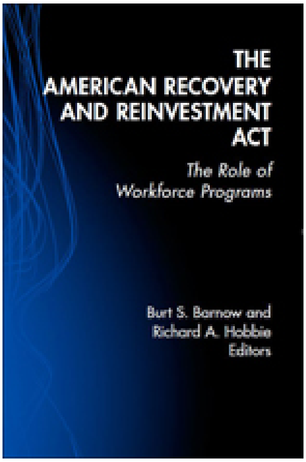
W.E. UPJOHN INSTITUTE
FOR EMPLOYMENT RESEARCH

Upjohn Institute Press

Wagner-Peyser Act Reemployment Services



Tara C. Smith
University of Texas at Austin

Chapter 5 (pp. 121-150) in:
The American Recovery and Reinvestment Act: The Role of Workforce Programs
Burt S. Barnow and Richard A. Hobbie, eds.
Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 2013

5
Wagner-Peyser Act Reemployment Services

Tara C. Smith
University of Texas

This chapter presents findings on Recovery Act–funded Reemployment Services (RES) from site visits conducted in 20 states and roughly twice as many local areas between December 2009 and December 2011. Each state was visited twice during this period. Following a brief introduction to RES, the chapter first examines the Employment and Training Administration's (ETA's) policies for Recovery Act RES (ARRA-RES) in comparison with ETA policies for the Reemployment and Eligibility Assessment (REA) grant program. The chapter goes on to summarize ARRA-RES policy, operations, staffing, and reporting in the 20 states visited, then concludes with a discussion of recent ETA directives related to RES and REA. At the outset, it should be noted that the Recovery Act's investment in RES was a major change in emphasis for the public workforce system in many states and local areas, because prior to the Recovery Act specific grants for RES were last distributed to the states in Program Year (PY) 2005. The dedicated Recovery Act funding allowed state and local areas to deliver more integrated reemployment services to Unemployment Insurance (UI) claimants, on a larger scale, than they had since the start of the WIA program.

INTRODUCTION

As noted above, federal funding for reemployment services targeted to UI claimants has been sporadic. In recent years, however, several concerns have spurred federal initiatives focused on connecting the claimant population to workforce development services early in the claim period. These concerns include the following three: 1) the changing labor market, in which a growing percentage of the unemployed are permanently dislocated from their jobs; 2) the fact that UI claimants today apply for benefits mainly through remote methods (e.g., phone and Internet) and have no easy link to public job search assistance; and 3) concerns about UI trust fund savings.

When funded, Reemployment Services under the Wagner-Peyser Act typically are provided by the Employment Service (ES) to UI claimants to accelerate unemployed workers' reconnection in the labor market (USDOL 2009, 2010c). Services available include targeted job search assistance, counseling, assessment, and employment referrals, as well as other ES activities normally funded by the Wagner-Peyser Act. RES funds may be used to provide more one-on-one, intensive case management than is typically available with ES funding.

Through the Worker Profiling and Reemployment Services (WPRS) system, states have developed a range of statistical models and other approaches to identify specific groups of UI claimants to target for Reemployment Services. Under the 1993 amendments to the Social Security Act contained in P.L. 103-152, claimants who are identified as the most likely to exhaust UI benefits and who are most in need of Reemployment Services to transition to new employment are targeted for RES. Some states have developed models to target RES to other groups of claimants, such as those most likely to find new employment quickly. Still other states provide RES to all, or nearly all, claimants who are not returning to their previous job. Most states provide RES in One-Stop Centers or at state ES offices, though some states provide services virtually through phone- or Web-based systems.

Reemployment and Eligibility Assessment Grants

Beyond RES, many states have received Reemployment and Eligibility Assessment (REA) grants from the ETA. The goals of the program, which began in 2005 with 20 states, are to shorten UI durations and save money for the UI trust fund, both by ensuring claimants' ongoing eligibility for UI and by referring claimants to appropriate reemployment services and training. Recent studies have found that REA programs achieve these goals in a cost-effective manner and that they appear to be even more effective when integrated with RES (Michaelides et al. 2012).

During the Recovery Act period in 2010, this program funded 33 states and the District of Columbia for a total of $50 million (USDOL 2012). REA grants target requirements and services at UI claimants based on a variety of factors including benefit week, location, likelihood to exhaust, and others. The mix of required REA services has changed over time. Claimants receiving REA services were originally required to “attend one-on-one interviews in person, [including] a review of ongoing UI eligibility, provision of current labor market information, development of a work-search plan, and referral to Reemployment Services and/or training” (Benus et al. 2008, p. i).

The Employment and Training Administration expanded REA requirements in 2010, during the Recovery Act period (Workforce3One 2010). Targeted claimants were required to participate in REA activities, including developing a reemployment plan (rather than a work-search plan) and completing work search activities (e.g., accessing services at a One-Stop center, attending an orientation, or registering with the state job bank). These REA grants therefore had stronger requirements for claimants than the RES requirements in the Recovery Act (see Table 5.1 for more on this comparison).

Reemployment Services in the Recovery Act

In the Recovery Act, a total of $250 million was allocated for Reemployment Services activities. In Training and Employment Guidance Letter (TEGL) 14-08, the ETA described expectations for RES. Allowable activities for RES funds included “job search and other employment-related assistance services to UI claimants” (USDOL 2009, p. 19). States were also advised to explore technological improvements that might increase their capacity to serve UI claimants.

Recommended RES strategies included increased collaboration between the ES, UI, and labor market information (LMI) offices at the state and local level. Another recommended strategy was to provide access to a full array of Recovery Act services including activities funded by WIA, such as job clubs, targeted job development, identification of transferable skills, development of individualized reemployment plans, and soft-skills training.

The ETA also advised states to institute or expand statistical worker profiling models to “identify the most effective mix of interventions

Table 5.1 Comparison of Reemployment and Eligibility Assessment 2010 Grant Requirements and Recovery Act Requirements for Reemployment Services

Phase	REA 2010 grant requirements	ARRA RES requirements
Participant selection	• REAs target claimants based on a variety of factors including benefit week, location, likelihood to exhaust, and others.	• RES targets claimants based on likelihood of exhaustion and benefit duration.
Participation	• Identified claimants are required to participate fully in all REA components. • Claimants must report to the One-Stop Career Center in person for staff-assisted services.	• States determine participation requirements for RES; some make participation mandatory while others do not.
Activities and services	• Required activities for REA claimants: – Participate in initial and continuing UI eligibility assessments. – Participate in individual labor market information sessions. – Participate in an orientation to a One-Stop Career Center. – Register with the state's job bank.	• Allowable activities for RES claimants: – job search and placement services – counseling – testing – occupational and labor market information – assessment – referrals to employers, training, and other services
Plan development	• Reemployment plan must be developed and include: – work search activities – appropriate workshops and/or – approved training	• Recommends reemployment plans for RES claimants who would benefit from additional RES and/or referrals to WIA, particularly those who are not a viable candidate for job opportunities in the region.

