

Kansas Department of Commerce
KansasWorks Overview
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Kansas Department of Commerce, Workforce Services (Programs)

Kansas combines economic development and workforce services in its Department of Commerce. This combination creates a seamless experience for employers as they seek assistance in addressing their employment needs. It also helps to assure that workforce services programs are employer demand-driven and focused on providing the skilled workforce sought by Kansas employers.

KANSASWORKS links businesses, job candidates and educational institutions to ensure that employers can find skilled workers. The Department of Commerce accomplishes this by partnering with Local Workforce Development Boards and other state agencies. In addition, a robust partnership with the Kansas Board of Regents helps state universities and community and technical colleges tailor their curriculum to the needs of Kansas businesses. The result is an integrated, demand-driven statewide network in which workers receive job-specific training, and Kansas businesses can find the well-trained employees they need.

Employment services are provided to employers and job candidates through the state's 27 workforce centers, online or virtual services and the mobile workforce center. These employer-driven services include recruiting skilled workers, screening and assessing job candidates and identifying individuals needing skill enhancement.

The federally funded workforce development programs are delivered in part through workforce centers, some of which meet the definition of "one-stop" centers located across Kansas. The one-stop centers provide job candidates all necessary job search services in one location. All Kansans may access various labor exchange and assessment services free of charge. Qualified Kansans may access intensive training and related services. Services for Kansas employers include recruitment, assessment, testing and screening of qualified employees.

Partners in the centers include representatives from the Kansas Department for Children and Families for the TANF and Voc. Rehab programs and the Kansas Department of Labor with Unemployment Insurance information. The one-stop centers and/or workforce centers are divided into five different regions. The West Region has full time or part time staff located in Dodge City, Garden City, Liberal, Great Bend, Hays, Hutchinson, Newton, Colby, Goodland and Salina. The North East Region has locations in Junction City, Lawrence, Manhattan and Topeka. The Greater Kansas City Region Workforce Centers are in Kansas City, Leavenworth, and Lenexa. The South Central offices are located in Wichita and Butler and Cowley counties. Finally, the Southeast Region staff is in Chanute, Independence, Emporia, Paola and Pittsburg. There are a total of 27 full- or part-time locations across the state delivering services to Kansas job candidates and employers. The major program administered by the Department of Commerce through field operations is the Federal US DOL Wagner-Peyser program, which is focused on providing labor exchange services to help Kansas businesses find qualified workers and job candidates to find quality employment opportunities. In addition, there are a number of federal programs that compliment this program. All of the programs and services delivered through workforce center operations are summarized near the beginning of this document.

Outcomes	FY 17 Actual	FY 18 Actual	FY 19 Estimate	FY 20 Estimate	FY 21 Estimate
Jobs created or retained through Workforce Services	22,040	18,368	15,308	16,389	18,522
Individuals trained through Workforce Services	4,740	4,113	3,569	3,926	4,318
Kansans served with job search counseling, resume writing, etc.	92,944	92,967	102,264	112,490	123,739
Employment rate for adults served by Workforce Services	71.1%	70.9%	78.7%	74.8%	76.8%
Employment rate for dislocated workers served through Workforce Services	78.3%	75.8%	81.7%	78.8%	80.2%

Program Access

Universal access is granted to all employers and Kansans for labor exchange, labor recruitment, assessment, testing, and screening services. Qualified access to intensive training and related services is provided to eligible Kansans under the guidance and direction of the Local Workforce Development Board (LWDB). Specialized placement and job location assistance is available to targeted populations such as veterans, those displaced from work because of foreign competition and migrant and seasonal farm workers.

Workforce System Branding

In April 2008, the State Board approved a state brand to be used by all local workforce operators, workforce partners, boards and locations – **KANSASWORKS**. The purpose is to establish and sustain broad awareness in the marketplace with effective outreach and customer relations throughout the workforce system.

Workforce Innovation and Opportunity Act (WIOA) – *Funded via US DOL Grant*

Workforce Services in Workforce Innovation and Opportunity Act (WIOA) administered by Commerce are funded through four separate programs: Adult Program, Dislocated Worker Program, Youth Program and Wagner-Peyser Labor Exchange. Nearly all the Adult, Dislocated Worker and Youth funds are allocated by statutory formula to Local Workforce Development Boards for direct service delivery to eligible individuals per the requirements of the Act. Kansas is divided into five Local Workforce Development Areas, each overseen by a separate Local Board and guided by the state Workforce Development Board comprised of individuals appointed by the Governor.

