

- A Special Response fund to deal with emergencies involving plant closings and mass layoffs.
- A small fund to serve dislocated farm families.

According to State officials, the primary recipients of the county funds and Special Response funds are consortia in which one of the agencies takes the lead role. The consortia usually consist of the local Job Service, local vocational schools, CBOs and unions. The SDA administrative entities have reportedly not been very active in bidding for funds, although State policy requires all Title III eligibles to be certified by the PICs.

This State's approach to allocating Title III funds has certain advantages compared to systems of distributing funds primarily to plant-specific or industry-specific projects. In particular, the State's "county fund" approach ensures that the designated counties receive Title III funds on a continuous basis, while at the same time targeting resources to the areas with the most significant problems. In these designated counties, the consortia have the opportunity to develop into more permanent structures for ensuring coordination of local services. On the other hand, although the State has been successful in encouraging consortia of local organizations to develop, these entities have not necessarily been the most effective mechanism for ensuring long-term coordination between JTPA, ES, and UI in servicing long-term claimants, particularly since the SDAs and PICs have not been prominent in the consortia that have received funds.

State 5

This State has opted for centralized control over the use of Title III funds because State officials believe that a formula allocation to SDAs would not ensure sufficient coordination of services at the local level. The State umbrella agency, which combines ES, UI, and JTPA functions, has divided its Title III resources into three categories, each with a different allocation system:

- Special Employment And Training Services (SETS)—Under this category, Title III funds are allocated to about half of the State's Job Service Centers, which combine ES and UI functions. The SETS funds are

targeted at dislocated workers who are not associated with major plant-specific dislocations.

- State Labor Council Project—This project is designed to facilitate the cooperation of unions in the formation of Title III projects.
- Special Projects—These projects are largely plant-specific or industry-specific and are supported by both Federal Title III discretionary funds and a portion of State formula funds.

None of the State's Title III funds are allocated directly to SDA administrative entities. The allocation of funds under the SETS category is determined on a discretionary basis by the State agency's Field Operations Unit and Regional Managers, who decide which Job Service Centers should receive funds and how much. The Job Service Centers are designed to promote a "one-stop" approach, since the centers are designed to provide UI claimants with immediate reemployment assistance or referrals when they sign up for benefits. Under the SETS projects, most clients are referred to JTPA services by ES staff.

State 6

Title III funds in this State are distributed by the Governor's Office of Community and Industrial Development. This agency is separate from the Department of Employment Security, which administers the Job Service, UI, and JTPA programs. Title III funds are allocated largely on an ad hoc basis to specific agency programs, rather than to geographic areas by formula. For the most part, formula Title III funds have been allocated to the following three agencies:

- The State JTPA agency, which operates OJT programs for Title III on a Statewide basis.
- The Bureau of Vocational, Technical, and Adult Education, which provides classroom training for the Title III program.
- A local PIC

Since most Title III activity is administered at the State level, the Title III program has had little permanent impact upon the extent of coordination of local services to long-term UI claimants with reemployment problems.

(2) States Which Allocate Their Title III Funds By Formula To SDAs

State 7

Under this State's approach, formula Title III funds are allocated among all SDAs administrative entities, using a State formula partially based on the Federal formula for allocating Title III funds to States. The State relies upon the Secretary's discretionary funds to respond to mass layoffs or major plant closings. SDAs are given considerable discretion in deciding (1) which dislocated workers to target and (2) how to provide services, although the State JTPA agency (which is separate from the SESA) does encourage the SDAs to serve the "most-in-need."

The State's approach has apparently done little to encourage coordination among SDA administrative entities and local ES-UI agencies in servicing long-term UI claimants who encounter reemployment problems. Although State officials have encouraged local coordination, many SDAs are reportedly reluctant to share their resources with the local Job Service or to enter into financial or nonfinancial agreements with regard to outreach, cross-referral or placement of UI claimants who experience reemployment problems.

State 8

This State uses the national 301(b) formula to suballocate Title III formula funds among the State's SDAs. The State has received a large amount of discretionary funding to respond to mass layoffs in specific geographic areas.

The coordination of local services to dislocated workers in the State is facilitated by the fact that ES, UI, and JTPA activities are coordinated in the Employment Security Division's local offices, although the Department's Division of Job Training does use subgrantees (besides the ES) to provide services to eligible individuals. The "one-stop" service concept, however, applies to all JTPA programs, not Title III specifically.

(3) States Which Utilize "Hybrid Approaches" To Allocating Title III Funds

State 9

This State has created a State Title III fund which equals the Federal formula allocation and which represents the State's matching funds. The Federal formula funds are allocated to SDAs on a formula basis, with the PICs receiving the actual funds. The State Title III funds are reserved for use on special projects.

State officials regard the PIC formula allocations as the State's "rapid response" mechanism, since the funds are always available at the SDA-level to respond to crisis situations. The State fund, on the other hand, allows the State agency to target resources to large-scale dislocations in specific local areas. The decision to allocate funds to PICs on a formula basis has the potential to improve the long-term coordination of services at the local level, since the PICs technically have the responsibility for joint planning and coordination with respect to JTPA and the Job Service.

Interviews at the local site in this State revealed a number of problems in ES-JTPA coordination. Some JTPA officials claimed that the Job Service was unwilling to refer its clients or to share job order information because of a concern for getting credit for placements.

State 10

Under an interagency agreement, this State allocates 50 percent of its Title III funds to the State Department of Education for a tuition assistance program and to provide customized training. A total of 40 percent of Title III funds are allocated by the State's Department of Labor to SDAs on a formula basis (based on unemployment). However, the funds are not allocated automatically to the SDA administrative entities. Rather, a dollar allocation is established for each SDA and then an RFP is issued requesting bids from organizations within each of the SDAs. Actual service providers in each SDA are selected by the State as a result of a competitive bid process. The remaining 10 percent of formula Title III funds are set aside by the State in a discretionary fund to deal with emergencies.

Title III grant recipients in each SDA may include the SDA administrative entity, the PIC, CBOs, unions, or other organizations. State law prohibits the Job Service from being a direct grant recipient, but the Job Service can act as a subcontractor to the grantee.

State officials noted that one of the drawbacks with Title III allocation procedures in the State is that the funds are thinly distributed across all SDAs. For SDAs that receive relatively small grants, State officials are reluctant to give grants to consortia of local agencies because they believe that the available funds are already spread too thin. In addition, in an effort to target resources more precisely, State officials prefer to grant funds to bidders who are proposing plant-specific projects within each SDA. This plant-specific emphasis may result in improved coordination among local agencies for the life of the project, but tends not to result in enhanced coordination on an ongoing basis.

3. IMPACT OF JTPA TITLE III PROGRAMS ON THE TARGETING OF SERVICES TO LONG-TERM UI CLAIMANTS WITH REEMPLOYMENT PROBLEMS

Title III of JTPA provides a relatively broad definition of "dislocated workers" in specifying which groups are eligible for services. Our interviews revealed that none of the sample States had made any official decision to narrow the scope of the Federal definition of dislocated workers or to target resources to specific subgroups of the dislocated worker population. However, our interviews showed that, owing to the way in which State Title III programs were organized, there was a clear tendency in each State for Title III resources to be targeted to certain subgroups of dislocated workers rather than others.

Our specific findings in this respect were as follows:

- In many of the States, Title III funding factors have resulted in services being delivered primarily to the more "motivated" and easier-to-serve segments of the dislocated worker population, rather than to long-term UI claimants who are relatively hard-to-serve.

- In States which have targeted their Title III resources primarily to plant-specific or industry-specific projects, workers who have lost their jobs in secondary industries as a result of a "ripple effect" have tended to receive few services.
- In many of the States which have used an RFP approach to distributing Title III funds, there have been significant delays in the allocation of funds from the State agency to specific local areas or projects. These delays have made it difficult for local SDAs and program operators to keep track of dislocated workers who become long-term UI claimants or exhaustees.

These findings are presented in detail in the sections below.

(1) Effect Of Title III Funding Factors On The Recruitment Of Dislocated Workers Into Title III Projects

Impact Of Funding Levels And Funding Cycles

In most of the States we visited, respondents noted that Title III resources are generally insufficient to target services aggressively to all members of the eligible dislocated worker population. Whether funds are allocated by RFP to plant-specific projects or are allocated by formula to SDAs, the available funding allows for only a limited number of enrollments each Program Year.

In States which have emphasized plant-specific projects and early intervention, local grantees have typically been successful (once they have received their funding) in conducting effective outreach to fill their available quotas for Title III programs. Since Title III projects are funded on a year-to-year basis, program operators are under pressure to fill their program slots early in the Program Year so that services can be completed in a timely manner. The funding cycle and the situation of limited resources combine to produce a situation in which relatively little effort is expended on outreach to dislocated workers who do not express an immediate interest in reemployment services. Instead, Title III slots tend to be filled up by the more motivated workers who are clearly interested in receiving services and who have the least educational deficits or literacy problems. SDA officials and Title III program operators in a number of sites indicated that, after the program slots are filled, they typically have no resources to conduct aggressive

outreach to dislocated workers who are indifferent or resistant to reemployment services.

In States which allocate their Title III funds by formula to SDAs and PICs, a similar situation has occurred. Although these States tend not to emphasize plant-specific projects and usually serve a broader range of dislocated workers, local SDAs and program operators are under the same pressure to fill up limited program slots early in the Program Year. Accordingly, there is a similar tendency in these States for Title III participants to be the easier-to-serve, "self-selected" groups among the overall dislocated worker population.

Impact Of Performance Goals And Standards

The tendency to focus limited Title III resources on the more motivated and better educated segments of the dislocated worker population is reinforced by the desire of SDAs and Title III program operators to meet specific levels of performance with regard to the number of placements and cost-per-placement. Although several States have encouraged their local programs to allocate resources to hard-to-serve populations, Title III service providers have little actual incentive to focus their efforts on dislocated workers who may require costly and time-consuming remedial education before they can participate in training or who might be difficult to place because of literacy problems or a lack of job search skills.

Impact Of State Matching Requirements

Many of the States in the sample had opted to use UI funds paid to claimants in approved training as part of the Title III State matching requirement. These matching requirements are typically passed along to local service providers who are expected to maximize the amount of UI benefits that can be claimed as part of the State's match. According to several respondents, this situation encourages SDAs and local service providers to focus their outreach efforts on dislocated workers who are still in the early stages of the UI benefit period and to give low priority to long-term UI claimants who encounter reemployment problems.

Lack Of Benefits To Support Long-Term Claimants And Exhaustees In Title III Programs

Many of the respondents noted that one of the major barriers to enrolling long-term UI claimants and exhaustees into Title III programs is that these persons have little or no UI benefits remaining to support them while they are in the program. Since many exhaustees have mortgages and other long-term debts, they typically cannot afford to participate in Title III services except for OJT programs. This situation has two consequences:

- Long-term UI claimants and exhaustees who experience reemployment problems are difficult to recruit into programs unless they are eligible for Trade Readjustment Assistance (TRA) or State Extended Benefit (EB) programs.
- Local Title III grantees and subcontractors are reluctant to conduct aggressive outreach to long-term claimants and exhaustees.

(2) Effect Of "Project-Specific" Versus Formula Approaches Upon The Targeting Of Services

In States which have generally allocated their Title III resources to plant-specific or industry-specific projects, Title III services have typically been provided primarily to workers who are directly involved in plant closings or mass layoffs in particular industries. In these States, relatively few resources have been made available for workers who have lost their jobs in other industries as a result of the "ripple effect" of the primary dislocations. Included in the "ripple effect" are two types of worker:

- Those who were employed by firms that were major suppliers of products or services to the plants or facilities in which the primary dislocation occurred.
- Those who were engaged in providing various types of services to the workers who were laid off as a result of the primary dislocation (e.g., persons engaged in the retail trade or service industries).

According to State and local officials, workers who lose their jobs as a result of a "ripple effect" account for a substantial segment of the overall population of

long-term UI claimants or exhaustees, particularly in geographic areas where one or two industries are dominant and where there are few alternative job openings. In States which have emphasized a project-specific approach, therefore, many long-term UI claimants with reemployment problems have not been targeted for Title III programs.

In States which have distributed some or all of their Title III funds by a formula allocation to substate areas, persons who have lost their jobs as a result of the "ripple effect" of major dislocations are more likely to receive Title III reemployment services, according to respondents. It was our finding that, in these States, the local programs were servicing broad categories of workers, including many UI claimants who were not associated with specific plant closings or mass layoffs. Even in these States, however, the provision of effective reemployment services to long-term UI claimants was limited by the fact that the local programs were typically relying heavily upon self-selected "walk-in" traffic rather than upon aggressive outreach to hard-to-serve long-term claimants. In addition, the programs were typically not coordinating with the local ES/UI agencies to identify dislocated workers among the long-term claimant population.

(3) Impact Of Delays In The Allocation Of Title III Funds To Local Areas Or Projects

Our interviews revealed that most of the States which allocated Title III funds through an RFP process had experienced significant delays in awarding grants to specific projects or local areas. These delays were generally attributable to the States' procurement processes, which often involved significant time lags between State authorization of the use of funds and the issuance of RFPs, and between the receipt of proposals and the awarding of grants to local areas. In some States, delays of 6 months or more were often encountered before funds could be allocated to a plant closing or mass layoff situation. The time lags, however, varied considerably among the States.

These delays had important consequences for the targeting of Title III resources to subgroups of the dislocated worker population. Since funds were often not available until several months after a plant closing or mass layoff, local

administrators found it difficult to plan their Title III projects in a systematic way. In particular, local officials and program operators were reluctant to initiate any organized type of outreach activity to the dislocated worker population until they had received reasonable assurances that the program funding would be approved. This not only precluded an "early intervention" approach, but also made it difficult for local officials to initiate and maintain contact with dislocated workers and to track their status while funding decisions were being made at the State level.

When funding was finally approved, it was common for the local Title III program organizers to be in the position of having to identify workers who had been dislocated as much as 6 months earlier. In some respects, the delays required program operators to focus their outreach efforts upon long-term UI claimants and exhaustees by default. However, according to respondents, the delays caused significant problems for the effective targeting of reemployment services to long-term UI claimants:

- Many local programs reportedly found it difficult to track down dislocated workers so long after the plant closings or mass layoffs. Not all program operators had access to layoff lists, and unions did not always keep track of their laid-off workers.
- Since the funding delays precluded effective "early intervention" efforts, the dislocated workers were not afforded the opportunity to enroll in Title III programs while they still had UI benefits to support them. By the time the outreach activity was conducted, most dislocated workers were in the late stages of their benefit period, or had exhausted benefits, and no longer wished to enroll in the program owing to a lack of income support.

According to several respondents, the delays in the awarding of Title III funds to substate areas were a principle reason why some of the States had not been able to expend all of the Title III formula allocations in prior years.

4. STATE AND LOCAL PRACTICES DESIGNED TO IMPROVE THE COORDINATION AND TARGETING OF REEMPLOYMENT SERVICES ON AN ONGOING BASIS

In previous sections of this chapter, we concluded that Title III programs have, in general, done little to improve the coordination of services to long-term UI claimants with reemployment problems and that "hard-to-serve" claimants have not received

priority attention from Title III programs. The barriers that exist with regard to the coordination of services under Title III actually reflect the larger-scale problems of interagency coordination among ES, UI, and JTPA programs in general. Under JTPA, States are required to promote the coordination of services among these agencies at the local level. In promoting local interagency coordination of services, however, States have typically relied upon such mechanisms as:

- The development of statewide interagency agreements that require ES and JTPA programs to provide specific reciprocal services on a statewide basis.
- Efforts to encourage the development of financial and nonfinancial agreements between ES and JTPA at the local level. These agreements may cover such activities as outreach, cross-referral, recruitment, direct reemployment or training services, and placement.

These types of mechanisms, however, have had mixed results in promoting effective interagency coordination, for the following reasons:

- The staff of the various agencies involved in the coordination agreements are generally not "cross-trained" in all of the different program services and eligibility requirements of the participant agencies. This lack of cross-training makes it difficult for the programs to implement agreements to cross-refer clients, since the staff of each program tend to be unfamiliar with the specific services that the other programs have to offer.
- Coordination and cross-referral agreements do not provide "one-stop shopping" for the client. Even if UI claimants are informed about JTPA programs by a UI claimstaker or ES counselor, for example, they typically have to travel to another location to obtain more detailed program information, to learn about eligibility criteria and to complete an application form. This system does not facilitate the enrollment of long-term UI claimants with reemployment problems, many of whom are resistant to accepting reemployment services to begin with.

Several of the States which we visited have begun to implement or experiment with more effective mechanisms for ensuring interagency coordination between ES and JTPA programs on an ongoing basis. In the remainder of this section, we describe some of the approaches or mechanisms that specific States have implemented or were planning to implement in the future. These approaches include:

- . Pennsylvania's Job Center concept
- . Indiana's plan to merge ES and JTPA functions
- . Washington's Special Employment and Training Services (SETS) project

(1) Pennsylvania's Job Center Concept

In 1987, Pennsylvania's Department of Labor and Industry proposed the development of a network of Job Centers across the State to offer "comprehensive services for individuals seeking employment assistance." Such centers would initially provide for a single point in each community where residents could receive the services currently provided by:

- . The Office of Employment Security (Job Service and UI)
- . The SDAs under JTPA
- . The Office of Vocational Rehabilitation
- . The Bureau of Apprenticeship and Training

The proposal called for these services to be physically colocated in each community. Services within the Job Centers were to be coordinated "so that duplication would be avoided and activities streamlined." Services would include job information, counseling, testing, referral, placement, financial support, and training resources.

The proposal also envisaged the development of Job Center Teams which would offer an integrated range of services that could be mobilized in such situations as plant closings, mass layoffs, and other crisis situations. Job Center Teams might also provide services in such out-of-the-office locations as schools, neighborhood centers, and job sites. Staff members from each of the agencies represented would form teams which would be able to react quickly to emergency situations, such as a plant closing.

As proposed, the Job Centers would also serve as Employment Data Centers, offering job analysis and labor market information to employers and providing training needs inventories, occupational and career information and other vocational counseling. The Job Centers would also tie into local community programs which could provide specialized services to individuals with special barriers to

reemployment. As proposed, the local community Job Centers would eventually link-up to form a statewide network which would coordinate with the activities of the State's economic development programs.

The State has solicited proposals from local communities to establish Job Centers on a pilot basis. About four or five proposals had been approved at the time of our field visit. Most of the proposals had been received from local ES offices. The State's goal was to have one Job Center set up in each of the State's regions by February 1988.

Respondents indicated that existing leases are currently a major practical barrier to agency colocation at the local level. As part of the Job Center concept, State officials were examining such options as:

- . The use of a common intake form for ES, UI, and JTPA
- . Cross-training of ES, UI, and JTPA staff

A State official noted that UI benefits would be the "draw" to bring UI claimants into the Job Centers and to provide them ready access to the various reemployment services available.

(2) Indiana's Proposed ES-JTPA Merger

As part of a statewide effort to improve ES-UI-JTPA coordination, Indiana had developed plans to institute "one-stop shopping" for all clients at the local level effective July 1, 1988. As part of this initiative, the SESA and State JTPA agencies were merged into a single agency in July 1987.

Indiana's one-stop concept differed from Pennsylvania's Job Center approach in that there were no immediate plans to have all ES-UI-JTPA staff physically colocated in the same offices. Instead, at least for the short-term, staff were to be cross-trained in the services and procedures of all three programs and outstationed in the various offices. In addition, each ES, UI, and JTPA facility was to be supplied with intake forms for each of the three programs. Eventually, a common intake form for all three programs may be developed. Under the one-stop concept, a client

could visit any ES, UI, or JTPA office and enroll in any of the available services. At the local level, ES and UI offices are already colocated.

State officials indicated that they had originally discussed the option of physically colocating ES, UI, and JTPA staff at the local level, but had decided that this option was not practical in the short-term because of existing leases and other factors. However, there would be some staff transfer among the three sets of offices. For example, some ES staff who are cross-trained in UI and JTPA services would be stationed in JTPA offices, while a number of cross-trained JTPA staff would be outstationed in ES-UI offices.

Under the reorganization plan, the PICs would be given direct administrative responsibility for both JTPA and Wagner-Peyser programs. Under this concept, ES employees might be appointed via the local mechanisms that are currently being used by the PIC/JTPA system and might no longer be State employees. UI employees, however, would remain as State employees. The local PICs would be given considerable flexibility in designing how the one-stop concept would be implemented.

Among the other problems that had to be addressed in the ES-JTPA merger, according to State and local officials, were the following:

- Money would have to be allocated to place computer terminals in the JTPA offices so that outstationed ES workers could access the ES job banks.
- The different personnel policies and procedures of the two programs would have to be reconciled.

(3) Washington's Special Employment And Training Services (SETS) Project

Washington State operates its mainstream Title III program via a network of local Job Service Centers. The program, known as the Special Employment and Training Services (SETS) project, operates in 23 of the State's 42 Job Service Centers. Services are targeted at dislocated workers who are not identified with a major plant closing. The major target group is UI claimants who "face severe

barriers to reemployment because of technological change or other factors resulting in skills obsolescence."

The SETS project was instituted in 1984. The concept underlying the project is that dislocated workers in the target population can be identified immediately as they sign up for UI benefits at the local Job Service Centers. These dislocated workers can then be referred for immediate assistance. Specific staff members within the local offices are dedicated exclusively to the SETS project.

Under the SETS project, local office managers are required to negotiate coordination agreements with the SDAs for the referral of UI claimants who wish to enroll in SDA Title III training programs. Among the specific services provided to SETS participants are:

- . Skills assessment
- . Job search assistance
- . Referral to OJT or institutional skills training
- . Supportive services
- . Relocation
- . Placement assistance

Although the SETS project does not represent a complete "one-stop" approach, the project has specific advantages for serving UI claimants when compared to most other States' systems for allocating Title III funds:

- . The project is housed in local UI/ES offices, so that all UI claimants are automatically informed about the project's reemployment services.
- . SETS staff are cross-trained in JTPA programs and services, so that UI claimants do not have to travel to JTPA facilities to learn about training programs and application procedures.
- . The project is not limited to plant-specific or industry-specific situations
- . The project allows UI claimants to select from the full range of available reemployment services, depending upon their needs and interests
- . Project services are made available to UI claimants as soon as they file their claims

III. OBSTACLES TO PROVIDING EFFECTIVE SERVICES TO LONG-TERM UI CLAIMANTS WITH REEMPLOYMENT PROBLEMS: THE IMPACT OF CLAIMANTS' ATTITUDES AND CHARACTERISTICS

1. INTRODUCTION

During our interviews with State and local officials in the UI, JTPA, and ES programs, we asked respondents to discuss their experiences in providing various types of reemployment services to long-term UI claimants who experienced reemployment problems. Respondents were asked the following specific questions:

- What difficulties had been encountered in recruiting these types of long-term UI claimants into reemployment programs?
- What types of long-term claimants were the most difficult to recruit into JTPA programs?
- What mix of services seems to be the most effective for long-term UI claimants who experience reemployment problems? What services are they most likely to accept?

In response to our questions, respondents identified a number of claimant characteristics and attitudinal factors which, in their view, act as barriers to providing effective reemployment services to many unemployed UI claimants. Section 2 of this chapter summarizes the viewpoints of State and local officials on this issue. Section 3 of this chapter discusses the implications of these claimant characteristics and attitudes for overall intervention strategies.

2. LONG-TERM UI CLAIMANTS: CHARACTERISTICS AND ATTITUDES THAT REPRESENT BARRIERS TO THE DELIVERY OF REEMPLOYMENT SERVICES

During our interviews, respondents reported that the certain characteristics and attitudes tend to be common among UI claimants who experience reemployment problems, and that these characteristics and attitudes create barriers to the timely and

effective delivery of reemployment services. These characteristics and attitudes are as follows:

- Expectations of being recalled
- Unrealistic wage expectations
- Educational deficits and functional illiteracy
- Lack of job search skills
- Discrepancies between job titles and actual skills
- Attitudes of mistrust and hostility
- Reluctance of many claimants to relocate
- Union members' lack of familiarity with the Job Service
- Reluctance to enroll in reemployment programs after UI benefits are exhausted

Each of these characteristics/attitudes is described in detail in the sections that follow.

(1) Expectations Of Being Recalled

According to respondents, many of the claimants who experience reemployment problems do not fully accept the fact that they are unlikely to be recalled by their former employer. Having earned high wages while working at their former jobs, they are reluctant to accept retraining or Job Service referrals for lower paying jobs as long as they believe that there is a possibility of being recalled. A compounding factor is that these workers have often been employed for many years at their prior jobs, making it difficult for them to accept the reality of their situation. It was also noted by some respondents that many of these types of claimants have witnessed a cycle of "layoff and recall" over a period of several years and often do not accept the idea that a layoff is permanent unless a plant actually closes. In addition, in most of the communities which we visited, some of the employers who had instituted mass layoffs in recent years had, in fact, recalled a small percentage of their laid off workers, thereby reinforcing the perceptions of other workers that they might be recalled. Finally, some respondents noted that, in

situations where there has been a history of labor-management disputes, many laid-off workers believe that layoffs are merely a "bluff" by management and that they will soon be recalled.

A number of respondents noted that the "layoff-recall" cycle often made it difficult for the Job Service and JTPA programs to place long-term claimants with other employers. Many employers were reportedly reluctant to hire such claimants because it had been their experience that the claimant would quit their new job as soon as a recall notice was issued by their former employer. In this connection, many respondents noted that employers were sometimes reluctant to hire long-term claimants because they believed that the claimants would not be content with their new jobs (which usually paid much less than they had earned previously) and would have poor work attitudes.

(2) Unrealistic Wage Expectations

In all of the sites we visited, respondents noted that many of the UI claimants who have difficulty being reemployed are reluctant to enroll in job training or ES programs because they perceive that these programs will provide them with much lower-paying jobs than they had previously held. Claimants, for example, who were used to being paid upwards of \$12 per hour, usually in a unionized job, were said to be reluctant to accept Job Service referrals to \$5 per hour jobs or to enroll in JTPA programs that would result in jobs paying only \$6 to \$7 per hour. These claimants tended to remain on UI for several months or to exhaust their benefits entirely, particularly if they had a spouse who worked part-time or full-time.

It was also noted that many of the claimants who experience reemployment problems initially refuse to believe that they may not be able to find high paying jobs in other industries. Accordingly, they tend to circumvent the Job Service and remain on UI while looking for a high paying job on their own.

Some respondents also noted that many unemployed claimants have actually been working in low-skill occupations (e.g., as janitors) but have been making high wages because they were working in unionized factories. These claimants are often reluctant to accept the fact that, even if they find a comparable job with another

employer, they are unlikely to be paid the level of wages that they had earned previously.

(3) Educational Deficits And Functional Illiteracy

Many respondents noted that UI claimants who experience reemployment problems often suffer from educational deficits and functional illiteracy. These claimants, for example, include workers who had been employed in the same job since leaving high school or who dropped out of high school to go to work at an early age. In addition, many of the UI claimants who have reemployment problems have worked in assembly line jobs which did not require high levels of functional literacy.

According to respondents, low education levels and functional illiteracy create three types of reemployment problems for UI claimants:

- The claimants experience problems in finding jobs that require specific levels of reading and math skills, particularly jobs in the retail trade and service sector.
- Claimants cannot be placed very readily into vocational training programs that assume certain levels of functional literacy.
- Claimants are unable to fill out application forms for jobs, prepare resumes or verbalize effectively in interviews.

With regard to the latter issue, respondents noted that some type of remedial education should be a core component of any type of retraining or reemployment program for claimants who have low education or functional literacy problems and who experience reemployment problems as a result. It was noted, however, that it is often difficult to recruit such claimants into programs because of the perceived stigma involved in admitting to problems of functional illiteracy. In addition, claimants with literacy problems are often difficult to identify because many of them seek to conceal these problems from intake workers and job counselors.

(4) Lack Of Job Search Skills

According to many respondents, UI claimants who experience reemployment problems often have poorly developed job search skills. A major reason is that many such claimants have never been in the position of having to conduct a systematic job search effort. Many of the claimants, for example, have been working for the same employer since leaving high school, and typically obtained their job with the help of a family member or friend. This situation creates two sets of problems, according to respondents:

- . Such claimants are often unfamiliar with the unique characteristics of today's job market (particularly the growth of the service sector) compared to the job market of 20 years ago.
- . These types of claimants often have poorly developed skills with regard to interviewing techniques, resume preparation, appearing properly dressed when meeting a prospective employer, telephone manner, and "networking."

The lack of job search skills is reportedly a significant problem for claimants who have been employed in manufacturing jobs and who are now searching for jobs in the retail trade or service sector.

(5) Discrepancies Between Job Titles And Actual Skills

It was noted in some local sites that the Job Service sometimes found discrepancies between the prior job descriptions of UI claimants and their actual skills. For example, some of the claimants who described themselves as "machinists" had been working on an assembly line operating the same machine for many years. According to respondents, the skills of these claimants were often very limited and obsolete and did not qualify them for many of the machinist positions listed by employers with the Job Service.

(6) Attitudes Of Mistrust And Hostility

In several States, it was noted that UI claimants who experience reemployment problems are often a difficult population to deal with because of attitudes of

mistrust and hostility toward employers and toward local government agencies offering reemployment services. Workers who have lost their jobs after many years sometimes perceive the local reemployment programs in a hostile manner because program operators wish to emphasize retraining or reemployment in low-paying jobs while the claimants are primarily interested in getting their old jobs back. In addition, many of the claimants were said to view reemployment and retraining programs as "part of the welfare system."

(7) Reluctance Of Many Claimants To Relocate

Although JTPA Title III funds can be used to assist long-term UI claimants to relocate to other geographic areas, such claimants were reported to be generally unwilling to relocate out of the local area. This was said to be especially true of older workers who typically had broader ties to their local community and who often owned property that might be difficult to sell in a depressed community.

(8) Union Members' Lack Of Familiarity With The Job Service

It was noted that many UI claimants with reemployment problems are union members who are accustomed to finding work through a union hiring hall rather than through the Job Service. In fact, in the majority of States, such union members are initially exempt from Job Service registration after going on UI. According to several respondents, many union members who have not been used to dealing with the Job Service tend to have a negative view of the Job Service when they are finally required to register and comply with work search requirements. Union members also tend to regard the Job Service as not being credible as a source of jobs comparable to their previous jobs.

(9) Reluctance To Enroll In Retraining Programs After UI Benefits Are Exhausted

State and local officials noted that most long-term unemployed UI claimants who experience reemployment problems begin to accept the reality of their situation when their UI benefits are about to run out. At this point in time, according to respondents, the claimants begin to realize that they are unlikely to be recalled or to find other jobs with pay comparable to their prior jobs. In addition, they typically

begin to realize that their own job search efforts may be insufficient to find even a lower-paying job that is not temporary or part-time.

Many respondents noted, however, that, while claimants are generally more receptive to retraining services when their UI benefits are about to run out, most are still unwilling to enroll in retraining programs because they no longer have any income support to rely upon while they are in training (unless they qualify for Trade Readjustment Assistance or State "Extended Benefit" programs). Respondents observed that the only type of training that most UI exhaustees wish to enroll in is on-the-job training (OJT), which will provide them with an immediate wage.

3. IMPLICATIONS OF LONG-TERM CLAIMANT CHARACTERISTICS AND ATTITUDES FOR INTERVENTION STRATEGIES

The findings presented in the preceding section have important implications for overall intervention strategies designed to improve the referral of long-term claimants with reemployment problems to appropriate services. These implications are summarized below.

