Utah and Montana GenLEX Initiative Annual Report: Year Two

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EXECUTIVE SUMMARY

In June 2012, Utah's Department of Workforce Services (DWS), in partnership with Montana's Department of Labor, was awarded a Workforce Innovation Fund Grant from the U.S. Department of Labor to carry out the consortium's "Next Generation Labor Exchange (GenLEX)" initiative.

This report presents the first set of findings for the GenLEX initiative in Utah and Montana. These findings reflect the experiences of job seekers, employers and agency staff after implementation of the first set of GenLEX test components (TC-1). The mixture of quantitative and qualitative data provides a substantial body of evidence to draw from when evaluating the efficacy of the changes introduced to the labor exchange (LEX) in each state. The process evaluation provides a rich context for understanding the personnel dynamics, agency challenges, political influences and user experiences related to the initiative.

Quantitative Data: Utah job seeker data was gathered using the strongest evaluation design, a randomized control trial. Overall, job seekers in the test system did not experience improvement in the outcomes that the program was trying to affect. As shown in Table 1, analysis of job seeker outcome #1 found no significant difference between users of the current and test systems relative to acquiring new employment. Analyzing this outcome by income level reveals that low-income participants were more likely to find employment if they were in the test system (43.8%) than if they were in the current system (41.3%). Job seeker outcome #2, labor market attachment (defined as the number of quarters after job search with at least $1 in wages), will not be calculated until next year due to data censoring issues. For job seeker outcome #3, differences between the two groups were statistically, but not practically different. Job seeker outcome #4, seeker satisfaction was measured both in Utah and Montana. In Utah, those in the current system were more satisfied than those in the test system. This difference was statistically significant; however both responses still reflect moderate satisfaction. In Montana there was also a statistically significant difference in satisfaction between baseline and TC–1. As was found in Utah both scores in Montana represent generally moderate satisfaction.

Table 1: GenLEX Study Job Seeker Outcomes: TC–1 Period

Job Seeker Outcomes	**Utah**			**Montana**	
	Baseline	Current System	TC–1	Baseline	TC-1
1. Percentage of job seekers acquiring new employment		44% had new employer in quarter or quarter following job search No significant differences			
2. Employee labor market attachment		Not calculated until next report due to data censoring			
3. Quarterly job seeker wages		$3,527	$3,419		
4. Job seeker satisfaction	.91	.89	.83	.91	.79

Employer outcomes should be interpreted with caution. They are based on comparisons with historical trends, but most of these outcomes did not point in the direction of improvement. Employer outcome #1, non-mediated job orders had a nominal increase in the TC-1 period compared to the same weeks in the previous year, from 50,982 to 57,074. However, this increase was significantly lower than expected based on trends in previous years (p<.001). Employer outcome #2, non-mediated weekly employer usage of the GenLEX system nominally increased from the same weeks in the previous year from 27,466 to 28,356 employer day logins. Employer usage of the system was actually lower than what the ARIMA model predicted by 60 employer logins per week (p<.001). It should be noted that the historical trend had been increasing at a fairly large rate, and that some of this deceleration could have been a return to a more normal rate of increase. Employer satisfaction (outcome #3) between baseline and TC-1 was lower in both Utah and Montana, although they still had a generally positive view of the system. While the difference was statistically significant in Utah, it was not in Montana (likely due to a low sample size). All results for other employer outcomes in Utah were based on quasi-experimental analysis methods.

Table 2: GenLEX Study Utah Employer Outcomes: TC–1 Period

Employer Outcomes	**Utah**		**Montana**	
	Baseline	**TC-1**	**Baseline**	**TC-1**
1. Number of non-mediated jobs orders to labor exchange	50, 982	57,074		
2. Weekly count of employers using LEX	27,466	28,356		
3. Employer satisfaction	.82	.67	.66	.61

Qualitative Data: In order to more fully understand and interpret the outcomes above, additional feedback regarding experiences with the LEX was gathered throughout the TC-1 period. Job seekers and employers in both Utah and Montana were engaged in focus group sessions while frontline staff in both states participated in online surveys. Feedback from each of these various stakeholders provides valuable insight into the impact of the first set of test components on LEX users.

Job Seeker Input: Typical job seekers using the LEX in both states have at least some education past high school, are computer literate, do not access the LEX at the state office and are generally satisfied with the LEX. Job seekers appreciate the fact that the site is free and jobs listed are legitimate. Comments regarding challenges with the state LEX included:

- Inaccurate searches and limited functionality to sort and manage job search results
- Low quality matches
- Limited functionality surrounding resumes and editing profiles
- Low quality information and design of employer profiles and job descriptions
- Help options lack usability and accessibility
- Lack of features that facilitate feedback from employers to job seekers on the LEX

Employer Input: Employers are drawn to use the state LEX due to the volume of applicants, the ease of posting, the help provided by agency personnel, and of course because the site is free. Comments regarding challenges with the state LEX included:

- Inaccurate searches and limited functionality to sort and manage applicants
- Low quality matches
- Limited functionality surrounding job posting, formatting and editing profiles
- Low quality information and design on job seekers' profiles and resumes
- Marketing concerns, specifically job seekers registered on the LEX are limited to those receiving unemployment or low skilled workers

DWS and Montana Job Services Personnel: State workers experience the impact of the TC-1changes to the LEX every day. Their concerns were overall very similar to those expressed by job seekers and employers. Understandably, agency personnel in both states tend to generalize characteristics of all job seekers to those encountered in the office. However, job seekers accessing the LEX in state offices had significantly lower levels of education, were less comfortable using a computer and were more likely to be unemployed than those accessing the LEX elsewhere. Because those who connect with agency workers are often those most in need of assistance, adequate training for frontline workers is critical to their success in serving both job seekers and employers who struggle the most with accessing and using the online system.