WIOA also requires State Workforce Agencies to partner with other State Agencies which administer Vocational Rehabilitation and Adult Education. WIOA requires these partners to submit a collaborative strategic four-year plan, approved by the state Workforce Board, describing how WIOA will be implemented in Kansas within the provisions and limitations of the law. Commerce convened the Core Partners (Workforce Services, Adult Education, Vocational Rehabilitation) and other partners and developed the WIOA State Plan which was approved by US Departments of Labor and Education on 10/20/2016.

- **WIOA Youth Program**

WIOA youth projects support a collaborative and integrated service delivery system to provide high quality services to in-school and out-of-school youth and young adults (ages 14 – 24). In each of the five local areas, WIOA-eligible youth are assisted through career exploration and guidance, continued support for educational attainment, opportunities for skills training in in-demand industries and occupations, and culminating with a good job along a career pathway or enrollment in post-secondary education.

- **WIOA Adult and Dislocated Worker Programs**

Adult and Dislocated Worker Programs provide training and other assistance to individuals age 18 and over who are experiencing job loss or lay off, disability, poverty, lack of in-demand job skills or other significant barriers to employment. Local Workforce Development Boards determine eligibility, develop a career plan and support these individuals as they obtain postsecondary or other training leading to employment.

Wagner-Peyser Act

For Program year 2018, Kansas received \$5,537,725 from the U.S. Department of Labor to provide Wagner-Peyser services. The Wagner-Peyser Act establishes a national employment system to provide workforce services including assessment, testing, counseling, occupation and labor market information, referral to job openings, employment services for groups with special needs, and recruitment services and special technical services for employers. Customers seek services electronically or receive staff assistance by visiting a workforce center.

Although the Wagner-Peyser Act provides universal access to a full range of workforce services, it also mandates job search and placement services be provided specifically to unemployment insurance (UI) claimants. To focus resources on UI claimants most in need of assistance, the Worker Profiling Reemployment System (WPRS) identifies those with a high probability of exhausting benefits prior to obtaining employment. It is the responsibility of Wagner-Peyser staff to schedule staff assisted reemployment services for identified claimants.

	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018
Category of Service	Total	Total	Total	Total	Total	Total
Registered for Services	214,477	211,561	219,279	330,938	240,757	399,966
Received Workforce Information	205,765	202,836	211,406	285,988	142,992	238,216
Job Seekers Receiving Staff Assisted Services	57,511	56,059	61,104	107,164	107,808	84,918
Referred to Employment	14,889	18,931	20,740	58,252	86,134	81,904
Entered Employment Rate (Q2)*	64.80%	65.98%	68.91%	71.30%	70.13%	71.11%
Entered Employment Rate (Q4)*	84.00%	84.49%	85.48%	86.20%	86.08%	70.83%

Rapid Response Program

During the past year, the Department of Commerce received 9 WARN notices impacting 1,673 workers and 34 non-WARN notices impacting 1,272 workers. Rapid Response is a pro-active business-focused and flexible strategy designed to respond to layoffs and plant closings by quickly coordinating services and providing immediate aid to companies and their affected workers. Rapid Response services are available regardless of the size of the company impacted. The state Rapid Response Coordinator works closely with the five-local area Rapid Response Coordinators to contact the companies, ensure timely response, and provide the best services possible to assist the workers in making a smooth transition to new employment. WIOA State level funds are used to support this activity.

Registered Apprenticeship Program

Registered Apprenticeship is a structured system for training employees in a variety of occupations that require a wide range of skills and knowledge. It is an ideal way for employers to build and maintain a skilled workforce. It combines full-time employment, through on-the-job learning (OJL), under the supervision of experienced journey-level workers, and related technical instruction (RTI). The related instruction may be provided through community or technical colleges, correspondence, online, distance learning, contract vendors or apprenticeship training centers to both educate and develop business and industries' workforce.

Competency and hybrid models are available to complement the traditional time-based apprenticeship model. In addition to broadening the flexibility for program sponsors, competency and hybrid Registered Apprenticeship models increase apprentices' opportunities for interim credentials and technology-based learning. Many Registered Apprenticeship programs now combine the ability to earn an associate's or higher degree (often paid for by the employer).