SOURCE: For REA 2010 grant requirements, USDOL (2010a); for ARRA RES requirements, USDOL (2009).

and services for different groups of UI claimants," including claimants most likely to exhaust benefits (USDOL 2009, p. 21). Recommended strategies for upgrading information technology under the Recovery Act included updating the statistical profiling model, improving communication and data sharing between UI and the One-Stop system—particularly ES/RES staff, implementing occupational coding software, integrating LMI in the service delivery model, and upgrading infrastructure to improve efficiency.

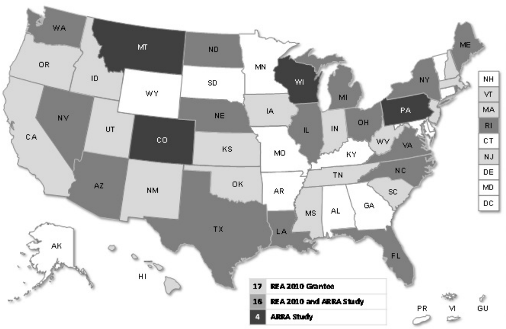
Unemployment Insurance Program Letter (UIPL) 05-10 directed states applying for FY2010 REA grant funds to document how REA and RES activities in the state would be integrated (USDOL 2010a). Eleven of the 20 states in the study (Florida, Illinois, Maine, North Dakota, Nevada, New York, Ohio, Rhode Island, Texas, Virginia, and Washington) were part of the original round of REA grants. Another six study states received REA grants in later funding rounds (Arizona, Louisiana, Montana, North Carolina, Nebraska, and Wisconsin). Arizona's REA grant was just getting started during the study period.

Figure 5.1 details REA 2010 grant recipients and the states visited for the Recovery Act study. Of the states visited, Montana, Nevada, North Dakota, and Ohio had REA grants that were described as being linked with Recovery Act RES activities. Nevada's REA and RES programs were highly integrated, which a recent study (Michaelides et al. 2012) found was a highly successful approach (see Box 5.1).

STATE APPROACH TO RECOVERY ACT RES FUNDING

The vast majority of states visited by researchers reported that they planned to spend all Recovery Act RES funds by September 30, 2010. Local areas in Colorado, Florida, Michigan, and Texas have significant control over policy, operation, and funding decisions for multiple workforce programs, including Recovery Act RES programs, but these states did not experience any expenditure issues. In Michigan, the state asked local areas to submit plans for RES activities and request funding of up to 175 percent of their Wagner-Peyser allocation. Other states distributed RES funds by formula to local areas.

Figure 5.1 Reemployment and Eligibility Assessment 2010 Grantees and ARRA Study States



Ten states reported that additional federal funding resources were used to supplement RES activities or staffing, including the following: UI administrative funds (Colorado, Ohio, Pennsylvania, Washington, and Wisconsin), REA grants (Montana, North Dakota, Nevada, and Ohio), WIA rapid response (Ohio), W-P Act ES administrative funds (Virginia and Washington), and TANF Recovery Act emergency contingency funds (Texas). In Colorado, UI staff conducted in-person sessions with UI claimants at local One-Stop centers and trained One-Stop staff in basic UI on-line functions. Pennsylvania used UI administrative funds to hire 50 permanent RES staff. Wisconsin chose to target its Recovery Act Wagner-Peyser funds ($7.2 million) and UI administrative funds ($3.6 million) at substantially expanding RES services for UI claimants, including fundamental changes in the way UI claimants are served by the One-Stop system.

Four states (Colorado, Ohio, Texas, and Washington) invested state general revenues—some prior to the Recovery Act—to provide additional RES services, including training, for UI claimants. The Colorado

Box 5.1 Evaluation of REA and RES in Nevada

In a study for ETA, IMPAQ International found that "the Nevada REA program was more effective in reducing claimant UI duration and generating greater savings for the UI Trust Fund than the REA program in other states examined." The average cost per participant for integrated REA/RES was $201. On average, claimant duration was reduced by 3.13 weeks and total benefit amounts received was reduced by $873, yielding average UI regular savings of greater than two times the cost and an average total UI savings of greater than four times the cost. The program was "very effective in assisting claimants to exit the UI program early and obtain employment," and it "had a lasting effect on employment." A key feature of the Nevada program was that REA and RES services were delivered by the same staff person to a claimant in one meeting. During the Recovery Act period, Nevada RES staff was equally funded by the REA grant and Recovery Act RES funds.

SOURCE: Michaelides et al. (2012).

Enhanced Approved Training Program provides additional UI benefits to claimants in a regular state claim who are enrolled in approved training. Ohio directed $540,000 in state general revenue funds to support RES activities. In Texas, the state legislature appropriated $15 million from state general revenue funds, plus additional TANF Recovery Act emergency contingency funds, for a "Back-to-Work Initiative" that placed low-income UI claimants in subsidized employment with private sector employers. Washington State invested both Recovery Act WIA training funds and funds for state training initiatives to serve UI claimants, including the Training Benefits (TB) Program, the Worker Retraining Program, and Commissioner-Approved Training. Participation in the TB program exempts UI claimants from work search and helps them connect more quickly with longer-term training to take advantage of UI benefits extending up to 99 weeks.

Other states (Nevada, New York, Pennsylvania, and Rhode Island) used taxes on the UI tax base and other funding sources to provide RES prior to the Recovery Act. Nevada had provided RES services with state Career Enhancement Program funds, levied from a small state UI tax traditionally used to provide training for UI claimants. Nevada had been on the verge of eliminating the program because of funding constraints when the Recovery Act was passed. New York created a comprehensive program of reemployment services for UI recipients in 1998. A state UI tax on employers funds training and additional employment services for claimants. Pennsylvania's Profile ReEmployment Program (PREP) has been funded since 1995 through the state's Wagner-Peyser allocation. These states used ARRA-RES funds to expand existing operations. Rhode Island has used state Job Development funds to purchase initial licenses for software packages used in workshops and assessments.