Process Evaluation: The process of implementing the GenLEX initiative in Utah and Montana continues to be quite challenging. Evaluating implementation fidelity and factors that support or hinder the process continues to reveal important "lessons learned" for others attempting such innovations. Such lessons include:

- Personnel changes that occur during the program development and implementation phase need facilitation and monitoring to ensure required tasks can be managed by new staff, and that they are provided adequate information and training to take on their new roles.
- Because GenLEX is technology based, the business needs should drive the project. Technology projects within an agency require the active involvement of at least one person who is able to act as a liaison between the two interests and communicate in language understandable to both parties.
- Technology development is a non-linear, iterative process. Training and project development need to be addressed in a similar way, sensitive to the developmental process of a technical system. It always takes longer than one would think.
- All key stakeholders, including frontline staff, need to be engaged in an ongoing two-way communication process to secure buy-in and gain input from a variety of perspectives.
- Excluding satisfaction, the outcome measures evaluated in this grant are very difficult to influence in ways that are likely to produce statistically significant change. Adherence to the implementation process is critical to identifying the impact of TC-1 changes.
- Public perceptions of the LEX are deeply rooted in personal experience and community reputation. Attention to additional factors impacting the LEX may be necessary to affect the kinds of change desired through the GenLEX initiative.

Attention to these factors over the life of the grant will benefit other states learning from the GenLEX initiative by producing an evidence base to better serve the job seekers and employers.

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INTRODUCTION

Utah's Department of Workforce Services (DWS) has effectively served the people of Utah as "Utah's Job Connection" since 1997. Long recognized as a national leader in its successful use of technology, DWS is seeking to enhance the current labor exchange (LEX) which was implemented in 2002 and has had minimal changes since. Little is known about how online labor exchange systems can be altered to improve outcomes for job seekers and employers.
This has become an even larger concern as financial resources continue to limit the availability of personnel to assist job seekers and employers in connecting.

In June 2012, Utah's DWS, in partnership with Montana's Department of Labor, was awarded a Workforce Innovation Grant by the U.S. Department of Labor to carry out the consortium's "Next Generation Labor Exchange (GenLEX)" initiative. This initiative is based on the hypothesis that "LEX outcomes can be improved for both employers and job seekers through enhancements to online functionality and comprehensive bridges to career pathways and education and training opportunities." By receiving the Workforce Innovation Fund Grant, the consortium obtained the funding necessary to evaluate the effectiveness of test components added to the labor exchange.

In response to a request for proposals, the University of Utah's Social Research Institute (SRI) submitted a proposal and was subsequently awarded the contract to provide a research design and statistical analysis for evaluation of LEX test components introduced through the GenLEX project. In the first year of the grant, data were collected to establish a baseline for all outcome measures. Therefore, this report presents findings from the second year of the grant during which the first set of test components (TC-1) were evaluated. (A full timeline of the GenLEX initiative can be viewed on pg. 106.) During this time, data were collected from multiple sources including state LEX systems and input from various users including job seekers, employers and state staff.

STUDY SCOPE AND PURPOSE

As outlined by DWS in the original DWS Workforce Innovation Fund Grant proposal:

> The Utah/Montana GenLEX project is designed to: 1) mitigate mediated (staff-assisted) services use and make self-service LEX more successful; 2) provide LEX at a lower cost-per-participant; 3) address the strain on and access issues with physical One-Stop Centers; 4) assist job seekers and students with better connection to career pathways and related education opportunities; and 5) improve Common Measures and introduce new, innovative outcomes that more accurately measure LEX success.

While the goals are broad in scope, the specific overarching hypothesis states that, "LEX outcomes can be improved for both employers and job seekers through enhancements to online functionality and comprehensive bridges to career pathways and education and training opportunities." This hypothesis will be tested through the rigorous evaluation of test components introduced into the LEX over the course of the grant period.

The primary research questions presented by the GenLEX project that this evaluation attempts to answer, as appropriate to Utah and Montana, include:

1) Does the introduction of the GenLEX project test components result in improved outcomes (percentage of job seekers acquiring new employment, employee labor market attachment, and quarterly wages) for job seekers using the system? (UT only)

1a) In Utah, where the LEX data and means tested program participation data are collocated in DWS, are there any significant differences in the outcomes listed in Question 1 for those who have used means tested assistance programs? (UT only)

2) Do test components result in increased usage of the LEX by employers in the state as measured by employer website activity, number of non-mediated job orders to labor exchange, weekly count of employers using LEX? (UT only)

3) As each group of test components is added, what is the marginal effect of each group of components on the outcomes listed in Questions 1 and 2? (UT only)

4) What is the level of customer satisfaction among job seekers and employers using the LEX and do these levels of satisfaction increase as additional test components are introduced? (UT & MT)

5) Was the intervention implemented as intended to the targeted recipients? (UT & MT)

6) What factors (external or internal) acted to support or frustrate efforts to implement the test components as intended to the targeted recipients? (UT & MT)

Due to the scope of the agency, DWS is able to combine a much broader set of data to measure outcomes thus several research questions will only be answered in Utah. Additionally, Montana does not have the technical capacity to match elements such as wage data linked to specific employers to determine if a customer had secured a job through the LEX.