In fiscal year 2018, the Kansas Registered Apprenticeship Program registered 688 new apprentices at an average starting wage of \$16.46 per hour an increase of \$1.20 from previous FY16 and FY17 results. Additionally, 22 new employers/program sponsors registered a program and 30 additional programs were revised. During the fiscal year 2017, 201 apprenticeship completers with 3% being women, 7% veteran and 9 % being minorities at an average wage of \$30.66 per hour.

Currently all five Local Workforce Development Boards (LWDB's) throughout Kansas, have funding from FY17 with additional funding for FY18 these funds will go through October 2020.

Additionally, the Registered Apprenticeship program received additional EDIF funds from the state that will be utilized for sponsors, related technical instruction education and apprentices with these funds expiring June 2019.

Trade Adjustment Assistance Program (TAA)

The Trade Adjustment Assistance (TAA) Program provides reemployment services to U.S. workers who have lost their jobs because of foreign trade as identified within TAA Petitions. The TAA program provides trade-affected workers an opportunity to update their skills by enrolling in training, increasing their marketability for the ever-changing competitive workforce. In addition to reemployment services provided through the Workforce Centers they receive individualized assistance from TAA case managers who provide in-depth benefit details, enroll them in services and provide counseling and assistance throughout their TAA enrollment.

In addition to training benefits, workers may be eligible for income support in the form of Trade Readjustment Allowances (TRA) while attending full time TAA approved training, job search and relocation reimbursement, wage subsidy assistance (Reemployment Trade Adjustment Assistance, RTAA) and a Health Coverage Tax Credit (HCTC). Workers must apply for and meet requirements for each benefit.

The Trade Adjustment Assistance Reauthorization Act of 2015 (TAARA 2015) is operating within the reauthorized six-year plan. Circumstances in which a petition is certified may include increased imports, a shift in operations to certain countries and/or supply or downstream production to certain companies. A petition defines the worker group that is eligible to apply for and potentially receive benefits through the TAA program, group eligibility could include workers from the manufacturing sector and service sector.

Kansas continues to file petitions, with the following being certified during FY2018, Watts Regulator Company (KC), Daymon Worldwide, Inc. (Hutchinson), SKF Sealing Solutions & TLC Leased (Seneca), GVL Polymers, Inc (Hesston), Payless ShoeSource, Inc., Customer Service (Topeka), Siemens Gamesa Renewable Energy, Inc (Hutchinson), National Credit Adjusters, LLC (Hutchinson), Cargill Meat Solutions Corp, Finance Division (Wichita), Payless ShoeSource, Inc., IT Info & Ops (Topeka), Metlcast (Salina), AT&T Communications, Retail and Care Division (Wichita), and University of Kansas Health System St. Francis Campus (Topeka) impacting an estimated 868 workers. Kansas will continue to search for additional companies impacted by trade to file petitions for the workers.

During this time, Kansas served 483 TAA participants with 236 of them new to the program. Of these participants, 185 received training (6 OJT), 42 were placed on waivers from training and 94 participated in RTAA

Work Opportunity Tax Credit Program (WOTC) – limited funding via US DOL, Kansas supplements with Wagner Peyser grant funds

The Work Opportunity Tax Credit Program (WOTC) encourages the hiring of targeted employees so they move from economic dependency into self-sufficiency as they earn a steady income and become contributing taxpayers. Participating employers receive compensation by reducing their federal income tax liability. For FY 2017, Commerce received \$158,209.00 from

USDOL to carry out WOTC program activities. For FY 2018, Commerce received \$150,299.00 from USDOL to carry out WOTC program activities.

In FY2017, 61,616 certification requests were received, resulting in 10,031 eligible for tax credits. 12,269 requests were denied. This is a federal tax savings to Kansas businesses of almost \$28 million. The largest numbers of workers certified as eligible were recipients of Supplemental Nutrition Assistance Program (SNAP), followed by Designated Community Residents, Ex-felons, Unemployed Veterans, and recipients of Temporary Assistance for Needy Families (TANF).