Some states (Arizona, Florida, Louisiana, North Dakota, and Rhode Island) struggled to spend their Recovery Act RES funds or experienced delays in implementation. Louisiana did not immediately create a program in which to spend its RES funds, and ultimately the state had only six months to spend $2 million (of a total of $32 million) in Recovery Act monies. (Similar delays in spending occurred for Louisiana's other Wagner-Peyser and WIA Recovery Act funds.) Arizona also had issues when it came to spending Recovery Act funds, given the state's hiring freeze and other budget problems. In North Dakota, the RES program was slow to start, in part because of turnover within the state agency's human resources department just as the Recovery Act was beginning. Because of the ETA's delay providing guidance on reemployment services, Florida reported an initial reluctance on the part of workforce investment boards (WIBs) to spend RES funds, since they did not know how they would be measured. Rhode Island administrators reported a similar reluctance in their state.

CLAIMANTS SERVED AS A RESULT OF RECOVERY ACT RES FUNDING

Serving more claimants was the key theme of ARRA-RES programs, as 17 of the 20 states indicated that reemployment services were new or had been expanded under the Recovery Act. Twelve of the states visited (Florida, Ohio, Maine, Michigan, Nebraska, Nevada, New York, Pennsylvania, Rhode Island, Texas, Virginia, and Wisconsin) reported that the number or share (or both) of claimants receiving RES in their state had increased under the Recovery Act. Ohio opened 10 "overflow" centers and hired 100 intermittent staff to serve UI claimants. In Michigan, RES funds were largely spent on office space and additional staff to provide RES. Montana's Recovery Act plan was to double its prerecession effort to connect UI claimants identified as most likely to exhaust their benefits with the workforce system. Montana hopes to maintain this new level of effort: "We've increased the numbers seen, and we are not going backwards. It's still to our advantage to try and see as many claimants as possible, so they don't stay on the rolls." In New York, the only claimants not required to participate in RES are those who are exempt from work search requirements; thus, increased unemployment in the state led to an increase in the number receiving RES.

Pennsylvania greatly increased RES to UI claimants, providing approximately 43 percent more assessments and 63 percent more counseling sessions in PY2009 than in PY2007. In Texas, where UI claimants have been given priority as workforce system customers since 2003, ARRA-RES was used to scale up normal business operations. Texas views claimant reemployment as a workforce system measure rather than a UI measure, including it in its performance assessment of local workforce boards.

In Virginia, ARRA-RES funds were used to open 11 reemployment offices and nine "UI Express" offices. While most have been folded back into local One-Stop centers since the end of the Recovery Act program, one center in Portsmouth has become a permanent location at which to address ongoing high levels of demand. This increase in claimant access points was identified as a key accomplishment of the ARRA-RES program in Virginia.

Prior to the Recovery Act, Wisconsin held about 10 weekly RES orientations statewide. Recovery Act funding allowed the program to expand to 80 sessions per week, with 1,300 claimants scheduled and 700–900 showing up. At the time of the second site visit, workshop offerings were down to 60–70 per week. State staff reported that claimants attending WI-RES workshops had 12 weeks' shorter duration of unemployment and obtained higher wages in subsequent employment.

These findings are similar to results reported from the NASWA survey on RES: more than half of the states (16 of 28) surveyed indicated that the proportion of claimants receiving RES services in their state had increased.

In six of the 20 study states (Arizona, Colorado, Illinois, Montana, North Carolina, and North Dakota), there was no active RES program prior to the Recovery Act. Each of those states developed a new RES program, sometimes based on prior RES efforts or REA grant activities, resulting in more claimants connecting with the workforce system. Arizona opened three dedicated reemployment centers in July 2009 in counties hardest hit by high unemployment. The state has continued to operate these centers past the expiration of Recovery Act funds through its regular W-P ES allocation.

North Carolina had not had an active RES program since the late 1990s. The state tapped staff who had been involved in that prior effort to develop the ARRA-RES strategy, coordinate programs in local areas, and train local RES staff. The best components of the prior RES program were incorporated into the new program—training on job-seeking skills and intensive follow-up with participants. RES participants were engaged early in their claim and went through an intensive 12-week program of staff-assisted services with at least three hours in person for one-on-one interviews with a job coach.

North Dakota developed a phone-based RES program to reach UI claimants in this largely rural state. All RES activities including case management and job search assistance were handled by phone. An individual plan was developed for each claimant, who was then directed to attend a mandatory interviewing-skills workshop. North Dakota also used Recovery Act RES to create a manual titled “Effective Job Search Strategies” and purchased a number of copies for future use.

Some states did not change the share of claimants receiving services as a result of the Recovery Act. In Louisiana, for example, all UI claimants not otherwise exempt have been required to come into One-Stop Career Centers since 2007. The state used Recovery Act RES funding to open overflow centers to serve claimants, as well as to upgrade the profiling model to select claimants for certain services. Recovery Act funds also helped the state expand its automated processes to extend services beyond those identified through profiling. In Washington, 60 percent of claimants are called in during their first claim week.

As discussed in more detail in Chapter 9, nationally initial claims for UI benefits peaked in the first quarter of 2009. Referrals to reemployment services did not peak until the fourth quarter of that year, and participation in services did not peak until the second quarter of 2010. Nationally, the share of claimants receiving orientation services rose to approximately 60 percent during the Recovery Act period, the share receiving assessments increased to half, and the share participating in counseling services grew to 17 percent. Referrals to education and training services were relatively flat between 2005 and 2011, at roughly 10 percent nationally.

Identifying Claimants for RES

The majority of states visited by researchers (17 of 20) use the WPRS system to statistically profile UI claimants most likely to exhaust benefits for Reemployment Services. Three states, North Dakota, Washington, and Wisconsin, also identify those least likely to exhaust benefits for either RES or REA services. Illinois and Maine also profile those most likely to remain on the caseload for an extended duration.

Washington calls in approximately 60 percent of new claimants to the One-Stop Career Center during their first claim week, including those profiled as most likely and least likely to exhaust benefits. Washington made one change to its WPRS system, extending the number of weeks a claimant is in the profiling pool from five weeks prior to the Recovery Act to 52 weeks in the extended UI benefit period.

Many states took additional factors into account when determining which clients to call in for ARRA-RES. Illinois targeted veterans and ex-offenders for enhanced services with Recovery Act RES funds. Maine served nonprofiled first-time claimants in addition to profiled claimants. In Nevada, the profiling list is prioritized based on veteran status, rapid response efforts, and other factors. In North Dakota, residents in only five counties are targeted for RES/REA; the rural nature of the state makes it difficult for rural claimants to comply with in-person meeting requirements. Colorado profiles claimants most likely to exhaust benefits and sends lists to local regions, which make decisions on whether or not to use the profiling list or to make RES mandatory (most do not require RES). Wisconsin expanded its selection of profiled claimants under the Recovery Act to include those least likely to exhaust benefits.