(1) Most UI Claimants Who Experience Reemployment Problems Are Unlikely To Enroll In Programs In The Absence Of An Aggressive Coordinated Outreach Strategy

Because of the attitudinal factors described previously, and the educational deficits of many UI claimants with reemployment problems, most such claimants are unlikely to accept reemployment services unless ES, UI, or JTPA programs can provide a coordinated and "proactive" approach to recruiting these claimants into programs. In the absence of such an approach, enrollment in reemployment programs is likely to occur largely on a "self-selective" basis, resulting in a lack of services to claimants with the most significant reemployment problems. Efforts should be made to ensure that outreach and recruitment activities are targeted to all UI claimants who experience reemployment problems and that such activities are maintained during the claimant's benefit period.

(2) Although Long-Term UI Claimants May Be An Appropriate Target Group For Services, The Most Effective Solution To Preventing Long-Term Unemployment Among This Group Is To Emphasize Early Intervention

A major theme reiterated by State and local respondents was that long-term UI claimants who experience reemployment problems are a difficult group to enroll in retraining programs because they typically have few resources remaining to support themselves while in training. Efforts to prevent long-term unemployment among such claimants, therefore, should ideally be concentrated upon the first few weeks of each claimant's benefit period, when the claimant has the resources left to enroll in training, remedial education, and employability development programs.

(3) UI Claimants With Reemployment Problems Should Be Offered A Variety Of Reemployment Services Customized To Their Individual Reemployment Barriers

Because of their unique characteristics and attitudes, UI claimants who experience reemployment difficulties should be provided with customized services that reflect such factors as:

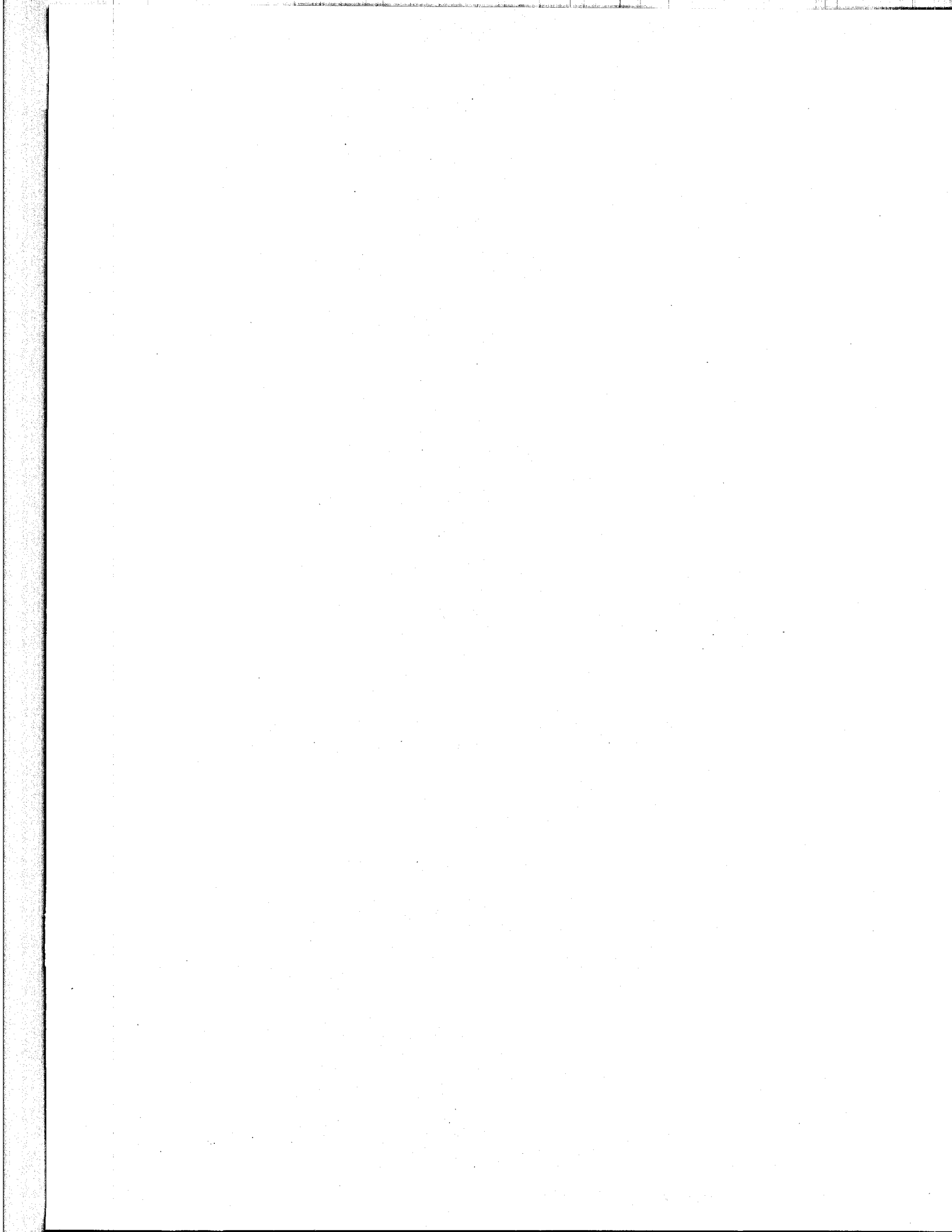
- . The need of some claimants for remedial education
- . The lack of job search skills among many claimants
- . Attitudinal factors that make them resistant to JTPA training or ES job referrals

Individual reemployment plans should be developed for claimants before they are referred to traditional job training or job placement services.

(4) Intervention Programs Should Address The Attitudinal Factors That Often Act As Barriers To The Reemployment Of UI Claimants

To address the attitudinal barriers to reemployment among many UI claimants, intervention efforts should include components which specifically address these barriers early in the claimant's benefit period. Efforts should be made, for example, to address unrealistic expectations about being recalled, and unrealistic wage expectations, among UI claimants.

PART B: RESULTS OF THE SURVEY OF LONG-TERM UI CLAIMANTS



PART B: RESULTS OF THE SURVEY OF LONG-TERM UI CLAIMANTS

This section of the report presents the major findings of the telephone surveys of long-term UI claimants in the 10 States. The primary objectives of conducting the claimant survey were as follows:

- To identify the proportion of long-term UI claimants who might potentially benefit from reemployment services. This is important for determining whether it is feasible to target reemployment services specifically to long-term UI claimants.
- To analyze the characteristics of long-term UI claimants, especially those who might potentially benefit from being referred to reemployment services. This is valuable for developing procedures for identifying long-term claimants who should be targeted for services.
- To examine the experiences, attitudes, and perceptions of long-term UI claimants with regard to work search efforts, employment and training programs, and employability. This analysis is critical to determining how existing employment and training services might be enhanced or better coordinated to ensure that long-term claimants are adequately served.

In this part of the report, we address each of the three analytical issues described above. Part B of the report is organized into the following chapters:

- Exhaustion rates and post-UI employment status of long-term claimants
- Demographic characteristics of major subgroups of long-term claimants
- Prior employment characteristics of major subgroups of long-term claimants
- Work search patterns of long-term claimants
- Long-term claimants' use of reemployment services and their attitudes toward such services
- Post-UI employment characteristics of long-term claimants who were reemployed at the time of followup

- **Perceptions of employability among long-term claimants who were unemployed at the time of followup**
- **Regression analysis of factors associated with UI exhaustion and post-UI employment status**
- **Observations and conclusions**

I. EXHAUSTION RATES AND POST-UI EMPLOYMENT STATUS OF LONG-TERM UI CLAIMANTS

In this chapter, we present data on exhaustion rates and post-UI employment status among long-term UI claimants in the sample. These data are relevant to determining the proportion of long-term claimants who might potentially benefit from reemployment services. We address the following specific issues:

- What percentage of the sample were actually long-term UI claimants (defined as claimants who were on UI for at least 22 weeks during their most recent claim)?
- Of the long-term claimants, what percentage exhausted benefits and what percentage were reemployed prior to exhaustion?
- Of the long-term claimants who exhausted benefits, what percentage were still unemployed at the time of our followup interviews? How many of these were still looking for work?
- Of the long-term claimants who were reemployed before exhausting benefits, what percentage were unemployed at the time of our followup interviews? How many of these were still looking for work?

In the sections that follow, we address each of these issues.

1. NUMBER AND PERCENTAGE OF LONG-TERM UI CLAIMANTS IN THE SAMPLE

In making our requests to States for listings of UI claimants, it was our initial plan to request the names of all UI claimants who had reached the 22nd week of their claim during a designated timeframe (May to July 1987 for most of the States). After some discussion, however, this initial plan was later changed for the following reasons:

- Many States have maximum claim periods longer than the standard 26-week maximum. Some States, for example, have 30-week maximums and a number of States have their own "extended benefit program" under which claimants who meet certain criteria can qualify for claim periods much longer than 26 weeks.
- Many States have minimum benefit periods that are considerably shorter than 26 weeks. In these States, persons who have not built up sufficient credits based on prior work history may qualify for relatively short benefit periods.

As a result, it was decided that we would ask the States to provide us with lists of claimants who had reached the last 5 weeks of their claim during the designated period, regardless of how long they had been on UI. It was anticipated that a large majority of these claimants would have been on UI for at least 22 weeks.

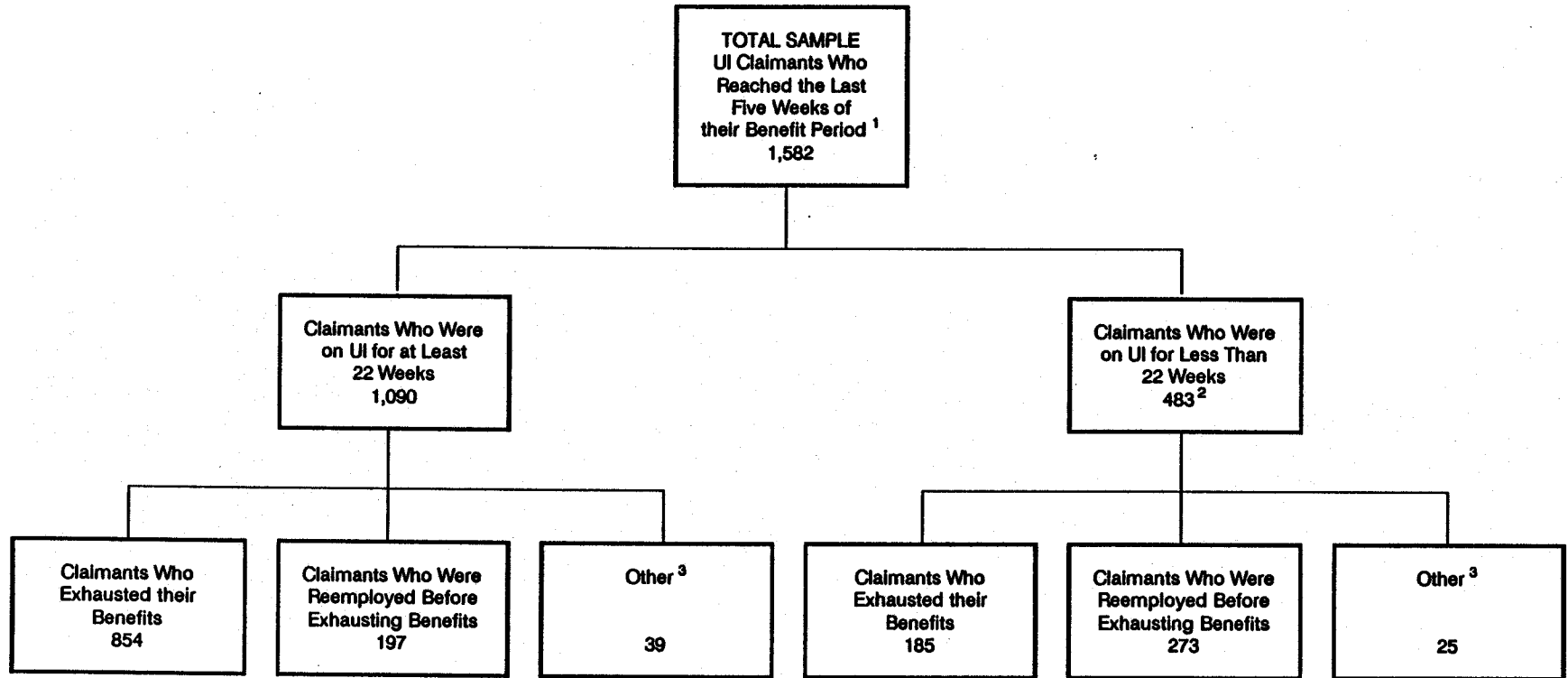
Exhibit B-I-1 presents data for the total sample (N = 1,582) on the length of time that claimants were on UI. The exhibit indicates that a relatively large number of the claimants (483 or 30.5 percent) were on UI for less than 22 weeks. This number includes 185 sample members who exhausted their UI benefits in less than 22 weeks.

The large number of short-term claimants in the sample (i.e., claimants who were on UI for less than 22 weeks) is due to the fact that our sample included a surprisingly large number of claimants who were eligible for short benefit periods. One of the factors which appears to explain this situation is that most of the claimants in the sample established their UI claim during the period from November 1986 to February 1987. This time period is a peak period for new UI claims, reflecting the impact of the winter months upon seasonal occupations such as construction. In fact, a total of 361 (22.8 percent) of the sample had been working in the construction industry.

Another point which must be emphasized is that 134 (27.7 percent) of the 483 short-term claimants were from the Iowa sample. The major reason why so many of the Iowa claimants were in the short-term category is that a very large percentage of the Iowa claimants had been working in construction (42.1 percent) or other seasonal occupations. Officials in Iowa indicated that there had been a number of major highway construction projects in the Waterloo area during 1986 and 1987, in addition to ongoing highway repair activities.

UI CLAIM PERIODS AND EXHAUSTION RATES AMONG THE CLAIMANT SAMPLE

B-5



1 Sample members reached the last five weeks of their benefit period during the May-July 1987 timeframe.

2 A total of 147 (30.4%) of these claimants were in the Iowa sample.

3 This category includes: (1) disqualified claimants and (2) claimants who did not report their status.

2. RATES OF EXHAUSTION AMONG THE SAMPLE

Exhibit B-I-1 indicated that, of the 1,090 sample claimants who remained on UI for 22 weeks or more, a total of 854 (77.7 percent) went on to exhaust their benefits. A total of 197 (18.1 percent) were reemployed before exhausting benefits. A total of 39 (35.8 percent) of the claimants had been disqualified from UI, or did not report their status.

Among sample members who were on UI for less than 22 weeks, a total of 185 (38.3 percent) exhausted their UI benefits, while 273 (56.5 percent) were reemployed before exhausting their benefits. Of the 273 who were reemployed, a total of 106 (38.8 percent) were from the Iowa sample.

3. EMPLOYMENT STATUS AT THE TIME OF THE INTERVIEWS

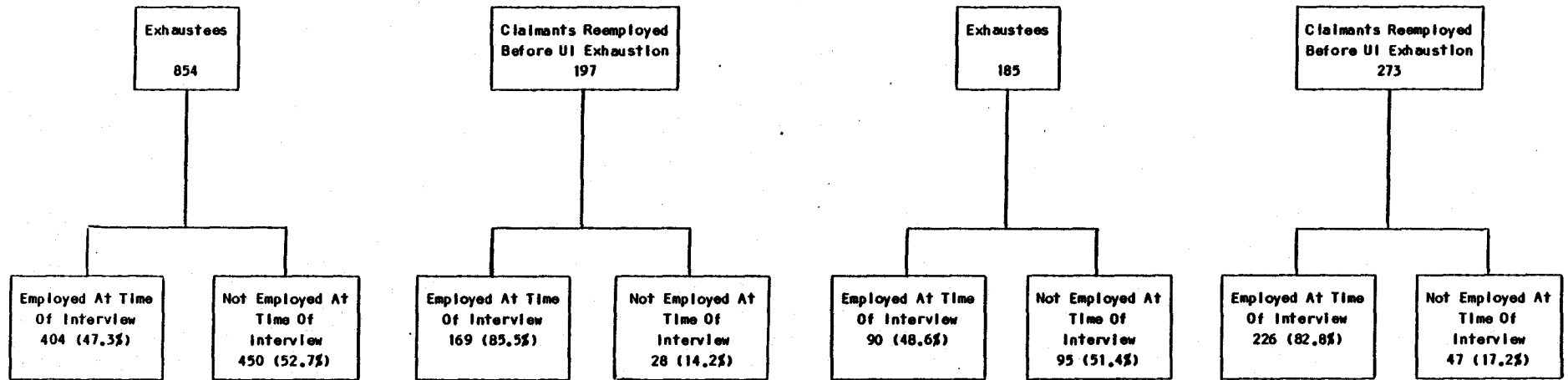
Exhibit B-I-2 presents data on the employment status of sample members when they were interviewed (approximately 4 to 6 months after they had reached their last 5 weeks of benefits). The exhibit indicates that, for claimants who were on UI for at least 22 weeks and who subsequently exhausted their benefits (N = 854), a total of 404 (47.3 percent) were employed when interviewed, while 450 (52.7 percent) reported that they were not employed.

Of the 197 claimants who were on UI for at least 22 weeks but who got jobs before exhausting benefits, a total of 169 (85.8 percent) were still employed at the time of interview, while 28 (14.2 percent) were unemployed.

Among the 185 sample members who exhausted benefits but were on UI for less than 22 weeks, 90 (48.6 percent) reported that they were employed at followup, while 95 (54.4 percent) were not employed. It should be noted that the level of unemployment among this group of exhaustees was approximately the same as the level of unemployment among exhaustees who had been on UI for 22 weeks or more.

Claimants On UI For At Least 22 Weeks

Claimants On UI For Less Than 22 Weeks



B-7

* Sample members were interviewed approximately 4-6 months after they reached their last 5 weeks of benefits.

Among the 273 claimants who were on UI for less than 22 weeks and who were reemployed before exhausting benefits, 226 (82.8 percent) were still employed at the time of interview. This rate is comparable to that of the sample members who were on UI for 22 weeks or more but who were reemployed prior to exhaustion.

**4. LONG-TERM CLAIMANTS STILL UNEMPLOYED AT THE TIME OF INTERVIEW:
PROPORTION WHO WERE LOOKING FOR EMPLOYMENT**

Among claimants who remained on UI for at least 22 weeks, a total of 478 were unemployed when interviewed. This total included 450 claimants who had exhausted benefits and 28 who had left UI to take a job before exhausting benefits (refer to Exhibit B-I-2).

Exhibit B-I-3 indicates that, of the 478 unemployed sample members, 370 (77.4 percent) were looking for work, and 108 (22.6 percent) were not looking for work. The exhibit shows that of the 450 exhaustees who were unemployed at followup, 345 (76.7 percent) said that they were still looking for work. Of the 105 who were not looking for work, a total of 22 might be termed "discouraged." These included respondents who had retired involuntarily (7), believed there was no work available in their occupation (6), thought that they lacked the necessary schooling (3) or thought that they were victims of age discrimination (6).

Of the 25 unemployed sample members who had been on UI for at least 22 weeks but had not exhausted benefits, only 3 (10.7 percent) reported that they were not currently looking for work.

5. SITE-BY-SITE DATA

Exhibit B-I-4 presents data for each sample site on rates of UI exhaustion and post-UI employment status among sample claimants who were on UI for at least 22 weeks. The data in the exhibit indicate the following:

LONG-TERM CLAIMANTS WHO WERE UNEMPLOYED AT THE TIME OF INTERVIEW: PROPORTION WHO WERE LOOKING FOR WORK

	Claimants Who Were on UI for at Least 22 Weeks and Who Were Unemployed at the Time of Interview		
	Exhaustees N=450	Claimants Who Were Reemployed Before Exhaustion N=28	Total N=478
Currently Looking for Work	345 (76.7%)	25 (89.3%)	370 (77.4%)
Not Currently Looking for Work	105 (23.3%)	3 (10.7%)	108 (22.6%)
Reasons Why Not Currently Looking For Work			
. "Retired, voluntary"	21	-	21
. "Retired, involuntary"	7	-	7
. "Believe no work is available in his/her occupation"	6	-	6
. "Lack necessary schooling"	3	-	3
. "Age discrimination"	6	-	6
. "Can't arrange child care"	6	-	6
. "Other family responsibility"	10	-	10
. "In school or other training"	23	-	23
. "Ill health/disability"	20	1	21
. "New job to start"	11	1	12
. Other	2	1	3

EXHIBIT B-I-4

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
RATES OF EXHAUSTION AND EMPLOYMENT SITUATION AT
TIME OF INTERVIEW, BY SITE

Sites	Total Claimants Who Exhausted UI Or Were Reemployed Before Exhausting Benefits	Exhaustees (percent of total claimants)	Exhaustees (N=854)					
			Working At Time Of Interview (as a percentage of exhaustees)		Not Working At Time Of Interview (as a percentage of exhaustees)		Not Working But Still Looking For Jobs When Interviewed (as a percentage of exhaustees)	
St. Louis County, MN	103	79 (76.7%)	37 (46.8%)	42 (53.2%)	34 (43.0%)			
Jefferson County, AL	133	123 (92.5%)	59 (48.0%)	64 (52.0%)	47 (38.2%)			
Lake County, IN	103	73 (70.9%)	23 (31.5%)	50 (68.5%)	41 (56.2%)			
Blackhawk County, IA	12	9 (75.0%)	5 (55.6%)	4 (44.4%)	2 (22.2%)			
Taos County, NM	95	81 (85.3%)	36 (44.5%)	45 (55.5%)	41 (50.6%)			
Monroe County, NY	132	108 (81.8%)	54 (50.0%)	54 (50.0%)	41 (38.0%)			
Allegheny County, PA	148	132 (89.2%)	63 (47.7%)	69 (52.3%)	45 (34.1%)			
Kanawha County, WV	135	105 (77.8%)	53 (50.5%)	52 (49.5%)	44 (41.9%)			
King County, WA	87	65 (74.7%)	34 (52.3%)	31 (47.7%)	26 (40.0%)			
Racine & Kenosha Counties, WI	103	79 (76.7%)	40 (50.6%)	39 (49.4%)	24 (30.4%)			
	Total 1,051 (100.0%)	854 (81.3%)	404 (47.3%)	450 (52.7%)	345 (40.4%)			

B-10

- In two of the sites—Jefferson County, Alabama and Allegheny County, Pennsylvania—the rates of exhaustion among long-term claimants were much higher than in the other sites (92.5 percent and 89.2 percent) respectively.
- Among long-term claimants who were on UI for at least 22 weeks (N=854), the percentage who were employed at the time of the interviews was much lower in Lake County, Indiana (31.5 percent) than in the other nine sites. However, among the other nine sites, the rate of employment at the time of interview clustered within a relatively narrow range (44.5 percent to 52.3 percent, excluding the Blackhawk County sample).
- Again excluding the Blackhawk County sample, the percentage of exhaustees who were unemployed at the time of interview but who were looking for jobs ranged from 30.4 percent in Racine/Kenosha, Wisconsin to 56.2 percent in Lake County, Indiana.

6. CONCLUSIONS

The preceding sections addressed the question of what percentage of long-term UI claimants might potentially benefit from reemployment services of various types. It should be emphasized that the sample was not nationally representative but was drawn from communities which had experienced significant long-term unemployment in recent years. However, the following general observations and conclusions are presented:

- It is not necessarily correct to assume that, among a given sample of claimants who have reached the last 5 weeks of their benefit periods, the vast majority are actually long-term claimants (defined as persons who have been on UI for 22 weeks or more).
- The large majority of claimants who reached the 22nd week of benefits went on to exhaust benefits. Among the claimants who did stay on UI for at least 22 weeks, almost 80 percent exhausted benefits, while less than 20 percent found jobs before their benefits were exhausted.
- A large percentage of the claimants who reached their 22nd week of UI benefits were experiencing significant reemployment problems 4 to 6 months later. Among long-term claimants who exhausted their benefits, more than one-half (52.7 percent) were still unemployed when interviewed. Among the total sample of 1,090 claimants who were on UI for at least 22 weeks, 478 persons (43.9 percent) were unemployed at the time of the followup interview.

Of the 478 long-term claimants who were still unemployed several months after their benefits ran out, 390 were still looking for jobs. These persons represented 35.8 percent of the 1,090 individuals in the long-term claimant sample. Very few of the unemployed sample members were not interested in returning to the work force.

These observations suggest that a relatively large proportion of long-term UI claimants might potentially benefit from enhanced reemployment services targeted at the last few weeks of their benefit periods. However, the actual number who will benefit from such programs will be influenced by claimants' attitudes and perceptions regarding such programs. Data on this question will be presented in Part B, Chapter V of the report.

II. DEMOGRAPHIC CHARACTERISTICS OF THE MAJOR SUBGROUPS OF LONG-TERM UI CLAIMANTS

In this chapter, we present data on selected demographic characteristics of major subgroups within the overall claimant sample. Exhibit B-II-1 depicts the five major subgroups for whom data will be presented. As the exhibit indicates, the five subgroups are all long-term UI claimants (i.e., claimants who were on UI for at least 22 weeks). Among the overall sample of long-term claimants, the five subgroups are as follows:

- Group 1: Claimants who exhausted benefits (N = 854)
- Group 2: Claimants who were reemployed before exhausting benefits (N = 197)
- Group 3: Exhaustees who were employed at the time of our interviews (N = 404)
- Group 4: Exhaustees who were not employed at the time of our interviews (N = 450)
- Group 5: Exhaustees who were not employed at the time of our interviews but who were looking for jobs (N = 345)

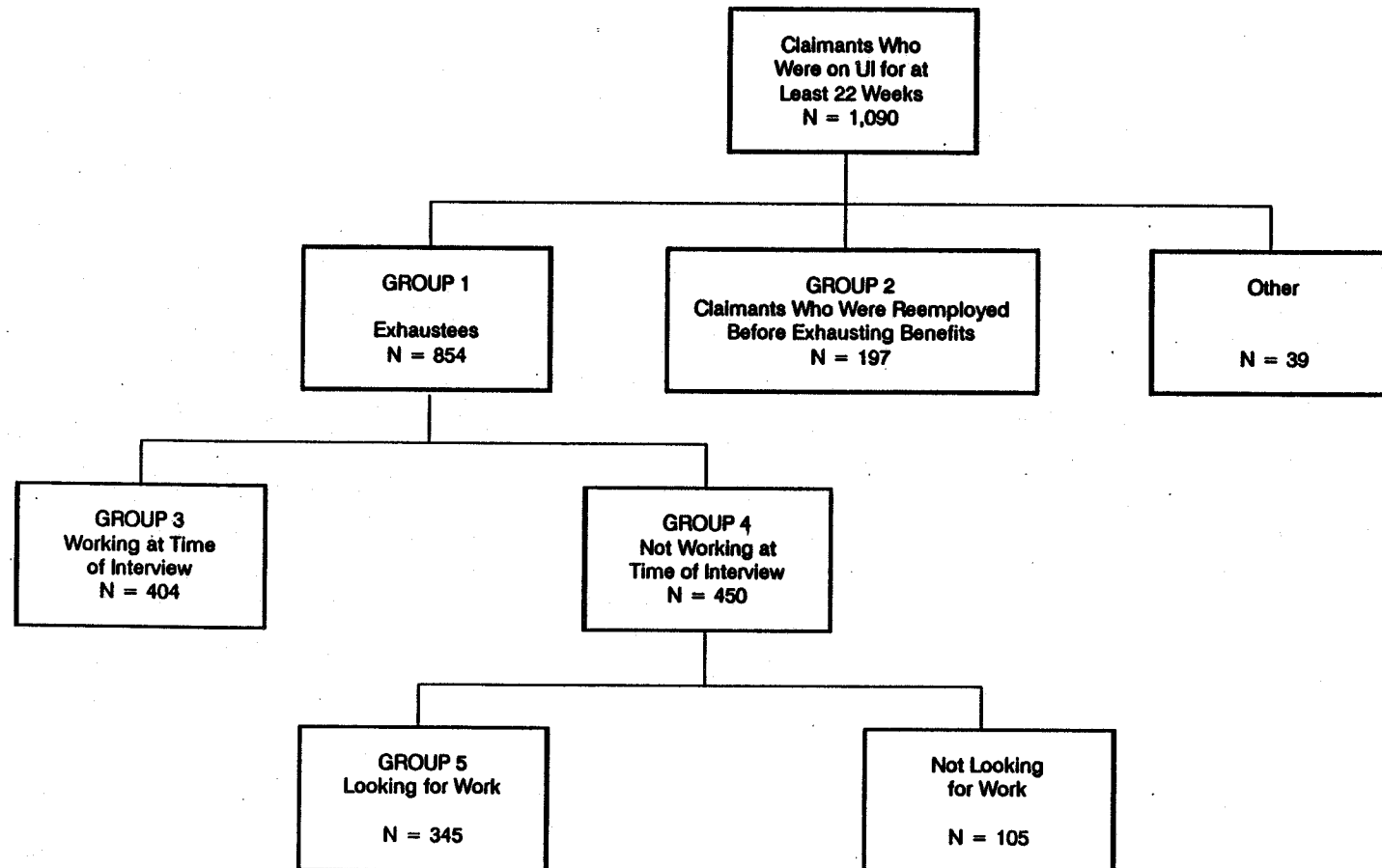
In presenting the data on background characteristics, our analytical objectives are as follows:

- To present data on the overall characteristics of claimants who reached the 22nd week of benefits
- To draw comparisons between long-term claimants who exhausted benefits and those who were reemployed before exhaustion
- To draw comparisons between exhaustees who were employed at the time of the interviews and those who were not employed
- To highlight the characteristics of exhaustees who were still unemployed but looking for work at the time of our interviews (Subgroup 5). This particular subgroup would appear to be able to benefit the most from enhanced reemployment services targeted at long-term UI claimants

EXHIBIT B-II-1

Department of Labor

PRIMARY SUBGROUPS FOR WHOM DATA WILL BE PRESENTED ON CLAIMANT CHARACTERISTICS



B-14

The specific background data that will be presented on each of the five subgroups are as follows:

- . Age
- . Sex
- . Education
- . Marital status and employment status of spouse/partner

1. AGE

Exhibit B-II-2 presents data on the age distribution of sample claimants who were on UI for at least 22 weeks. The exhibit indicates that, in general, claimants aged 45 and over were more likely to exhaust benefits than younger claimants. Specifically, while claimants aged 45 and older accounted for 35.7 percent of the exhaustees, they represented only 23.3 percent of persons who were reemployed before exhausting benefits. Of the 351 long-term claimants aged 45 and older, a total of 305 (86.9 percent) exhausted benefits, while 46 were reemployed before exhausting their benefits. In contrast, of the 689 long-term claimants aged 17 to 44, a total of 542 (78.7 percent) exhausted benefits, while 157 were reemployed before exhausting benefits.

Exhibit B-II-2 also shows that, among persons who exhausted benefits, younger claimants were more likely to be employed at the time of interview than older claimants. Claimants aged 17 to 34 accounted for 46.5 percent of those working, compared to 31.8 percent of those not working. Of the 331 exhaustees aged 17 to 34, a total of 188 (56.8 percent) were working at the time of interview, while among the 305 exhaustees aged 45 and older, only 109 (35.7 percent) were working at the time of interview.

Finally, Exhibit B-II-2 indicates that exhaustees aged 55 and over were more likely to have given up looking for work than younger exhaustees. Of the 104 exhaustees aged 55 and over who were not working at the time of interview, a total of 64 (61.5 percent) were still looking for work, while 40 (38.5 percent) said they were not looking for jobs.