Test Components One (TC-1) Release

The first set of test components released on the LEX was initially referred to as the "Job Matching Release." The primary components of this release include randomization of Utah job seekers into "test" and "current" systems on the LEX, a new job matching system, new pared down registration for both job seekers and employers, and the implementation of enhanced web design features. As outlined in Attachment 1 (job seekers) and Attachment 2 (employers), these features were introduced in response to input from a variety of sources in the time leading up to reception of the Workforce Innovation Fund grant. It is this set of changes, referred to as TC-1, which will be evaluated in this report.

FINDINGS

The list of outcome measures to be evaluated for the GenLEX initiative is presented in Table 3. After consultation with the Utah Department of Workforce Services, it was decided that "Employer Website Activity" as measured by the number of clicks on the site would not be a meaningful outcome. Due to the way that the site is designed, a "hit" in one time period is not the same as a "hit" in another time period. Thus, it will not be possible to distinguish between a change in the measurement and a meaningful change in the way that the site was being used. All other outcomes remain the same as those proposed in the final Evaluation Design Report (EDR).

Table 3: Outcome Measures

Outcome	Operational Definition	Analysis Strategy	Source
Job Seeker Outcomes			
1. Percentage of job seekers acquiring new employment	A user is defined as acquiring new employment if they have a new relationship (i.e. pairing of SSN with employer id with at least $1 in wages reported) with an employer in the quarter during or following the first login to the system.	HLM- Logistic DV	State Wage Data
2. Employee labor market attachment	Number of subsequent quarters with at least $1 in wages (up to 4).	HLM- Poisson DV with exposure term	State Wage Data
3. Quarterly job seeker wages	Earnings per quarter in dollars for the quarter following the start date.	HLM	State Wage Data
4. Job seeker satisfaction	Score on Likert scale questionnaire given to random sample of users. Satisfaction given on a rolling basis, using sampling strategy.	HLM	Online Survey
Employer Outcomes			
1. Number of non-mediated jobs orders to labor exchange	Number of non-mediated job orders on labor exchange system per week *This is a weekly count.* Non-mediated refers to postings that did not require the mediation of a DWS worker.	Simple Interrupted Time Series Analysis (ARIMA)	UWORKS Database
2. Weekly count of employers using LEX	Number of employers using labor exchange during a given week. (Usage of the system means at least one job posting during the week. An employer id can count only once)	Simple Interrupted Time Series Analysis (ARIMA)	UWORKS Database
3. Employer satisfaction	Measured using a Likert scale given to users on the site. Satisfaction given on rolling basis, using sampling strategy.	Simple Interrupted Time Series Analysis (ARIMA)	Online Survey

*UWORKS refers to the Utah LEX, including the database of users with associated social security number (not required), demographic information and usage statistics. UWORKS is used by employers posting jobs and job seekers searching for

Note: All measures are collected on an ongoing basis. There is no discrete point in time where data will be collected. Data sources from UWORKS and the state wage data will be transferred to evaluators. Self service job orders and employers' usage of the LEX are available for the past 8 years. Employer website activity is available for past 5 yrs.

JOB SEEKER OUTCOMES

A randomized controlled trial (RCT) research design is being used to answer Research Question 1 and a portion of Research Question 4. This design is only being used in Utah as only Utah has the capacity to maintain two labor exchange platforms simultaneously. The first set of test components (TC-1) for job seekers was implemented from November 13, 2013 to September 30, 2014.

TC-1 Analysis and Data

For the job seeker outcomes in TC–1, it was unnecessary to run a Hierarchical Linear Model (HLM) to account for multiple episodes within persons because it was only possible to consider the first episode for persons based on the timeframe. The follow-up time period for several of the outcomes extends beyond when the data was compiled for this report. As a result, later time periods during the TC-1 period would be censored. These results will be analyzed in later years when more data is available. It should be noted that the results could change when the final quarters are added. The agency data for Utah job seekers should therefore be viewed as an interim report.

The year one counts for participants in the randomized controlled trial (RCT) in year one are reported in Table 4. These counts represent individuals who were 1) enrolled in the randomized controlled trial and 2) used the system at least once during the TC-1 period. This is the maximum number that could appear in any of the RCT analyses. Some of the analyses have some censored data because they involve follow-up periods that extend beyond when the data for this report was queried from the system and will have a smaller n-size. Also, because final data will eventually be available for these time periods, it was decided not to impute the missing value. Instead, the results are presented as 'interim' with final results presented when the data is ready.