Two states (Arizona and Texas) updated their profiling models after 2008 (though not with Recovery Act funds) to address changing economic conditions, while others (Florida, Louisiana, North Carolina, and Nevada) worked to develop new models or systems during the Recovery Act period. Texas reevaluates its profiling model every two years. Louisiana was using Louisiana State University to develop a new profiling model to identify those who need more intensive services. North Carolina used Recovery Act funds to update its profiling model to better predict which claimants are most likely to exhaust benefits. The prior system had an accuracy of 59 percent; the new model correctly predicts exhaustion of benefits 72 percent of the time. Nevada used part of its ARRA-RES funding to merge the WPRS statistical model and selection system with the state's RES/REA claimant pool and selection system.

State and local administrators in Washington indicated they would like to update the profiling model to better identify those claimants who may need more intensive services. Washington's Olympic Workforce Development Area includes several Navy shipyards and submarine facilities. However, under the state's profiling model, recently separated veterans are not called in to make a connection with the public workforce system or to evaluate whether they may need more intensive services to find employment. State ES administrators assigned to the local area use two strategies to make up for this feature: 1) partnerships and 2) outreach. They partner with Veterans Employment and Training Services to provide a Vet Orientation/Job Club. They also partner with the Military Transition Assistance Program to provide information about One-Stop centers and services to new veterans. In addition, the area supports a Disabled Veteran Outreach Program (DVOP) specialist to provide services at transitional housing and Veterans Administration facilities.

Three sample states (Florida, Louisiana, and Ohio) at the time of the site visits did not use a statistical profiling model to identify claimants for RES services. Since 2007, Louisiana has called in all claimants but, as noted above, the state was expecting a new model for profiling from Louisiana State University. Ohio uses a characteristic screening that looks at six characteristics associated with exhausting UI benefits rather than a statistical profiling model. Florida's current system identifies all nonexempt claimants in the area and allows each local area to draw two groups based on a state formula: one is assigned to group activities, while the other participates in one-on-one sessions.

These findings are similar to findings reported in NASWA's survey. Eighty percent of the surveyed states reported that the primary mechanism for targeting RES is a statistical model to identify UI claimants. One-third of the states indicated that RES Recovery Act funding would be used to update or modify the state's profiling model.

SERVICES AND SERVICE DELIVERY UNDER THE RECOVERY ACT RES PROGRAM

Changes in RES Services Provided

Reemployment Services programs reflect the policies and workforce development philosophy of their state. Claimant experiences in RES varied widely in intensity, level of personal interaction, and opportunities to connect with other services and programs. Officials in most states remarked on the surge in claimants served and services provided as the recession deepened and programs changed (e.g., extended unemployment compensation benefits, TAA). Given the time-restricted nature of the Recovery Act funding, many states built on prior REA or state-funded reemployment programs if they were not already providing some level of reemployment service to UI claimants.

One common change in 10 of the 20 states (Florida, Illinois, Montana, Michigan, New York, North Carolina, Pennsylvania, Virginia, Washington, and Wisconsin) was to increase the number of claimants called in for face-to-face services. In Illinois, Montana, Nebraska, Nevada, New York, Pennsylvania, and Wisconsin, benefits are withheld or delayed if claimants do not come in for an assessment or other scheduled appointment. North Carolina's voluntary program is particularly intensive, with participants spending about 12 weeks in RES.

A number of states used ARRA-RES funds to create or expand workshops and orientations. Nebraska developed the Creative Job Search Workshop, which is now available to all job seekers. Maine ran a two-hour RES workshop and conducted assessments during the session. Rhode Island also ran a two-hour orientation. North Dakota developed an Intensive Reemployment Workshop. Ohio used Recovery Act funding to support additional RES orientations and created an on-line orientation Web site. Austin, Texas, developed an RES workshop targeted at higher-earning claimants. The board also identified a need to better serve claimants who may have been with a single employer for years and thus may not have done a job search in the Internet age.

Case management services were a common feature of ARRA-RES across study states, including Michigan, North Dakota, Ohio, Pennsylvania, and Washington. Several states, including Maine, Nebraska, Pennsylvania, and Virginia, also invested in RES assessments and counseling services. While Nevada did not change the state's mix of RES, officials in that state have noticed that claimants are taking more advantage of various services in the One-Stop centers.

Another key feature of ARRA-RES programs was a commitment to follow up. Illinois, Montana, North Dakota, and Rhode Island all had required follow-ups for RES activities. In Rhode Island, RES participants were expected to return to the One-Stop 30 days after their orientation and bring proof of work search activities. In Illinois, a follow-up was conducted two weeks after participation in a workshop. North Dakota conducted a follow-up by phone every two weeks.

The increase in the number of claimants receiving RES and the proportionate increase in the share that received assessment and counseling are confirmed by the NASWA survey of states. Almost two-thirds of the states (62 percent) responding to NASWA's survey of workforce administrators reported that all UI claimants are referred to a One-Stop Career Center. Seventy-four percent of the surveyed states listed as their number one priority use for Recovery Act RES funds the expansion of services to UI claimants identified through the WPRS profiling system. The majority of workforce administrators reported that RES Recovery Act funds were being targeted at increasing the number or variety of job search assistance workshops (72 percent), providing assessment and career counseling services (56 percent), or making referrals to training (54 percent).

RES Service Delivery

Service delivery under ARRA-RES was primarily at comprehensive One-Stops or satellite centers. Seven of the 20 study states opened additional offices (most temporarily) to handle the provision of RES and serve UI claimants. Arizona and Texas both opened three reemployment centers in high unemployment areas. While the Texas centers have closed, Arizona has continued to operate its reemployment centers with W-P ES formula funds. Colorado opened a joint RES/TANF office using Recovery Act funding. Virginia's RES Recovery Act funds were used to establish 11 Re-Employ Virginia! centers and nine UI Express offices to deal with the great increase in customers seeking UI and Reemployment Services. Most of these centers are now closed.

Recovery Act funding was used to open 10 temporary "overflow" centers across Ohio at which additional RES orientations and case management services were offered to claimants. Overflow centers were also opened in Louisiana and Michigan. In Wisconsin, RES activities were offered at approximately 80 community locations across the state, in addition to services available in One-Stop Career Centers.

Reemployment services in North Dakota were delivered primarily by phone. These services included job search planning, case management, and job search assistance. The RES program is under UI administration, and while claimants are referred by the UI office to the One-Stop centers in order to attend Interview Skills Workshops, visit the resource room, and explore training opportunities, their case managers are not on the staff of the One-Stop. One-Stop managers in North Dakota estimated that 55 percent of customers in the resource rooms during the recovery were UI claimants.