CLAIMANTS WHO WERE ON UI FOR AT
LEAST 22 WEEKS, BY AGE

Age	Claimants Who Were on UI for at Least 22 Weeks	
	Exhaustees N=854	Claimants Who Left UI Before Exhausting Benefits N=197
17 - 24	47 (5.5%)	21 (10.7%)
25 - 34	284 (33.3%)	75 (38.7%)
35 - 44	211 (24.7%)	51 (25.9%)
45 - 54	160 (18.7%)	29 (14.7%)
55 - 64	135 (15.8%)	16 (8.1%)
65 +	10 (1.2%)	1 (0.5%)
Unknown	7 (0.8%)	4 (2.0%)

Age	Exhaustees Who Were on UI for at Least 22 Weeks		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Employed at Time of Interview But Looking for Jobs N=345
17 - 24	26 (6.4%)	21 (4.7%)	16 (4.6%)
25 - 34	162 (40.1%)	122 (27.1%)	94 (27.2%)
35 - 44	102 (25.2%)	109 (24.2%)	93 (27.0%)
45 - 54	68 (16.8%)	92 (20.4%)	76 (22.0%)
55 - 64	39 (9.7%)	96 (21.3%)	61 (17.7%)
65 +	2 (0.5%)	8 (1.0%)	3 (0.9%)
Unknown	5 (1.2%)	2 (0.4%)	2 (0.6%)

Among exhaustees aged 17 to 54 who were not working at the time of interview (N=344), a total of 279 (81.1 percent) said they were still looking for work, while only 65 (18.9 percent) said they were not looking for jobs.

The tendency of older exhaustees to drop out of the workforce at a greater rate than younger exhaustees was partially responsible for the larger percentage of older workers who were not working at the time of interview. However, a more significant factor was the greater reemployment barriers that older exhaustees appear to face. This is illustrated by the following data derived from Exhibit B-II-2:

Age	Exhaustees	Number Unemployed But Still Looking For Work	
17 - 24	47	16	(34.0%)
25 - 34	284	94	(33.1%)
35 - 44	211	93	(44.1%)
45 - 54	160	76	(47.5%)
55 - 64	135	61	(45.2%)
65 +	10	3	(30.0%)

The data indicate that exhaustees aged 35 to 64 appear to encounter the greatest problems in becoming reemployed.

2. EDUCATION

Exhibit B-II-3 presents data on the educational levels of long-term UI claimants in the sample. The data appear to indicate that educational level is not highly correlated with the probability that long-term claimants will exhaust UI benefits. However, the exhibit does indicate that, among exhaustees, persons with some college education were more likely to be employed at the time of interview. Specifically, exhaustees who had either completed college or had received some college education accounted for 35.6 percent of exhaustees who were working at the time of interview, compared to only 26.6 percent of those not working. The following data, derived from Exhibit B-II-3, show the probability of exhaustees being employed, by education:

CLAIMANTS WHO WERE ON UI FOR AT LEAST
22 WEEKS, BY EDUCATION

Education	Claimants Who Were on UI for at Least 22 Weeks	
	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Grammar school only	7 (0.8%)	-
Some high school	157 (18.4%)	39 (19.8%)
Completed high school only	426 (49.9%)	101 (51.3%)
Some college	163 (19.1%)	30 (15.2%)
Graduated college	101 (11.8%)	25 (12.7%)
Unknown	-	2 (0.2%)

Education	Exhaustees Who Were on UI for at Least 22 Weeks		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Grammar school only	2 (0.5%)	5 (1.1%)	4 (1.2%)
Some high school	61 (15.1%)	96 (21.3%)	74 (21.4%)
Completed high school only	197 (48.8%)	229 (50.9%)	182 (52.8%)
Some college	85 (21.0%)	78 (17.3%)	55 (15.9%)
Graduated college	59 (14.6%)	42 (9.3%)	30 (8.6%)

Education	Total Exhaustees	Working At Time Of Interview	Not Working But Looking For Jobs
Did not complete high school	164	63 (38.4%)	78 (47.6%)
Completed high school only	426	197 (48.8%)	182 (42.7%)
Attended college	264	144 (54.5%)	85 (32.2%)

The data show that exhaustees who had not completed high school were the most likely to be unemployed and looking for work at the time of interview, while exhaustees who had attended college were the least likely.

3. SEX

Exhibit B-II-4 presents data on long-term UI claimants by sex distribution. The data indicate that a lower percentage of males than females exhausted benefits. While males accounted for 64.1 percent of exhaustees, they represented 77.2 percent of the persons reemployed before exhausting benefits. Of the male claimants (N=699), a total of 547 (78.3 percent) exhausted benefits, compared to 307 (87.2 percent) of the females.

The data also indicate that, among exhaustees, males were more likely than females to be employed at the time of interview. Males constituted two-thirds of the employed group, compared to 61.8 percent of the group who were not working. The following data, derived from Exhibit B-II-4 show the probability of exhaustees being employed at the time of interview, by sex:

CLAIMANTS WHO WERE ON UI FOR AT
LEAST 22 WEEKS, BY SEX

Claimants Who Were on UI for at Least 22 Weeks		
Sex	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Male	547 (64.1%)	152 (77.2%)
Female	307 (35.9%)	45 (22.8%)

Exhaustees Who Were on UI for at Least 22 Weeks			
Sex	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Male	269 (66.6%)	278 (61.8%)	237 (68.7%)
Female	135 (33.4%)	172 (38.2%)	108 (31.3%)

	Total Exhaustees	Working At Time Of Interview	Not Working But Looking For Jobs
Male	547	269 (49.2%)	237 (43.3%)
Female	307	135 (44.0%)	108 (35.2%)

These data indicate that, while females exhaustees were less likely to be working, a major reason was that they left the workforce at a much greater rate than males. Specifically, only 35.2 percent of female exhaustees said they were unemployed and looking for work, compared to 43.3 percent of males. As Exhibit B-II-4 showed, only 108 (62.8 percent) of the 172 female exhaustees who were not working at the time of interview said they were still looking for work. In contrast, 237 (85.3 percent) of the 278 males who were not working at the time of interview said that they were still looking for work.

Exhibit B-II-5 compares male and female exhaustees in terms of the reasons given for not looking for work at the time of interview. The data indicate that the relatively high rate at which females dropped out of the workforce after exhausting benefits can be attributed to two factors:

- A total of 16 (25 percent) of the 64 females reported that they dropped out of the workforce to assume family responsibilities or because they could not arrange child care. None of the males in the sample left the workforce for these reasons.
- Another 16 (25 percent) of the 64 females who dropped out of the workforce did so because they were in training or school. In contrast, only 7 (13.7 percent) of the 51 males who dropped out did so because of being in school or training.

4. MARITAL STATUS AND SPOUSE'S EMPLOYMENT STATUS

Exhibit B-II-6 presents data on the marital status of long-term UI claimants. The data indicate that married claimants accounted for 64.4 percent of exhaustees, compared to only 58.4 percent of claimants who were reemployed before exhaustion. Of the 665

LONG-TERM UI CLAIMANTS WHO EXHAUSTED BENEFITS AND
 WERE UNEMPLOYED AT THE TIME OF INTERVIEW AND WHO
 WERE NOT LOOKING FOR WORK: REASONS GIVEN BY
 CLAIMANTS FOR NOT LOOKING FOR WORK, BY SEX

	Male	Female
Total Exhaustees	547	307
Total Unemployed At Followup	278 (50.8%)	172 (56.0%)
Unemployed And Not Looking For Work	51 (9.3%)	64 (20.8%)
<u>Reasons Given By Claimants For Not Looking</u>		
<u>For Work:</u>		
. Retired, voluntary	12	9
. Retired, involuntary	5	2
. Believe no work available in line of work or in local area	3	3
. Lack necessary schooling, training	1	2
. Age discrimination	4	2
. Racial or sexual discrimination	-	1
. Can't arrange child care	-	6
. Other family responsibility	-	10
. In school or other training	7	16
. Ill health, physical disability	12	8
. New job to start	5	6

CLAIMANTS WHO WERE ON UI FOR AT LEAST
22 WEEKS, BY MARITAL STATUS

Marital Status	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Married/Common Law	550 (64.4%)	115 (58.4%)
Separated	22 (2.6%)	2 (1.0%)
Divorced	90 (11.1%)	30 (15.2%)
Widowed	23 (2.7%)	5 (2.5%)
Never Married	168 (19.7%)	45 (22.8%)

Marital Status	Exhaustees Who Were on UI for at Least 22 Weeks		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Married/Common Law	248 (61.4%)	302 (67.1%)	222 (64.4%)
Separated	9 (2.2%)	13 (2.9%)	10 (2.9%)
Divorced	45 (11.1%)	45 (10.0%)	42 (12.2%)
Widowed	6 (1.5%)	17 (3.8%)	10 (2.9%)
Never Married	96 (23.8%)	72 (16.0%)	60 (17.4%)

married long-term claimants, 550 (82.7 percent) exhausted benefits. In contrast, only 90 (75.0 percent) of the 120 divorced claimants exhausted benefits and only 168 (78.9 percent) of the 213 "never married" claimants exhausted benefits.

Among exhaustees, married claimants were less likely to be employed at the time of interview than divorced or "never married" claimants. Specifically, of the 550 married exhaustees, 302 (54.9 percent) were unemployed at followup, compared to 45 (50.0 percent) of the 90 divorced exhaustees and 72 (42.9 percent) of the 168 "never married" exhaustees.

The major reason for the relatively low percentage of married exhaustees who were working at the time of interview is that a large percentage of these exhaustees left the workforce after exhausting benefits. A total of 80 (26.5 percent) of the 302 married exhaustees who were not working indicated that they were not looking for work, compared to 6.7 percent of the divorced exhaustees who were not working and 16.7 percent of the "never married" exhaustees who were not working.

Exhibit B-II-7 presents data on the employment status of the spouses of married long-term claimants. The data indicate that of the 337 married claimants who had a spouse working full-time, a total of 282 (83.7 percent) exhausted benefits. Of the 96 married claimants whose spouses were working part-time, a total of 80 (83.3 percent) exhausted benefits. Among the 232 married claimants whose spouses were not working at all, 188 (81.0 percent) exhausted benefits.

The data in Exhibit B-II-7 show that the spouse's employment status was not a major factor in whether a married exhaustee was employed at the time of interview. For example, 124 (44.0 percent) of the 282 married exhaustees whose spouses worked full-time were working at the time of interview, compared to 85 (45.2 percent) of the married exhaustees whose spouses were not working at all.

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS,
BY SPOUSE'S EMPLOYMENT STATUS

	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Spouse/Partner Working Full-Time	282 (33.0%)	55 (27.9%)
Spouse/Partner Working Part-Time	80 (9.4%)	16 (8.1%)
Spouse/Partner Not Working	188 (22.0%)	44 (22.3%)
No Spouse or Partner	304 (35.6%)	82 (41.6%)

	Exhaustees Who Were on UI for at Least 22 Weeks		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Spouse/Partner Working Full-Time	124 (30.7%)	158 (35.1%)	113 (32.8%)
Spouse/Partner Working Part-Time	39 (9.7%)	41 (9.1%)	33 (9.6%)
Spouse/Partner Not Working	85 (21.0%)	103 (22.9%)	76 (22.0%)
No Spouse or Partner	156 (38.6%)	148 (32.9%)	123 (35.7%)

III. PRIOR EMPLOYMENT CHARACTERISTICS OF MAJOR SUBGROUPS OF LONG-TERM UI CLAIMANTS

In this chapter, we present data on the jobs held by long-term UI claimants before they went on UI. Data are presented for the five major subgroups of long-term claimants in the sample. Information is presented on the following characteristics:

- . Industries in which claimants worked
- . Occupations in which claimants worked
- . Reasons why the claimants' prior jobs ended
- . Length of time that claimants worked at their prior jobs
- . Earnings of claimants at their prior jobs
- . Hours worked per week by claimants

1. INDUSTRIES IN WHICH CLAIMANTS WORKED

Exhibit B-III-1 presents data on the industries in which long-term UI claimants worked before going on UI. The data are organized according to the Standard Industrial Classification (SIC) major groups and subgroups.

The most significant finding in Exhibit B-III-1 is that the construction industry accounted for a relatively large proportion of the claimants who were reemployed before exhausting benefits. Specifically, 63 (32.0 percent) of the 197 long-term claimants who were reemployed before exhausting benefits worked in construction, compared to only 16.9 percent of exhaustees. Of the 207 long-term claimants who had worked in the construction industry, only 144 (69.6 percent) exhausted benefits, compared to 710 (84.1 percent) of the 844 long-term claimants who worked in other industries. Among the other leading groups of industries, the percentage of long-term claimants who exhausted benefits was as follows:

- . Mining (88.5 percent)
- . Manufacturing (83.2 percent)
- . Transportation, communications, utilities (87.2 percent)
- . Retail trade (85.4 percent)
- . Services (83.7 percent)

INDUSTRIES IN WHICH LONG-TERM CLAIMANTS
WORKED BEFORE FILING FOR UI

Industry In Which Claimant Was Employed Prior To Filing For UI (SIC Major Group)	Claimants Who Were on UI for at Least 22 Weeks	
	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Agriculture, Forestry, Fishing (01-09)	12 (1.4%)	1 (0.5%)
Mining	100 (11.7%)	13 (6.6%)
. Metal mining (10)	29	4
. Coal mining/coal processing (12)	60	8
. Oil, gas, other (13,14)	11	1
Construction	144 (16.9%)	63 (32.0%)
. Building (15)	28	7
. Heavy (16)	66	31
. Special trades (17)	50	25
Manufacturing	242 (28.3%)	49 (24.9%)
. Food (20)	11	1
. Textiles, apparel (22,23)	-	2
. Lumber/wood products (24)	6	2
. Furniture/paper (25,26)	4	2
. Printing, publishing (27)	13	1
. Chemicals (28)	13	1
. Petroleum refining (29)	14	1
. Rubber, plastics, leather, stone, glass, concrete (30-32)	14	-
. Primary metals (33)	49	13
. Fabricated metal products (34)	22	6
. Industrial and commercial machinery and computers (35)	27	8
. Electronic/electrical equipment (36)	22	4
. Transportation equipment (37)	17	4
. Measuring instruments; photographic, medical, optical goods (38)	23	3
. Miscellaneous (39)	7	1
Transportation, Communications, Utilities	68 (8.0%)	10 (5.1%)
. Transportation (40-47)	59	8
. Communications/utilities (48-49)	9	2
Wholesale Trade (50-51)	36 (4.2%)	5 (2.5%)
Retail Trade	105 (12.3%)	18 (9.1%)
. Merchandise stores (53)	16	2
. Food stores (54)	14	1
. Auto dealer/gas stations (55)	22	3
. Restaurants (58)	25	4
. Other retail	28	8
Finance, Insurance, Real Estate (60-69)	23 (2.7%)	8 (4.1%)
Services	123 (14.4%)	24 (12.2%)
. Hotels (70)	11	2
. Business (73)	29	3
. Auto repair/other repair (75,76)	14	5
. Health (80)	28	3
. Education/social services (82,83)	19	5
. Other services	22	6
Public Administration (91-98)	15 (1.8%)	6 (3.0%)

The large percentage of construction workers who returned to work before exhausting benefits suggests that, among populations of long-term UI claimants, there are likely to be a number of seasonally unemployed workers, as well as workers who are structurally dislocated or who are planning not to return to work.

It should also be emphasized that, in the 10 sites selected for the study, worker dislocation had been occurring primarily in two groups of industries: mining and manufacturing. Among the long-term claimants in the sample, these two groups accounted for 342 (40.0 percent) of the 854 exhaustees and for 62 (31.5 percent) of the 197 claimants who were reemployed before exhausting benefits.

Exhibit B-III-2 presents data on the employment status of exhaustees at the time of interview, by the industries in which they had worked before going on UI. The data indicate that, for the leading groups of industries, the following percentages of exhaustees were not working at the time of interview:

- . Mining (56.0 percent)
- . Construction (49.3 percent)
 - Building (50.0 percent)
 - Heavy (57.6 percent)
 - Special trades (38.0 percent)
- . Manufacturing (50.4 percent)
 - Petroleum refining (0.0 percent)
 - Primary metals (61.2 percent)
 - Fabricated metal products (59.1 percent)
 - Industrial and commercial machinery (59.3 percent)
 - Electronic/electrical equipment (59.1 percent)
 - Transportation equipment (64.7 percent)
- . Transportation, Communications, Utilities (42.6 percent)
- . Retail Trade (61.0 percent)
- . Services (52.0 percent)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS
AND WHO EXHAUSTED BENEFITS: EMPLOYMENT STATUS
AT TIME OF INTERVIEW, BY INDUSTRY IN WHICH
CLAIMANT WORKED PRIOR TO GOING ON UI

	Exhaustees (N=854)		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Agriculture, Forestry, Fishing (01-09)	5 (1.2%)	7 (1.6%)	6 (1.7%)
Mining	44 (10.9%)	56 (12.4%)	47 (13.6%)
. Metal mining (10)	17	12	11
. Coal mining/coal processing (12)	22	38	31
. Oil, gas, other (13, 14)	5	6	5
Construction	73 (18.1%)	71 (15.8%)	58 (16.8%)
. Building (15)	14	14	10
. Heavy (16)	28	38	33
. Special trades (17)	31	19	15
Manufacturing	121 (30.0%)	123 (27.3%)	91 (26.4%)
. Food (20)	7	4	3
. Textiles, apparel (22, 23)	-	-	-
. Lumber/wood products (24)	4	2	2
. Furniture/paper (25, 26)	1	3	2
. Printing, publishing (27)	6	7	5
. Chemicals (28)	6	7	6
. Petroleum refining (29)	14	-	-
. Rubber, plastics, leather, stone, glass, concrete (30-32)	11	3	3
. Primary metals (33)	19	30	21
. Fabricated metal products (34)	9	13	11
. Industrial and commercial machinery and computers (35)	11	16	11
. Electronic/electrical equipment (36)	9	13	5
. Transportation equipment (37)	6	11	11
. Measuring instruments; photographic, medical, optical goods (38)	12	11	8
. Miscellaneous (39)	4	3	3
Transportation, Communications, Utilities	39 (9.7%)	29 (6.4%)	24 (7.0%)
. Transportation (40-47)	32	27	23
. Communications/utilities (48-49)	7	2	1
Wholesale Trade (50-51)	18 (4.5%)	18 (4.0%)	14 (4.1%)
Retail Trade	41 (10.1%)	64 (14.2%)	46 (13.3%)
. Merchandise stores (53)	4	12	7
. Food stores (54)	6	8	6
. Auto dealer/gas stations (55)	10	12	11
. Restaurants (58)	12	13	8
. Other retail	9	19	14
Finance, Insurance, Real Estate (60-69)	13 (3.2%)	10 (2.2%)	9 (2.6%)
Services	59 (14.6%)	64 (14.2%)	44 (12.8%)
. Hotels (70)	3	8	4
. Business (73)	11	18	12
. Auto repair/other repair (75, 76)	10	4	4
. Health (80)	14	14	10
. Education/social services (82, 83)	9	10	8
. Other services	12	10	6
Public Administration (91-98)	8 (2.0%)	7 (1.6%)	6 (1.7%)

Exhibit B-III-3 presents data on the occupations in which long-term claimants were working before going on UI. A key finding in the exhibit is that construction workers were more likely to be reemployed before exhausting benefits than most other occupational groups. Of the 111 sample members who were employed in construction trades, 84 (75.7 percent) exhausted benefits, compared to 770 (81.9 percent) of the 940 long-term claimants in other occupations.

Among the other major occupational groups that were most likely to exhaust benefits were the following:

- Executives, administrators, managers (84.7 percent)
- Marketing and sales (92.3 percent)
- Administrative support, including clerical (85.1 percent)
- Mechanics and repairers (84.7 percent)
- Machine operators and tenders (86.2 percent)

Exhibit B-III-4 presents data on the employment status of exhaustees, by occupation in which they worked prior to going on UI. The data show that workers in the construction trades were more likely to be employed than most other occupational groups. Of the 84 exhaustees who had worked in construction occupations, 38 (45.2 percent) were not working at the time of interview. Among other leading occupational groups, those who had the highest percentage of exhaustees not working were as follows:

- Marketing and sales (54.8 percent)
- Administrative support, including clerical (57.5 percent)
- Services (54.2 percent)
- Machine operators and tenders (60.9 percent)

It should be noted that, for some occupations, a relatively high percentage of those who were not working had left the workforce. These occupations included:

- Marketing and Sales—Of the 46 exhaustees who were not working, 18 (39.1 percent) were not looking for work.
- Administrative Support—Of the 69 exhaustees who were not working, 24 (34.8 percent) were not looking for work.

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
BY OCCUPATION

Profession in Which Claimant Was Employed Prior to Filing for UI (SOC Major Group)	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Executives, Administrators, Managers (11-14)	61 (7.1%)	11 (5.6%)
Engineers, Surveyors, Architects, Natural Scientists, Computer Scientists (16-18)	16 (1.9%)	2 (1.0%)
Social Scientists, Social Workers, Religious Workers, Lawyers, Teachers, Librarians, Counselors, Health Practitioners, and Technologists, Writers (19-36)	26 (3.0%)	7 (3.6%)
Technologists and Technicians, Except Health (37-39)	11 (1.3%)	2 (1.0%)
Marketing and Sales (40-44)	84 (9.8%)	7 (3.6%)
Administrative Support, Including Clerical (45-47)	120 (14.1%)	21 (10.7%)
Services (50-52)	59 (6.9%)	10 (5.1%)
Agriculture, Forestry, Fishing (55-58)	8 (0.9%)	2 (1.0%)
Mechanics and Repairers (60-61)	61 (7.1%)	11 (5.6%)
Construction (63-64)	84 (9.8%)	27 (13.7%)
Extraction (65)	12 (1.4%)	3 (1.5%)
Precision Production (67-68)	29 (3.4%)	10 (5.1%)
Production Working: Supervisors (71)	30 (3.5%)	7 (3.6%)
Production Working: Maching Setup Operators (73-74)	15 (1.8%)	9 (4.6%)
Machine Operators and Tenders (75-76)	69 (8.1%)	11 (5.6%)
Fabricators, Assemblers, Hand Workers (77)	41 (4.8%)	23 (11.7%)
Production Inspectors, Testers (78)	10 (1.2%)	2 (1.0%)
Transportation (811,82)	33 (3.9%)	14 (7.1%)
Material Moving (812,83)	12 (1.4%)	2 (1.0%)
Handlers, Equipment Cleaners, Helpers, Laborers (85-87)	72 (8.4%)	15 (7.6%)
Military (91)	1 (0.0%)	-

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND
WHO EXHAUSTED BENEFITS: EMPLOYMENT STATUS AT TIME
OF INTERVIEW, BY OCCUPATION IN PRIOR JOB

	Exhaustees (N=854)		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working at Time of Interview but Looking for Jobs N=345
Executives, Administrators, Managers (11-14)	30 (7.4%)	31 (6.9%)	26 (7.5%)
Engineers, Surveyors, Architects, Natural Scientists, Computer Scientists (16-18)	10 (2.5%)	6 (1.3%)	4 (1.2%)
Social Scientists, Social Workers, Religious Workers, Lawyers, Teachers, Librarians, Counselors, Health Practitioners, and Technologists, Writers (19-36)	14 (3.5%)	12 (2.7%)	9 (2.6%)
Technologists and Technicians, Except Health (37-39)	7 (1.7%)	4 (0.9%)	4 (1.2%)
Marketing and Sales (40-44)	38 (9.4%)	46 (10.2%)	28 (8.1%)
Administrative Support, Including Clerical (45-47)	51 (12.6%)	69 (15.3%)	45 (13.0%)
Services (50-52)	27 (6.7%)	32 (7.1%)	25 (7.2%)
Agriculture, Forestry, Fishing (55-58)	2 (0.5%)	6 (1.3%)	6 (1.7%)
Mechanics and Repairers (60-61)	33 (8.2%)	28 (6.2%)	22 (6.4%)
Construction (63-64)	46 (11.4%)	38 (8.4%)	32 (9.3%)
Extraction (65)	7 (1.7%)	5 (1.1%)	5 (1.4%)
Precision Production (67-68)	12 (3.0%)	17 (3.8%)	14 (4.1%)
Production Working: Supervisors (71)	13 (3.2%)	17 (3.8%)	14 (4.1%)
Production Working: Maching Setup Operators (73-74)	9 (2.2%)	6 (1.3%)	6 (1.7%)
Machine Operators and Tenders (75-76)	27 (6.7%)	42 (9.3%)	36 (10.4%)
Fabricators, Assemblers, Hand Workers (77)	19 (4.7%)	22 (4.9%)	18 (5.2%)
Production Inspectors, Testers (78)	4 (1.0%)	6 (1.3%)	2 (0.6%)
Transportation (811,82)	15 (3.7%)	18 (4.0%)	15 (4.3%)
Material Moving (812,83)	4 (1.0%)	8 (1.8%)	6 (1.7%)
Handlers, Equipment Cleaners, Helpers, Laborers (85-87)	35 (8.7%)	37 (8.2%)	28 (8.1%)
Military (91)	1 (0.0%)	-	-

Exhibit B-III-5 presents data for long-term claimants on the reason why their prior job ended, as reported by claimants. The data indicate that claimants who said that their company had moved or gone out of business accounted for a higher percentage of exhaustees (19.8 percent) than of claimants who were reemployed before exhausting benefits (11.1 percent). Of the 191 claimants whose job ended for these reasons, 169 (88.5 percent) exhausted benefits. In contrast, of the 678 claimants who said that they were laid off for lack of work, 532 (78.5 percent) exhausted benefits.

Those claimants who were laid off for lack of work could include both seasonally and structurally unemployed workers. However, the data in the exhibit suggest that, in general, structurally unemployed long-term claimants are more likely to exhaust benefits than seasonally unemployed long-term claimants.

Finally, the data in Exhibit B-III-5 indicate that claimants who were fired were more likely to exhaust benefits than the average long-term claimant. Specifically, 81 (87.1 percent) of the 93 claimants who said that they had been fired went on to exhaust benefits.

Exhibit B-III-6 presents data for exhaustees on the reasons why their prior job ended, comparing those who were working and those not working at the time of interview. The data show that persons who were laid off because their company went out of business or moved out of the area were less likely to be employed than other exhaustees. Of the 169 exhaustees whose job ended because their company went out of business or moved, only 55 (32.5 percent) were working at the time of interview, compared to 349 (50.9 percent) of the 685 other exhaustees.

The data in the exhibit also show that 85 (50.3 percent) of the 169 exhaustees whose job ended because their company went out of business or moved were unemployed and looking for work. The corresponding percentage for all other exhaustees was 38.0 percent.

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
REASON WHY PRIOR JOB ENDED

	Exhaustees N=854	Claimants Who Were Reemployed Before Exhaustion N=197
Laid off for lack of work	532 (62.3%)	146 (74.1%)
Quit for health or personal reasons	34 (4.0%)	8 (4.1%)
Quit because of unsatisfactory working arrangements	24 (2.8%)	5 (2.5%)
Fired	81 (9.5%)	12 (6.1%)
Labor dispute	12 (1.4%)	2 (1.0%)
Company moved out of area	33 (3.9%)	4 (2.0%)
Company went out of business	136 (15.9%)	18 (9.1%)
Other	2 (0.2%)	2 (1.0%)

EXHIBIT B-III-6

CLAIMANTS WHO WERE ON UI FOR AT LEAST
22 WEEKS AND WHO EXHAUSTED BENEFITS:
REASONS WHY PRIOR JOB ENDED

	Exhaustees (N=854)		
	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Employed at Time of Interview but Looking for Jobs N=345
Laid off for lack of work	270 (66.8%)	262 (58.2%)	204 (59.1%)
Quit for health or personal reasons	18 (4.5%)	16 (3.6%)	11 (3.2%)
Quit because of unsatisfactory working arrangements	11 (2.7%)	13 (2.9%)	13 (3.8%)
Fired	44 (10.9%)	37 (8.2%)	25 (7.2%)
Labor dispute	4 (1.0%)	8 (1.8%)	7 (2.0%)
Company moved out of area	13 (3.2%)	20 (4.4%)	14 (4.1%)
Company went out of business	42 (10.4%)	94 (20.9%)	71 (20.6%)
Other	2 (0.4%)	-	-

The data in the exhibit also show that, of the 114 exhaustees who were not working and whose job ended because their company went out of business or moved, 85 (74.6 percent) were still looking for work. The corresponding percentage for all other exhaustees was 77.4 percent.

Exhibit B-III-7 presents data on the number of years that long-term claimants had held their previous jobs before going on UI. The data indicate that there was not a significant difference on this variable between exhaustees and persons who were reemployed before exhausting benefits. However, the lower half of the exhibit shows that, among exhaustees, claimants who had been employed in their previous job for less than 1 year were much more likely to be working at the time of interview than other exhaustees. In addition, exhaustees who had been working at their previous job for 10 years or more were much less likely to be working than other exhaustees. Specifically, the following data can be derived from the exhibit for exhaustees:

Length Of Time In Prior Job	Percent Of Exhaustees Working At Time Of Interview
Less Than 1 Year	57.4%
12 to 119 Months	48.8%
10 Years or More	38.9%

The data indicate that within the 12-119 month category, the claimant's length of time on the job was not correlated with the likelihood of being reemployed.

The data in Exhibit B-III-7 suggest that a significant percentage of the exhaustees who had been employed for 10 or more years in their prior jobs left the workforce after exhausting benefits. Of the 146 exhaustees in this category who were not working at the time of interview, only 105 (71.9 percent) were still looking for work, compared to 78.9 percent of other exhaustees who were not working. However, exhaustees with job tenures of 10 years or more also experienced greater reemployment problems than other groups. The 105 exhaustees in this category who were unemployed but still looking for

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER OF YEARS AT PREVIOUS JOB

Number of Years at Previous Job	Claimants Who Left UI Before Exhausting Benefits	
	Exhaustees N=854	N=197
Less Than 1 Year	168 (19.7%)	42 (21.3%)
12 - 23 Months	104 (12.2%)	27 (13.7%)
24 - 35 Months	71 (8.3%)	15 (7.6%)
36 - 59 Months	66 (7.7%)	21 (10.7%)
60 - 119 Months	183 (21.4%)	38 (19.3%)
120 Months +	239 (28.0%)	48 (24.4%)
Not Reported	23 (2.7%)	6 (3.0%)

	Exhaustees (N=854)		
	Working at Time of Interview (N=404)	Not Working at Time of Interview (N=450)	Not Employed at Time of Interview But Looking for Jobs (N=345)
Less Than 1 Year	96 (23.8%)	72 (16.0%)	55 (15.9%)
12 - 23 Months	51 (12.6%)	53 (11.8%)	46 (13.3%)
24 - 35 Months	36 (8.9%)	35 (7.8%)	26 (7.5%)
36 - 59 Months	31 (7.7%)	35 (7.8%)	26 (7.5%)
60 - 119 Months	89 (22.0%)	94 (20.9%)	76 (22.0%)
120 + Months	93 (23.0%)	146 (32.4%)	105 (30.4%)
Not Reported	8 (2.0%)	15 (3.3%)	11 (3.2%)

work represented 43.9 percent of the 239 exhaustees who had worked for 10 years or more in their prior job. Among the 615 exhaustees with shorter job tenures, a total of 240 (39.0 percent) were unemployed and still looking for work.

Exhibit B-III-8 presents data on the earnings of long-term UI claimants at their previous jobs. An annualized wage rate was computed for each claimant for purposes of standardizing the earnings data across a uniform time period for each respondent. (Respondents had the option of reporting their earnings on an hourly, daily, semiweekly, weekly, semimonthly, monthly, or annual basis.) The data indicate that:

- Claimants earning less than \$10,000 per year and claimants earning \$25,000 to \$29,999 were more likely to exhaust benefits than other claimants. Of the 148 long-term claimants in the lowest wage category, 85.8 percent exhausted benefits. Of the 134 claimants earning \$25,000 to \$29,999 per year, 114 (85.1 percent) exhausted benefits. Among all other categories of claimants combined, 79.4 percent exhausted benefits.
- Claimants earning \$30,000 a year and higher were the least likely to exhaust benefits. Of the 193 long-term claimants in this wage group, only 144 (74.6 percent) exhausted benefits, compared to 82.4 percent of other claimants.