Table 4: Randomization Group

Current	Test
n	n
55695	58791

Low-Income Users

An important consideration in making changes to the LEX was the impact on low-income users. In order to evaluate for disproportionate effects, it was necessary to identify those determined to be "low-income" (defined as having received a service or benefit associated with a cash assistance program or SNAP [Supplemental Nutrition Assistance Program, formally food stamps] at any time in the three years prior to the target date of interest) and compare this group to "other-income" users. On average, 8.1% of the users on jobs.utah.gov are low-income. This rate dropped to a low of 5% in May 2009, and reached a high of 14% in August 2013. When referencing "low-income" users it is important to remember that DWS case-managed customers were not included in the randomization at the agency's request (see Attachment 3), thus references to low-income users do not include this group.

Demographic characteristics for participants randomized into the test and current systems indicate the two groups are not statistically different in composition by gender or income status (see Table 5) or wages in the past year or age (see Table 6).

Table 5: Gender and Income Data TC-1

		Randomization Group			
		Current		Test	
		n	%	n	%
Gender	Female	26830	48.2%	28201	48.0%
	Male	28700	51.5%	30509	51.9%
Low Income	Other	51051	91.7%	53281	90.6%
	LI	4644	8.3%	5510	9.4%

Table 6: Wage and Age Data TC-1

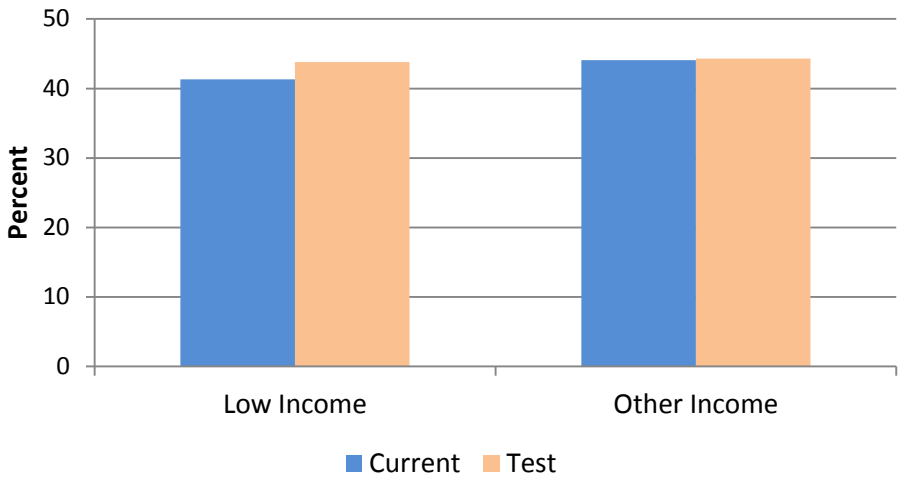
	Randomization Group			
	Current		Test	
	Mean	SD	Mean	SD
Wages Last Year	17,192	22,232	16,763	21,785
Age	34.6	12.2	34.5	12.1

Percentage of Job Seekers Acquiring New Employment: A binary logistic regression was used to examine whether there were differences between treatment groups on subsequent new employment.[1] Overall 44% of job seekers had a new employer in the quarter they were seeking work or the subsequent quarter. No significant differences were observed in new employment between the test and current system. (OR=1.016, $p>.05$). A second logistic regression was run to examine whether there was a treatment by low-income interaction predicting new employment. The interaction between treatment and low-income was significant (OR=1.10, $p<.05$). There was no difference between the test and current system in the other-income case (OR=1.008, $p>.05$). Low-income participants were less likely to find new employment in the current system (OR=.889, $p<.05$). The interaction effect was driven by an increase in new employment for low-income participants in the test condition. In addition, 43.8% of low-income participants found new employment in the test condition compared to 41.3% of low-income participants in the current system.

It should be noted that randomization was not stratified by low-income; as a result the low-income by treatment interaction should be viewed with some skepticism. This result could change after more data is available for the TC–1 period. It should also be noted that the effect was relatively modest in magnitude. (See Figure 1)

[1] This analysis could have been done using a chi-squared test of independence. Binary logistic regression was used for continuity with later years when it will be necessary within the HLM framework and for simplicity when comparing the treatment by low-income interaction.

Figure 1: New Employment by Group and Income



Employee Labor Market Attachment: The outcome 'Labor Market Attachment' relies on an especially long follow-up period. The vast majority of cases in the TC-1 dataset have censoring for this variable. The proposed analysis plan for this variable will be able to handle some amount of censoring but because the censoring represents more of the data than uncensored cases, the evaluators have opted to wait until the second test component evaluation period (TC-2) to analyze this variable. Analyzing the data at this early stage may produce misleading results compared to the final numbers after the outcome is observed for a longer period of time. Some amount of non-random censoring can be accounted for if the reasons for missingness are captured in the available data. But when there is more missing data than non-missing data, trying to impute the non-missing data with a smaller amount of valid data can lead to biased results.

Quarterly Job Seeker Wages: Wages in the next quarter were analyzed using linear regression. Because the distribution of wages is highly skewed and likely to be influenced by outliers, the confidence intervals were created using bootstrapping. There were 200 bootstrap samples produced for each analysis.

The first model was the effect of group assignment on wages in the next quarter. This model found that the test group had lower wages than the current system group by $108 (Bootstrap CI: -45, -167). This effect translated to a Cohen's d of .02, indicating that although it reached statistical significance, the effect did not have practical significance.