INFORMATION TECHNOLOGY AND LABOR MARKET INFORMATION FOR RES THROUGH THE RECOVERY ACT

Seventeen of the 20 study states reported using RES Recovery Act funds to improve or expand LMI and/or other information technology systems and infrastructure. Table 5.2 highlights each state's investment.

Many states viewed the investments in labor market information, information technology, and infrastructure as a lasting legacy of the Recovery Act, as these investments will continue to provide the foundation for workforce services into the future. For some states, ARRA-RES funding provided a real opportunity to move job search and workforce development activities for claimants into technologically current and more integrated delivery methods. As a result, the workforce system

Table 5.2 Recovery Act RES Investments in Assessment, Information Technology, and Labor Market Information

State	LMI/technology investment
Arizona	• Modified the AIRSNET system to better serve claimants in One-Stop centers. • Updated the case management and reporting system used in One-Stop centers. • Upgraded equipment in One-Stop center resource rooms. • Upgraded staff software and computer systems. • Incorporated social media networking. • Made better use of career and labor market information.
Florida	• Purchased access to Help Wanted OnLine (HWOL) for real-time job postings and Transferable Occupation Relationship Quotient (TORQ) for real-time LMI. • Every registrant has an account with HWOL. • Developed the new MIS case management/job matching system Employ Florida Marketplace for staff, employers, and customers. • Increased bandwidth and storage capacity and updated software in the state system. • Conducted a Job Vacancy/Hiring Needs Survey to collect information by industry and by workforce region to assist with reemployment analysis and job training needs.
Illinois	• Replaced Illinois SkillsNet with a new system based on America's Job Link Alliance (AJLA)—the new system is Illinois Job Link. • Upgraded state IT and LMI systems. • Purchased licenses for TORQ and HWOL. • Purchased Haver Analytics software and data warehouse tool to create customized LMI reports and clear graphics. • Partnered with Illinois State University to conduct research across multiple data systems on which services work with which claimants.

Louisiana	• Received $2.3 million LMI Improvement Consortium Award in 2010 to upgrade LMI. • Purchased laptop computers for temporary RES offices. • Purchased Micro Matrix software to improve occupational forecasting. • Expanded automated processes; when claimants call in or file a claim on-line they are automatically registered in the Louisiana Virtual One-Stop (LAVOS) system, the state job bank system.
Maine	• Enhanced state job bank to allow customers to develop on-line résumés and catalog transferable skills targeted at job bank listings. • The Burning Glass system also includes career pathways models to explore additional credentialing/training and an employer job/talent bank.
Michigan	• Local areas made investments in LMI/IT.
Nebraska	• Budgeted $1.09 million of ARRA-RES (and $620,000 of ES funding) for upgrades to the NEworks system. (This was approximately 49 percent of the state's ARRA W-P funding.) • NEworks provides an access point for job seekers and employers, as well as for workforce system employees. • NEworks autoreports required workshop attendance back to the UI system to strengthen participation and accountability. • Purchased Kuder Career Assessment package, a Web-based self-assessment of ability, interests, work history, and LMI required of all RES clients.
Nevada	• Invested 26 percent of Recovery Act RES funds in IT. • Purchased identity card validation equipment. • Upgraded interactive voice response system, which automatically generates phone calls to selected claimants with appointment reminders, work status and job referral updates (with UI administrative funds). • Purchased 20,000 Layoff-to-Employment Action Planner (LEAP) self-assessment guides from the LEAP Web site. This tool helps job seekers cope with job loss and create a reemployment plan. • Updated system to merge WPRS modeling for RES and REA programs.

(continued)

Table 5.2 (continued)

State	LMI/technology investment
Nevada	• Created a mechanism for the UI system to provide the workforce system with potential job openings—the names of employers who have open positions because of an employee's being fired or quitting. JobConnect staff is to follow up to develop a job listing. • Purchased video equipment and LCD monitors to improve efficiency of communications with One-Stop center customers.
New York	• Developed a Reemployment Operating System (REOS), a scheduling and appointments tracking system that allows One-Stop staff to access information about UI customers on a daily basis. • Used upgrades to technology tools to enable the workforce system to manage workforce and UI programs and better serve clients. • Purchased SMART 2010 technology to serve customers with Internet access at home. • Successfully used JobZone career exploration program for claimants whose skills are no longer viable in the workforce.
North Carolina	• Developed new Web-based systems to support labor exchange services. The Job Connector system allows employers to post job openings and review potential applicants identified by the automatching function, which cross-references skills, education, and experience. Job seekers can also view available job openings matched to their résumé.
North Dakota	• State-developed enhancements to Internet-based application for Reemployment Services, including appointment scheduling and other claimant tools. • Purchased access to Transferable Occupation Relationship Quotient (TORQ) to identify transferability between occupations for projects and target groups. • Improved database to store and analyze data from Dislocated Worker Survey. • Supported several research projects, including: a longitudinal study of workers affected by major layoff events, a study of veterans' employment in North Dakota, a dislocated worker survey, a study of births and deaths of North Dakota businesses, and a study on the relationship of oil and gas prices to employment in that industry. • Integrated ES and UI information technology to better serve UI claimants through the state's on-line labor exchange system.

Ohio	• Purchased the Barriers to Employment Success Inventory (BESI), a Web-based assessment used in job search planning. • Purchased laptops and other IT equipment to establish overflow RES centers. • Created an on-line orientation option to increase the number of claimants selected for RES and provide flexibility for claimants in terms of service delivery. The on-line version is approximately two hours in length, while the in-person version is four hours.
Pennsylvania	• Purchased laptops and other technological equipment for CareerLinks offices.
Rhode Island	• Used approximately 30 percent of ARRA RES funds for LMI/IT. • Purchased Metrix licenses. • Purchased five laptops with printers to use in rapid-response outreach. • Purchased access to D & B Risk Management and Hoover's on-line employer information database.
Virginia	• Improved and expanded WIA/Wagner-Peyser Internet-based LMI/labor exchange/case management system to also include UI and TAA. • Speeded up the implementation of LMI expansion previously under way. • Created an interface between GEO Solutions job search, the LMI database, and UI.
Washington	• Purchased KeyTrain. • Conducted an analysis of extended unemployment claimants.
Wisconsin	• Purchased WorkKeys and KeyTrain. • Promoted WorkKeys National Career Readiness Certification. • Created a toll-free job service call center which included services to claimants to provide information and reschedule RES workshops and WorkKeys assessments, as well as services to employers as an information resource and a location where they could place job orders.