The data on the employment status of exhaustees at the time of interview shows the following:

- Persons who had earned less than \$10,000 per year were less likely to be working than other groups. Only 49 (38.6 percent) of the 127 claimants in this group were working when interviewed, compared to 48.8 percent of other exhaustees.
- Exhaustees earning \$10,000 to \$14,999 per year in their prior jobs were the most likely to be reemployed. A total of 92 (57.1 percent) of the exhaustees in this wage group were working at the time of interview.
- Among exhaustees not working when interviewed, claimants who had earned \$20,000 to \$24,999 in their previous jobs were the least likely to be looking for work. Of the 83 claimants in this category, only 57 (68.7 percent) reported that they were still looking for work.

**CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
ANNUALIZED WAGE RATES PRIOR TO FILING THE UI CLAIM**

Annualized Wage Rate	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Less than \$10,000	127 (14.9%)	21 (10.7%)	49 (12.1%)	78 (17.3%)	53 (15.4%)
\$10,000 - \$14,999	161 (18.9%)	37 (18.8%)	92 (22.8%)	69 (15.3%)	53 (15.4%)
\$15,000 - \$19,999	130 (15.2%)	29 (14.7%)	59 (14.6%)	71 (15.8%)	55 (15.9%)
\$20,000 - \$24,999	162 (19.0%)	40 (20.3%)	79 (19.5%)	83 (18.4%)	57 (16.5%)
\$25,000 - \$29,999	114 (13.3%)	20 (10.2%)	49 (12.1%)	65 (14.4%)	56 (16.2%)
\$30,000 - \$34,999	61 (7.1%)	24 (12.2%)	30 (7.4%)	31 (6.9%)	26 (7.5%)
\$35,000 and higher	83 (9.7%)	25 (12.7%)	38 (9.4%)	45 (10.0%)	38 (11.0%)
Not Reported	16 (1.9%)	1 (0.5%)	8 (2.0%)	8 (1.8%)	7 (2.0%)
Total	854 (100.0%)	197 (100.0%)	404 (100.0%)	450 (100.0%)	345 (100.0%)

Exhibit B-III-9 presents data for long-term claimants on the average number of hours per week that they were working at their prior jobs. The data indicate the following:

- Claimants who were working less than 30 hours per week were more likely to exhaust benefits than other claimants. Of the 56 long-term claimants in this category, 51 (91.1 percent) exhausted their UI benefits. However, this category of claimants represented only 5.3 percent of all long-term claimants.
- Among exhaustees, persons who had worked less than 40 hours at their previous jobs were least likely to be employed at the time of interview. Of the 116 exhaustees who had been working less than 40 hours per week, only 31 (26.7 percent) were working when interviewed, compared to 49.7 percent of exhaustees who had been working 40 hours or more per week.
- Among exhaustees who were not working when interviewed, persons who had worked for less than 40 hours per week in their prior jobs were the least likely to be looking for work. Of the 75 exhaustees who were not working and who had previously worked less than 40 hours per week, only 50 (66.7 percent) said they were still looking for work when interviewed, compared to 78.3 percent of other exhaustees.

**CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER OF HOURS WORKED PER WEEK (INCLUDING
OVERTIME HOURS) IN JOB HELD PRIOR TO UI CLAIM**

Hours Per Week Worked In Job Held Prior To UI Claim	Exhaustees	Persons Who Were Reemployed Before Exhausting Benefits	Exhaustees N=854		
			Working at Time of Interview	Not Working at Time of Interview	Not Working But Looking for Jobs
Less Than 30 Hours	51 (6.0%)	5 (2.5%)	15 (3.7%)	36 (8.0%)	23 (6.7%)
30 to 39 Hours	55 (6.4%)	15 (7.6%)	16 (4.0%)	39 (8.7%)	27 (7.8%)
40 Hours	476 (55.7%)	117 (59.4%)	235 (58.2%)	241 (53.6%)	185 (53.6%)
More Than 40 Hours	258 (30.2%)	58 (29.4%)	130 (32.2%)	128 (28.4%)	104 (30.1%)
Not Reported	14 (1.6%)	2 (1.0%)	8 (2.0%)	6 (1.3%)	6 (1.7%)
Total	854 (100.0%)	197 (100.0%)	404 (100.0%)	450 (100.0%)	345 (100.0%)

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IV. JOB SEARCH PATTERNS OF LONG-TERM UI CLAIMANTS

This chapter presents data on the job search patterns of claimants who had been on UI for at least 22 weeks. Data are presented on job search activities both during and after the UI benefit period.

Exhibit B-IV-1 presents data on the number and percentage of long-term UI claimants who reported that they actively looked for work while collecting UI benefits. The data indicate that almost all long-term claimants reported looking for work while collecting UI and that there was no significant difference between exhaustees and non-exhaustees in respect to the proportion of claimants who reported that they actively looked for jobs.

Exhibit B-IV-2 presents data on the number of days that long-term claimants reported looking for work each week while collecting UI benefits. The data show that there was no major difference between exhaustees and non-exhaustees with regard to the number of days per week that each group reported that they looked for jobs.

For exhaustees, the data indicate that those who reported that they had looked for work on a full-time basis (5 or more days per week) were more likely to be employed at the time of interview. Of the 164 exhaustees in this category, 86 (52.4 percent) were working when interviewed, compared to 46.9 percent of exhaustees who had looked for work on less than a full-time basis.

The data also indicate that, among exhaustees who were not working at the time of interview, those who had looked for work the least number of days per week while collecting UI benefits were the least likely to be looking for work when interviewed. For example, of those who were not working and who had looked for work less than 3 days per week (N=158), only 104 (65.8 percent) said they were still looking for work, compared to 82.3 percent of those who said they had looked for work 3 days or more per week.

EXHIBIT B-IV-1

CLAIMANTS WHO WERE ON UI FOR AT LEAST
22 WEEKS: NUMBER AND PERCENTAGE WHO
REPORTED THAT THEY ACTIVELY LOOKED FOR
WORK WHILE COLLECTING BENEFITS

Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197
806 (94.4%)	184 (93.4%)

Exhaustees N=854		
Persons Working at Time of Interview N=404	Persons Not Working at Time of Interview N=450	Persons Not Working But Looking for Jobs N=345
387 (95.8%)	419 (93.1%)	327 (94.8%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 AVERAGE NUMBER OF DAYS PER WEEK THAT CLAIMANTS
 REPORTED LOOKING FOR WORK WHILE COLLECTING BENEFITS

	Persons Who Were Reemployed Before Exhausting Benefits N=197		Exhaustees N=854		
	Exhaustees N=854		Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Did Not Look for Work	48 (5.6%)	13 (6.6%)	17 (4.2%)	31 (6.9%)	18 (5.2%)
Less Than 1 Day Per Week	13 (1.5%)	5 (2.5%)	7 (1.7%)	6 (1.3%)	4 (1.2%)
1 - 2 Days Per Week	222 (26.0%)	50 (25.4%)	101 (25.0%)	121 (26.9%)	82 (23.8%)
3 - 4 Days Per Week	406 (47.5%)	85 (43.1%)	191 (47.3%)	215 (47.8%)	175 (50.7%)
5 or More Days Per Week	164 (19.2%)	44 (22.3%)	86 (21.3%)	78 (17.3%)	66 (19.1%)

B-44

Exhibit B-IV-3 presents data on the average number of in-person visits to employers that claimants reported they made per week while collecting UI benefits. The data show no major differences between exhaustees and non-exhaustees in terms of the number of employer visits per week.

With regard to exhaustees, the data indicate that the number of employer visits per week did not appear to correlate with the likelihood that an exhaustee would be reemployed when interviewed. However, unemployed exhaustees who reported visiting employers fewer than 3 days per week were less likely than other unemployed exhaustees to be looking for work when interviewed.

Exhibit B-IV-4 presents information on the average number of telephone contacts per week that long-term UI claimants reported they had with employers while collecting benefits. The data show no major differences between exhaustees and non-exhaustees with respect to this variable. Among exhaustees, the data indicate that persons who reported five or more telephone contacts per week with employers were more likely to be working at the time of interview than other exhaustees. Of the 229 exhaustees in this category, 124 (54.1 percent) were working when interviewed, compared to 45.6 percent of exhaustees who looked for work but had fewer than five telephone contacts per week with employers.

Exhibit B-IV-5 show the percentage of exhaustees who reported that they actively looked for work after exhausting benefits. The exhibit indicates that 77.8 percent of all exhaustees said that they looked for work after their benefits were exhausted. Among persons working at the time of interview, 77.5 percent said they actively looked for work. These data would appear to indicate that of the 404 exhaustees who were reemployed when interviewed, 91 (22.5 percent) found jobs immediately after exhausting benefits.

Exhibit B-IV-6 presents information on the specific job search activities that long-term claimants reported both during and after their UI benefit periods. The exhibit indicates that:

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 AVERAGE NUMBER OF IN-PERSON VISITS PER WEEK TO
 EMPLOYERS WHILE COLLECTING BENEFITS
 (AS REPORTED BY CLAIMANTS)

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Did Not Look for Work	48 (5.6%)	13 (6.6%)	17 (4.2%)	31 (6.9%)	18 (5.2%)
Less Than 1 Day Per Week	58 (6.8%)	13 (6.6%)	30 (7.4%)	28 (6.2%)	19 (5.5%)
1 - 2 Days Per Week	312 (36.5%)	73 (37.1%)	150 (37.2%)	162 (36.0%)	118 (34.2%)
3 - 4 Days Per Week	290 (34.0%)	70 (35.5%)	135 (33.4%)	155 (34.4%)	131 (38.0%)
5 or More Days Per Week	146 (17.1%)	28 (14.2%)	72 (17.8%)	74 (16.4%)	59 (7.1%)

EXHIBIT B-IV-4

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 AVERAGE NUMBER OF TELEPHONE CONTACTS PER WEEK
 WITH EMPLOYERS WHILE COLLECTING BENEFITS
 (AS REPORTED BY CLAIMANTS)

	Persons Who Were Reemployed Before Exhausting Benefits		Exhaustees N=854		
	Exhaustees N=854	N=197	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Did Not Look for Work	48 (5.6%)	13 (6.6%)	17 (4.2%)	31 (6.9%)	18 (5.2%)
Less Than 1 Contact Per Week	171 (20.0%)	41 (20.8%)	82 (20.3%)	120 (26.7%)	83 (24.1%)
1 - 2 Per Week	233 (27.3%)	51 (25.9%)	105 (25.9%)	128 (28.5%)	105 (30.4%)
3 - 4 Per Week	173 (20.3%)	43 (21.9%)	76 (18.8%)	97 (21.6%)	75 (21.7%)
5 or More Per Week	229 (26.8%)	49 (24.9%)	124 (30.7%)	105 (23.3%)	82 (23.8%)

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EXHIBIT B-IV-5

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND
 WHO EXHAUSTED BENEFITS: NUMBER AND PERCENTAGE
 WHO LOOKED FOR WORK AFTER LEAVING UI
 (AS REPORTED BY CLAIMANTS)

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	Exhaustees N=854	Exhaustees Who Were Working at Time of Interview N=404	Exhaustees Not Working at Time of Interview N=450
Number Who Looked for Work After Exhausting Benefits	664	313	351
(Percent)	(77.8%)	(77.5%)	(78.0%)

EXHIBIT B-IV-6

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 NUMBER AND PERCENTAGE WHO REPORTED SPECIFIC
 JOB SEARCH ACTIVITIES, DURING OR AFTER
 THEIR BENEFIT PERIOD

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Went to the State Job Service	591 (69.2%)	125 (63.5%)	294 (72.8%)	297 (66.0%)	237 (68.7%)
Checked With a Private Employment Agency	292 (34.2%)	55 (27.9%)	159 (39.4%)	133 (29.6%)	111 (32.2%)
Asked Friends or Relatives About Job Openings	742 (86.9%)	164 (83.2%)	354 (87.6%)	388 (86.2%)	306 (88.7%)
Looked at Want Ads	767 (89.8%)	169 (85.8%)	367 (90.8%)	400 (88.9%)	315 (91.3%)
Answered Want Ads	640 (74.9%)	142 (72.1%)	320 (79.2%)	320 (71.1%)	263 (76.2%)
Applied to Places Where Claimant Wanted to Work, Even Though the Claimant Might Not Know of Job Openings There	691 (80.9%)	162 (82.2%)	331 (81.9%)	360 (80.0%)	281 (81.4%)
Other	31 (3.6%)	8 (4.1%)	16 (4.0%)	15 (3.3%)	11 (3.2%)

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- About 69.2 percent of exhaustees reported going to the Job Service, compared to 63.5 percent of persons who were reemployed before exhausting.
- Slightly more than one-third of exhaustees reported going to a private employment agency.
- The most common job search activities were asking friends and relatives about job openings, looking at and answering want ads and applying directly to employers even when the claimants did not know whether there were jobs.

Exhibit B-IV-7 presents data on (1) the percentage of exhaustees who reported going to the Job Service while collecting benefits and (2) the percentage who reported going to the Job Service after exhausting benefits. The data indicate that 309 (36.2 percent) of the exhaustees reported going to the Job Service after exhausting benefits. Of the 309 exhaustees, however, 300 also reported going to the Job Service while collecting benefits.

Exhibit B-IV-7 also shows that 36.1 percent of the exhaustees who were working at the time of interview reported going to the Job Service after exhausting benefits. Among persons not working but looking for jobs, 43.2 percent reported going to the Job Service after exhausting benefits.

Exhibit B-IV-8 presents data for each local site on the percentage of long-term claimants who reported going to the Job Service while collecting benefits. The data reveal significant variations among the sites with regard to the percentage of claimants who reported going to the Job Service. For example, in five of the sites, less than three-fifths of long-term claimants said they went to the Job Service. In three sites, in contrast, more than four-fifths of the claimants reported going to the Job Service while collecting benefits. These variations may reflect two factors:

- Variations in State laws and regulations concerning which groups of UI claimants have to register with the Job Service
- Variations among sites in the effectiveness of linkages between UI and the Job Service

EXHIBIT B-IV-7

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER AND PERCENTAGE WHO REPORTED THAT THEY
WENT TO THE STATE JOB SERVICE

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	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Claimants Who Went to the State Job Service While Collecting Benefits	582 (68.1%)	124 (62.9%)	291 (72.0%)	291 (64.7%)	231 (67.0%)
Claimants Who Went to the State Job Service After Exhausting Benefits	309 (36.2%)	Not Applicable	146 (36.1%)	163 (36.2%)	149 (43.2%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER AND PERCENTAGE WHO WENT TO THE
JOB SERVICE WHILE COLLECTING BENEFITS, BY SITE

	Claimants On UI For At Least 22 Weeks	
	Total	Number And Percent Who Went To The Job Service
St. Louis County, Minnesota (Virginia/Hibbing)	103 (100.0%)	89 (86.4%)
Jefferson County, Alabama (Birmingham)	133 (100.0%)	110 (82.7%)
Lake County, Indiana (Gary)	103 (100.0%)	54 (52.4%)
Blackhawk County, Iowa (Waterloo)	12 (100.0%)	11 (91.7%)
Taos County, New Mexico (Taos)	95 (100.0%)	51 (53.7%)
Monroe County, New York (Rochester)	132 (100.0%)	101 (76.5%)
Allegheny County, Pennsylvania (Pittsburgh)	148 (100.0%)	88 (59.5%)
Kanawha County, West Virginia (Charlestown)	135 (100.0%)	72 (53.3%)
King County, Washington (Seattle)	87 (100.0%)	51 (58.6%)
Racine and Kenosha Counties, Wisconsin	103 (100.0%)	79 (76.7%)

Exhibit B-IV-9 presents data on the percentage of long-term claimants who went to the Job Service while collecting benefits, by selected demographics. The exhibit indicates that the Job Service was least likely to be used by the youngest age group and by the two oldest age groups. With regard to education, persons who did not complete high school were the least likely to use the Job Services while collecting benefits. There was no significant difference between males and females with regard to the use of the Job Service.

Exhibit B-IV-10 presents information about union membership among long-term UI claimants to find jobs. The data indicate a major difference between exhaustees and non-exhaustees in terms of the percentage of job seekers who were members of unions (26.9 percent and 39.1 percent respectively). The data also show that 31.5 percent of the non-exhaustees checked with their union while looking for work, compared to only 19.8 percent of exhaustees. Of the 230 exhaustees who said they were members of unions and had looked for work, only 169 (73.5 percent) had checked with their union, compared to 62 (87.3 percent) of the 71 non-exhaustees who were members of unions and had looked for work. The data in the exhibit indicate, however, that among exhaustees, membership in a union did not appear to have a major impact upon whether the exhaustee was reemployed by the time of the interview.

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 PERCENTAGE WHO WENT TO THE JOB SERVICE WHILE
 COLLECTING BENEFITS: BY AGE, EDUCATION, AND SEX

Age		Education		Sex
17-24:	63.2%	Did Not Complete High School:	53.7%	Male: 67.2%
25-34:	71.6%	Completed School:	76.1%	Female: 67.0%
35-44:	70.6%	Some College:	79.4%	
45-54:	62.4%	Graduated College:	75.4%	
55-64:	60.9%			
65 +:	54.5%*			

* This represents 6 of 11 cases

EXHIBIT B-IV-10

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 USE OF UNION MEMBERSHIP WHEN LOOKING FOR WORK
 (AS REPORTED BY CLAIMANTS)

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Claimants Who Were Members of Unions and Who Looked for Work	230 (26.9%)	77 (39.1%)	110 (27.2%)	120 (26.7%)	97 (28.1%)
Union Members Who Checked With Their Union When Looking for Work	169 (19.8%)	62 (31.5%)	83 (20.5%)	86 (19.1%)	74 (21.4%)
Union Members Who Looked for Work and Usually Found Work Through a Union Hiring Hall	70 (8.2%)	38 (19.3%)	29 (7.2%)	41 (9.1%)	35 (10.1%)

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V. LONG-TERM CLAIMANTS' USE OF REEMPLOYMENT SERVICES AND THEIR ATTITUDES TOWARD SERVICES

In this chapter, we present data on long-term UI claimants' use of specific reemployment services and on their attitudes and perceptions regarding the effectiveness of these services. The chapter covers the following topics:

- **Job Service: claimants' use of specific services and their attitudes toward such services**
- **Education programs, training programs, and job search assistance classes: claimants' use of specific services**
- **Perceptions of claimants about the need for specific reemployment services**

1. JOB SERVICE: CLAIMANTS' USE OF SPECIFIC SERVICES AND THEIR ATTITUDES TOWARD SUCH SERVICES

Exhibit B-V-1 presents data on the specific services that long-term claimants received after going to the Job Service. The data reveal no major differences between exhaustees and non-exhaustees in the types of services received. With regard to linkages, about 40 percent of the long-term claimants said that the Job Service gave them information about training programs, and about one-third said that the Job Service gave them information about education programs. Fewer than one-fifth said that they were actually referred to other agencies or programs. Only 29 percent of the long-term claimants were referred to employers by the Job Service.

Among exhaustees, 36.1 percent of those who were working at the time of interview were given information about education programs, compared to only 30.6 percent of those not working. About 21 percent of those who were working said that they were referred to other agencies or programs, compared to only 14.8 percent of those who were not working but looking for jobs.

EXHIBIT B-V-1

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND
SPECIFIC SERVICES PROVIDED BY THE JOB SERVICE,
AS REPORTED BY CLAIMANTS

Specific Services Provided By Job Service	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Went to Job Service	591 (100.0%)	125 (100.0%)	294 (100.0%)	297 (100.0%)	237 (100.0%)
Was Taught How to Apply for a Job	196 (33.2%)	43 (34.4%)	93 (31.6%)	103 (34.7%)	88 (37.1%)
Was Helped to Fill Out Job Applications or Assisted in Contacting Employers	216 (36.5%)	46 (36.8%)	104 (35.4%)	112 (37.7%)	90 (38.0%)
Was Given Information to Help in Deciding On a Career or Occupation	145 (24.5%)	27 (21.6%)	70 (23.8%)	75 (25.3%)	60 (25.3%)
Was Tested for Qualifications and Aptitude	116 (19.6%)	28 (22.4%)	51 (17.3%)	65 (21.9%)	54 (22.8%)
Was Given Information About Training Programs	253 (42.8%)	51 (40.8%)	128 (43.5%)	125 (42.1%)	103 (43.4%)
Was Given Information About Education Programs	197 (33.3%)	42 (33.6%)	106 (36.1%)	91 (30.6%)	74 (31.2%)
Was Referred to Other Agencies or Programs Which Might Have Helped the Claimant to Find a Job	111 (18.8%)	19 (15.2%)	63 (21.4%)	48 (16.2%)	35 (14.8%)
Was Referred to an Employer or Employers	175 (29.6%)	36 (28.8%)	92 (31.3%)	83 (27.9%)	68 (28.7%)

With respect to linkages between the Job Service and other programs, Exhibit B-V-2 presents data for each sample site on the percentage of long-term claimants who were given information by the Job Service about other programs or were actually referred to such programs. The data indicate the following:

- In three sites, less than 40 percent of the claimants were given information about job training programs, while, in three other sites, more than 50 percent were given information about such programs.
- The three sites which most often gave claimants information about job training programs were also the sites which most frequently gave them information about education programs.
- Seven of the sites referred fewer than 20 percent of the claimants to other agencies or programs, while one site referred almost one-third of its claimants to other agencies or programs.

Exhibit B-V-3 presents data on the results of job referrals received by long-term claimants who went to the Job Service. The data show the following:

- Only 35 (20 percent) of the exhaustees who were referred to an employer actually received a job offer from the employer. These 35 represented only 4.1 percent of the total exhaustees who had been on UI for at least 22 weeks.
- Only about one-half of the exhaustees who received a job offer as a result of a Job Service referral actually accepted the offer from the employer. The main reason why jobs were refused was that the pay was considered too low by exhaustees.
- Among exhaustees who were working at the time of the interview, 26.1 percent of those who had been referred to an employer by the Job Service received a job offer, compared to only 13.3 percent of exhaustees who were not working at the time of the interview. In addition, only 16.2 percent of those who were not working but were looking for jobs received a job offer after being referred to an employer. These data suggest that the latter group may face specific reemployment barriers not generally encountered by the exhaustees who had found jobs.
- Only 13 (3.2 percent) of the 404 exhaustees who had found jobs when interviewed had obtained their jobs as a result of a Job Service referral to a specific employer.

EXHIBIT B-V-2

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
SPECIFIC SERVICES PROVIDED BY THE JOB SERVICE, BY SITE

	St. Louis County, Minnesota (Virginia/ Hibbing)	Jefferson County, Alabama (Birmingham)	Lake County, Indiana (Gary)	Blackhawk County, Iowa (Waterloo)	Taos County, New Mexico (Taos)	Monroe County, New York (Rochester)	Allegheny County, Pennsylvania (Pittsburgh)	Kanawha County, West Virginia (Charlestown)	King County, Washington (Seattle)	Racine & Kenosha Counties, Wisconsin
Went To Job Service	89 (100.0%)	110 (100.0%)	54 (100.0%)	11 (100.0%)	51 (100.0%)	101 (100.0%)	88 (100.0%)	72 (100.0%)	51 (100.0%)	79 (100.0%)
Was Given Information About Job Training Programs	52 (58.4%)	41 (37.3%)	22 (40.7%)	6 (54.5%)	24 (47.1%)	29 (28.7%)	34 (38.6%)	35 (48.6%)	17 (33.3%)	44 (55.7%)
Was Given Information About Education Programs	42 (47.2%)	28 (25.5%)	18 (33.3%)	5 (45.5%)	22 (43.1%)	25 (24.8)	22 (25.0%)	21 (29.2%)	15 (29.4%)	41 (51.9%)
Was Referred To Other Agencies Or Programs Which Might Have Helped The Claimant To Find A Job	20 (22.5%)	15 (13.6%)	8 (14.8%)	2 (18.2%)	12 (23.5%)	16 (15.8%)	14 (15.9%)	12 (16.7%)	7 (13.7%)	24 (30.4%)

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EXHIBIT B-V-3

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
RESULTS OF JOB SERVICE REFERRALS TO EMPLOYERS

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Was Referred to an Employer or Employers by the Job Service	175 (100.0%)	36 (100.0%)	92 (100.0%)	83 (100.0%)	68 (100.0%)
Received Job Offer(s) as a Result of the Referral(s)	35 (20.0%)	9 (25.0%)	24 (26.1%)	11 (13.3%)	11 (16.2%)
Accepted a Job Offer that Resulted from a Referral	17 (9.7%)	4 (11.1%)	13 (14.1%)	4 (4.8%)	4 (5.9%)
Refused a Job Offer Because Pay Was Too Low	12 (6.9%)	3 (8.3%)	6 (6.5%)	5 (6.0%)	6 (8.8%)
Refused a Job Offer for Reasons Other than Low Pay	6 (3.4%)	2 (5.6%)	5 (5.4%)	1 (1.2%)	1 (1.5%)

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Exhibit B-V-4 presents data on long-term claimants' perceptions about the helpfulness of the Job Service. The data indicate that about one-half of all claimants thought that the Job Service was "very helpful" or "somewhat helpful," while the other half thought that the Job Service was "not very helpful" or "not helpful at all." There was not a major difference between exhaustees and non-exhaustees on this variable.

Among exhaustees, only 47.6 percent of those working at the time of interview and who had gone to the Job Service thought that the Job Service had been helpful, compared to 55.9 percent of those who were not working. Of those who were not working but were looking for jobs, 56.1 percent of those who had gone to the Job Service thought that the Job Service had been helpful. These data lend support to the data presented in previous exhibits indicating that the Job Service did not appear to be a major factor in determining whether long-term claimants became reemployed.

2. EDUCATION PROGRAMS, TRAINING PROGRAMS AND JOB SEARCH ASSISTANCE CLASSES

Exhibit B-V-5 presents data on long-term claimants who attended any schools or general education courses after they went on UI. The data show that 14.1 percent of exhaustees attended such programs, compared to 13.7 percent of non-exhaustees. Among the exhaustees, 13.6 percent of those who were working at the time of interview attended such programs, compared to only 11.0 percent of those who were not working but were looking for jobs. Exhaustees who reported attending schools or general education courses were most often enrolled in vocational or technical schools, followed by junior colleges.

Exhibit B-V-6 presents selected information about the schools or general education courses attended by long-term claimants. The data show the following:

- Fewer than one-seventh of the exhaustees who attended such programs said that they had heard about the programs through the Job Service.
- Exhaustees who were working at the time of interview were less likely to have heard about the programs through the Job Service than exhaustees who were not working.

EXHIBIT B-V-4

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO WENT TO THE JOB SERVICE BEFORE OR AFTER THEIR BENEFIT PERIODS: PERCEPTIONS ABOUT THE HELPFULNESS OF THE JOB SERVICE

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	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Went to the Job Service	591 (100.0%)	125 (100.0%)	294 (100.0%)	297 (100.0%)	237 (100.0%)
Thought that the Job Service Was Very Helpful	79 (13.4%)	17 (13.6%)	36 (12.2%)	43 (14.5%)	33 (13.9%)
Thought that the Job Service Was Somewhat Helpful	227 (38.4%)	43 (34.4%)	104 (35.4%)	123 (41.4%)	100 (42.2%)
Thought that the Job Service Was Not Very Helpful	124 (21.0%)	29 (23.2%)	61 (20.7%)	63 (21.2%)	52 (21.9%)
Thought that the Job Service Was Not Helpful at All	160 (27.1%)	36 (28.8%)	92 (31.3%)	68 (22.9%)	52 (21.9%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER WHO ATTENDED SCHOOLS OR ANY GENERAL
EDUCATION COURSES AFTER GOING ON UI

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Claimants Who Reported Attending Any Schools or General Education Courses After the Beginning of Their UI Benefit Period	120 (14.1%)	27 (13.7%)	55 (13.6%)	65 (14.4%)	38 (11.0%)
<u>Type of Program, Course, or School</u>					
G.E.D. Program	3 (0.4%)	-	3 (0.7%)	-	-
Vocational or Technical School	43 (5.0%)	8 (4.1%)	21 (5.2%)	22 (4.9%)	17 (4.9%)
Adult Education	15 (1.8%)	3 (1.5%)	4 (1.0%)	11 (2.4%)	7 (2.0%)
Junior College	28 (3.3%)	8 (4.1%)	13 (3.2%)	15 (3.3%)	7 (2.0%)
4-Year College	18 (2.1%)	4 (2.0%)	10 (2.5%)	8 (1.8%)	3 (0.9%)
Graduate College	5 (0.6%)	2 (1.0%)	-	5 (1.1%)	2 (0.6%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO
 ATTENDED A SCHOOL OR GENERAL EDUCATION COURSES:
 BACKGROUND INFORMATION AND CLAIMANT PERCEPTIONS
 ABOUT THE SCHOOLS/COURSES

	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Total Claimants Who Attended Schools or General Education Courses	120 (100.0%)	27 (100.0%)	55 (100.0%)	65 (100.0%)	38 (100.0%)
Claimants Who Reported that They Learned About the School or Course through the Job Service	16 (13.3%)	1 (3.7%)	4 (7.3%)	12 (18.5%)	5 (13.2%)
Claimants Who Thought that the Program Was:					
- Very Helpful	54 (45.0%)	18 (66.7%)	26 (47.3%)	28 (43.1%)	16 (42.1%)
- Somewhat Helpful	26 (21.7%)	1 (3.7%)	11 (20.0%)	15 (23.1%)	9 (23.7%)
- Not Very Helpful	6 (5.0%)	-	5 (9.1%)	1 (1.5%)	1 (2.6%)
- Not Helpful At All	11 (9.2%)	5 (18.5%)	7 (12.7%)	4 (6.2%)	3 (7.9%)
(Still Attending)	20 (16.7%)	3 (11.1%)	6 (10.9%)	14 (21.5%)	7 (18.4%)
Claimants Who:					
- Paid all costs of the education	57 (47.5%)	19 (70.4%)	30 (54.5%)	27 (41.5%)	17 (44.7%)
- Paid part of the costs of the education	20 (16.7%)	3 (11.1%)	8 (18.5%)	12 (18.5%)	5 (13.2%)
- Paid none of the costs of the education	43 (35.8%)	5 (18.5%)	17 (30.9%)	26 (40.0%)	16 (42.1%)

- About two-thirds of all claimants who had attended schools or general education programs thought that the programs had been "very helpful" or "somewhat helpful."
- Only 35.8 percent of exhaustees and 18.5 percent of non-exhaustees had paid none of the costs of the education. These data suggest that most claimants who attended schools or general education courses did not do so under JTPA sponsorship. In addition, those exhaustees who were working at the time of interview were more likely to have paid for the costs of their education than exhaustees who were not working.

Exhibit B-V-7 presents data on the number of long-term claimants who reported attending any on-the-job training (OJT) or occupational training programs after they went on UI. The data indicate that only 1.4 percent of exhaustees had attended such training programs.

Exhibit B-V-8 presents data on long-term claimants who reported that they attended job search assistance classes, job clubs, or counseling/testing services after they went on UI, excluding any services provided directly by the Job Service. The data show the following:

- A total of 51 exhaustees (6.0 percent) said that they had gone to such programs, compared to 5.1 percent of non-exhaustees. Exhaustees who were working at the time of interview were more likely to have gone to such programs than exhaustees who were not working. However, only 7.9 percent of the exhaustees who were working had gone to these types of programs.
- Of the 51 exhaustees who had attended the programs, fewer than one-half thought that the classes/services were "part of a special government program such as JTPA."
- More than 80 percent of the claimants who had attended the classes or programs thought that they were "very helpful" or "somewhat helpful."
- Of the 51 exhaustees who attended the classes or programs, 12 (23.5 percent) said that they had learned about the classes/programs through the Job Service.