Table 7: Median Wages in Next Quarter

	Randomization Group			
	Current		Test	
	Mean	SD	Mean	SD
Wages Next Quarter	3,527	4,609	3,419	4,553

A second model was run to examine whether there was a treatment by low-income interaction. A linear model with treatment, low-income and treatment by low-income was run. This model found no treatment by low-income interaction (Bootstrap CI: -129, 136).

Job Seeker Satisfaction

Satisfaction surveys are one method of collecting information regarding perceptions of the current LEX. The satisfaction surveys for job seekers (and employers) consisted of questions designed in partnership by SRI, DWS and the Montana Job Service. Quantitative and open-ended questions were analyzed to uncover overall satisfaction with the LEX, satisfaction with specific LEX components and identify suggestions for change. Satisfaction surveys were self-report and voluntary. Therefore, there are some limitations to the survey data as it is not known how the responses of those who completed versus did not complete the surveys might differ in terms of satisfaction. The results of this analysis were used to describe the dominant views of job seekers and employers who agreed to share their views via the satisfaction surveys.

Two methods of data collection were, and continue to be, used to provide baseline data regarding job seeker satisfaction (Research Question 4). The first method used involves a simple online survey presented as LEX users in both Utah and Montana access the system.

Sampling*:* The survey uses the following sampling procedure (see Figure 2):

1. Job seekers are only eligible to take the survey if they have not taken a survey in the last 3 months. [2]
2. Online sessions are sampled randomly (with probability initially set at 10%).
3. If the current session is sampled, the user is invited to participate at a random time during the session using the pop-up window.

Data Collection**:** The online surveys were, and continue to be, made available to potential participants through a pop-up invitation to participate. An individual chooses to participate in the study by clicking on the "START SURVEY" button. This link redirects the job seeker to a secure site hosted by SRI. The participant is first asked to review the informed consent document (see Attachment 5). If the person clicks NEXT, they enter the survey.

The scale for the satisfaction survey is embedded in the online survey. The scales are similar, but not identical in the two states. Participants are asked to rate their level of agreement with or rating of each for the following statements:

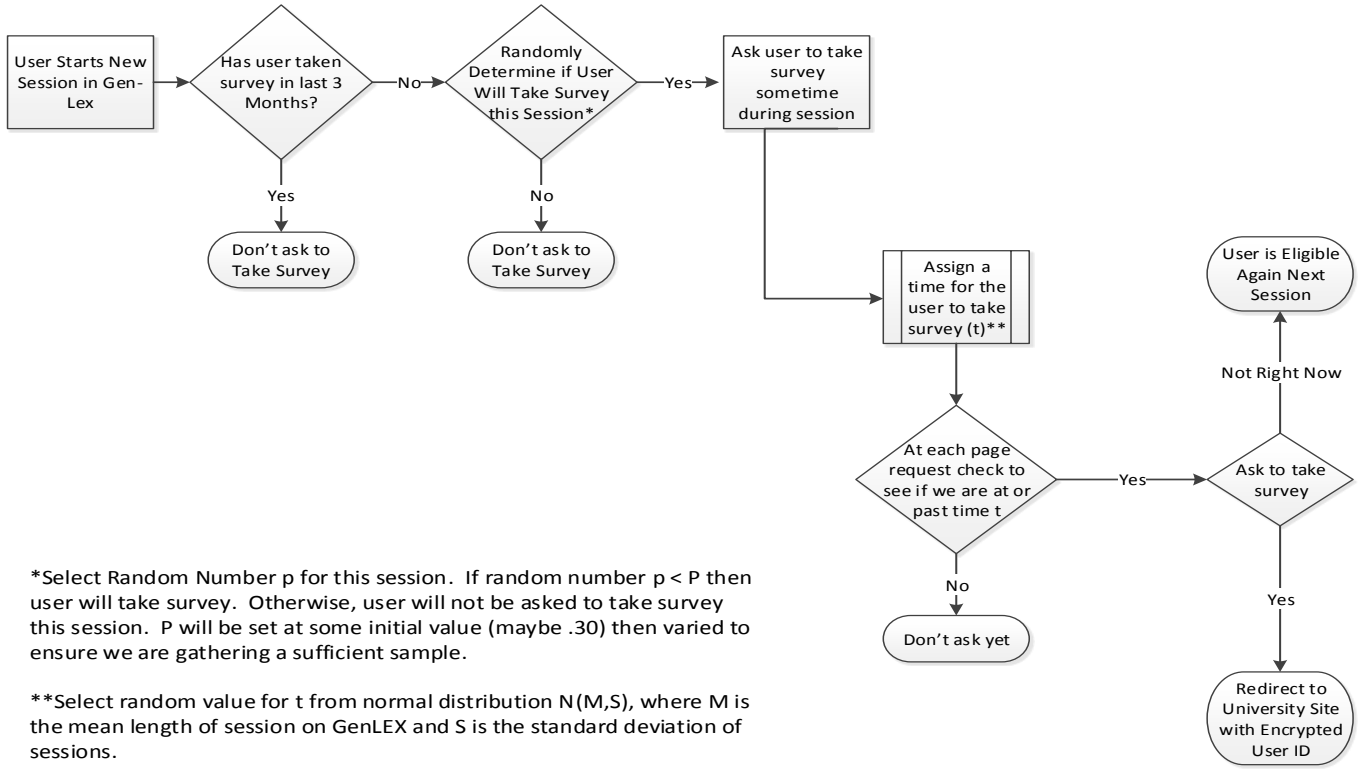
- It is hard to find what I need on jobs.utah/mt.gov
- Overall, jobs.utah/mt.gov is easy to use
- Creating my job search account on jobs.utah/mt.gov was easy
- Searching for jobs on jobs.utah.gov is hard
- I often have trouble "signing-in" to job search
- I can't find jobs that match my skills and abilities on jobs.utah/mt.gov
- Jobs.utah/mt.gov provides job matches that meet my search criteria
- Applying for jobs is easy using jobs.utah/mt.gov
- The jobs posted on jobs.mt.gov are not up-to-date (MT only)