In FY2018, 80,169 certification requests were received, resulting in 7,424 eligible for tax credits. 9,782 requests were denied. This is a federal tax savings to Kansas businesses of almost \$20 million. The largest numbers of workers certified as eligible were recipients of Supplemental Nutrition Assistance Program (SNAP), followed by Designated Community Residents, Ex-felons, Unemployed Veteran, and recipients of Temporary Assistance for Needy Families (TANF).

Reemployment Services and Eligibility Assessment (RESEA) USDOL grant awarded to KDOL and KDC

Studies have shown that a claimant's efforts to find new employment and awareness of their reemployment service needs result in shorter claim durations and fewer erroneous payments by utilizing the RESEA program. The reemployment of UI claimants and the reduction of erroneous payments are high priorities for Kansas, and the RESEA initiative addresses both these priorities. Kansas received an allotment of \$717,576 in Fiscal Year 2018 to provide RESEA services through December 2018. RESEA allows flexibility for grant-funded staff to provide reemployment services to eligible claimants and includes Unemployment Compensation for Ex-service members (UCX) claimants in the queue for services.

Providing reemployment services to UI claimants has gained even greater momentum in Kansas with the passage of the Workforce Innovation and Opportunity Act (WIOA) and the continued receipt of the RESEA grant awarded to the Kansas Department of Labor. Through a memorandum of understanding, Commerce provides contractual staff to deliver workforce services to a minimum of 10,000 eligible claimants. Each RESEA receives, at a minimum the following services:

- UI eligibility review
- Overview of Workforce Center services
- Initial Assessment
- Labor Market Information
- Resume writing assistance
- Individualized reemployment plan
- Referral to reemployment services

Jobs for Veterans Grant (JVSG)

For fiscal year 2018 Commerce received \$1,451,732, from the U.S. Department of Labor to administer the JVSG, in support of the Jobs for Veterans Act (JVA). This funding supports the

State Veteran Services Manager, the Intensive Services Coordinator (ISC), the Local Veterans' Employment Representatives (LVER), and the Disabled Veterans Outreach Program (DVOP) Specialists. Some support services are also paid through this grant for the USDOL Director of Vets Service (DVET). During fiscal year 2018, the JVSG staff consisted of 16 FTE and three HTE DVOPs and 4 FTE and 2 HTE LVERs.

The Intensive Services Coordinator (ISC) acts as liaison between the Department of Commerce and Department of Veteran Affairs. The ISC accepts the referrals of Chapter 31 veterans, who are entering the job search phase of their rehabilitation. The ISC disperse the referrals to appropriate Workforce Center Managers and provides confidential information about the veteran's barriers, to help develop an employment plan. Upon request of the DVOP or VR&E veteran, the ISC provides technical assistance on all matters concerning services provided to veterans referred by the VR&E program. Like the VR&E program the ISC disperses referrals for Labor Market Information (LMI) to the Workforce managers to the DVOP. Kansas DVOP's provide "real time" LMI to transitioning service members and veterans based on their locality.

LVER staff conducts outreach to employers and engage in advocacy efforts to increase employment opportunities for veterans, promotes the hiring of veterans, and orchestrate job development activities to assist in veteran job placements and employment retention. LVER staff facilitates seminars and trainings for employers and job search workshops for veterans seeking employment. They also facilitate "priority of service" for veterans regarding employment, training and placement services provided through the Workforce Centers.

DVOP specialists provide intensive services to meet the employment needs of disabled veterans and other eligible persons, with maximum emphasis directed toward serving the economically or educationally disadvantaged, including homeless veterans, and veterans with barriers to employment. DVOP specialists are actively involved in outreach efforts to increase program participation.

During fiscal year 2018, there were approximately 9,524 new veteran **KANSASWORKS** accounts created. Additionally, approximately 9,027 veterans and transitioning service members received staff assisted services from veteran representatives, located across the state. Approximately 2,204 veterans and transitioning service members of the 9,027 required additional assistance due to their significant barriers to employment such as long term-unemployment, locality, homelessness, disabilities, and non-job ready skills. The Veterans unemployment rate for the state of Kansas went from 3.7 % in FY 2017 to 4.3% (based on data provided by Kansas Department of Labor) in FY2018. For fiscal year 2018, the Veteran Entered Employment Rate for the JVSG program goal is 78% and exceeded that by approximately 8.75 % in FY 2017. The FY 2017 Veteran Employment Retention Rate for the JVSG program was approximately 84%, with 81% retention after six months.