SOURCE: Author notes and site visit reports.

has better infrastructure and more real-time, locally relevant economic data to better serve employers and job seekers.

Findings reported in NASWA's survey also indicate that Recovery Act RES funds are being used for enhancements to assessment systems, information technology, and infrastructure. Sixty percent of state workforce administrators reported that Recovery Act RES funds were being used to integrate and improve communication or data transfer of UI claimant data between the UI information system and the One-Stop or Wagner-Peyser information system. Almost half (49 percent) were integrating LMI into strategic decision making.

Two states visited by researchers leveraged other funding to enhance Reemployment Services technology and labor market information systems. Colorado used non-RES discretionary funds to purchase WorkKeys for RES, WIA, and ES customers. Nevada used UI administrative funds to upgrade interactive voice response phone systems to remind customers of appointments and required activities, and to follow up on job referral results.

STAFFING FOR REEMPLOYMENT SERVICES THROUGH THE RECOVERY ACT

Seventeen states visited by researchers reported that Recovery Act RES funds were used to hire staff to handle the large influx of claimants. The majority of these staff members were hired as temporary employees, as Recovery Act funds for staffing ended on September 30, 2010, and payroll could not be obligated after that date.[1] Table 5.3 details each state's spending on RES staffing.

Staff in Illinois enjoyed leading the reemployment workshops, as they felt it brought the system back to directly helping claimants. As one Nevada official noted, "Having continuous, quality programs over time requires some commitment of funding . . . Given that this particular program [RES] actually results in savings to the UI Trust Fund, it would seem sensible to provide some funding guarantees so good staff and systems can be maintained."

Several states indicated that staffing was a significant challenge because of state and local government hiring freezes, bureaucratic civil service systems, need for staff training, and temporary status positions. Arizona, for example, had to request critical needs waivers from the state's Department of Administration to spend Recovery Act funds on RES and other staff, adding about one month to the hiring process. Hiring temporary Recovery Act staff was also difficult in Louisiana and Washington given those states' hiring freezes. Some states, such as North Dakota and Rhode Island, experienced hiring delays because of downsizing and turnover in state agency human resource staff.

A number of states noted that there was considerable churn in the temporary positions—many had 100 percent turnover or more during the Recovery Act period. Despite the challenges, some states reported that the temporary staff members hired were high-quality candidates, and a number have been hired into permanent ES or other workforce positions.

Findings from the site visits are also reflected in the findings from NASWA's RES Survey. Twenty-seven of the surveyed states reported that Recovery Act RES funds were used to hire RES staff, the majority of which were hired on a temporary basis. In Minnesota, the state legislature prohibited the use of Recovery Act RES funds for anything other than staff for One-Stop Career Centers. Five surveyed states (Iowa, Mississippi, Nebraska, Oklahoma, and West Virginia) reported that all RES staff hired under the Recovery Act will become permanent employees.

ACCOMPLISHMENTS

Fourteen of the 20 study states (Arizona, Colorado, Florida, Illinois, Maine, Montana, Nebraska, Nevada, North Carolina, Ohio, Pennsylvania, Texas, Virginia and Wisconsin) included RES activities among their major achievements under the Recovery Act. Table 5.4 details each state's RES accomplishments.

A local area in Colorado, the Arapahoe/Douglas WIB, highlighted a key accomplishment of its ARRA-RES activities—the creation of a three-day boot camp, which offers a series of intensive workshops aimed at helping dislocated workers and long-term unemployed persons return to work. One-third of participants were placed in jobs fol-

Table 5.3 Recovery Act RES Investments in RES Staffing

State	Staffing investment
Arizona	• Hired 160 temporary staff; 60 found permanent positions with the workforce system.
Colorado	• Spent 90 percent of ARRA-RES funds on staffing.
Illinois	• Hired 52 intermittent staff to run RES workshops. Intermittent workers are limited by a collective bargaining agreement to 1,500 hours per year, with the possibility to move into a permanent position if one should open up. • Staff were cross-trained in UI and W-P/ES.
Louisiana	• Hired 60 staff to provide RES at One-Stop centers.
Maine	• Hired 18 temporary RES staff dedicated to workshops. • Hired 18 staff across the state dedicated to intensive outreach, group session facilitation, individual guidance and counseling, and business outreach.
Michigan	• Local hiring of temporary staff—Michigan is one of three states with a waiver for W-P staff to not be state employees but rather public employees of local governments, school districts, or community colleges. • Paid overtime for existing staff working extended hours at One-Stop centers.
Nebraska	• Hired 32 permanent FTEs to provide ES/RES (63 percent of the support went to RES, as required).
Nevada	• Hired 11 FTEs and 15 temporary staff to provide RES, representing approximately 42 percent of its budget. • RES and REA provided by same staff, with time charged equally. • Established one FTE RES position to provide UI program training and technical assistance, maintain tracking system, review performance measurements, and develop reporting tools.
New York	• Hired 194 temporary staff to provide RES and rapid-response services.
North Carolina	• Spent $12 million on staffing from ARRA and state funds. • Staff size grew from 650 FTEs before ARRA to 1,100 FTEs during ARRA. • Created a new position—job coach—in 63 ES centers.

North Dakota	• Hired five temporary staff for RES.
Ohio	• Hired 100 intermittent staff for the 10 overflow centers.
Rhode Island	• Hired six temporary RES staff.
Texas	• Hired 325 temporary ES staff to provide RES.
Virginia	• Hired 100 new staff to fill approximately 70 FTEs. • Opened 11 reemployment offices and nine UI Express centers. • Returned to one-on-one assessments. • Planned to keep RES staff on board with regular W-P/ES funds.
Washington	• Hired 36 reemployment specialists for One-Stop offices.
Wisconsin	• Hired 44 temporary FTEs for RES workshops. • Prior RES program run by five staff. • Used an estimated 90 percent of ARRA-RES funds for staffing. • Extended funding for temporary workers through September 2011 through another source.

SOURCE: Author notes and site visit reports.