[2] It was observed that participants were being asked to take the survey even if they had completed one in the last three months (contrary to the sampling design). To correct this problem, the survey from each individual that was the most complete was selected. In the event of a tie, a random survey was selected.

- I would recommend jobs.utah/mt.gov to other job seekers
- I would return to jobs.utah/mt.gov in the future to job search
- Overall, I am satisfied with my job search on jobs.utah/mt.gov
- Quality of the information
- Overall appearance
- How well the site is organized

Each item is scored from -2 to +2, with higher scores indicating more satisfaction and lower scores less. (Items that are reversed scored reflect this convention.) The scores are averaged for each scale.

Figure 2: Customer Satisfaction Online Survey Sampling Procedure



*Select Random Number p for this session. If random number p < P then user will take survey. Otherwise, user will not be asked to take survey this session. P will be set at some initial value (maybe .30) then varied to ensure we are gathering a sufficient sample.

**Select random value for t from normal distribution N(M,S), where M is the mean length of session on GenLEX and S is the standard deviation of sessions.

Satisfaction Response Rates: Response rates were calculated for the satisfaction surveys for Utah job seekers. These rates were calculated from January 1, 2014 to September 30, 2014, the end of the TC-1 period. Previous to this, it was not recorded if a user chose not to take a survey. Response rates represent the number of job seekers who took at least one satisfaction survey divided by the number of job seekers who were asked at least once. The response rate was based on whether the individual agreed to take a survey when prompted, not on whether the person actually completed the entire survey. For Utah job seekers, 37,503 individual were asked to take a survey and 8,217 said yes at least once. The overall response rate for Utah job seekers was 18%.

Survey Weighting: To adjust for missing data in the Utah satisfaction job seeker and employer satisfaction surveys, a population weighting adjustment was used as described in Brick and Kalton (1996). The purpose of this adjustment was to compensate for total non-response, or the

disproportionate response of different classes within the survey sample. The adjustment for job seekers in Utah was calculated based on age, gender and whether or not the respondent was classified as low-income. The population proportions were drawn from the state database that records all users of the online system. The survey responses were linked to the state database using the unique user ID. This resulted in the same data source for the sample classes being able to be used for the population classes.

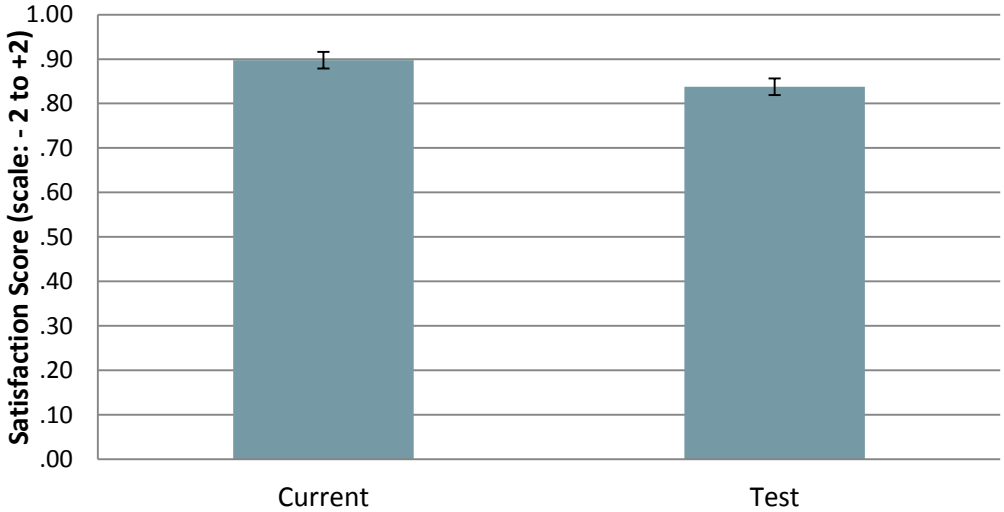
For Utah job seekers, there were a small number of cases where gender was missing (<.01%). For these cases, because the number was so small, creating a separate class would have made for a very unstable survey weight. To correct for this problem these cases were randomly assigned cases to either the male or female categories.