Funding projections for FY 2019: JVSG anticipates a decrease in federal funding and will receive \$1,436,326, with this decrease in funding, JVSG staff continue to develop new ideas on promoting services such as, increasing outreach which has strengthen our relationships with the three military installations in Kansas. Currently, three HTE DVOP's are embedded with military transition teams, due to these partnerships being established, an increase of training and knowledge on veteran services at the Workforce Center.

Older Kansans Employment Program (OKEP)

The Older Kansans Employment Program provides specialized training, career assessment, job-matching, and job search assistance to Kansans age 55 and older regardless of their income and facilitates the development of job opportunities for older Kansans in private industry. This funding is provided to Kansas' Area Agencies on Aging and other community-based organizations who administer the program on the agency's behalf. During program year 2017, OKEP served a total of 2,344 participants and placed 646 into full-time or part-time, private sector employment at an average wage of \$10.82 per hour for an average of 26 hours per week, resulting in \$9,450,101 in wages paid, *thirty-nine times greater* than the amount allocated for the program. Additionally, state income and sales tax returned to the state were two-and-a-half times the amount of funds allocated. In other words, for every \$1 spent on OKEP, \$2.57 of income and sales tax were returned to the state.

Senior Community Services Employment Program (SCSEP)

The federal Senior Community Services Employment Program provides a four-year skills training program through subsidized part-time employment to older Kansans who live at or below the poverty level. SCSEP served 62 participants, placing them in community organizations for work-based training. Commerce paid just over \$754,892.00 in federal aid payments contributing to case management, service delivery and participant wages while the participants completed on-the-job training. In addition, SCSEP:

- Provided 51,575 hours of service to the community (through hands-on participant training assignments at local nonprofit and governmental agencies)
- Provided participants skills enhancement training (computer training, various workshops, CNA update classes, business classes, etc.)
- Seventeen percent of participants completed the four-year training program and obtained regular employment during the last program year
- Eighty percent of individuals who exited for employment in program year 16 and early program year 17 were still employed 1 year later

SCSEP is a federal formula grant and future funding is expected to remain flat. However, programmatic changes for PY18 should result in an increase in the number of participants served to 75.

Kansas Juvenile Corrections Skills Training Project – funded by State WIOA \$'s

Commerce has granted WIOA funds to Washburn Institute of Technology to provide postsecondary technical skills training to juveniles incarcerated in the juvenile correctional facility in Topeka. Additionally, Commerce developed an agreement with the Department of Corrections to provide incentives to students who stay in training and stipends to those who complete training, earn industry-recognized credentials and work at the facility. For example, a student who completes the Building Technology Program, earns the credential and satisfactorily demonstrates skill attainment, is then given the opportunity to work on supervised construction projects at the juvenile complex. At least 35 students will participate in this classroom and worked-based training project. The Alternative Workforce Specialist will provide workforce services case management services to the participants while they are incarcerated and will “hand off” the participants to the workforce center closest to the community to which the participant releases.

Retaining Employment and Talent after Injury/Illness Network (RETAIN WORKS), Funded by US DOL grant initiative

Commerce received a \$1.877 million grant from the US Department of Labor, Office of Disability Employment Policy to establish relationships between the workforce system and medical service delivery to develop processes to help individuals who have suffered a debilitating illness or injury stay at or return to work. Kansas was one of only eight states to successfully compete for the funding and is working with the Susan B. Allen Memorial Hospital System in Butler county to develop and implement the project. Kansas will compete for a second round of funding in late 2019 to be one of only four states to receive a multi-year, multi-million dollar award to expand the project to additional rural areas and at least one urban area of the state.

Kansas Health Profession Opportunity Project (KHPOP) – Grant via US Health and Human Services (HHS)

In FY2018, \$3,000,000 was made available through the Kansas Health Profession Opportunity Project (KHPOP) to provide education, training and employment in the healthcare sector to Temporary Assistance for Needy Families (TANF) recipients, Supplemental Nutrition Assistance Program (SNAP) recipients, and other low-income individuals. Besides offering an improved quality of life through education, these services will also reduce healthcare labor shortages, as well as reduce the number of individuals on public assistance in Kansas. KHPOP is in the 3rd of a five-year grant. To date, the grant has served 1,212 Kansans and is projected to serve 2,000 participants at the end of five years.