Exhibit B-V-9 presents data for each sample site on the number and percentage of long-term claimants who attended schools/general education courses after going on UI, or who attended job search assistance classes/job clubs or counseling/testing services, other than services provided directly by the Job Service. The data indicate that, in three

EXHIBIT B-V-7

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 NUMBER WHO REPORTED ATTENDING AN ON-THE-JOB (OJT)
 TRAINING PROGRAM OR AN OCCUPATIONAL TRAINING
 AFTER THEIR UI BENEFITS BEGAN*

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	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Number of Claimants Who Reported Attending OJT or Occupational Training Programs	12 (1.4%)	1 (0.5%)	7 (1.7%)	5 (1.1%)	3 (0.9%)

*This excludes training that a claimant may have received after being hired for a job.

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO REPORTED THAT THEY WENT TO JOB SEARCH ASSISTANCE CLASSES, JOB CLUBS, OR ANY COUNSELING OR TESTING SERVICE (OTHER THAN THAT PROVIDED DIRECTLY BY THE JOB SERVICE)

	Persons Who Were Reemployed Before Exhausting Benefits		Exhaustees		
	Exhaustees N=854	N=197	Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Claimants Who Reported Going to Job Search Assistance Classes, Job Clubs or Counseling/Testing Services After Beginning Benefits	51 (6.0%)	10 (5.1%)	32 (7.9%)	19 (4.2%)	17 (4.9%)
Went to Classes/Services While Receiving Benefits	37 (4.3%)	8 (4.1%)	25 (6.2%)	12 (2.7%)	11 (3.2%)
(Also) Went to Classes/Services After Receiving Their Last UI Check	25 (2.9%)	2 (1.0%)	14 (3.5%)	11 (2.4%)	10 (2.9%)
Were the Classes/Services "Part of a Special Government Program such as JTPA?"					
• Yes	18	2	12	6	6
• No	23	6	12	11	10
• Maybe	2	-	1	1	-
• Don't Know	6	2	5	1	1
• Not Reported	2	-	2	-	-
Claimants Who Thought that the Service Was:					
• Very helpful	18 (35.3%)	5 (50.0%)	11 (34.4%)	7 (36.8%)	5 (29.4%)
• Somewhat helpful	24 (47.1%)	3 (30.0%)	14 (43.7%)	10 (52.6%)	10 (58.8%)
• Not very helpful	4 (7.8%)	-	2 (6.2%)	2 (10.5%)	2 (11.8%)
• Not helpful at all	5 (9.8%)	2 (20.0%)	5 (15.6%)	-	-
Number of Claimants Who Reported That They Learned About the Program Through the Job Service	12 (23.5%)	1 (10.0%)	11 (34.3%)	1 (5.3%)	1 (5.9%)

EXHIBIT B-V-9

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
NUMBER AND PERCENTAGE WHO ATTENDED SPECIFIC PROGRAMS OR
COURSES AFTER GOING ON UI, BY SITE

	St. Louis County, Minnesota (Virginia/ Hibbing)	Jefferson County, Alabama (Birmingham)	Lake County, Indiana (Gary)	Blackhawk County, Iowa (Waterloo)	Taos County, New Mexico (Taos)	Monroe County, New York (Rochester)	Allegheny County, Pennsylvania (Pittsburgh)	Kanawha County, West Virginia (Charlestown)	King County, Washington (Seattle)	Racine & Kenosha Counties, Wisconsin
Total Long-Term Claimants	103	133	103	12	95	132	148	135	87	103
Attended Schools Or General Education Programs	22 (21.4%)	13 (9.8%)	17 (16.5%)	3 (25.0%)	4 (4.2%)	25 (18.9%)	16 (10.8%)	11 (8.1%)	14 (16.1%)	22 (21.4%)
Attended Job Search Assistance Classes, Job Clubs Or Counseling/Testing Programs	3 (2.9%)	3 (2.3%)	8 (7.8%)	1 (8.3%)	7 (7.4%)	15 (11.4%)	8 (5.4%)	3 (2.2%)	6 (6.9%)	7 (6.8%)

* Does not include services provided directly by the Job Service.

sites, fewer than 10 percent of the long-term claimants attended schools or general education courses, while in three other sites, more than 20 percent of long-term claimants attended schools or general education courses. In addition, in three of the sites, fewer than 3 percent of long-term claimants reported attending any job search assistance classes, job clubs, or counseling/testing programs, compared to more than 7 percent of long-term claimants in four other sites.

Exhibit B-V-10 presents demographic data on long-term claimants who received specific educational and reemployment services (except services provided directly by the Job Service) after going on UI. The exhibit indicates the following:

- Younger claimants were much more likely to have attended schools or general educational programs than older claimants.
- Claimants who had attended college were much more likely to have enrolled in schools or general education courses than claimants who had not attended college. Only 5.9 percent of the claimants who had not finished high school attended schools or general education programs after going on UI. These data suggest that the claimants who stand to benefit the most from educational programs are receiving the least services.
- Claimants who had attended college were also much more likely to have gone to job search assistance classes, job clubs, or counseling/testing services after going on UI.
- A much higher percentage of females than males attended schools or general education programs after going on UI.

Exhibit B-V-11 presents data on long-term claimants' perceptions about the helpfulness of specific services which they had received from government agencies since going on UI. Claimants were asked how helpful the services were in finding them jobs. The exhibit shows that three-quarters of the long-term claimants reported that they had not used any services. This is a significant finding given that more than two-thirds of the claimants reported that they had gone to the Job Service. These data would appear to indicate that a large percentage of the claimants who went to Job Service did so because they were required to under State law, but did not consider that they had actually received services.

The data in the exhibit show that the service most commonly cited as being the most helpful was "job listings/microfiche/computer lists, bulletins, and newspaper listings,"

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 RECEIPT OF SPECIFIC EDUCATIONAL AND REEMPLOYMENT
 SERVICES AFTER GOING ON UI, BY AGE, EDUCATION, AND SEX

	Number and Percentage Of Long-Term Claimants Who Attended Schools Or General Education Programs		Number and Percentage Of Long-Term Claimants Who Who Attended Job Search Assistance Classes, Job Clubs Or Counseling/ Testing Services*	
Age				
17 - 24	12	(17.6%)	2	(2.9%)
25 - 34	66	(18.4%)	24	(6.7%)
35 - 44	34	(13.0%)	17	(6.5%)
45 - 54	21	(11.1%)	9	(4.8%)
55 - 64	12	(7.9%)	8	(5.3%)
65 +	0	(0.0%)	1	(9.1%)
Education				
Did Not Complete High School	12	(5.9%)	4	(2.0%)
Completed High School	60	(11.4%)	29	(5.5%)
Some College	53	(28.0%)	14	(7.3%)
Completed College	22	(21.4%)	14	(11.1%)
Sex				
Male	78	(11.2%)	39	(5.6%)
Female	69	(19.6%)	22	(6.2%)

* Does not include services provided by the Job Service

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
 OPINIONS ABOUT THE HELPFULNESS OF SERVICES
 RECEIVED FROM GOVERNMENT AGENCIES

Types of Services or Agencies That Claimants Thought Were Most Helpful In Finding Them A Job or Assisting Them to Learn New Skills	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Job Listings/microfiche/computers/bulletins/newspapers	33 (3.9%)	11 (5.6%)	20 (5.0%)	13 (2.9%)	10 (2.9%)
Job Service or State Employment Agency in General	32 (3.7%)	8 (4.1%)	14 (3.5%)	18 (4.0%)	16 (4.6%)
Personal Counseling or Personal Notification of Job Openings	10 (1.2%)	-	3 (0.7%)	7 (1.6%)	6 (1.7%)
Job Search Skills, Practice/Interviews, Help in Preparing a Resume	7 (0.8%)	2 (1.0%)	1 (0.2%)	6 (1.3%)	5 (1.4%)
UI Payments/People at UI Office	6 (0.7%)	-	2 (0.5%)	4 (0.9%)	1 (0.3%)
Union or Other Private Placement Agency	6 (0.7%)	4 (2.0%)	4 (1.0%)	2 (0.4%)	2 (0.6%)
Schools/Education	5 (0.6%)	1 (0.5%)	2 (0.5%)	3 (0.7%)	3 (0.9%)
Job Referrals	4 (0.5%)	-	3 (0.7%)	1 (0.2%)	1 (0.3%)
Aptitude Testing/Career Counseling	3 (0.4%)	2 (1.0%)	3 (0.7%)	-	-
Skills Training	3 (0.4%)	-	1 (0.2%)	2 (0.4%)	2 (0.6%)
Civil Service Testing and Notices	3 (0.4%)	2 (1.0%)	1 (0.2%)	2 (0.4%)	2 (0.6%)
None	82 (9.6%)	17 (8.6%)	47 (11.6%)	35 (7.8%)	27 (7.8%)
No Services Used	641 (75.1%)	145 (73.6%)	292 (72.3%)	349 (77.6%)	267 (77.4%)

although only about 4 percent of the claimants cited this specific service as being helpful. About 10 percent of the exhaustees indicated that none of the services they had received was helpful in finding them jobs.

Relatively few claimants cited schools or general education as being helpful in finding them jobs. It should be recalled, however, that most of the claimants who had attended schools or general education programs were not sponsored by government agencies.

Exhibit B-V-12 presents data on long-term claimants' perceptions about services that they would like to have received but did not. The exhibit indicates that 78.5 percent of exhaustees and 86.3 percent of non-exhaustees answered "none" when asked what services they would like to have received. About 8 percent of the long-term claimants cited "job skills training and education" as a service which they would like to have received. It should be noted that this question was open-ended and did not include structured response options for specific types of services.

Exhibit B-V-13 presents information on how soon claimants would have been willing to accept services to help them find a new job that did not require them to be retrained. More than 80 percent of the long-term claimants (including both the exhaustees and non-exhaustees) indicated that they would have been willing to accept such services immediately after going on UI.

Exhibit B-V-14 presents data on how soon claimants would have been willing to accept services to teach new job skills after going on UI. About 70 percent of the long-term claimants indicated that they would have been willing to accept such services immediately. Almost 9 percent of exhaustees and 14 percent of non-exhaustees reported that they would never be willing to accept such services.

The data presented in the last three exhibits appears in some respects to be contradictory. When asked what services they would like to have received but did not, about 80 percent of the claimants could not identify any specific services. However, about the same percentage indicated that they would be willing immediately to accept services designed to help them find a new job using their current skills, while 70 percent indicated that they would be willing immediately to learn new job skills.

**CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS: SERVICES
THAT CLAIMANTS WOULD LIKE TO HAVE RECEIVED BUT DID NOT**

Services That Claimant Would Like to Have Received But Did Not	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
None	670 (78.5%)	170 (86.3%)	311 (77.0%)	359 (79.8%)	275 (79.7%)
Job Skills Training and Education	73 (8.5%)	14 (7.1%)	34 (8.4%)	39 (8.7%)	29 (8.4%)
More Information About Jobs Available (i.e., not just the listings)	21 (2.5%)	3 (1.5%)	16 (4.0%)	5 (1.1%)	5 (1.4%)
Monetary Benefits/Extension of UI Claim Period/Food Stamps	17 (2.0%)	1 (0.5%)	6 (1.5%)	11 (2.4%)	11 (3.2%)
Job Counseling/Aptitude Testing	14 (1.6%)	2 (1.0%)	8 (2.0%)	6 (1.3%)	4 (1.2%)
Personal Assistance, Guidance, or Help in Using the Job Listings or Other Resources	10 (1.2%)	2 (1.0%)	6 (1.5%)	4 (0.9%)	4 (1.2%)
Job Search Assistance/Help With Resume Writing	10 (1.2%)	-	4 (1.0%)	6 (1.3%)	5 (1.4%)
Guide to Programs and Services Available	8 (0.9%)	-	4 (1.0%)	4 (0.9%)	4 (1.2%)
Health Insurance, Disability Insurance	7 (0.8%)	-	3 (0.7%)	4 (0.9%)	2 (0.6%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
ELAPSED TIME BEFORE THEY WOULD HAVE BEEN WILLING
TO ACCEPT SERVICES TO HELP THEM FIND A NEW JOB
THAT UTILIZES THEIR SKILLS AND EXPERIENCE

How Soon Claimants Would Have Been Willing to Accept Services After Their Benefit Period Began	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Immediately	697 (81.6%)	159 (80.7%)	345 (85.4%)	352 (78.2%)	298 (86.4%)
1 - 4 Weeks	43 (5.0%)	16 (8.1%)	20 (5.8%)	23 (5.1%)	19 (5.5%)
5 - 9 Weeks	12 (1.4%)	4 (2.0%)	9 (2.2%)	3 (0.7%)	3 (0.9%)
10 - 14 Weeks	9 (1.1%)	3 (1.5%)	3 (0.7%)	6 (1.3%)	6 (1.7%)
Never	23 (2.7%)	13 (6.6%)	10 (2.5%)	13 (2.9%)	9 (2.6%)
Don't Know	18 (2.1%)	1 (0.1%)	13 (3.2%)	5 (1.1%)	4 (1.1%)
Did Not Look for/Want to Work	43 (5.0%)	-	-	43 (9.6%)	-
Not Reported	3 (0.4%)	1 (0.1%)	1 (2.5%)	2 (0.4%)	4 (1.1%)

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
ELAPSED TIME BEFORE THEY WOULD HAVE BEEN WILLING
TO ACCEPT SERVICES TO TEACH NEW JOB SKILLS

How Soon Claimants Would Have Been Willing to Accept Services After Their Benefit Period Began	Exhaustees N=854	Persons Who Were Reemployed Before Exhausting Benefits N=197	Exhaustees N=854		
			Working at Time of Interview N=404	Not Working at Time of Interview N=450	Not Working But Looking for Jobs N=345
Immediately	611 (71.5%)	139 (70.6%)	302 (74.8%)	309 (68.7%)	261 (75.7%)
1 - 4 Weeks	49 (5.7%)	8 (4.1%)	24 (5.9%)	25 (5.5%)	23 (6.7%)
5 - 9 Weeks	11 (1.3%)	3 (1.5%)	7 (1.7%)	4 (0.9%)	4 (1.2%)
10 - 14 Weeks	11 (1.3%)	-	4 (1.0%)	7 (1.6%)	7 (2.0%)
14 - 26 Weeks	11 (1.3%)	7 (3.6%)	3 (0.7%)	8 (1.8%)	8 (2.3%)
More Than 26 Weeks	4 (0.5%)	-	2 (0.5%)	2 (0.4%)	2 (0.6%)
Never	80 (9.4%)	28 (14.2%)	40 (9.9%)	40 (8.9%)	31 (9.0%)
Don't Know	31 (3.6%)	12 (6.1%)	21 (5.2%)	10 (2.2%)	7 (2.0%)
Did Not Look for/Want to Work	43 (5.0%)	-	-	43 (9.6%)	-
Not Reported	3 (0.4%)	-	1 (2.5%)	2 (0.4%)	2 (0.6%)

The data suggest that long-term claimants' attitudes toward reemployment services are complex and multidimensional. In general terms, claimants express a willingness to accept help in dealing with their employment problems. However, most of them appear to be resistant to enrolling in specific types of reemployment or retraining programs. A possible explanation is that although a majority of the long-term claimants are willing to accept help in regaining their old jobs or in obtaining jobs at similar pay levels, they may be less willing to enroll in specific reemployment programs which do not guarantee a job with a pay level comparable to what they were earning in their prior job.

VI. POST-UI EMPLOYMENT CHARACTERISTICS OF LONG-TERM CLAIMANTS WHO WERE REEMPLOYED AT THE TIME OF FOLLOWUP

This chapter presents data on long-term UI claimants who were reemployed at the time of our interview. This population includes 404 exhaustees and 169 long-term claimants who left UI before exhausting benefits. Data are presented on the following employment characteristics of these groups:

- How claimants found their jobs
- Industries in which claimants were reemployed, compared to the industries in which they had been employed
- Claimants annualized wages in their new jobs, compared to wages in their prior jobs
- Job satisfaction among the reemployed claimants

1. HOW THE REEMPLOYED CLAIMANTS FOUND THEIR JOBS

Exhibit B-VI-1 presents data on how the long-term claimants who were employed when interviewed had found their jobs. The exhibit indicates the following:

- Of the 169 claimants who left UI before exhausting their benefits, more than 44 percent had been recalled by their most recent employer or by another employer for whom they had worked previously. Among exhaustees, less than 20 percent had been recalled by a former employer. These data suggest that the non-exhaustee group included a significant percentage of seasonal workers, compared to the exhaustee group.
- Relatively few long-term claimants found their jobs through the Job Service (3.5 percent of exhaustees and 3.0 percent of non-exhaustees).
- For exhaustees, the most common ways in which claimants found their jobs were through friends and relatives (31.4 percent) and by directly contacting an employer (20.5 percent). For non-exhaustees, the most common ways in which claimants found jobs (other than by being recalled) were also through friends and relatives (19.5 percent) and by directly contacting an employer (16.0 percent).

LONG-TERM CLAIMANTS WHO WERE REEMPLOYED WHEN INTERVIEWED: HOW CLAIMANTS FOUND THEIR JOBS

How Claimants Found Their Jobs	Claimants Who Were on UI for at Least 22 Weeks and Who Were Employed at the Time of Interview	
	Exhaustees N=404	Claimants Who Were Reemployed Before Exhaustion N=169
Working at the same job as before they went on UI	68 (16.8%)	65 (38.5%)
Recalled by former employer, but not the most recent	10 (2.5%)	10 (5.9%)
Found job through a private employment agency	17 (4.2%)	2 (1.2%)
Found job through a State employment agency or Job Service	14 (3.5%)	5 (3.0%)
Found job through friends and relatives	127 (31.4%)	33 (19.5%)
Found job through want ads	46 (11.4%)	12 (7.1%)
Found job through union hall	12 (3.0%)	11 (6.5%)
Found job by directly contacting an employer	83 (20.5%)	27 (16.0%)
Self-employed	13 (3.2%)	2 (1.2%)
Found job by other means	13 (3.2%)	-

NOTE: In two cases, respondents did not report how they found their jobs.

- In general, the data suggest that the reemployed claimants found their jobs primarily on their own initiative (e.g., by contacting employers, reviewing want ads or through friends and relatives). Few of the claimants found their jobs by relying upon State employment agencies or unions.

2. INDUSTRIES IN WHICH LONG-TERM CLAIMANTS WERE REEMPLOYED

Exhibit B-VI-2 presents data for long-term claimants on the industries in which exhaustees who were reemployed had found their jobs. Comparisons are made with the industries in which the exhaustees had been employed before going on UI. The exhibit shows the following:

- For those industries in which significant numbers of exhaustees had been employed before going on UI, the construction industry had the highest percentage of claimants who were recalled by their previous employer (23.6 percent). Relatively few of the reemployed exhaustees who had been employed in mining or manufacturing were recalled by their former employer.
- There was a significant loss of jobs in some of the industries in which the reemployed exhaustees had been employed. For example, of the 44 exhaustees who had been employed in mining, only 13 (29.5 percent) were now working in that industry, while a significant percentage (31.8 percent) were now employed in construction. Of the 105 exhaustees who had been employed in manufacturing and were reemployed, only 37 (35.2 percent) were still working in manufacturing jobs. A total of 17 (16.2 percent) were now employed in the retail trade, while 27 (25.7 percent) were employed in services.
- In contrast, exhaustees who had been employed in construction, the retail trade, and services were more likely to be reemployed in the same industry as before. Of the 72 exhaustees who had worked in construction, 47 (65.3 percent) were still working in the construction industry. Of the 41 exhaustees who had been employed in the retail trade, and who had found jobs, 28 (68.3 percent) were reemployed in the same industry. Of the 59 exhaustees who had been employed in services and had found jobs, 40 (67.8 percent) were reemployed in services.

Exhibit B-VI-3 presents comparable data for the non-exhaustees who were still employed when interviewed. The data show the following:

INDUSTRY IN WHICH CLAIMANTS WORKED BEFORE THE UI CLAIM AND AT THE TIME OF INTERVIEW: CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO EXHAUSTED BENEFITS AND WHO WERE WORKING AT THE TIME OF INTERVIEW

Industry In Which Claimant Was Working Before The UI Claim	Total	Persons Recalled By Same Employer	Industry In Which Claimant Was Working At Time Of Interview									
			Persons Not Recalled By Same Employer									
			Agriculture, Fishing, Forestry	Mining	Construction	Manufacturing	Transportation, Communications, Utilities	Wholesale Trade	Retail Trade	Finance, Insurance, Real Estate	Services	Public Administration
Agriculture, Fishing, Forestry	5 (100.0%)	2 (40.0%)	-	-	-	1 (20.0%)	-	-	1 (20.0%)	-	1 (20.0%)	-
Mining	44 (100.0%)	7 (15.9%)	-	6 (13.6%)	14 (31.8%)	4 (9.1%)	1 (2.3%)	2 (4.5%)	4 (9.1%)	-	4 (9.1%)	2 (4.5%)
Construction	72 (100.0%)	17 (23.6%)	2 (2.8%)	2 (2.8%)	30 (41.7%)	6 (8.3%)	-	2 (2.8%)	1 (1.4%)	-	11 (15.3%)	1 (1.4%)
Manufacturing	105 (100.0%)	17 (16.2%)	-	-	10 (9.5%)	20 (19.0%)	2 (1.9%)	3 (2.9%)	17 (16.2%)	7 (6.7%)	27 (25.7%)	1 (1.0%)
Transportation, Communications, Utilities	39 (100.0%)	7 (11.1%)	1 (2.6%)	-	6 (15.3%)	4 (10.2%)	6 (15.3%)	1 (2.6%)	2 (5.1%)	1 (2.6%)	11 (28.2%)	1 (2.6%)
Wholesale Trade	18 (100.0%)	2 (11.1%)	-	-	1 (5.5%)	4 (22.2%)	1 (5.5%)	3 (16.7%)	-	-	6 (33.3%)	1 (5.5%)
Retail Trade	41 (100.0%)	8 (19.5%)	-	-	3 (7.3%)	3 (7.3%)	1 (2.4%)	-	20 (48.8%)	1 (2.4%)	4 (9.8%)	2 (4.9%)
Finance, Insurance, Real Estate	13 (100.0%)	-	1 (7.7%)	-	1 (7.7%)	-	3 (23.1%)	-	1 (7.7%)	4 (30.8%)	3 (23.1%)	-
Services	59 (100.0%)	6 (10.2%)	-	-	4 (6.8%)	3 (5.1%)	1 (1.7%)	-	8 (13.6%)	2 (3.4%)	34 (57.6%)	1 (1.7%)
Public Administration	8 (100.0%)	2 (25.0%)	-	-	-	1 (12.5%)	-	-	-	1 (12.5%)	3 (37.5%)	-
Total	404 (100.0%)	68 (16.8%)	4 (1.0%)	8 (2.0%)	69 (17.1%)	46 (11.4%)	15 (3.7%)	11 (2.7%)	54 (13.4%)	16 (4.0%)	104 (25.7%)	9 (2.2%)

INDUSTRY IN WHICH CLAIMANTS WORKED BEFORE THE UI CLAIM AND AT THE TIME OF INTERVIEW: CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO WERE REEMPLOYED BEFORE EXHAUSTING BENEFITS AND WHO WERE WORKING AT THE TIME OF INTERVIEW

Industry In Which Claimant Was Working Before The UI Claim	Total	Persons Recalled By Same Employer	Industry In Which Claimant Was Working At Time Of Interview											
			Persons Not Recalled By Same Employer											
			Agriculture, Fishing, Forestry	Mining	Construction	Manufacturing	Transportation, Communications, Utilities	Wholesale Trade	Retail Trade	Finance, Insurance, Real Estate	Services	Public Administration		
Agriculture, Fishing, Forestry	1	1 (100.0%)	-	-	-	-	-	-	-	-	-	-	-	-
Mining	11	2 (18.2%)	-	1 (9.1%)	4 (36.4%)	1 (9.1%)	-	-	1 (9.1%)	-	2 (18.2%)	-	-	-
Construction	57	32 (56.1%)	-	1 (1.8%)	17 (29.8%)	6 (10.5%)	-	-	-	-	1 (1.8%)	-	-	-
Manufacturing	42	14 (33.3%)	-	-	5 (11.9%)	12 (28.6%)	-	2 (4.8%)	4 (9.5%)	1 (2.4%)	4 (9.5%)	-	-	-
Transportation, Communications, Utilities	8	3 (37.5%)	-	1 (12.5%)	1 (12.5%)	-	1 (12.5%)	-	1 (12.5%)	-	1 (12.5%)	-	-	-
Wholesale Trade	4	2 (50.0%)	-	-	-	1 (25.0%)	-	-	-	-	-	-	1 (25.0%)	-
Retail Trade	14	3 (21.4%)	-	-	4 (28.6%)	1 (7.1%)	-	1 (7.1%)	2 (14.3%)	-	3 (21.4%)	-	-	-
Finance, Insurance, Real Estate	6	-	-	-	-	1 (16.7%)	1 (16.7%)	-	-	3 (50.0%)	1 (16.7%)	-	-	-
Services	22	6 (27.3%)	-	-	2 (9.1%)	1 (4.5%)	1 (4.5%)	-	1 (4.5%)	1 (4.5%)	9 (40.9%)	-	-	-
Public Administration	4	2 (50.0%)	-	-	-	1 (25.0%)	-	-	-	-	-	-	1 (25.0%)	-
Total	169 (100.0%)	65 (38.5%)	-	3 (1.8%)	33 (19.5%)	24 (14.2%)	3 (1.8%)	3 (1.8%)	9 (5.3%)	5 (3.0%)	21 (12.4%)	2 (1.2%)	-	-

- Of the 57 claimants who had worked in construction, 32 (56.1 percent) had been recalled by the same employer and an additional 17 (29.8 percent) were working in other construction jobs.
- Compared to exhaustees who had worked in manufacturing, the non-exhaustees who had worked in manufacturing were more likely to have been reemployed in the same industry. Specifically, of the 42 non-exhaustees who had worked in manufacturing and who had been reemployed, 26 (61.9 percent) were still working in manufacturing jobs.

3. WAGE RATES OF LONG-TERM CLAIMANTS WHO WERE REEMPLOYED WHEN INTERVIEWED

Exhibit B-VI-4 presents data on the wage rates of exhaustees who were working at the time of the interviews. The wage rates of exhaustees are compared with wage rates at their previous jobs.

The following data can be derived from the exhibit:

- A total of 179 (46.9 percent) of the reemployed exhaustees were working in lower wage categories than before going on UI.
- A total of 140 (36.7 percent) of the reemployed exhaustees were working at the same wage rates as before going on UI.
- A total of 63 (16.5 percent) of the reemployed exhaustees were in higher wage categories than before going on UI.

The following data show the percentage of exhaustees in each wage category who were in a lower wage category than before going on UI (excluding cases in which wage data were not reported):

• \$10,000 - \$14,999:	42.0 percent
• \$15,000 - \$19,999:	49.1 percent
• \$20,000 - \$24,999:	59.2 percent
• \$25,000 - \$29,999:	64.6 percent
• \$30,000 - \$34,999:	53.3 percent
• \$35,000 and higher:	64.7 percent

Exhibit B-VI-5 presents comparable data for non-exhaustees who were working when interviewed. The data indicate that, for this population, wage rates did not decline as much as for exhaustees. Specifically, the following data can be derived from the exhibit:

EXHIBIT B-VI-4

ANNUALIZED WAGE RATES BEFORE AND AFTER THE UI CLAIM:
CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS, AND
WHO EXHAUSTED BENEFITS AND WHO WERE EMPLOYED
AT THE TIME OF INTERVIEW

Annualized Wage Rate Before Applying For UI Benefits*	Annualized Wage Rate At The Time Of Interview								Total
	Less Than \$10,000	\$10,000 - \$14,999	\$15,000 - \$19,999	\$20,000 - \$24,999	\$25,000 - \$29,999	\$30,000 - \$34,999	\$35,000 and higher	Not Reported	
Less Than \$10,000	36 (73.5%)	11 (22.4%)	2 (4.1%)	-	-	-	-	-	49 (100.0%)
\$10,000 - \$14,999	37 (40.2%)	32 (34.8%)	11 (12.0%)	4 (4.3%)	2 (2.2%)	-	2 (2.2%)	4 (4.3%)	92 (100.0%)
\$15,000 - \$19,999	14 (23.7%)	14 (23.7%)	20 (33.9%)	3 (5.1%)	2 (3.4%)	2 (3.4%)	2 (3.4%)	2 (3.4%)	59 (100.0%)
\$20,000 - \$24,999	18 (22.8%)	17 (21.5%)	10 (12.7%)	23 (29.1%)	5 (6.3%)	1 (1.3%)	2 (2.5%)	3 (3.8%)	79 (100.0%)
\$25,000 - \$29,999	11 (22.4%)	8 (16.3%)	7 (14.3%)	5 (10.2%)	9 (18.4%)	5 (10.2%)	3 (6.1%)	1 (2.0%)	49 (100.0%)
\$30,000 - \$34,999	7 (23.3%)	5 (16.7%)	1 (3.3%)	2 (6.7%)	1 (3.3%)	8 (26.7%)	6 (20.0%)	-	30 (100.0%)
\$35,000 and higher	2 (5.3%)	5 (13.2%)	5 (13.2%)	2 (5.3%)	5 (13.2%)	3 (7.9%)	12 (31.6%)	4 (10.5%)	38 (100.0%)

* Preclaim wage data were not reported in 8 cases.

EXHIBIT B-VI-5

ANNUALIZED WAGE RATES BEFORE AND AFTER THE UI CLAIM:
CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS, AND
WHO WERE REEMPLOYED BEFORE EXHAUSTING BENEFITS AND
WHO WERE EMPLOYED AT THE TIME OF INTERVIEW

Annualized Wage Rate Before Applying For UI Benefits*	Annualized Wage Rate At The Time Of Interview								Total
	Less Than \$10,000	\$10,000 - \$14,999	\$15,000 - \$19,999	\$20,000 - \$24,999	\$25,000 - \$29,999	\$30,000 - \$34,999	\$35,000 and higher	Not Reported	
Less Than \$10,000	13 (72.2%)	4 (22.2%)	-	-	1 (5.5%)	-	-	-	18 (100.0%)
\$10,000 - \$14,999	4 (12.5%)	21 (65.6%)	4 (12.5%)	3 (9.4%)	-	-	-	-	32 (100.0%)
\$15,000 - \$19,999	3 (12.5%)	7 (29.2%)	11 (45.8%)	1 (4.2%)	-	1 (4.2%)	1 (4.2%)	-	24 (100.0%)
\$20,000 - \$24,999	6 (15.4%)	2 (5.1%)	4 (10.3%)	16 (41.0%)	4 (10.3%)	4 (10.3%)	2 (5.1%)	1 (2.6%)	39 (100.0%)
\$25,000 - \$29,999	1 (6.2%)	2 (12.5%)	1 (6.2%)	1 (6.2%)	7 (43.7%)	3 (18.7%)	1 (6.2%)	-	16 (100.0%)
\$30,000 - \$34,999	-	3 (17.6%)	2 (11.8%)	2 (11.8%)	-	6 (35.3%)	4 (10.3%)	-	17 (100.0%)
\$35,000 and higher	2 (9.1%)	-	2 (9.1%)	1 (4.5%)	1 (4.5%)	2 (9.1%)	14 (63.6%)	-	22 (100.0%)

* Preclaim wage data were not reported in 8 cases.

- 46 (27.4 percent) of the claimants were in lower wage categories than before going on UI
- 88 (52.4 percent) were in the same wage range as before
- 34 (20.2 percent) were in a higher wage range than before

4. HOURS WORKED BY LONG-TERM CLAIMANTS WHO WERE REEMPLOYED WHEN INTERVIEWED

Exhibit B-VI-6 presents data on the number of hours worked per week for long-term claimants who were working when interviewed. Comparisons are drawn between hours worked in the current job and hours worked in their previous job.