The survey sampling method was designed to allow users to re-enter the survey pool three months after taking the first survey. For this analysis, it would have been difficult to account for the hierarchical nature of the data *and* weight the cases based on response rates for various subgroups, thus only one case per user was selected. If there were duplicates for a user the cases were first ordered based on the number of valid responses and then, in the event of a tie, a case was randomly selected (using the pseudo-random number generator in SPSS 22). In the dataset, 6.1% of survey responses were duplicates for users.

Utah Job Seeker Satisfaction Results

During the TC-1 period, which started on November 12, 2013 and ended on September 30, 2014, there were 2,205 valid scores in the current system condition and 2,536 in the test condition[3].

Figure 3: Utah Job Seeker Satisfaction: TC-1



Cases weighted to correct for response rates. Group differences were statistically significant (p<.05). Error bars reflect 1 standard error of the

[3] These are based on valid scale scores, and the valid n size for individual questions may have been larger. Note, the degrees of freedom for the t-test are based on the weighted n-sizes.

There was a statistical difference between the test and current system ($t(4654)=3.28$, $p<.05$). The test condition had a lower overall satisfaction than the current system, but this effect was small relative to the overall variation in satisfaction (Cohen's d=.07). The users in the test condition had an average satisfaction score of .83. The current system users had an average satisfaction score of .89. Both scores represent generally moderate satisfaction with the online system. Baseline results for the individual satisfaction scale questions are presented in Attachment 6.

***Additional Job Seeker Qualitative Data - Utah**:* In addition to the Likert scale questions, a small number of additional questions (both listed response and open-ended) were added to the survey. These questions provided demographic information (education level and employment status), objectives in using the website, access points, and a place to add general comments regarding the website and sponsoring agency. This information created an opportunity to further understand differences in user satisfaction that might be experienced by those in different groups. Responses to this survey can also be identified as participants or non-participants in the randomized control trial. Using this factor to compare outcomes helped evaluate for non-respondent bias.

Because these additional questions are outside of the satisfaction scale, it is possible to add, change or eliminate questions as needed. Changes were made to some questions in July 2014. These changes reflect new areas of interest on the part of DWS and Job Services. Findings from these questions will be presented in this report. A total of 8,835 individuals participated in the survey.

Demographics: Participants in the online study logged into the LEX through the DWS site. Therefore, it was possible to connect individual responses to demographic data from DWS' administrative database. This data was used to test for similarity both between those in and out of the RCT and between test and current RCT participants.

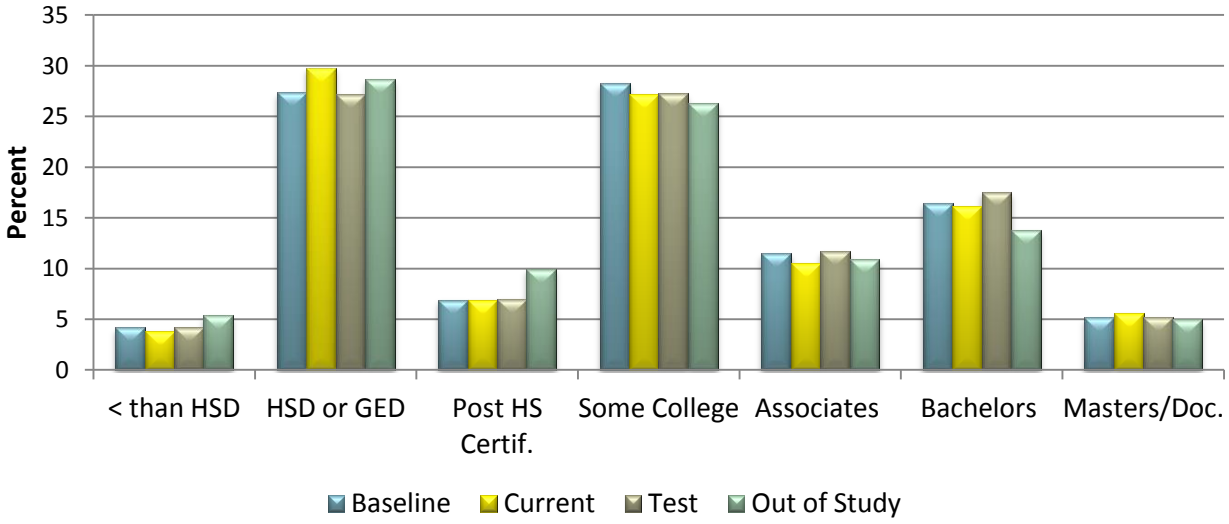
Table 8: Demographic Data - Utah

Variables	**In Study**			**Out of Study**
	Current	**Test**	**All**	
Gender				
Male	1478 (54%)	1658(52%)	3136 (53%)	1601 (55%)
Female	1264 (46%)	1548 (48%)	2812 (47%)	1286 (44%)
Average Age	40 years	40 years	40 years	44 years
Employment status				
Employed – Full time	262 (12%)	284 (11%)	546 (12%)	212 (10%)
Employed – Part time	230 (11%)	288 (12%)	518 (11%)	228 (11%)
Unemployed	1690 (78%)	1940 (77%)	3630 (77%)	1812 (80%)
Education				
HSD or less	734 (34%)	791 (31%)	1525 (32%)	773 (34%)
MORE than a HSD	1448 (66%)	1729 (67%)	3177 (68%)	1493 (66%)
Income category				
Low-Income	187 (7%)	261 (8%)	448 (7%)	651(23%)
Other-Income	2555 (93%)	2945 (92%)	5500 (93%)	2236 (77%)
Satisfaction score	.89	.83	.86	.88

When interpreting these findings it is important to remember that veterans and those who were case-managed were not included in the study. Those who are case-managed are, by definition, more likely to be low-income creating a difference between those in and out of the study by income level.