Table 5.4 Recovery Act RES Major Accomplishments

State	Accomplishments
Arizona	• Launched a new RES program across the state. • Opened three dedicated reemployment centers in counties with significant unemployment. • Established a better service pathway for UI recipients. • Stimulated continuing improvements in ES and One-Stop services. • Changes expected to continue in the post-ARRA period with regular ES funds.
Colorado	• Brought the UI and workforce systems closer together; staff on both sides are now more knowledgeable about the other's programs and more willing to collaborate.
Florida	• New emphasis on intensive staff-assisted services for UI claimants.
Illinois	• Relaunched its RES program, last offered in 2005, with Recovery Act funding. • "We've been able to dramatically increase the number of people we're able to serve; we've developed a great set of materials and have staff trained to deliver the workshops. Customer surveys show that clients are responding positively," one Illinois official noted. • Invested in information technology (IT) and LMI upgrades that will support the workforce system into the future.
Maine	• Purchased LMI/technology improvements that strengthened infrastructure. • Expects to maintain the expanded RES program (especially the workshops and counseling features) through staff cross-training.
Montana	• Doubled the number of profiled participants receiving reemployment assessments. • Recognized the value of RES to move UI claimants off of the benefit rolls.
Nebraska	• Expanded the design of workforce services in the state. • Expects RES to continue in the post-ARRA period, given that enhanced service capacity has been structured on the state's investments in NEworks and better use of technology.
Nevada	• Saved the UI Trust Fund an estimated $9 million between February and September 2010 through shorter benefit duration. • Entered employment rates for RES claimants were higher than for the regular pool of UI claimants. • Funding enabled the reintegration of ES and UI (instead of being just for the RES program).

	• Cross-training of UI and ES staff led to increased customer awareness of services and the connection between ES and UI. • Brought in a new group of customers—a younger generation who did not know they could get services free through the JobConnect offices.
North Carolina	• Identified staff that had been involved in the state's late-1990s RES program to lead its ARRA-RES effort. • Reinvigorated ES in the state through efforts to start and implement the state's ARRA-RES program.
Ohio	• Hired 100 intermittent (temporary, full-time) staff, who were deployed at One-Stops across the state to handle the burgeoning numbers of customers. • Expanded the number of RES orientation sessions and one-on-one case management services available to UI claimants.
Pennsylvania	• Significantly increased the share of UI claimants receiving assessments and counseling sessions with ARRA-RES funding.
Texas	• Hired 325 temporary ES staff to scale up RES across the state. • Trained ES and One-Stop staff across the state to better serve UI claimants.
Virginia	• Allowed the state to proceed with the institutionalization of REA, RES, UI, and WIA service integration. Prior attempts at integration had lacked sufficient staff to conduct outreach, invitations, workshops, and one-on-one assessments. • Hired additional staff and implemented a new approach to workforce services that will carry forward in the post-ARRA period.
Wisconsin	• Substantially expanded RES in the state. • Used Wagner-Peyser Recovery Act funds ($7.2 million) and UI Recovery Act administrative funding ($3.6 million) to expand and fundamentally change the way in which UI claimants are served by the One-Stop system. • Provided the resources needed to reengineer and make fundamental changes to the way in which RES is provided for UI claimants. • State staff indicated that RES/REA services appeared to make a difference in UI duration, with those attending RES workshops having 12 weeks' shorter duration and higher reentry wages than those who do not.

SOURCE: Author notes and site visit reports.

lowing the boot camp. Local administrators indicated that the boot camps would continue in the post-ARRA period, though the number of sessions was expected to decrease.

In Texas, the Capital Area Board highlighted a key Recovery Act accomplishment in the creation of a series of workshops for higher-earning claimants—often individuals who were connecting with the workforce system for the first time after having earned a high-level salary with a single employer for a number of years. The workshops included stress management, budgeting, and information on building a consultant tool kit. RES staff there also worked with claimants to understand the value of "survival jobs"—short-term, temporary jobs that could help to extend UI benefits.

In NASWA's state survey, almost half of the state respondents (46 percent) reported that their state's RES program or the UI/workforce system partnership in their state was an achievement of the Recovery Act implementation. Only 27 percent of those states, however, reported that their achievements in RES were sustainable.

AFTER THE RECOVERY ACT

Recovery Act funding had to be obligated by September 30, 2010, and fully spent by June 30, 2011. A key issue explored during state site visits concerned what the states expected would happen to their RES programs when Recovery Act funds were fully spent. In 12 of the 20 states visited (Colorado, Florida, Illinois, Nevada, Michigan, Montana, North Dakota, Ohio, Rhode Island, Texas, Virginia, and Wisconsin), administrators expected that RES programs and staffing would be cut when the Recovery Act funding expired. Eight of those states indicated that cuts would likely be to pre–Recovery Act levels.

Some states (Arizona, Florida, Maine, North Carolina, Nebraska, and Virginia) hoped to maintain RES programs (though perhaps on a smaller scale than during the Recovery Act) through trained staff, dedicated reemployment centers, or LMI/IT investments. The investments made by states to improve LMI and IT systems and infrastructure were most often cited as a means of continuing some level of RES post-

ARRA. Maine hoped to maintain its expanded RES program through staff cross-training and its LMI/IT investments.

In Nevada, New York, and Pennsylvania, RES programs will continue to operate after the Recovery Act, as these states provide state funds for RES. Nevada and New York have funded an RES program through employer taxes for a number of years. Nevada officials believe that “the annual savings to Nevada’s Trust Fund have demonstrated that assisting UI claimants with their reemployment efforts has been beneficial to both Nevada’s employer community and those claimants who need assistance finding employment.” Pennsylvania has operated its Profile ReEmployment Program (PREP) since 1995, using its regular W-P ES funding.

ETA Guidance on RES/REA in the Post-ARRA Period

Recent program announcements by ETA highlight lessons learned from ARRA-RES and prior REA activities. In January 2011, the ETA presented the Webinar “Reemployment and Eligibility Assessments (REAs) Moving Forward” to introduce a new vision for the public workforce system—a single, integrated system with workforce services and UI as core elements (Workforce3One 2011). In an effort to improve consistency of service across the nation, the ETA identified four transformational elements to better serving UI claimants in One-Stop Career Centers: common registration forms and records systems, real-time triage to meet immediate needs, transferability of skills, and better use of social media. One of the study states, New York, was awarded a UI/WD Connectivity Pilot Grant to develop initiatives across all four transformational components.

REAs provide a key foundation for the vision of integrated service delivery. In the Webinar “REAs Moving Forward” (Workforce3One 2011), the ETA changed the vision, goals, funding model, MOU requirements, technical assistance, and measurement of the REA grant programs. There were also new requirements for REA activities, timing, and length of service: participants must be contacted to schedule REA appointment no later than the fifth claim week; all REA participants must receive one-on-one eligibility reviews and develop an individual reemployment plan; and a claimant may receive a maximum of three REA services, with subsequent interviews by phone allowable.