The following data can be derived from the exhibit:

- **Exhaustees**
 - Claimants working a shorter range of hours than before: 164 (42.2 percent)
 - Claimants working the same range of hours as before: 178 (45.8 percent)
 - Claimants working a longer range of hours than before: 47 (12.1 percent)
- **Non-Exhaustees**
 - Claimants working a shorter range of hours than before: 42 (25.5 percent)
 - Claimants working the same range of hours as before: 97 (58.8 percent)
 - Claimants working a longer range of hours than before: 25 (15.2 percent)

These data indicate that among claimants who were working, exhaustees were much more likely than non-exhaustees to be working a shorter number of hours than they had previously.

EXHIBIT B-VI-6

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS
AND WHO WERE WORKING AT THE TIME OF INTERVIEW:
NUMBER OF HOURS WORKED PER WEEK IN CURRENT
AND PREVIOUS JOBS

A. EXHAUSTEES

Hours Worked Per Week In Previous Job	Total	Hours Worked Per Week In Current Job				
		Less Than 30	30 - 39	40	More Than 40	Not Reported
Less Than 30	15 (100.0%)	7 (46.7%)	1 (6.7%)	5 (33.3%)	2 (13.3%)	-
30 - 39	16 (100.0%)	3 (18.7%)	7 (43.7%)	5 (31.2%)	1 (6.2%)	-
40	235 (100.0%)	44 (18.7%)	36 (15.3%)	118 (50.2%)	33 (14.0%)	4 (1.7%)
More Than 40	130 (100.0%)	16 (12.3%)	19 (14.6%)	46 (35.4%)	46 (35.4%)	3 (2.3%)

B. PERSONS REEMPLOYED BEFORE EXHAUSTING BENEFITS

Hours Worked Per Week In Previous Job	Total	Hours Worked Per Week In Current Job				
		Less Than 30	30 - 39	40	More Than 40	Not Reported
Less Than 30	5 (100.0%)	2 (40.0%)	-	3 (60.0%)	-	-
30 - 39	13 (100.0%)	3 (23.1%)	7 (53.8%)	3 (23.1%)	-	-
40	100 (100.0%)	7 (7.0%)	7 (7.0%)	65 (65.0%)	19 (19.0%)	2 (2.0%)
More Than 40	49 (100.0%)	4 (8.2%)	3 (6.1%)	18 (36.7%)	23 (46.9%)	1 (2.0%)

5. JOB SATISFACTION AMONG LONG-TERM CLAIMANTS WHO WERE WORKING WHEN INTERVIEWED

Exhibit B-VI-7 presents data on job satisfaction among long-term claimants who were working at the time of interview. The data show the following:

- Among exhaustees, 40.8 percent of the reemployed claimants indicated that they were looking for a different job. In contrast, only 26.0 percent of non-exhaustees said they were looking for a different job.
- Among both exhaustees and non-exhaustees, the major reason why claimants were looking for different jobs was that "the job does not pay enough." Other common sources of dissatisfaction were that the job did not utilize the claimant's skills, had insufficient or irregular hours, had inadequate benefits, or was seasonal or temporary.

The findings presented in Exhibit B-VI-7 have important implications because they suggest that many UI exhaustees who do find jobs shortly after exhausting benefits may be "at risk" of returning to UI or going on public assistance. This applies particularly to exhaustees who believe that their jobs are unstable, temporary, inconvenient, or pay too little.

With regard to the data in Exhibit B-VI-7, the higher rate of dissatisfaction among exhaustees (40.8 percent), compared to the rate for persons reemployed before exhaustion (26.0 percent), appears to be due partly to the fact that the latter group was more likely to have been recalled by a former employer than the exhaustees.

EXHIBIT B-VI-7

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS:
JOB SATISFACTION AMONG CLAIMANTS WHO WERE
EMPLOYED AT THE TIME OF INTERVIEW

	Exhaustees Employed at the Time of Interview N=404	Claimants Who Were Reemployed Before Exhaustion and Still Employed at the Time of Interview N=169	Total N=573
Reasons Why Claimants Were Looking for Different Jobs	Claimants Who Were Looking for a Different Job 165 (40.8%)	Claimants Who Were Looking for a Different Job 44 (26.0%)	Total 209 (36.5%)
"The job does not pay enough"	88 (53.3%)	24 (54.5%)	112 (53.6%)
"The job does not utilize my skills and abilities"	25 (15.2%)	6 (13.6%)	31 (14.8%)
Insufficient or irregular hours/ not steady work	25 (15.2%)	8 (18.2%)	33 (15.8%)
"Does not like the job"	19 (11.5%)	4 (9.1%)	23 (11.0%)
"Benefits are not adequate"	15 (9.1%)	5 (11.4%)	20 (9.6%)
"Work is seasonal or temporary"	9 (5.5%)	3 (6.8%)	12 (5.7%)
"Hoping to get old job back"	9 (5.5%)	-	9 (4.3%)
"Job is too inconvenient to get to"	3 (1.8%)	1 (2.3%)	4 (1.9%)
"No advancement possibilities"	2 (1.2%)	-	2 (1.0%)
"Safety factors/working conditions"	2 (1.2%)	4 (9.1%)	6 (2.9%)
Totals	165 (100.0%)	44 (100.0%)	209 (100.0%)

VII. PERCEPTIONS OF EMPLOYABILITY AMONG LONG-TERM UI CLAIMANTS WHO WERE NOT WORKING AT THE TIME OF FOLLOWUP

This chapter presents data on perceptions of employability among long-term claimants who exhausted benefits and were not working at the time of interview. The chapter covers the following topics:

- Perceptions among exhaustees regarding reemployment barriers
- "Reservation wages" among unemployed exhaustees

1. PERCEPTIONS AMONG EXHAUSTEES REGARDING REEMPLOYMENT BARRIERS

Exhibit B-VII-1 presents data for unemployed exhaustees on their perceptions of why they had not been able to find a job they would accept. The most common reason given by the exhaustees was that they felt there were no jobs available in general. The next most common reason was that they believed there were no jobs available in their occupation. Almost 15 percent of all exhaustees thought that they were too young or too old, while 11.8 percent thought that the pay was too low in the available jobs.

Exhibit B-VII-2 presents data on exhaustees who were not working when interviewed but had turned down jobs which they could have had. Only 8.4 percent of all the exhaustees said that they had turned down jobs after their benefits had run out. Of the exhaustees who had turned down jobs, most had done so because they thought the pay was too low.

Exhibit B-VII-3 presents data on the percentage of exhaustees who were not working when interviewed and who reported that they were still looking for only the same type of job that they had had before going on UI. The data are presented by the demographic characteristics of claimants and by the wage they earned in their previous jobs.

EXHIBIT B-VII-1

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO EXHAUSTED BENEFITS AND WHO WERE NOT WORKING AT THE TIME OF INTERVIEW: OPINIONS ABOUT WHY THEY HAD NOT BEEN ABLE TO FIND A JOB THAT THEY WOULD ACCEPT

Reasons Why Claimants Thought They Had Not Been Able To Find A Job They Would Accept	Persons Not Working At The Time Of Interview N=450*	Persons Not Working But Still Looking For Jobs When Interviewed N=345
"No jobs available, general"	97 (21.6%)	78 (22.6%)
"No jobs available in my occupation"	95 (21.1%)	86 (24.9%)
"Too young or too old"	67 (14.9%)	55 (15.9%)
"Pay too low"	53 (11.8%)	47 (13.6%)
"Lack necessary schooling, training, skills, or experience"	34 (7.6%)	27 (7.8%)
"Other personal handicap in finding a job, including racial or sexual discrimination"	16 (3.6%)	9 (2.6%)
"No jobs in local area/commuting difficulties/ no transportation"	9 (2.0%)	8 (2.3%)
"Couldn't arrange child care"	5 (1.1%)	1 (0.3%)
Other	15 (3.3%)	10 (2.9%)

* Of these 450 claimants, 105 were not actively looking for work at the time of interview, but 62 of these 105 had been looking for work at some time after their benefit period began.

EXHIBIT B-VII-2

CLAIMANTS WHO HAD BEEN ON UI FOR AT LEAST 22 WEEKS
 AND WHO HAD EXHAUSTED BENEFITS AND WHO
 WERE NOT WORKING AT THE TIME OF INTERVIEW: REASONS FOR
 TURNING DOWN JOBS SINCE THEIR UI BENEFITS RAN OUT

	Persons Not Working At The Time Of Interview N=450*	Persons Not Working But Still Looking For Jobs When Interviewed N=345
Number of Claimants Who Reported Turning Down Jobs Which They Thought They Could Have Had (After Exhausting Benefits)	38 (8.4%)	32 (9.3%)
Most frequently mentioned reasons for turning down jobs:		
- "Pay too low"	24	20
- "Location was inconvenient"	8	6
- "Did not like this type of work"	4	4
- "Hours were too short"	4	4
- "Hours were inconvenient"	4	3
- "Bad working conditions"	3	2

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EXHIBIT B-VII-3

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO EXHAUSTED BENEFITS AND WHO WERE NOT WORKING AT THE TIME OF INTERVIEW, BUT WERE LOOKING FOR WORK: PERCENTAGE WHO SAID THAT THEY WERE STILL LOOKING FOR ONLY THE SAME TYPE OF JOB THEY HAD BEFORE GOING ON UI, BY AGE, EDUCATION, SEX, AND PREVIOUS WAGE

	Claimants Still Looking For Only The Same Type of Job			
	Yes		No	
Total (N=345)*	116	(34.1%)	214	(62.9%)
<u>Age</u>				
17 - 24	5	(33.3%)	10	(66.7%)
25 - 34	24	(26.7%)	66	(73.3%)
35 - 44	29	(33.3%)	58	(66.7%)
45 - 54	26	(35.1%)	48	(64.9%)
55 - 64	29	(49.2%)	30	(50.8%)
65 +	3	(100.0%)	0	(0.0%)
<u>Education</u>				
Did Not Complete High School	27	(37.0%)	46	(63.0%)
Completed High School	59	(33.5%)	117	(66.5%)
Some College	18	(34.6%)	34	(65.4%)
Completed College	12	(41.4%)	17	(58.6%)
<u>Sex</u>				
Male	81	(35.8%)	145	(64.2%)
Female	35	(33.7%)	69	(66.3%)
<u>Previous Wage</u>				
Less Than \$10,000	17	(32.7%)	35	(67.3%)
\$10,000 - 14,999	17	(33.3%)	34	(66.6%)
\$15,000 - 19,999	19	(35.8%)	34	(64.1%)
\$20,000 - 24,999	20	(37.0%)	34	(63.0%)
\$25,000 - 29,999	16	(29.6%)	38	(70.4%)
\$30,000 - 34,999	10	(41.7%)	14	(58.3%)
\$35,000 and higher	13	(36.1%)	23	(63.9%)

* No data were reported for 5 of the claimants.

The exhibit indicates that 34.1 percent of the exhaustees who were unemployed and looking for work were still looking for only the same type of job as they had before. The data also show that the resistance to accepting a different type of job generally increased with age. The data do not show a consistent pattern with respect to the educational level of unemployed claimants, nor is there a significant difference between males and females on this variable. The data on prior wage levels indicate that among persons who had earned less than \$25,000 per year, resistance to accepting a different type of job tended to be greater among the higher paid exhaustees. However, the relationship between previous wage and willingness to accept a different type of job is not linear.

2. "RESERVATION WAGES" AMONG UNEMPLOYED EXHAUSTEES

Respondents who were unemployed at the time of interview were asked to identify their "reservation wages," defined as "the lowest weekly wage at which the respondent would be willing to work now." Exhibit B-VII-4 presents data on the reservation wages of exhaustees who were not working at the time of interview but who were looking for work. The data in the exhibit show the following:

- . Only 12.6 percent of all exhaustees indicated that they would be willing to work in jobs that paid less than \$4 per hour.
- . About 23 percent of the exhaustees said that they would not work for less than \$9 per hour.
- . The age of the exhaustees had some impact upon their reservation wage. Of the exhaustees in the 17-24 age group, two-thirds said they would be willing to work for less than \$5 per hour, compared to 27.3 percent of the 25-34 age group, and about 15 percent of persons in the 35-44, 45-54, and 55-64 age groups. At the other end of the wage scale, only about one-seventh of persons in the 17-24 and 25-34 age groups said that their reservation wage was \$9 per hour or more. This compared to 26.3 percent for the 35-44 age group, 25.1 percent for the 45-54 age group, and 34.4 percent for the 55-64 age group.
- . Exhaustees with less education generally had lower reservation wages. However, even among claimants who did not complete high school, 28.4 percent had a reservation wage of \$9 per hour or higher.

EXHIBIT B-VII-4

CLAIMANTS WHO WERE ON UI FOR AT LEAST 22 WEEKS AND WHO EXHAUSTED BENEFITS AND WHO WERE NOT WORKING BUT WERE LOOKING FOR JOBS AT THE TIME OF INTERVIEW: LOWEST HOURLY WAGE AT WHICH THEY WERE WILLING TO WORK NOW, BY AGE, EDUCATION, SEX, AND PRIOR WAGE

	Lowest Hourly Wage At Which Exhaustees Were Willing To Go To Work Now								Total
	Less Than \$4	\$4-4.99	\$5-5.99	\$6-6.99	\$7-8.99	\$9-10.99	\$11-14.99	\$15 or more	
All Exhaustees*	41 (12.6%)	29 (8.9%)	70 (21.5%)	52 (16.0%)	58 (17.8%)	39 (12.0%)	20 (6.1%)	16 (4.9%)	326 (100.0%)
<u>Age</u>									
17 - 24	7 (46.7%)	3 (20.0%)	1 (6.7%)	1 (6.7%)	1 (6.7%)	2 (13.3%)	-	-	15 (100.0%)
25 - 34	16 (18.2%)	8 (9.1%)	20 (22.7%)	19 (21.6%)	13 (14.8%)	7 (8.0%)	4 (4.5%)	1 (1.1%)	88 (100.0%)
35 - 44	5 (5.7%)	9 (10.3%)	16 (18.4%)	18 (20.7%)	16 (18.4%)	13 (14.8%)	3 (3.4%)	7 (8.0%)	87 (100.0%)
45 - 54	6 (8.3%)	5 (6.9%)	22 (30.6%)	8 (11.1%)	13 (18.1%)	11 (15.3%)	3 (4.2%)	4 (5.6%)	72 (100.0%)
55 - 64	6 (10.3%)	3 (5.2%)	11 (7.1%)	5 (8.6%)	13 (22.4%)	6 (10.3%)	10 (17.2%)	4 (6.9%)	58 (100.0%)
65 +	1 (33.3%)	-	-	-	2 (66.7%)	-	-	-	3 (100.0%)
<u>Education</u>									
Did Not Complete High School	12 (16.2%)	4 (5.4%)	10 (13.5%)	9 (12.2%)	18 (24.3%)	8 (10.8%)	7 (9.5%)	6 (8.1%)	74 (100.0%)
Completed High School Only	26 (15.1%)	17 (9.9%)	42 (24.4%)	31 (18.0%)	27 (15.7%)	19 (11.0%)	4 (2.3%)	6 (3.5%)	172 (100.0%)
Some College	3 (5.8%)	6 (11.5%)	15 (28.8%)	9 (17.3%)	5 (9.6%)	9 (17.3%)	4 (7.7%)	1 (1.9%)	52 (100.0%)
Completed College	-	2 (7.4%)	3 (11.1%)	3 (11.1%)	8 (29.6%)	3 (11.1%)	5 (18.5%)	3 (11.1%)	27 (100.0%)
<u>Sex</u>									
Male	21 (9.5%)	12 (5.4%)	42 (18.9%)	37 (16.7%)	44 (19.8%)	33 (14.9%)	18 (8.1%)	15 (6.8%)	222 (100.0%)
Female	20 (19.4%)	17 (16.5%)	28 (27.2%)	15 (14.6%)	14 (13.6%)	6 (5.8%)	2 (1.9%)	1 (1.0%)	103 (100.0%)
<u>Annualized Wage In Prior Job</u>									
Less Than \$10,000	22 (42.3%)	14 (26.9%)	11 (21.2%)	2 (3.8%)	1 (1.9%)	1 (1.9%)	1 (1.9%)	-	52 (100.0%)
\$10,000 - 14,999	9 (17.6%)	6 (11.8%)	21 (41.2%)	12 (23.5%)	1 (2.0%)	-	2 (3.9%)	-	51 (100.0%)
\$15,000 - 19,999	5 (9.3%)	3 (5.6%)	14 (25.9%)	11 (20.4%)	13 (24.1%)	8 (14.8%)	-	-	54 (100.0%)
\$20,000 - 24,999	2 (3.8%)	2 (3.8%)	12 (22.6%)	7 (13.2%)	13 (24.5%)	11 (20.8%)	5 (9.4%)	1 (1.9%)	53 (100.0%)
\$25,000 - 29,999	2 (3.8%)	3 (5.7%)	6 (11.3%)	11 (20.8%)	14 (26.4%)	11 (20.8%)	4 (7.5%)	2 (3.8%)	53 (100.0%)
\$30,000 - 34,999	1 (4.3%)	-	3 (13.0%)	2 (8.7%)	6 (26.1%)	5 (21.7%)	3 (13.0%)	3 (13.0%)	23 (100.0%)
\$35,000 or more	-	1 (2.9%)	3 (8.2%)	6 (17.6%)	10 (29.4%)	2 (5.9%)	2 (5.9%)	10 (29.4%)	34 (100.0%)

Note: The reservation wage was reported for only 326 of the 345 exhaustees who were still looking for work

- Males generally had a higher reservation wage than females. Only 14.9 percent of males said that they would be willing to work for less than \$5 per hour, compared to 35.9 percent of females. About 29.8 percent of males were not willing to work for less than \$9 per hour, compared to only 8.7 percent of females.
- The prior wage rate of exhaustees had an impact upon their reservation wages. Of persons who had earned the equivalent of less than \$10,000 per year, two-thirds were now willing to work for \$5 per hour or less. Among claimants who had earned \$20,000 per year or more, fewer than 8 percent were now willing to work for less than \$5 per hour. At the other end of the wage range, 32.1 percent of exhaustees who had earned \$20,000 - \$24,999 per year were unwilling to work for less than \$9 per hour. The corresponding percentages for other income groups were as follows:

- \$25,000 - 29,999:	32.3 percent
- \$30,000 - 34,999:	47.7 percent
- \$35,000 and higher:	42.2 percent

VIII. REGRESSION ANALYSIS OF FACTORS ASSOCIATED WITH POST-UI EMPLOYMENT STATUS AND UI EXHAUSTION

In this chapter, we present the results of multiple regression analyses designed to examine the following questions:

- Which variables "predicted" whether long-term claimants would be employed or unemployed at the time when they were interviewed?
- Which variables "predicted" whether exhaustees would be employed or unemployed when interviewed?
- Which variables "predicted" whether long-term claimants would exhaust their benefits or would be reemployed before leaving UI?

1. PROCEDURES USED IN THE MULTIPLE REGRESSION ANALYSIS

(1) Definition Of The Overall Population Analyzed

The overall population that was included in the multiple regression analysis consisted of the 1,051 claimants who had been on UI for at least 22 weeks and whose exhaustion status and post-UI employment status were reported.

(2) Definition Of The Dependent Variables

Two variables were used as dependent variables in the analysis:

- Whether or not the claimant was unemployed/discouraged at the time of the interview
- Whether or not the claimant exhausted benefits

Our procedures for defining these variables are described below.

Unemployed/Discouraged vs. Employed/Voluntarily Out Of The Workforce

In defining this dependent variable, our concern was to identify a potential "target group" of long-term claimants who were experiencing reemployment problems and who might stand to benefit from more coordinated efforts by State and local employment and training programs. This potential "target group" was defined as including the following long-term claimants:

- Long-term claimants who had exhausted benefits and who were not working at the time of interview but who indicated that they were looking for work (N=345)
- Long-term claimants who had been reemployed before exhausting benefits but who were unemployed when interviewed and were looking for work (N=25)
- Long-term claimants who were unemployed when interviewed and were not looking for work but who might be termed "discouraged" (N=20)^{1/}

Therefore, a total of 390 long-term claimants were defined as being in the "unemployed/discouraged" target group of persons who might potentially benefit from services. The remaining 661 long-term claimants in the sample were defined as not being in the target group for services. These 661 consisted of persons who

^{1/} These individuals included persons who had retired involuntarily, who believed that no work was available in their occupation or local area, or who thought that they lacked the necessary schooling or had been discriminated against.

were working at the time of the interviews or who had voluntarily left the workforce since leaving the UI rolls.

In the regression analysis, the dependent variable was treated as a dichotomous variable with values as follows:

- . Employed/voluntarily not in the workforce: 0
- . Unemployed/discouraged: 1

Exhaustees vs. Non-Exhaustees

For this dependent variable, claimants were given a score of 1 if they exhausted benefits (N=854) and a score of 0 if they were reemployed before exhausting benefits (N=197).

(3) Definition Of The Independent Or "Predictor" Variables

The independent or "predictor" variables for the multiple regression analysis consisted largely of the following:

- . Demographic characteristics of the long-term claimants
- . Characteristics of the claimants' employment situation prior to going on UI
- . Local site in which the claimant resided

Since our earlier crosstabulations had indicated that some of the independent variables might not have a linear relationship with the dependent variable, it was decided that variables such as age, education, and prior earnings would each be transformed into multiple variables consisting of specific ranges within the main variable. For example, the main variable "age" was transformed into six variables reflecting the six age ranges that had been used in the earlier crosstabulation analyses. For each age range, a dummy variable was created with values of 0 and 1, indicating whether a specific claimant fell into the age range.

Dummy variables were also created for the local sites to examine the potential impact of State characteristics upon the dependent variable. In addition, dummy

variables were created for each type of industry in which claimants had worked before going on UI (e.g., mining, manufacturing). In compliance with multiple regression procedures, one of the dummy variables for each main variable was suppressed in the analysis.

(4) Procedures For Entering Variables In The Regression Equation

Stepwise multiple regression procedures were utilized in the analysis. With regard to inclusion criteria, it was specified that variables had to have a probability of F-to-enter of 0.1. Pairwise deletion of missing data was specified.

2. RESULTS OF THE ANALYSIS OF FACTORS ASSOCIATED WITH POST-UI EMPLOYMENT STATUS

In this section, we present the results of the multiple regression analysis of factors associated with whether claimants were unemployed/discouraged at the time of interview (as defined previously).

(1) Results For All Long-Term Claimants

Exhibit VIII-1 presents the results of the multiple regression analysis for all long-term claimants in the study population. The exhibit presents a summary of the multiple regression results and a list of the independent variables which met the criteria for inclusion in the regression equation (i.e. T value was significant at the 0.1 level). The exhibit shows that 12 independent variables met the inclusionary criteria. In combination, these variables accounted for 0.05864 of the variation in the dependent variable.

The independent variables are ranked in order of the T values. The independent variable with the highest predictive power was: "Prior job ended because company went out of business or moved." This variable was positively related to the dependent variable, meaning that persons whose jobs had ended for this reason were more likely to be unemployed/discouraged at the time of interview.

EXHIBIT VIII-1

RESULTS OF THE MULTIPLE REGRESSION ANALYSIS OF FACTORS
ASSOCIATED WITH EMPLOYMENT OUTCOMES AMONG LONG-TERM UI CLAIMANTS

A. REGRESSION SUMMARY

Study population: Claimants who had been on UI for at least 22 weeks (N=1,051)
 Dependent variable: Unemployed/discouraged (value = 1) versus employed/voluntarily out of the workforce (value = 0) at the time of interview
 Multiple R: .26108
 R Square: .06816
 Adjusted R Square: .05684
 Standard Error: .46937

B. INDEPENDENT VARIABLES IN THE EQUATION

Variable	B	Beta	T Value	Significance Level for T
1. Prior job ended because company went out of business or moved	.134	.107	3.35	.0008
2. Prior earnings = \$20,000-\$24,999	-.120	-.091	-3.07	.0022
3. Age = 25-34	-.093	-.091	-2.73	.0064
4. State = Wisconsin	-.125	-.077	-2.48	.0133
5. Prior industry = construction	-.101	-.083	-2.53	.0116
6. Length of time in prior job = 12 to 23 months	.102	.070	2.24	.0251
7. Prior earnings = \$10,000-\$14,999	-.089	-.073	-2.24	.0255
8. Sex (male = 1, female = 0)	.069	.067	2.02	.0437
9. Education = completed college	-.092	-.062	-1.97	.0485
10. Age = 17-25	-.118	-.061	-1.87	.0618
11. Age = 55-64	.079	.057	1.73	.0847
12. Hours worked per week at prior job = less than 30	.112	.052	1.65	.0998

Among the other significant findings from the exhibit are the following:

- Age appears to play an important role in the probability of long-term claimants being employed or unemployed. Three of the 12 independent variables in the regression equation were age variables. The results indicate that young claimants (in age groups 17-24 and 25-34) were the least likely to be unemployed (the relationship with the dependent variable was negative), while claimants aged 55-64 are the most likely to be unemployed or discouraged.
- Two of the 12 independent variables were "prior earnings" variables. However, as indicated in the earlier discussion of the crosstabulation data, the relationship between prior earnings and the dependent variable appears to be nonlinear. None of the other earnings categories met the inclusionary criteria for the regression analysis.
- Claimants who had completed college were less likely to be unemployed/discouraged than other groups. However, none of the other education variables met the criteria for inclusion in the equation.
- With regard to sex, the data suggest that males were more likely to be unemployed/discouraged than females.
- Claimants who had worked in construction were less likely to be unemployed/discouraged than claimants who had worked in other industries.
- Persons who had worked for 12-23 months in their prior job and persons who had worked less than 30 hours per week were more likely to be unemployed than other groups.

(2) Results For Exhaustees Only

Exhibit VIII-2 presents the results of the multiple regression analysis of factors related to employment outcomes among the 854 exhaustees who had been on UI for at least 22 weeks. The data indicate that nine of the independent variables met the statistical criteria for inclusion in the regression equation. In combination, these variables accounted for .05741 of the variation in the dependent variable.

The independent variable with the highest predictive power was "prior job ended because company went out of business or moved," which had a positive relationship with the dependent variable. The variable with the next strongest relationship to the dependent variable was "age=25-34." Exhaustees in this age group were the least likely to be unemployed/discouraged when interviewed.

EXHIBIT VIII-2

RESULTS OF THE MULTIPLE REGRESSION ANALYSIS OF FACTORS
ASSOCIATED WITH EMPLOYMENT OUTCOMES AMONG EXHAUSTEES

A. REGRESSION SUMMARY

Study population: Exhaustees who had been on UI for at least 22 weeks (N=854)
 Dependent variable: Unemployed/discouraged (value = 1) versus employed/voluntarily out of the workforce (value = 0) at the time of interview
 Multiple R: .26052
 R Square: .06787
 Adjusted R Square: .05741
 Standard Error: .48057

B. INDEPENDENT VARIABLES IN THE EQUATION

	Variable	B	Beta	T Value	Significance Level for T
1.	Prior job ended because company went out of business or moved	.141	.114	3.26	.0012
2.	Age = 25-34	-.111	-.106	-3.05	.0023
3.	State = Indiana	.156	.089	2.56	.0122
4.	Prior earnings = \$20,000-\$24,999	-.112	-.089	-2.51	.0122
5.	Sex (male = 1, female = 0)	.089	.086	2.42	.0159
6.	Hours worked per week in prior job = less than 30	.148	.071	2.01	.0446
7.	State = Wisconsin	-.108	-.063	-1.83	.0681
8.	Prior earnings = \$10,000 - \$14,999	-.080	-.064	-1.77	.0776
9.	Length of time in prior job = less than 12 months	-.076	-.061	-1.75	.0809

B-101

The data also show that State of residence had some impact upon employment outcomes among exhaustees. Specifically, the variable "State=Indiana" had a positive relationship with the dependent variable, while "State=Wisconsin" had a negative relationship with the dependent variable. In other words, Lake County, Indiana claimants were significantly more likely to be unemployed/discouraged than other claimants, while Racine/Kenosha, Wisconsin claimants were significantly less likely to be unemployed/discouraged than other claimants.

Finally, exhaustees who had worked in their prior jobs for less than 12 months were less likely to be unemployed/discouraged than other exhaustees, although this relationship was significant only at the 0.1 level.

3. RESULTS OF THE ANALYSIS OF FACTORS ASSOCIATED WITH THE EXHAUSTION OF UI BENEFITS AMONG LONG-TERM CLAIMANTS

In this section, we present the results of our multiple regression analysis of factors associated with UI exhaustion among long-term claimants in the sample. For this analysis, the dependent variable was defined as "exhausted benefits" (value=1) vs. "reemployed before exhausting benefits" (value=0).

Exhibit VIII-3 presents the results of the multiple regression analysis. The exhibit shows that 12 of the independent variables met the criteria for inclusion in the regression equation. These variables, in combination, accounted for 0.6989 of the variation in the dependent variable.

The exhibit indicates that State of residence had an important impact on the probability that long-term claimants would exhaust benefits. Claimants in the Pennsylvania and Alabama samples were significantly more likely to exhaust benefits than claimants in other locations, while claimants in the Indiana sample were the least likely to exhaust benefits.

RESULTS OF THE MULTIPLE REGRESSION ANALYSIS OF FACTORS
ASSOCIATED WITH UI EXHAUSTION AMONG LONG-TERM CLAIMANTS

A. <u>REGRESSION SUMMARY</u>					
Study population:	Claimants who had been on UI for at least 22 weeks (N=1,051)				
Dependent variable:	Exhausted benefits (value = 1) versus reemployed before exhausting benefits (value = 0)				
Multiple R:	.28470				
R Square:	.08105				
Adjusted R Square:	.06989				
Standard Error:	.37731				
B. <u>INDEPENDENT VARIABLES IN THE EQUATION</u>					
Variable	B	Beta	Significance T Value	Level for T	
1. State = Pennsylvania	.121	.108	3.41	.0007	
2. State = Alabama	.118	.100	3.17	.0016	
3. Age = 55-64	.107	.095	3.02	.0026	
4. Prior industry = construction	-.092	-.094	-2.81	.0051	
5. State = Indiana	-.103	-.079	-2.49	.0129	
6. Prior industry = mining	.101	.080	2.45	.0145	
7. Sex (male = 1, female = 0)	-.065	-.078	-2.36	.0183	
8. Age = 17-24	-.113	-.072	-2.28	.0231	
9. Prior earnings = \$30,000-\$34,999	-.099	-.070	-2.22	.0263	
10. Age = 45-54	.069	.068	2.13	.0333	
11. Length of time in prior job = 36 to 59 months	-.085	-.061	-1.97	.0491	
12. Prior job ended for reasons other than company went out of business or moved and for reasons other than layoff	.062	.059	1.86	.0632	

The exhibit also shows that age was an important predictor of whether a long-term claimant went on to exhaust benefits. Claimants in the age groups 45-54 and 55-64 were significantly more likely to exhaust benefits than other claimants, while claimants in the youngest age category were least likely to exhaust benefits.

Another major finding from the exhibit is that long-term claimants who had worked in the construction industry were significantly less likely to exhaust benefits than claimants in other industries. In contrast, claimants who had worked in mining were significantly more likely to exhaust benefits than other claimants.

With regard to sex, the data indicate that females were significantly more likely to exhaust benefits than males. This data, in combination with the data in Exhibits VIII-1 and VIII-2, lend support to the earlier finding that, while female long-term claimants were more likely to exhaust benefits than males, they were less likely to be unemployed/discouraged at the time of interview. The apparent reason for this pattern is that a large percentage of the females who exhaust benefits decided to leave the workforce after leaving UI.

IX. OBSERVATIONS AND CONCLUSIONS

In this chapter, we present a discussion of the implications of the survey findings. Before these implications are presented, however, it must be emphasized that the claimant samples are not necessarily nationally representative but were selected from local communities which had experienced significant problems of long-term unemployment in recent years. However, it should also be noted that the communities included in the study had typically experienced their most significant problems prior to 1987 and that the employment situation in these sites had generally stabilized by the time the interviews were conducted.