Foreign Labor Certification

Kansas receives funding from the USDOL to administer the Foreign Labor Certification (FLC) program. Commerce provides the following services for employers having difficulty finding qualified U.S. workers to fill job openings:

- *H2-A visas:* H-2A visas are granted to foreign workers for temporary agricultural jobs. Commerce assists employers by posting their job orders on **KANSASWORKS.com** to assist them in recruiting U.S. workers. During the recruitment process, it is the responsibility of Wagner-Peyser staff to conduct pre-occupancy safety and suitability inspections whenever the employer furnishes housing. In Fiscal Year 2018, Commerce assisted 146 employers, posted 146 job orders and inspected 231 housing units in all parts of the state. If the recruitment process reveals no U.S. workers are available or willing to take the job, and the employer-provided housing meets all safety standards, the Foreign Labor National Office provides the employer a certification permitting them to bring foreign workers into Kansas.
- *H-2B visas:* H-2B visas are granted to foreign workers for temporary low-skilled non- agricultural jobs such as construction, landscaping, painting, remodeling, and roofing. Commerce assists employers by posting their job orders on **KANSASWORKS**. If the recruitment process reveals no U.S. workers are available or willing to take the job, the Foreign Labor National Office provides the employer a certification permitting them to bring foreign workers into the state. 85 Job Orders were added for H-2B enrollments.

Workforce AID (Aligned with Industry Demand) - funded by State dollars **typically** with an employer match.

Workforce AID is a workforce training solution that supports the Governor’s economic strategic plan for Kansas, with a focus on providing skilled talent for employers and growing jobs. Using short-term highly focused training programs resulting in college credit and industry-recognized credentials, Workforce AID finds, trains and delivers Kansas employers a skilled, certified workforce – *right training, right job, NOW.*

The Workforce AID program is unique in that it is very industry focused. The Workforce AID team works with individual employers or industry consortiums to define needs and propose solutions. The team then collaborates with a host of Kansas entities to develop and deliver the final program; typical stakeholders include: Community Colleges, the Technical Colleges, the Universities, the Workforce Centers, local economic development as well as private providers. Employers lead the selection process for candidates that meet company qualifications and enjoy a cost savings through training only those candidates with a contingent job offer.

Workforce AID projects are operated as a public/private partnership, with employer confidence in the program so high they are committing 50% of the training costs. Training costs typically run \$2500 to \$3500 per participant. Employers are reporting: *“[Workforce AID] gives us the ability to tailor the training to the skill sets we need on the factory floor... from a cost perspective... employees are coming into the company... adding value at a faster pace, which ultimately helps our cost structure.”* and *“Everyone engaged in this process is a winner. That includes the businesses, the students, the community and the state... I don’t know any other targeted training program where you get more bang for your buck.”*

This innovative initiative is led by the Kansas Department of Commerce in cooperation with the Kansas Board of Regents. Industry-recognized credentials come from such well-known professional organizations as the Manufacturing Skill Standards Council (MSSC), the American Welding Society (AWS), the National Center for Construction Education and Research (NCCER), the National Institute for Automotive Service Excellence (ASE) and the National Institute of Metal Working Skills (NIMS).

My (Re)employment

A collaboration between the Kansas Departments of Labor and Department of Commerce and **KANSASWORKS** Workforce System will provide enhanced reemployment services to Kansans who are unemployed and looking for work. The program, called “My (Re)Employment Plan” connects unemployment benefits recipients with workforce service professionals in their area. Unemployed Kansans who are receiving benefits will be provided, free of charge, personalized job search assistance, including:

- Creation of a “My (Re)Employment” Plan that focuses on goals and accountability
- Skills assessment to match interests and skills with occupations
- Resume, interview, and networking assistance
- Labor market information highlighting current in-demand jobs

To emphasize the importance of a planned, dedicated job search to match unemployed workers with jobs, individuals who fail, without good cause, to participate in this free of charge service may lose entitlement to benefits until they can demonstrate a reasonable job search. The program is designed to help people achieve their reemployment goals and to reduce time spent on unemployment.

Studies have shown that the longer a person is unemployed, the harder it is to get back to work. This program will provide proven job search activities to unemployment recipients at the beginning of the unemployment cycle. Instead of waiting until the end of their entitlement to benefits, recipients will be guided to make a planned approach toward getting a new job that emph