In February 2012, Unemployment Insurance Program Letter (UIPL) 10-12 announced, “For FY 2012, there are four additional guidelines for UI REA programs: 1) a maximum of two hours of staff time may be funded to conduct each UI REA, 2) all states that operated a UI REA program in FY 2011 must provide a narrative about their UI REA data in their proposals for FY 2012 UI REA grants, 3) all claimants selected for a UI REA must attend the UI REA, and 4) each completed UI REA must include a referral to a reemployment service or training” (USDOL 2012, p. 3).

In March 2012, the ETA announced an RES/REA program for recipients of Emergency Unemployment Compensation (EUC) (Workforce3One 2012). The program was funded as part of the Middle Class Tax Relief and Job Creation Act (Section 142). All EUC claimants beginning first-tier or entering second-tier benefits on or after March 23, 2012, are required to participate in RES/REA and to conduct weekly job search activities. EUC claimants must be notified of the requirements by the third week and appear for services by the sixth week after the EUC status change. Claimants who have previously participated in RES/REA services during their current UI claim period may be waived from further participation. The EUC program requires four elements: 1) provision of labor market and career information, 2) skills assessment, 3) One-Stop services orientation, and 4) work-search activity review.

The legacy of the ARRA-RES program appears to be a growing consensus around key reemployment services and participation requirements. These elements reflect many of the characteristics and key features of ARRA-RES programs identified as major Recovery Act accomplishments by study states. Whether a state is operating RES through its W-P ES allotment or participating in an REA grant or drawing down funds for other targeted initiatives, these key policy and program elements are now required by ETA as a means to promote service consistency and effectiveness across the nation.

Notes

1. RES services other than labor exchange services, e.g., case management, can be delivered through contracts. If the contract was in place by September 30, 2010, RES services stipulated in such contracts could be provided through June 30, 2011, when all RES funds had to be expended.

References

Benus, Jacob, Eileen Poe-Yamagata, Ying Wang, and Etan Bass. 2008. *Reemployment and Eligibility Assessment (REA) Study: FY 2005 Initiative*. Final Report. Columbia, MD: IMPAQ International. http://wdr.doleta.gov/research/FullText_Documents/Reemployment%20and%20Eligibility%20Assessment%20(REA)%20Study%20Final%20Report%20March%202008.pdf (accessed March 6, 2013).

Michaelides, Marios, Eileen Poe-Yamagata, Jacob Benus, and Dharmendra Tirumalasetti. 2012. *Impact of the Reemployment and Eligibility Assessment (REA) Initiative in Nevada*. Columbia, MD: IMPAQ International. http://wdr.doleta.gov/research/FullText_Documents/ETAOP_2012_08_REA_Nevada_Follow_up_Report.pdf (accessed March 6, 2013).

U.S. Department of Labor (USDOL). 2009. *ETA Advisories: Training and Employment Guidance Letter (TEGL) No. 14-08 (March 18, 2009)*. Washington, DC: U.S. Department of Labor, Employment and Training Administration. http://wdr.doleta.gov/directives/attach/TEGL/TEGL14-08.pdf (accessed March 6, 2013).

———. 2010a. *ETA Advisories: Unemployment Insurance Program Letter (UIPL) No. 05-10 (January 4, 2010)*. Washington, DC: U.S. Department of Labor, Employment and Training Administration. http://wdr.doleta.gov/directives/attach/UIPL/UIPL05-10acc.pdf (accessed March 6, 2013).

———. 2010b. "U.S. Department of Labor Announces $50 Million in Grants to Assist Re-employment Activities in 33 States and District of Columbia." News release, April 15. Washington, DC: U.S. Department of Labor. http://www.dol.gov/opa/media/press/eta/eta20100488.htm (accessed March 6, 2013).

———. 2010c. *Wagner-Peyser/Labor Exchange*. Washington, DC: U.S. Department of Labor, Employment and Training Administration. http://www.doleta.gov/programs/wagner_peyser.cfm (accessed March 6, 2013).

———. 2012. "U.S. Labor Department Awards Nearly $65.5 Million to Fund Re-employment, Eligibility Assessments for Unemployment Insurance in 40 States, Puerto Rico and D.C." News release, May 7. Washington, DC: U.S. Department of Labor. http://www.dol.gov/opa/media/press/eta/ETA20120916.htm (accessed March 6, 2013).

Workforce3One. 2010. "(Presentation Slides) Reemployment and Eligibility Assessments (REAs)." Webinar. Posted by Gary Gonzales on January 28. Washington, DC: U.S. Department of Labor, Employment and Training Administration. https://www.workforce3one.org/view/2001002843741242849/info (accessed March 6, 2013).

———. 2011. "Reemployment and Eligibility Assessments (REAs) Moving Forward (Part II)." Webinar. Posted by Margaret Lamb on January 17. Washington, DC: U.S. Department of Labor, Employment and Training Administration. https://www.workforce3one.org/view/5001101739142268395/info (accessed March 6, 2013).

———. 2012. "(Presentation Slides) Emergency Unemployment Compensation (EUC) Reemployment Services and Reemployment and Eligibility Assessments (RES/REAs)." Webinar. Posted by Gary Gonzalez on March 21. Washington, DC: U.S. Department of Labor, Employment and Training Administration. https://www.workforce3one.org/view/2001208137604189725/info (accessed March 6, 2013).

The American Recovery and Reinvestment Act

The Role of Workforce Programs

Burt S. Barnow
Richard A. Hobbie
Editors

2013

W.E. Upjohn Institute for Employment Research
Kalamazoo, Michigan

Library of Congress Cataloging-in-Publication Data

The American Recovery and Reinvestment Act : the role of workforce programs / Burt S. Barnow, Richard A. Hobbie, editors.
pages cm
Includes bibliographical references and index.
ISBN 978-0-88099-471-2 (pbk. : alk. paper) — ISBN 0-88099-471-1 (pbk. : alk. paper) — ISBN 978-0-88099-473-6 (hardcover : alk. paper) — ISBN 0-88099-473-8 (hardcover : alk. paper)
1. Manpower policy—United States. 2. Labor policy—United States. 3. United States—Economic policy—2009- 4. Economic development projects—United States. 5. Economic stabilization—United States. 6. Recessions—United States. 7. United States. American Recovery and Reinvestment Act of 2009. I. Barnow, Burt S. II. Hobbie, Richard, 1945-
HD5724.A58145 2013
331.12'0420973—dc23
2013041953

W.E. Upjohn Institute for Employment Research
300 S. Westnedge Avenue
Kalamazoo, Michigan 49007-4686

Cover design by Alcorn Publication Design.
Index prepared by Diane Worden.
Printed in the United States of America.
Printed on recycled paper.