1. PROPORTION OF LONG-TERM UI CLAIMANTS WHO MIGHT POTENTIALLY BENEFIT FROM REEMPLOYMENT SERVICES

The data shows that, in the local communities where we conducted the surveys, a significant proportion of the long-term claimants were experiencing reemployment problems 4 to 6 months after reaching the last few weeks of their claim. Of the 1,051 claimants for whom we had complete data, 390 (37.1 percent) were unemployed. Of these, 370 were still looking for work, and 20 could be termed "discouraged." These data suggest, therefore, that, at least in communities which have had a history of long-term unemployment over the past several years, the population of long-term UI claimants is a very appropriate group for the targeting of reemployment services.

Of the 390 claimants who were still unemployed, a majority expressed a lack of willingness to accept specific reemployment services, but most indicated that they would have been willing to accept some type of help in finding another job early in their claim period. This finding is not inconsistent with the results of our interviews with state and local program officials about the characteristics and attitudes of many long-term UI claimants. The interview findings suggested that most claimants would be willing to accept assistance in finding jobs that pay comparable wages to their prior jobs, but most are resistant to enrolling in training (or accepting ES referrals) that will provide them with lower-paying jobs.

Our findings suggest that many of the 390 of the long-term claimants who were unemployed at the time of our survey could have benefited from an aggressive intervention strategy directed at removing attitudinal barriers to accepting reemployment services. This strategy, for example, might have involved the presentation of LMI data in workshop settings or at ERP interviews to demonstrate to claimants that they were unlikely to be recalled soon to their prior jobs or that their wage expectations were unrealistically high.

In addition to the 390 long-term claimants who were unemployed at the time of our interviews, many of those who had found jobs were dissatisfied with their employment, primarily because of low pay, poor benefits, too few hours, or the seasonal or temporary nature of their jobs. These attitudes of dissatisfaction reflect the fact that, as indicated by the data presented in Chapter VI, most of the claimants who found new jobs were working in different occupations and at lower rates of pay than previously.

The data on self-reported job satisfaction and on the temporary nature of the new jobs has important implications because it suggests that many of the long-term claimants who had found new jobs were "at risk" of becoming unemployed or quitting their jobs and either returning to the UI rolls or going on public assistance. In total, 209 (36.5 percent) of the 573 long-term claimants who had found jobs reported that they were not satisfied with their jobs and were looking for other work.

2. CHARACTERISTICS OF LONG-TERM UI CLAIMANTS WHO EXPERIENCE THE GREATEST REEMPLOYMENT PROBLEMS AND WHO MIGHT BENEFIT THE MOST FROM REEMPLOYMENT SERVICES

Our multiple regression analyses of the factors associated with reemployment problems among long-term UI claimants showed that the independent variables included in the predictive equation accounted for relative little variation in the dependent variable. These results suggest that targeting reemployment services to specific subgroups within the overall population of long-term UI claimants may be difficult. However, our analyses show that, in an environment of limited resources for providing reemployment services, the following factors should be considered in determining which subgroups should be targeted in an environment of aggressive outreach:

(1) Circumstances In Which The Claimant's Job Ended

Our analyses indicate that persons who lost their jobs because their firm went out of business or left the area have more difficulty becoming reemployed than other groups of long-term claimants.

(2) Industry In Which The Claimant Was Employed

Our analyses suggest that workers in seasonal industries such as construction are more likely to be reemployed than workers in other industries. In particular, construction workers were much more likely than other workers to leave the UI rolls before exhausting benefits.

It should be noted that not all construction workers who receive UI are necessarily on a seasonal layoff cycle. Construction workers who were employed on special construction projects (e.g., new highway construction) may qualify as being "dislocated" if they lost their jobs when the projects ended.

If services are to be targeted at long-term claimants, however, they should clearly be directed at claimants who are structurally unemployed rather than those who are seasonally or cyclically unemployed. This type of targeting cannot be achieved by selecting specific industries but must be done on an individual basis according to the specific circumstances of the claimant.

(3) Age

The data indicate that long-term claimants aged 17-35 have the greatest probability of becoming reemployed, while workers in the 55-64 age range are least likely to find new jobs. Although these findings would suggest that services should be targeted toward older workers, the following points should be noted:

- Long-term claimants in the 17-44 age range accounted for 203 (58.8 percent) of the 345 exhaustees who were unemployed but still looking for jobs when interviewed.
- A high percentage (25.9 percent) of long-term claimants in the 55-64 age range chose to leave the work force after exhausting benefits. If this age range is to be targeted for reemployment services, individuals within the age group should be screened to determine whether they hope to return to the work force after leaving UI.

(4) Education

The multiple regression analyses and cross-tabulations suggest that long-term UI claimants with lower educational levels are less likely to become reemployed than persons who have attended college. These findings are consistent with the opinions expressed by interview respondents about the role of educational levels and literacy levels in the reemployment prospects of long-term UI claimants.

(5) Sex

The multiple regression analyses suggest that male long-term claimants were more likely than females to be unemployed but still looking for work at the time they were interviewed. A key factor in this situation may be that male claimants in the sample generally had a much higher "reservation wage" than females (Exhibit B-VIII-4).

(6) Prior Earnings

Our analyses show that this variable had a nonlinear relationship with employment outcomes among long-term claimants. Specifically, claimants who had been earning between \$20,000 and \$24,999 were the least likely to be reemployed of any wage group, while claimants who had earned \$10,000 - \$14,999 were the most likely to be reemployed. None of the other wage ranges had a statistically significant relationship with the dependent variable.

A possible explanation of these findings is that claimants who had been making upwards of \$25,000 per year were more likely to be involved in professional or managerial positions, to be better educated, and to have relatively few problems finding other employment (even though their new jobs were typically at lower wage ranges). In contrast, workers who had been making less than \$15,000 per year presumably had lower "reservation wages" than other claimants and were more likely to have been engaged in services or retail trade occupations, where their skills were more easily transferable to other jobs.

These results suggest that outreach activities to long-term UI claimants might optimally be targeted at workers whose prior earnings fell in the middle income ranges, rather than at the lowest or more highly paid workers.

3. EXPERIENCES AND PERCEPTIONS REGARDING REEMPLOYMENT SERVICES

(1) Role Of The Job Service

Our data analyses indicate that, while a high proportion (about two-thirds) of the long-term claimants reported going to the Job Service, relatively few felt that they had received substantive services and only 2 percent of all long-term claimants said that they had found a job as a result of a Job Service referral. Other significant findings were that:

- Claimants who had not completed high school—a group that was highly at risk of not being reemployed—were the least likely to have used the Job Service.
- A significant percentage of claimants who went to the the Job Service were not given information about job training or education programs. In addition, in several of the local sites, the Job Service referred fewer than 20 percent of the claimants to other agencies or programs.

These findings suggest that, while UI agencies are referring the majority of their claimants to the Job Service, the Job Service itself is not providing extensive services to the claimant population and does not have very effective procedures for referring claimants to other programs. These results corroborate the findings of our field interviews, which suggest that the role of the Job Service in serving long-term

claimants may be limited by competing priorities and mandates, by "turf" considerations, and by resource limitations. The findings also indicate that most long-term UI claimants are conducting their job search activities largely on their own rather than through the Job Service.

(2) Role Of Job Training And Job Search Assistance Programs

The data show that a very small percentage of long-term claimants had participated in OJT or occupational training (1.4 percent). In addition, that data indicate that only 6.0 percent of claimants had participated in job search assistance classes/ job clubs/job counseling (other than services provided by the Job Service). In addition, most of the claimants who had participated in such programs had not apparently done so under JTPA sponsorship, nor had most of them learned about such programs through the Job Service.

The data also suggest that the types of claimants who were most likely to be unemployed after leaving UI were the least likely to have participated in education courses, job training programs or job search assistance programs (e.g., claimants who had not completed high school, claimants aged 45-64 and male claimants.)

4. ATTITUDES TOWARD REEMPLOYMENT

The statistical data support the findings of our field interviews concerning the role of claimant attitudes as barriers to reemployment. For example, about one-third of the claimants who were still unemployed when they were interviewed said that they were still looking for only the same type of job as they had held previously. Almost one-half of persons in the 55-64 age group said that they were still looking for only the same type of job.

In addition, about 23 percent of the exhaustees who were still unemployed reported that they would not accept another job for less than \$9 per hour. For the 55-64 age group, more than one-third of the claimants said that they would not accept a job for less than \$9 per hour.

**PART C: RECOMMENDATIONS FOR IMPROVING THE REFERRAL OF
UI CLAIMANTS TO REEMPLOYMENT SERVICES**

**PART C: RECOMMENDATIONS FOR IMPROVING THE REFERRAL OF
UI CLAIMANTS TO REEMPLOYMENT SERVICES**

In this part of the report, we present general recommendations for improving the coordination and targeting of reemployment services to long-term UI claimants. In Chapter I, we present a summary discussion of the shortcomings of the current linkages among the ES, UI, and JTPA programs for serving long-term UI claimants. In Chapter II, we outline a "model system" for enhancing the linkages among the different programs.

I. SUMMARY DISCUSSION OF THE SHORTCOMINGS OF THE LINKAGES AMONG ES, UI, AND JTPA PROGRAMS FOR SERVING LONG-TERM UI CLAIMANTS

Part A and Part B of this report reviewed some of the major areas for improvement in the current linkages among the ES, UI, and JTPA programs in serving UI claimants.

These findings have two important implications:

- The imperfect linkages among the programs often preclude the effective delivery of services to UI claimants during the early stages of their claim periods. If the linkages were improved, it is likely that fewer claimants would stay on UI for long periods of time. This is an important conclusion because our findings indicate that, when claimants reach the late stages of their benefit period, their lack of income support is a major disincentive to enrolling in reemployment programs.
- The imperfect linkages result in very few reemployment services being provided to UI claimants once they have reached the last few weeks of their benefit period. Although several States have early intervention programs targeted at new claimants, none of the States gave a very high priority to serving claimants after their 20th week of UI, often because there was little to gain in UI trust fund savings.

An important conclusion from these findings is that, in order to improve the current program linkages for the reemployment of long-term UI claimants, it is necessary to improve the coordination of services to all UI claimants as early as possible in their claim period. By improving the coordination of services to claimants in the first few weeks of their claim, States and localities can reduce the number of long-term claimants who are difficult to recruit into reemployment programs because of their lack of income support.

Our review of the current linkages among ES, UI, and JTPA programs revealed that there are a number of underlying factors that effectively tend to reduce the extent of coordination among the programs in serving UI claimants:

- Each of the three programs has its own goals, priorities, program rules, operating procedures, resource constraints, and funding sources. This situation has typically resulted in a lack of coordinated efforts to provide services to members of the "hard-to-serve" groups, such as claimants with multiple reemployment barriers.
- Because of such factors as competing mandates, performance goals and funding issues, many of the harder-to-serve UI claimants have tended to receive very low priority from the three programs with respect to the targeting of program resources. Services have tended to be focused either upon federally mandated priority groups or upon the more motivated clients who do not require aggressive outreach efforts to be recruited into reemployment programs and who do not require extensive remediation.
- There has been a tendency for each of the programs to "sell" its own mix of services to clients, without regard for the variety of different services that unemployed claimants may require. As a result, there is often a lack of coordinated systems for assessing the needs of individual UI claimants and of ensuring that they are directed toward an appropriate type of reemployment program.

It is also clear from our interviews that, except for some of the recent State initiatives that were highlighted earlier, most of the traditional efforts to improve coordination among ES, UI, and JTPA programs at the local level have had mixed results. Typically, States have attempted to foster coordination among program services by such mechanisms as "coordination criteria," interagency agreements at the State level, or a requirement that local agencies enter into financial or nonfinancial agreements to provide specific services to each other.

In general, these types of approaches have had limited results because they do not fully address the underlying problems that preclude effective coordination among the programs at the local level. First, they are not usually strictly enforced or monitored, either by the State agencies or the local PICs. Instead, the agreements are typically general "statements of intent."

Second, the coordination agreements do not effectively resolve the disincentives to coordination among the programs, including such factors as competing priorities and goals, concern about placement credit and performance standards, and the competition among programs to recruit and place clients.

Third, the coordination agreements do not, in themselves, make it easier for potential program clients to gain access to the variety of reemployment services potentially available under the different programs. Unless the staff of the three programs are colocated, or at least cross-trained, the client may not be adequately informed about the different programs and may have to travel to multiple locations to obtain services. This situation is especially problematic for UI claimants with reemployment problems, many of whom are resistant to enrolling in programs in the first place.

II. OUTLINE OF A MODEL SYSTEM FOR IMPROVING THE COORDINATION OF REEMPLOYMENT SERVICES TO UI CLAIMANTS

In this chapter, we outline the major components of a "model system" for achieving a more coordinated approach to providing reemployment services to UI claimants with significant reemployment barriers. The proposed "model system" is based on our prior analyses of (1) the unique characteristics of claimants who experience reemployment problems and (2) the limitations of current linkages among the ES, UI, and JTPA programs for serving this population.

Our proposed "model system" has the following major components:

- Integrated service delivery
- Provision of services from the beginning of the claim period
- Provision of a variety of potential services, based on an assessment of the claimant's specific needs and employment barriers
- Greater use of the ERP process to refer claimants to reemployment services
- Continuous tracking and targeting of UI claimants throughout their claim period
- Targeting of specialized services to long-term claimants

Each of these components is described briefly below.

1. INTEGRATED SERVICE DELIVERY

A model system for coordinating reemployment services to UI claimants should incorporate an integrated service delivery network that provides a "one-stop" system for delivering services to the client. Pennsylvania's "Job Center" concept, or Indiana's proposed plan to merge ES and JTPA functions at the local level, are examples of this type of integrated service delivery network. These approaches are in the planning or

piloting stage and have not been finalized with respect to detailed organizational arrangements or operating procedures. However, the integrated service delivery concept has many advantages over previous efforts to promote coordination among ES-UI-JTPA programs:

- Persons who file a UI claim have automatic access to reemployment services, since an integrated service delivery concept involves cross-trained or colocated staff from each of the programs to provide comprehensive information about the programs at the point when workers file their claim.
- New UI claimants do not have to be cross-referred to agencies located at other facilities in order to find out about services or to enroll in programs.
- "Turf" issues are less likely to arise as barriers to the cross-referral of clients, since the integrated service delivery concept makes it easy to implement procedures to ensure that all UI claimants are cross-referred for possible participation in programs.

To be effective, the integrated service delivery system must include the UI program, since UI benefits provide the "draw" that will allow new claimants to be brought into contact with reemployment services. In addition, some portion of the formula JTPA Title III funds in each State should be allocated to the one-stop centers, rather than being allocated totally to plant-specific or industry-specific projects.

2. AVAILABILITY OF REEMPLOYMENT SERVICES FROM THE BEGINNING OF THE CLAIM PERIOD

Under the proposed "model system," integrated services should be made available to claimants as soon as they file their initial claim. This aspect of the model system would involve the elimination of the delays in service delivery that have resulted from current JTPA Title III fund allocation systems in many States. In addition, an "early intervention" emphasis would include such mechanisms as the provision of special workshops designed to address attitudinal barriers to the acceptance of reemployment services by new UI claimants.

3. PROVISION OF A VARIETY OF REEMPLOYMENT SERVICES

As indicated in Part A of the report, UI claimants vary considerably with respect to barriers to reemployment. Some may require remedial education before being referred to jobs or to retraining programs. Many claimants may require employability development services or job search assistance classes. A number of claimants, particularly older claimants and those who have not completed high school, may be resistant to such services as institutional skills training and may prefer on-the-job (OJT) training programs where they can earn immediate income.

To be effective, the integrated service delivery concept must incorporate (1) an effective system for the in-depth assessment of individual reemployment needs and (2) the provision of a flexible program of services from which claimants can choose, depending on their needs and interests. This type of approach recognizes that many UI claimants are resistant to extensive retraining programs but may benefit from shorter-term reemployment services. An integrated service delivery system would be more effective than current approaches in providing UI claimants with the choice of a variety of reemployment services.

4. GREATER USE OF THE ERP PROCESS TO REFER CLAIMANTS TO REEMPLOYMENT SERVICES

Even under an integrated service delivery system, it must be recognized that many UI claimants may not wish to enroll in reemployment programs during the first few weeks of their claim. This resistance is, in part, the result of some of the attitudinal factors discussed earlier in Part A of the report.

Given this situation, it is important that, as part of the integrated service delivery concept, the current ERP process be expanded. By expanding the ERP process, it is more likely that many of the UI claimants who do not enroll immediately in reemployment services can be induced to accept such services later in their benefit period. In addition, by expanding the ERP process, it may be possible to counteract the tendency for reemployment services (particularly under the Title III program) to be targeted at a largely self-selected subgroup of UI claimants.

The current ERP process might be expanded in the following ways:

- States should ensure that local offices are conducting ERP interviews in a systematic way and that all eligible claimants are included in the process
- The ERP interviews should be conducted by "cross-trained" staff as part of an integrated service delivery model. These staff would be given training in job counseling, client assessment, available reemployment services, and program eligibility rules
- States should institute systematic procedures to ensure that increasingly restrictive eligibility criteria are applied to claimants with respect to reservation wages and geographic search area

5. CONTINUOUS TRACKING AND TARGETING OF UI CLAIMANTS FOR REEMPLOYMENT INTO REEMPLOYMENT PROGRAMS

A major limitation of current early intervention programs targeted at UI claimants is that, under most State programs, claimants who do not enroll in services within a relatively short time frame are no longer effectively tracked for possible recruitment into services at a later stage in their claim. Because of the attitudinal factors that make many UI claimants reluctant to accept reemployment services early in their claims, current early intervention practices result in a significant gap in services to claimants who might benefit from reemployment assistance later in their benefit period.

As part of an integrated service delivery system, local programs should target reemployment services to UI claimants at several stages during their claim period. This process should extend to many of the claimants who are initially exempt from Job Service registration.

As part of the continued tracking and targeting of claimants, each claimant's second and third ERP interviews should be used to conduct an in-depth assessment of the claimant's continued reemployment problems. Intervention strategies such as job search assistance workshops should be targeted at claimants at several stages of their claim period, not simply as an "early intervention" strategy.

6. TARGETING OF SPECIALIZED SERVICES TO LONG-TERM CLAIMANTS WITH REEMPLOYMENT BARRIERS

As part of the proposed "model system," local programs should design specialized reemployment services for claimants who have reached the last few weeks of their benefit periods and who continue to experience reemployment barriers. These specialized services would be designed to take into account the following factors:

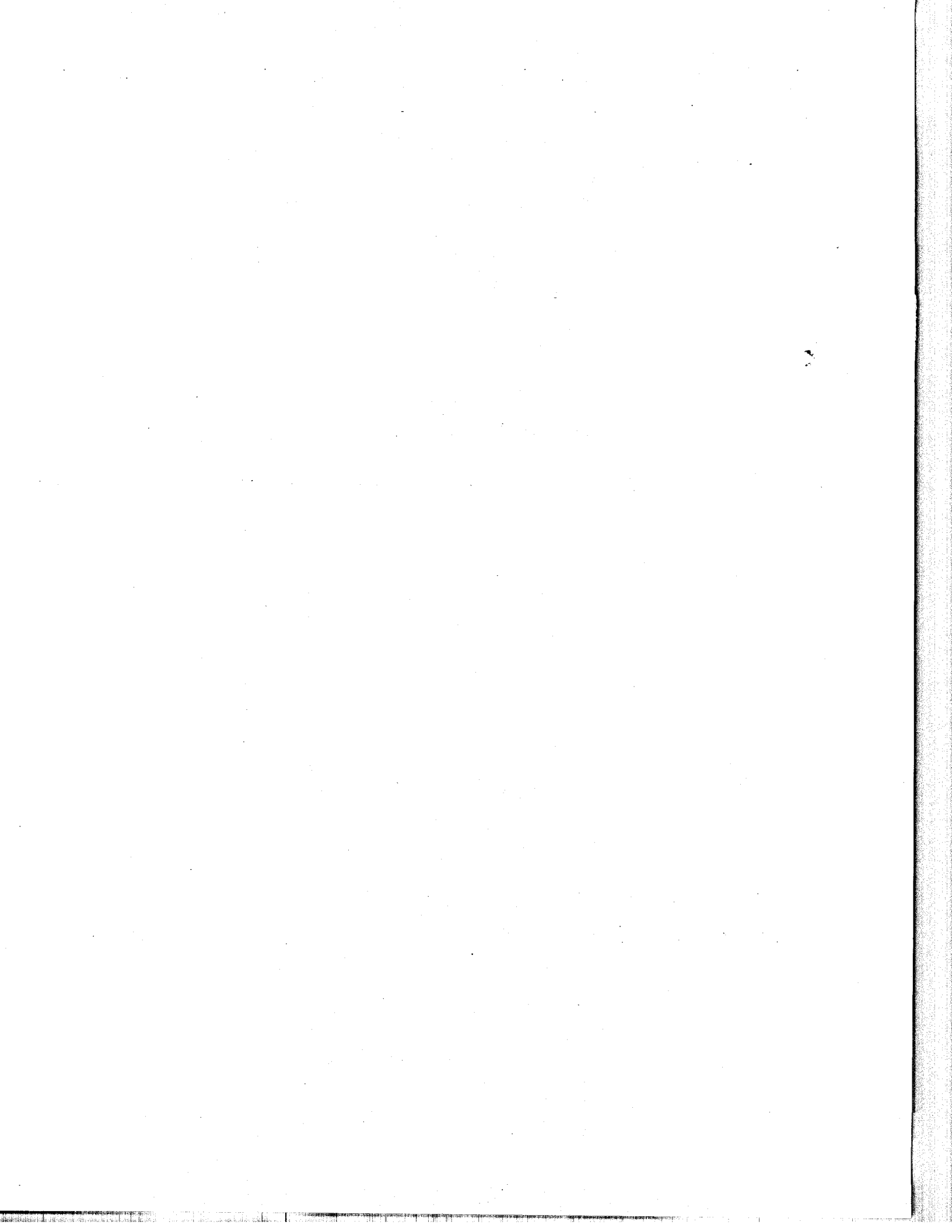
- Long-term claimants typically do not have sufficient income support remaining to enroll in lengthy retraining programs
- Many long-term claimants might benefit from less expensive, short-term interventions

The types of specialized services that might be appropriately targeted to claimants who have reached the last few weeks of their benefits include:

- Referrals to OJT positions which provide immediate income support
- Intensified job search assistance workshops and employability development programs

These types of services should be targeted specifically at the subgroups of long-term claimants who, based on our statistical analysis, are the most likely to remain unemployed after leaving the UI rolls.

APPENDIX
TELEPHONE SURVEY INSTRUMENT



OMB #: SAMPLE ID#: | | - | | - | |
EXPIRES: BENEFIT YEAR BEGIN DATE: | | - | | - | |
MPRI #: CURRENT STATE OF RESIDENCE: _____

**REFERRAL OF LONG TERM DISLOCATED WORKERS
TO REEMPLOYMENT SERVICES QUESTIONNAIRE**

INTERVIEW DATE:		
MONTH	DAY	YEAR

UPON CONTACTING DESIGNATED SAMPLE MEMBER:

My name is _____ and I'm calling from Mathematica Policy Research in Princeton, New Jersey. We are conducting a survey of people who established claims for unemployment benefits for the United States Department of Labor. The purpose of the survey is to improve services to people who collect unemployment insurance. The interview takes between 10 and 20 minutes. We could do it right now or I could call you back at a more convenient time.

CONTINUE IF NECESSARY:

We are calling people who established claims for unemployment benefits during the past year. That's why we contacted you.

ADDITIONAL INFORMATION. READ ONLY IF SAMPLE MEMBER REQUESTS MORE INFORMATION.

I DON'T COLLECT ANYMORE/I COLLECTED FOR A VERY SHORT TIME:

We are calling a group of people who collected benefits during the last year. The interview goes very quickly.

I'M NOT INTERESTED:

Let me reassure you that we are not selling anything. Your participation in the survey is very important to improving the Unemployment Insurance System. Any information you give me will be held in the strictest confidence.

IF DISSATISFIED WITH LOCAL UNEMPLOYMENT AGENCIES SAY:

I understand. Your comments will be especially important to the research. The United States Department of Labor wants to have feedback from people who were satisfied and people who were dissatisfied with their experiences.

HOW SAMPLE MEMBER'S NAME WAS SELECTED:

Your name has been selected as part of a random sample of individuals in your state who filed for unemployment benefits during the past year.

CONFIDENTIALITY:

Any information you give me will be held in the strictest confidence by my company and will be used only for the purposes of this study. Your answers will be combined with those of others and your name will never be used in reporting the results of the study. Your answers to questions will not affect your eligibility for any public program.

TIME BEGAN: | | : | | | AM. . . .01
PM. . . .02

I. TYPE OF JOB HELD BEFORE FILING FOR UI

1. According to (STATE) Unemployment Insurance records, you established a claim for unemployment benefits on or about (BENEFIT YEAR BEGIN DATE).

Did you actually begin to collect any unemployment insurance benefits on or about (BENEFIT YEAR BEGIN DATE)?

YES. . . . (SKIP TO Q.4)01
NO00

2. Have you collected any unemployment benefits within the last twelve months, that is, since (MONTH AND YEAR TWELVE MONTHS AGO)?

YES.01
NO . . . (INTERVIEWER, CONFIRM RESPONDENT IS THE CORRECT SAMPLE MEMBER AND TERMINATE INTERVIEW). . . .00

3. When did you begin to collect unemployment benefits after (MONTH AND YEAR, TWELVE MONTHS AGO)? If you received benefits more than once during the last twelve months, please tell me about the first time you collected benefits during that period.

- o INTERVIEWER: DATE MUST FOLLOW DATE TWELVE MONTHS AGO.
- o THIS DATE BECOMES BENEFIT YEAR BEGIN DATE, REPLACING DATE PRINTED ON CONTACT SHEET.

| | | | |
MONTH DAY YEAR

4. When did you receive your last unemployment check (for that claim/for the first claim you made since (BENEFIT YEAR BEGIN DATE))?

- o INTERVIEWER: DATE MUST BE AFTER BENEFIT YEAR BEGIN DATE:

| | | | |
MONTH DAY YEAR

STILL RECEIVING BENEFITS. . (SKIP TO Q.6) . . . -4

5. What was the reason that you stopped collecting unemployment insurance benefits?

BENEFITS RAN OUT/EXHAUSTED01

REEMPLOYED02

DISQUALIFIED03

OTHER (SPECIFY) CODE LATER: _____

VOLUNTARILY OUT
OF LABOR FORCE04

OTHER.05

*** ALL SKIP TO QUESTION 8 ***

6. Are you still receiving benefits from the claim you filed on (BENEFIT YEAR BEGIN DATE) or did you establish a new claim after that claim period ended?

SAME CLAIM . . . (SKIP TO Q.8). . .01

NEW CLAIM.02

7. When did you receive your last unemployment insurance check for the claim that started on (BENEFIT YEAR BEGIN DATE)?

o INTERVIEWER: DATE MUST BE AFTER BENEFIT YEAR BEGIN DATE.

| | | | | | |
|---| |---| |---|
MONTH DAY YEAR

DON'T KNOW-1

7a. What was the reason that you stopped collecting unemployment insurance benefits then?

BENEFITS RAN OUT/EXHAUSTED01

REEMPLOYED02

DISQUALIFIED03

OTHER (SPECIFY) CODE LATER:

VOLUNTARILY OUT
OF LABOR FORCE04

OTHER.05

8. I'd like to ask you about the job you had just before you filed for unemployment benefits on (BENEFIT YEAR BEGIN DATE).

- o PROBE, IF NECESSARY: The job you had that made you eligible to collect unemployment insurance benefits.
- o IF DON'T KNOW: Then tell me about the longest job you had in the 12 months before you filed your claim around (BENEFIT YEAR BEGIN DATE).

What kind of company did you work for? What did they make or do?

FOR EXAMPLE: TV AND RADIO MANUFACTURER, RETAIL SHOE STORE, DAIRY FARM.

CODERS ONLY

9. Where is this employer located, in what city and state? What is the zip code?

- o PROBE for the location where R worked.
- o PROBE, IF NECESSARY: Do you know the first three digits of the zip code?

_____ CITY _____ STATE | | | | | ZIP | | | | |

10. What did you do there--what was your job?

IF R HAD MORE THAN ONE JOB FOR EMPLOYER, DESCRIBE MOST RECENT JOB.

FOR EXAMPLE: ELECTRICAL ENGINEER, STOCK CLERK, DAIRY FARMER.

- o PROBE FOR CLEAR AND DESCRIPTIVE JOB TITLE.

_____ | | | | | CODERS ONLY | | | | |

11. When did you start working for that employer? If you worked there more than once, tell me the very first time you started.

- o INTERVIEWER: DATE MUST BE BEFORE BENEFIT YEAR BEGIN DATE.

| | | | | MONTH | | | | | DAY | | | | | YEAR | | | | |

12. How many hours per week did you usually work on that job? Please include regular overtime hours.

| | | | | HOURS PER WEEK | | | | |

15. Which of the following best describes the way that job ended: You were laid off for lack of work, you quit for health or personal reasons, you quit because of unsatisfactory working arrangements, you were fired, or was there some other reason?

- o PROBE, IF NECESSARY: The time just before you filed for unemployment benefits around (BENEFIT YEAR BEGIN DATE)?
- o PROBE IF "OTHER REASON": What was the reason?

LAID OFF FOR LACK OF WORK01
 QUIT FOR HEALTH OR PERSONAL REASONS02
 QUIT BECAUSE OF UNSATISFACTORY WORKING ARRANGEMENTS.03
 FIRED04
 LABOR DISPUTE05
 COMPANY MOVED OUT OF AREA06
 COMPANY WENT OUT OF BUSINESS.07
 OTHER-SPECIFY08

CODERS ONLY

NEVER LEFT JOB . .(SKIP TO Q.133)-4

16. Before you had that job, did you ever work for another company or other companies that (DESCRIPTION OF COMPANY IN Q.8), or did work similar to (DESCRIPTION OF COMPANY IN Q.8)?

PROBE FOR JOBS IN THE SAME INDUSTRY, NOT THE SAME OCCUPATION. YES.01
 NO (SKIP TO Q.18).00

17. Altogether, for how many years did you work for that type of company?

____|____| YEARS

LESS THAN ONE YEAR00

II. WORK SEARCH/REEMPLOYMENT EFFORTS

18. The next questions are about your activities from the time you started collecting unemployment benefits until now, that is since (BENEFIT YEAR BEGIN DATE).

Did you actively look for work at any time since BENEFIT YEAR BEGIN DATE?

YES.01

NO (SKIP TO Q.49).00

19. Did you look for work while you were collecting benefits?

YES.01

NO (SKIP TO Q.24).00

20. On average, how many days per week did you spend looking for work while you were collecting benefits?

DAYS PER WEEK

OR LESS THAN ONCE A WEEK01

21. On average, how many in person visits per week did you make with employers while you were collecting benefits?

VISITS PER WEEK

OR

TWO TO THREE VISITS A MONTH02

ONE VISIT A MONTH03

LESS THAN ONE VISIT A MONTH04

22. How many telephone contacts per week did you make with employers while you were collecting benefits?

TELEPHONE CONTACTS PER WEEK

OR

TWO TO THREE TELEPHONE CONTACTS A MONTH02

ONE TELEPHONE CONTACT A MONTH03

LESS THAN ONE TELEPHONE CONTACT A MONTH04

23. How many other employers did you contact per week by mail during that period?

MAIL CONTACTS PER WEEK

OR

TWO TO THREE MAIL CONTACTS A MONTH.02

ONE MAIL CONTACT A MONTH.03

LESS THAN ONE MAIL CONTACT A MONTH.04

24. INTERVIEWER: REFER TO Q.5 OR Q.7a. DID R EXHAUST BENEFITS, I.E., IS QUESTION 5 OR Q.7.a CODED 01?

YES.01

NO (SKIP TO Q.30).00

25. Did you (also) look for work after you received your last unemployment benefit check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

YES.01

NO (SKIP TO Q.30).00

26. On average, how many days per week did you spend looking for work after you received your last unemployment benefit check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

DAYS PER WEEK

OR LESS THAN ONCE A WEEK01

27. On average, how many in person visits per week did you make with employers after you received your last unemployment check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

VISITS PER WEEK

OR

TWO TO THREE VISITS A MONTH02

ONE VISIT A MONTH03

LESS THAN ONE VISIT A MONTH04

28. How many telephone contacts per week did you make with employers after you received your last unemployment check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

TELEPHONE CONTACTS PER WEEK

OR

TWO TO THREE TELEPHONE CONTACTS A MONTH . .02

ONE TELEPHONE CONTACT A MONTH03

LESS THAN ONE TELEPHONE CONTACT A MONTH . .04

29. How many other employers did you contact per week by mail after you received your last unemployment check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

MAIL CONTACTS PER WEEK

OR

TWO TO THREE MAIL CONTACTS A MONTH.02

ONE MAIL CONTACT A MONTH.03

LESS THAN ONE MAIL CONTACT A MONTH.04

30. I'm going to read a list of things people sometimes do when looking for work. I'd like you to tell me whether you did any of these things, (either) while you were collecting unemployment benefits (or after you received your last unemployment check (for the claim period that started on (BENEFIT YEAR BEGIN DATE)))? Did you. . .

CIRCLE
YES OR NO FOR EACH

	<u>YES</u>	<u>NO</u>
a. go to the state Job Service?	01	00
b. check with any private employment agency?	01	00
c. ask friends or relatives about job openings?	01	00
d. look at want ads?	01	00
e. answer any ads?	01	00
f. apply to places where you wanted to work, even if you might not know of job openings there, when you applied?	01	00
g. do anything else to try to find a job?	01	00

SPECIFY: _____

| | |
CODERS ONLY

31. Are you a member of a union?

YES.01

NO (SKIP TO Q.36).00

32. Since (BENEFIT YEAR BEGIN DATE) did you check with your union when you were looking for work?

YES.01

NO00

33. Do you usually find work through a union hiring hall?

YES.01

NO00

THERE ARE NO QUESTIONS 34 OR 35 IN THIS VERSION.

III. EXPERIENCE, KNOWLEDGE, PERCEPTIONS CONCERNING THE JOB SERVICE

36. INTERVIEWER: REFER TO Q.30.a. DID R GO TO THE STATE JOB SERVICE?
 YES.01
 NO(SKIP TO Q.49)00

37. Did you go to the state Job Service while you were collecting unemployment benefits?
 YES.01
 NO00

38. INTERVIEWER: REFER TO Q.5 OR Q.7a. DID R EXHAUST BENEFITS? IS Q.5 OR Q.7a CODED 01?
 YES.01
 NO(SKIP TO Q.40)00

39. Did you (also) go to the state Job Service after you received your last unemployment benefit check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?
 YES.01
 NO00

40. The next questions are about experiences that you may have had with the state Job Service.

When you went to the state Job Service, did you:

CIRCLE YES OR NO FOR EACH

	<u>YES</u>	<u>NO</u>
a. use the information available about jobs in your town or area? . . . . .	.01	00
b. use the information available about jobs in <u>other</u> towns or areas? . . . . .	.01	00

41. When you went to the state Job Service, which of the following did they do? Did they. . .

CIRCLE YES OR NO
FOR EACH

	<u>YES</u>	<u>NO</u>
a. teach you how to apply for jobs? . . . . .	.01	00
b. help you fill out job applications or assist you in contacting employers? . . . . .	.01	00
c. give you information to help you decide on a career or occupation? . . . . .	.01	00
d. test you to see what jobs you are qualified or suited for? . . . . .	.01	00
e. give you information about job training programs? . . . . .	.01	00
f. give you information about education programs? . . . . .	.01	00
g. refer you to other agencies or programs which might have helped you find a job? . . . . .	.01	00

42. When you went to the Job Service, were you referred to any employers?

o IF YES, ASK: How many employers were you referred to?

YES. | | |
EMPLOYERS
REFERRED TO

NO(SKIP TO Q.46)00

43. Did you get any job offers as a result of referrals by the Job Service?

o IF YES, ASK: How many job offers did you get?

YES. | | |
JOB OFFERS

NO(SKIP TO Q.46)00

44. Did you accept (the job/any of those offers)?

YES. . . . (SKIP TO Q.46)01

NO00

45. Why didn't you accept (the job/any of these jobs)? PROBE: Any other reasons?

CIRCLE ALL
THAT APPLY

DID NOT LIKE THAT KIND OF WORK01

HOURS WERE TOO LONG.01

HOURS WERE TOO SHORT01

HOURS WERE INCONVENIENT (WRONG TIME OF DAY). .01

LOCATION WAS INCONVENIENT.01

DIDN'T HAVE NECESSARY SKILLS01

OVER-TRAINED FOR JOB01

PAY TOO LOW.01

BAD WORKING CONDITIONS01

LACK OF TRANSPORTATION01

LACK OF CHILD CARE01

OTHER (SPECIFY):01

_____|_____|_____|
CODERS ONLY

46. Overall how helpful would you say that the Job Service was? Would you say. . .

very helpful01

somewhat helpful02

not very helpful, or. .(SKIP TO Q.49). . .03

not helpful at all? .(SKIP TO Q.49). . .04

47. How could the Job Service have been more helpful to you?

*** ALL SKIP TO Q.49 ***

48. Why do you think that the Job Service was (not very helpful/not helpful at all)?

IV. EDUCATION AND TRAINING EXPERIENCES

49. Now I'd like to ask about any schools you may have gone to or any general education courses you may have taken since (BENEFIT YEAR BEGIN DATE). Please think only of schools at this time. I will ask about job and occupational training in a few minutes. Did you attend any school or general education course, since (BENEFIT YEAR BEGIN DATE)?

YES.01

NO (SKIP TO Q.62)00

EDUCATION 1

EDUCATION 2

Let's talk about the (first/next) course you went to since (BENEFIT YEAR BEGIN DATE). When did that course start?

MONTH DAY YEAR

MONTH DAY YEAR

In what type of program, course, or school were you enrolled?

- HIGH SCHOOL. . . (SKIP TO Q.53) . . .01
- G.E.D. (SKIP TO Q.53) . . .02
- VOCATIONAL OR TECHNICAL SCHOOL (SKIP TO Q.53) . . .03
- ADULT ED (SKIP TO Q.53) . . .04
- JR. COLLEGE.05
- 4-YEAR COLLEGE06
- GRADUATE COLLEGE07
- OTHER (SKIP TO Q.53) . . .08
- SPECIFY: _____

- HIGH SCHOOL. . . (SKIP TO Q.53) . . .01
- G.E.D. (SKIP TO Q.53) . . .02
- VOCATIONAL OR TECHNICAL SCHOOL (SKIP TO Q.53) . . .03
- ADULT ED (SKIP TO Q.53) . . .04
- JR. COLLEGE.05
- 4-YEAR COLLEGE06
- GRADUATE COLLEGE07
- OTHER (SKIP TO Q.53) . . .08
- SPECIFY: _____

When do you expect to receive your degree?

→ SKIP TO Q.56
 MONTH YEAR

→ SKIP TO Q.56
 MONTH YEAR

NOT WORKING TOWARDS A DEGREE . . .-4

NOT WORKING TOWARDS A DEGREE . . .-4

When did that program/course end?

MONTH DAY YEAR

MONTH DAY YEAR

STILL ATTENDING. (SKIP TO Q.56). .-4

STILL ATTENDING. (SKIP TO Q.56). .-4

Did you complete the program/course?

- YES. (SKIP TO Q.56). . . .01
- NO.00

- YES. (SKIP TO Q.56). . . .01
- NO.00

Why didn't you complete the program/course?

	EDUCATION 1	EDUCATION 2
. Did you pay <u>all</u> , part, or none of the cost of this education?	ALL01 PART.02 NONE.03	ALL01 PART.02 NONE.03
. REFER TO QUESTION 30a. DID R GO TO STATE JOB SERVICE?	YES01 NO.(SKIP TO Q.59)00	YES01 NO.(SKIP TO Q.59)00
. Did you learn about this program/course through the state Job Service?	YES01 NO.00	YES01 NO.00
. How helpful would you say this program/course that you took was in helping you find a job? Would you say. . .	very helpful. . (SKIP TO Q.61). . .01 somewhat helpful .(SKIP TO Q.61). .02 not very helpful.03 not helpful at all?04	very helpful. . (SKIP TO Q.61). . .01 somewhat helpful .(SKIP TO Q.61). .02 not very helpful.03 not helpful at all?04
. How could the program/course have been (more) helpful to you?	_____ _____ _____ <input type="checkbox"/> <input type="checkbox"/> CODERS ONLY	_____ _____ _____ <input type="checkbox"/> <input type="checkbox"/> CODERS ONLY
. Did you attend any other schools or take any other education course since (BENEFIT YEAR BEGIN DATE)?	YES . .(GO TO NEXT EDUCATION) . .01 NO.(SKIP TO Q.62)00	* GO TO Q.62 *

program since (BENEFIT YEAR BEGIN DATE)? Do not count training that you got after you were hired on a job.

PROBE: WAS THIS ON-THE-JOB TRAINING PART OF A PROGRAM TO HELP YOU LEARN SKILLS TO FIND A JOB OR WAS IT PROVIDED BY AN EMPLOYER AFTER YOU WERE HIRED?
 YES.01
 NO(SKIP TO Q.76)00

	TRAINING 1	TRAINING 2	TRAINING 3
63. Let's talk about the (first/next) job training program you went to since (BENEFIT YEAR BEGIN DATE). (What kind of job training did you get? For what specific type of work were you trained?) GET JOB DESCRIPTION, TITLE AND INDUSTRY, IF APPLICABLE.	_____ _____ _____ COODERS ONLY	_____ _____ _____ COODERS ONLY	_____ _____ _____ COODERS ONLY
64. What was the name of the agency that provided the training?	_____ _____ _____ COODERS ONLY	_____ _____ _____ COODERS ONLY	_____ _____ _____ COODERS ONLY
65. Was this part of a special government program like the Job Training Partnership Act or JTPA?	YES01 NO.02 MAYBE03 DON'T KNOW/NO IDEA. . AT ALL.-1	YES01 NO.02 MAYBE03 DON'T KNOW/NO IDEA. . AT ALL.-1	YES01 NO.02 MAYBE03 DON'T KNOW/NO IDEA. . AT ALL.-1
66. On what day did the program start?	____|____|____ MM DD YY	____|____|____ MM DD YY	____|____|____ MM DD YY
67. When did that program end?	____|____|____ MM DD YY STILL ATTENDING (SKIP TO Q.70).-4	____|____|____ MM DD YY STILL ATTENDING (SKIP TO Q.70).-4	____|____|____ MM DD YY STILL ATTENDING (SKIP TO Q.70).-4
68. Did you complete the program?	YES. .(SKIP TO Q.70). .01 NO.00	YES. .(SKIP TO Q.70). .01 NO.00	YES. .(SKIP TO Q.70). .01 NO.00

	TRAINING 1	TRAINING 2	TRAINING 3
69. Why didn't you complete the program?	NOT INTERESTED/DIDN'T LIKE PROGRAM.01 DIDN'T THINK IT WOULD HELP TO FIND JOB. . . .02 FOUND JOB/REEMPLOYED. .03 STARTED SCHOOL/OR A DIFFERENT TRAINING. . .04 DECIDED DIDN'T WANT JOB.05 ILLNESS06 POOR GRADES07 COULDN'T AFFORD TO CONTINUE08 COURSES OR PROGRAM POORLY TAUGHT09 OTHER (SPECIFY BELOW) .10 <div style="text-align: right;">□ □</div>	NOT INTERESTED/DIDN'T LIKE PROGRAM.01 DIDN'T THINK IT WOULD HELP TO FIND JOB. . . .02 FOUND JOB/REEMPLOYED. .03 STARTED SCHOOL/OR A DIFFERENT TRAINING. . .04 DECIDED DIDN'T WANT JOB.05 ILLNESS06 POOR GRADES07 COULDN'T AFFORD TO CONTINUE08 COURSES OR PROGRAM POORLY TAUGHT09 OTHER (SPECIFY BELOW) .10 <div style="text-align: right;">□ □</div>	NOT INTERESTED/DIDN'T LIKE PROGRAM.01 DIDN'T THINK IT WOULD HELP TO FIND JOB. . . .02 FOUND JOB/REEMPLOYED. .03 STARTED SCHOOL/OR A DIFFERENT TRAINING. . .04 DECIDED DIDN'T WANT JOB.05 ILLNESS06 POOR GRADES07 COULDN'T AFFORD TO CONTINUE08 COURSES OR PROGRAM POORLY TAUGHT09 OTHER (SPECIFY BELOW) .10 <div style="text-align: right;">□ □</div>
70. Did you pay for all, part, or none of the cost of this program?	ALL01 PART.02 NONE03	ALL01 PART.02 NONE03	ALL01 PART.02 NONE03
71. How helpful would you say the training that you received was in helping you find a job? Would you say...	very helpful01 (SKIP TO Q.73).01 somewhat helpful02 (SKIP TO Q.73).02 not very helpful. . . .03 not helpful at all. . .04	very helpful01 (SKIP TO Q.73).01 somewhat helpful02 (SKIP TO Q.73).02 not very helpful. . . .03 not helpful at all. . .04	very helpful01 (SKIP TO Q.73).01 somewhat helpful02 (SKIP TO Q.73).02 not very helpful. . . .03 not helpful at all. . .04
72. How could this training have been more helpful to you?	 <hr/> <hr/>	 <hr/> <hr/>	 <hr/> <hr/>
REFER TO Q.30.a	YES01	YES01	YES01
73. DID R GO TO STATE JOB SERVICE?	NO . (SKIP TO Q.75) . .00	NO . (SKIP TO Q.75) . .00	NO . (SKIP TO Q.75) . .00
74. Did you learn about this program through the state Job Service?	YES01 NO.00	YES01 NO.00	YES01 NO.00
75. Did you attend another job training program while you were collecting unemployment benefits?	YES. (GO TO NEXT . . .TRAINING).01 NO. .(GO TO Q.76) . . .00	YES. (GO TO NEXT . . .TRAINING).01 NO. .(GO TO Q.76) . . .00	* GO TO Q.76 *

76. Since (BENEFIT YEAR BEGIN DATE), did you go to any classes that helped you look for work, job clubs, or any counseling or testing service (other than that provided directly by the state Job Service)? Please do not include any services you may have already told me about.

YES.01

NO(SKIP TO Q.88)00

77. Did you go to that service while you were collecting unemployment benefits?

YES.01

NO00

78. INTERVIEWER: REFER TO Q.5 OR Q.7a. DID R EXHAUST BENEFITS? IS Q.5 OR Q.7a CODED 01?

YES.01

NO(SKIP TO Q.80)00

79. Did you (also) go to that service after you received your last unemployment check (for the claim period that started on (BENEFIT YEAR BEGIN DATE))?

YES.01

NO00

80. What was the name of the place that provided that service?

81. Was this part of a special government program like the Job Training Partnership Act or JTPA?

YES.01

NO.02

MAYBE.03

DON'T KNOW-1

82. When you went to that service, which of the following did they do?
Did they. . .

CIRCLE YES OR NO
FOR EACH

	<u>YES</u>	<u>NO</u>
a. teach you how to apply for jobs? . . . . .	.01	00
b. help you fill out job applications and contact employers? . . . . .	.01	00
c. give you information to help you decide on a career or occupation? . . . . .	.01	00
d. test you to see what jobs you are qualified or suited for? . . . . .	.01	00
e. give you information about job training programs? . . . . .	.01	00
f. give you information about education programs? . . .	.01	00
g. refer you to other agencies which might have helped you find a job? . . . . .	.01	00

83. How helpful would you say that service was in helping you find a job?
Would you say. . .

- very helpful. . . . (SKIP TO Q.85)01
- somewhat helpful. . (SKIP TO Q.85)02
- not very helpful or.03
- not helpful at all04

84. How could these services have been more helpful?

85. Are there any services that you would have liked to receive from this agency, but did not? IF YES, which ones?

CODERS ONLY

NO.00

86. DID R GO TO STATE JOB SERVICE?

YES.01

NO(SKIP TO Q.88)00

87. Did you learn about this program through the state Job Service?

YES.01

NO00

88. The next questions ask for your opinions about how useful any services you received from government agencies were in helping you find a job or learn new skills.

Thinking about any services we've already discussed and any others you may have used, what kinds of services did you find most helpful?

NONE USED.-4

CODERS ONLY

INTENTIONALLY LEFT BLANK

V. CURRENT JOB STATUS

90. Are you currently working for pay?

INCLUDE SELF EMPLOYED INDIVIDUALS	IF R HAS MORE THAN	YES. . . . .	.01
	ONE JOB, CODE MAIN JOB HERE, AND OTHER JOB(S) IN Q.100-110.	NO(SKIP TO Q.99a).	.00

91. Is this the same job you had just before you applied for unemployment insurance benefits on or about (BENEFIT YEAR BEGIN DATE)?

YES.(SKIP TO Q.94)01
NO00

92. How did you find this job?

RECALL BY FORMER EMPLOYER01
PRIVATE EMPLOYMENT AGENCY02
STATE EMPLOYMENT AGENCY/STATE JOB SERVICE . . .03
FRIENDS AND RELATIVES04
WANT ADS.05
UNION HALL.06
DIRECTLY WITH EMPLOYER.07
OTHER--SPECIFY:08

93. The next questions are about your current job. What kind of a company do you work for? What do they make or do?

FOR EXAMPLE: TV AND RADIO MANUFACTURER, RETAIL SHOE STORE, DAILY FARM.

CODERS ONLY

98. Is this a job you would like to continue working at or are you looking for a different job?

LIKE TO CONTINUE. .(SKIP TO Q.100) . .01

IS LOOKING00

99. Why are you looking for a different job? PROBE: What other reasons?

CIRCLE ALL THAT APPLY

WANT TO LEAVE AREA, MOVE AWAY01

DO NOT LIKE THIS JOB.01

THIS JOB TOO FAR FROM HOME, INCONVENIENT TO GET TO.01

TRYING TO GET OLD JOB BACK.01

THIS JOB DOES NOT PAY ENOUGH.01

THIS JOB DOES NOT UTILIZE MY SKILLS AND ABILITIES.01

OTHER: (SPECIFY)01

CODERS ONLY

OTHER: (SPECIFY)01

CODERS ONLY

*** ALL SKIP TO QUESTION 100 ***

99a. Are you currently looking for work?

YES.(SKIP TO Q.100). . .01

NO00

102. Who (else) have you worked for since (BENEFIT YEAR BEGIN DATE)? Please tell me the names of all the companies, organizations and people you've worked for, for at least two weeks, including any part-time or self-employed jobs you may have had since (BENEFIT YEAR BEGIN DATE), beginning with the first.

- o PROBE: Any others?
- o IF MORE THAN FIVE JOBS, LIST FIRST FOUR AND CURRENT OR MOST RECENT.

FOR EACH EMPLOYER, ASK:

- a. When did you start working for (NAME OF EMPLOYER)?
 - o PROBE FOR BEGINNING, MIDDLE, OR END OF MONTH IF SAMPLE MEMBER CANNOT GIVE EXACT DATES.
- b. o INTERVIEWER, IF UNKNOWN, ASK: When did that job end?
 - o IF STILL WORKING, CIRCLE CODE FOR "STILL AT JOB". RECORD DATE OF INTERVIEW IN END DATE ONLY IF JOB TERMINATED ON DATE OF INTERVIEW.
- c. Did you work on that job continuously from (START DATE) to (END DATE)? By continuously, I mean without any breaks of more than two weeks.

IF NO, SAY: I need to find out the dates of each time you worked for (EMPLOYER). When was the first time you stopped working there after (START DATE)? And when were the other times you worked for (EMPLOYER) since (BENEFIT YEAR BEGIN DATE)? COUNT JOB PERIODS WITH SAME EMPLOYER SEPARATED BY BREAKS OF LESS THAN TWO WEEKS AS A SINGLE JOB.

JOB NUMBER	EMPLOYER NAME	DATES EMPLOYED						
		START DATE			END DATE			
	_____							STILL AT JOB.....-4
	_____							STILL AT JOB.....-4
	_____							STILL AT JOB.....-4
	_____							STILL AT JOB.....-4
	_____							STILL AT JOB.....-4

NUMBER JOBS LASTING 14 DAYS OR LONGER ACCORDING TO START DATE FROM FIRST JOB AFTER BENEFIT YEAR BEGIN DATE TO MOST RECENT, AND ASK ABOUT JOBS IN THIS ORDER:

- JOB #1 = FIRST JOB AFTER BENEFIT YEAR BEGIN DATE
- JOB #2 = SECOND JOB AFTER BENEFIT YEAR BEGIN DATE
- JOB #3 = THIRD JOB AFTER BENEFIT YEAR BEGIN DATE, OR CURRENT OR MOST RECENT JOB IF MORE THAN 3.

Now I'd like to ask some questions about (this job/[some of] these jobs).

	JOB #1	JOB #2	JOB #3
03. Let's talk about the job you (have/had) at (EMPLOYER), (where you worked between [DATES OF PERIOD]/ where you are working now).	FROM: MONTH DAY YEAR TO: MONTH DAY YEAR STILL AT JOB . . . -4	FROM: MONTH DAY YEAR TO: MONTH DAY YEAR STILL AT JOB . . . -4	FROM: MONTH DAY YEAR TO: MONTH DAY YEAR STILL AT JOB . . . -4
04. CODE WITHOUT ASKING IF KNOWN: Is this the same employer as the one you had on the job which ended before (BENEFIT YEAR BEGIN DATE)?	YES. .(GO TO Q.107) .01 NO.00	YES. .(GO TO Q.107) .01 NO.00	YES. .(GO TO Q.107) .01 NO.00
15. FOR JOB #2 AND 3, IF THIS IS SAME EMPLOYER AS JOB #1, CIRCLE CODE 01 WITHOUT ASKING. How did you find this job?	RECALL BY FORMER EMPLOYER01 PRIVATE EMPLOYMENT AGENCY02 STATE EMPLOYMENT AGENCY/STATE JOB SERVICE.03 FRIENDS AND RELATIVES.04 WANT ADS05 UNION HALL06 DIRECTLY WITH EMPLOYER07 OTHER—SPECIFY:. . . .08 [] []	RECALL BY FORMER EMPLOYER01 PRIVATE EMPLOYMENT AGENCY02 STATE EMPLOYMENT AGENCY/STATE JOB SERVICE.03 FRIENDS AND RELATIVES.04 WANT ADS05 UNION HALL06 DIRECTLY WITH EMPLOYER07 OTHER—SPECIFY:. . . .08 [] []	RECALL BY FORMER EMPLOYER01 PRIVATE EMPLOYMENT AGENCY02 STATE EMPLOYMENT AGENCY/STATE JOB SERVICE.03 FRIENDS AND RELATIVES.04 WANT ADS05 UNION HALL06 DIRECTLY WITH EMPLOYER07 OTHER—SPECIFY:. . . .08 [] []
5. What kind of company is (EMPLOYER)? What (do/did) they make or do?	_____ _____ _____ [] []	_____ _____ _____ [] []	_____ _____ _____ [] []
7. What (do/did) you do there—what (is/was) your job? o PROBE FOR CLEAR AND DESCRIPTIVE JOB TITLE.	_____ _____ _____ [] []	_____ _____ _____ [] []	_____ _____ _____ [] []

Regular overtime hours.

How much (are/were) your usual weekly earnings (on this/when you left that) job, before taxes and other deductions? Please include tips, commissions, and regular overtime.

IF NECESSARY, CONFIRM PAY PERIOD.

SEE Q.102. ARE THERE MORE JOBS TO BE ASKED ABOUT?

PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR	PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR	PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR	YES (GO TO Q.103, JOB #2)01 NO (GO TO Q.111)00	YES (GO TO Q.103, JOB #2)01 NO (GO TO Q.111)00	* GO TO Q.111 *
			PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR	PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR	PER HOUR OR PER WEEK ONCE EVERY TWO WEEKS TWICE A MONTH PER MONTH PER YEAR . . . . .	YES . . . . . (GO TO Q.103, . . . . . JOB #2) . . . . . .01 NO . . . . . (GO TO Q.111) . . . . . .00	YES . . . . . (GO TO Q.103, . . . . . JOB #2) . . . . . .01 NO . . . . . (GO TO Q.111) . . . . . .00	* GO TO Q.111 *

VI. PERCEPTIONS OF EMPLOYABILITY

111. INTERVIEWER: SEE QUESTION 5 OR QUESTION 7a. DID R EXHAUST BENEFITS?

YES.01

NO(SKIP TO Q.124). . . .00

112. INTERVIEWER: REFER TO QUESTION 90. IS R CURRENTLY EMPLOYED?

YES.(SKIP TO Q.124). . . .01

NO00

113. Please think of the period of time since your unemployment benefits ran out around (DATE OF LAST CHECK). Since then, did you turn down jobs you thought you could have had? IF YES, How many jobs did you turn down?

YES. . . | | # JOBS TURNED DOWN

NO(GO TO Q.117). . . .00

114. What were the reasons you turned down (this/these) job(s)?

CIRCLE ALL
THAT APPLY

DID NOT LIKE THIS TYPE OF WORK01

HOURS WERE TOO LONG.01

HOURS WERE TOO SHORT01

HOURS WERE INCONVENIENT (WRONG TIME OF DAY). .01

LOCATION WAS INCONVENIENT.01

DIDN'T HAVE NECESSARY SKILLS01

OVER-TRAINED FOR JOB01

PAY TOO LOW.01

BAD WORKING CONDITIONS01

LACK OF TRANSPORTATION01

LACK OF CHILD CARE01

OTHER (SPECIFY):01

_____|_____|_____|
CODERS ONLY

115. (Now, thinking about the job you would have liked best), how much were they willing to pay you per week?

\$|_|_|.|_|_| PER HOUR.01

OR

\$|_|_|,|_|_|_|

PER WEEK.02

EVERY TWO WEEKS03

TWICE A MONTH04

PER MONTH05

PER YEAR.06

DON'T KNOW.-1

116. And, how many hours per week would you have worked at that job?

|_|_| HOURS/WEEK

117. REFER TO QUESTION 100. HAS R DONE ANY WORK FOR PAY SINCE (BENEFIT YEAR BEGIN DATE)?

YES. . .(SKIP TO Q.119). . .01

NO00

118. What are the reasons you think you have not been able to find a job (that you would accept)?

DID NOT LOOK FOR/WANT TO WORK. . .(SKIP TO Q.126). . .-4

CIRCLE ALL
THAT APPLY

- NO JOBS AVAILABLE IN MY OCCUPATION.01
- LACK NECESSARY SCHOOLING, TRAINING,
SKILLS OR EXPERIENCE.01
- TOO YOUNG OR TOO OLD.01
- OTHER PERSONAL HANDICAP IN FINDING
JOB, INCLUDING RACIAL OR SEXUAL DISCRIMINATION. . . .01
- COULDN'T ARRANGE CHILD CARE01
- PAY TOO LOW01
- NO JOBS AVAILABLE, GENERAL.01
- OTHER (SPECIFY):01

CODERS ONLY

*** SKIP TO Q.120 ***

119. What are the reasons you think you have not been able to find a job that you could work at continuously?

DID NOT LOOK FOR/WANT TO WORK. . . (SKIP TO Q.107) . . . -4

CIRCLE ALL
THAT APPLY

- NO JOBS AVAILABLE IN MY OCCUPATION.01
- LACK NECESSARY SCHOOLING, TRAINING,
SKILLS OR EXPERIENCE.01
- TOO YOUNG OR TOO OLD.01
- OTHER PERSONAL HANDICAP IN FINDING
JOB, INCLUDING RACIAL OR SEXUAL DISCRIMINATION. . . .01
- COULDN'T ARRANGE CHILD CARE01
- PAY TOO LOW01
- NO JOBS AVAILABLE, GENERAL.01
- OTHER (SPECIFY):.01

CODERS ONLY

120. Are you still looking for only the same type of job that made you eligible for unemployment benefits [that is, the job you had just before (BENEFIT YEAR BEGIN DATE)]?

- YES.01
- NO00

121. What is the lowest weekly wage at which you would be willing to go to work now?

- \$|_|_|_|.|_|_|_| PER HOUR. . .01
- OR
- \$|_|_|_|.|_|_|_|
- PER WEEK.02
- EVERY TWO WEEKS03
- TWICE A MONTH04
- PER MONTH05
- PER YEAR.06

THERE IS NO QUESTIONS 122 OR 123 IN THIS VERSION.

124. The Unemployment Service is interested in knowing when the best time is to offer services to workers who have lost jobs and who have not been able to find jobs or training programs on their own. These services would help workers find new jobs that utilize their skills and experience or help workers gain new skills. Think about yourself. How soon after (BENEFIT YEAR BEGIN DATE) would you have been willing to accept services to help you find a new job that utilizes your skills and experience?

|__|__| WEEKS

OR

|__|__| MONTHS

NEVER.00

DON'T KNOW-1

125. And how soon after (BENEFIT YEAR BEGIN DATE) would you have been willing to accept services to teach you new job skills?

|__|__| WEEKS

OR

|__|__| MONTHS

NEVER.00

DON'T KNOW-1

VII. DEMOGRAPHICS

126. Before we finish, I would like to ask you a little about your background. What is your birthdate, when were you born?

MONTH	DAY	YEAR			

127. What is the highest grade in school you have completed?

CIRCLE ONE

- | | | | | | | |
|-------------------------------|----|----|----|----|----|----|
| GRAMMAR SCHOOL | 1 | 2 | 3 | 4 | 5 | 6 |
| JR. AND HIGH SCHOOL | 7 | 8 | 9 | 10 | 11 | 12 |
| COLLEGE | 13 | 14 | 15 | 16 | | |
| GRADUATE SCHOOL | 17 | 18 | 19 | 20 | | |

128. Are you currently married, separated, divorced, widowed, or have you never been married?

- | | |
|---|-----|
| MARRIED/COMMON LAW | .01 |
| LIVING TOGETHER UNMARRIED | .02 |
| SEPARATED . . . (SKIP TO Q.130) | .03 |
| DIVORCED . . . (SKIP TO Q.130) | .04 |
| WIDOWED . . . (SKIP TO Q.130) | .05 |
| NEVER MARRIED. (SKIP TO Q.130) | .06 |

129. Is your (husband/wife/partner) currently working for pay, either full-time or part-time? **PROBE, IF NECESSARY:** Is (he/she) working full- or part-time?

- | | |
|----------------------------------|-----|
| YES, FULL-TIME | .01 |
| YES, PART-TIME | .02 |
| NO, NOT WORKING AT ALL | .00 |

130. What is your racial background?

o INTERVIEWER: READ CATEGORIES IF NECESSARY.

- WHITE.01
- BLACK.02
- AMERICAN INDIAN OR
ALASKAN INDIAN03
- ASIAN OR PACIFIC ISLANDER.04

131. Do you come from a Spanish-speaking background?

- YES.01
- NO00

132. INTERVIEWER, CODE SEX. (ASK IF NOT OBVIOUS)

- MALE.01
- FEMALE.02

This is the end of the interview. Thank you very much for your time and cooperation.

TIME ENDED: AM01
 PM02

133. INTERVIEWER, FOR SKIPS FROM Q.14, AND Q.15 ONLY.

Thank you very much for your cooperation. Since the remainder of this survey is for people who (exhausted their unemployment benefits/lost their jobs entirely), I won't need to ask you any more questions. Thank you very much for your time.

TERMINATE AND CODE FINAL STATUS ON CONTACT SHEET.