The impact of the case-managed exclusion is also evident in Figure 4 where those not in the study were more likely to have a high school diploma (HSD) or less education. As was discovered during the baseline period, job seekers registered in the system overall are more likely to have at least a high school diploma or GED (95.5%) than the general population in Utah at 90.9% (Census, 2010).

Figure 4: Job Seeker Education Levels - Utah



Objective in Using jobs.utah.gov: Utah's LEX is unique from many other states in that job search is just one of many tasks that can be completed on the website. The integration of public assistance, Unemployment Insurance (UI), and the LEX within one agency creates the opportunity for users to complete many tasks in one place. As shown in Table 9, job search is still the most frequently reported activity on the site, however more than half of the respondents use it to complete tasks

Table 9: Uses of Jobs.utah.gov

	Baseline	Current	Test	Out of Study
Search for jobs	87.0%	76.5%	76.6%	76.5%
Update registration information	41.3%	36.7%	35.3%	36.7%
Apply for or check benefits	54.6%	46.3%	44.2%	48.2%
View workforce letters and notices	51.4%	42.3%	43.0%	45.4%
Register for online workshops/training	36.9%	31.6%	26.7%	31.2%
Submit Paperwork (UI, Job logs, reviews)	53.7%	46.3%	43.6%	46.2%
Look for information (e.g. LMI, job fairs)	54.9%	44.3%	45.6%	45.9%
Other	7.0%	6.1%	6.1%	7.1%

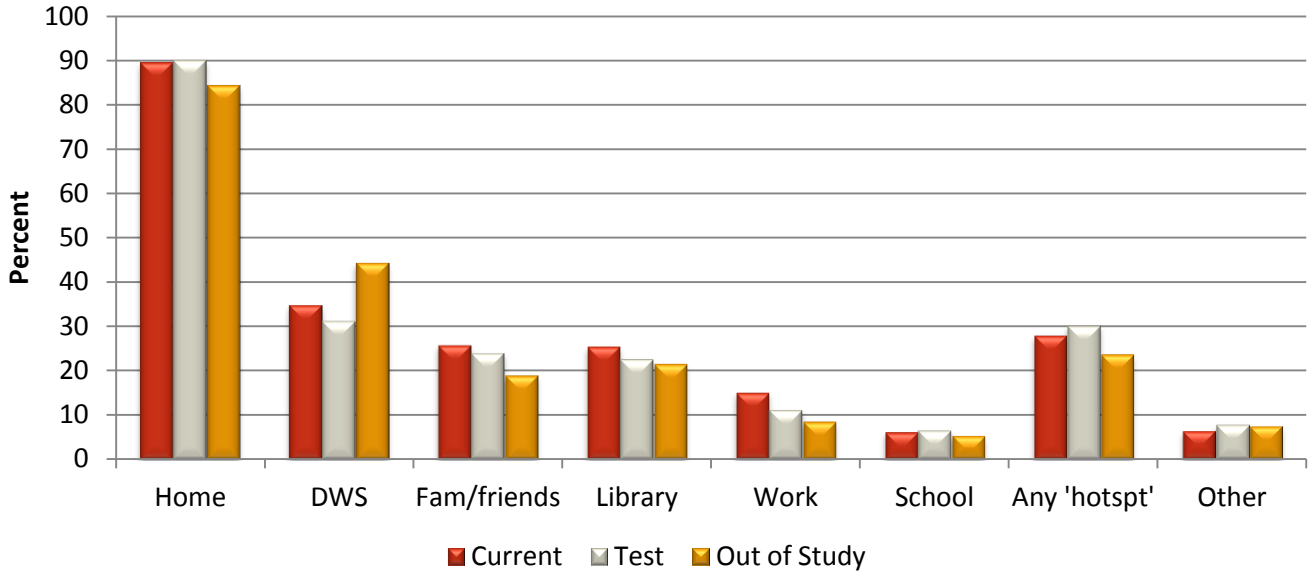
related to benefits (e.g. UI, cash assistance, SNAP, etc.), to view personal DWS communications, and to view job related information. The most common "other" response across all groups included researching the job market and exploring new careers and employers. As reported at baseline, some responses also referenced using the site to create or update a resume. There were no differences in frequency between current and test responses.

A question was added in July 2014 regarding the addition of optional "text notices" that would alert job seekers to information available on the LEX. Only 29% of respondents indicated an interest in receiving text messages, although another 23% said they were unsure. Of those who were open to receiving text messages, over half (55%) were interested in receiving job matches by text. There was much less interest in receiving any other information by text. When asked about the appropriate frequency of the text messages, 47% indicated they would like to receive the text "whenever the information is available." Another quarter (27%) would like to receive them once a day and 15% indicated weekly was the best frequency.

Accessing the LEX: Job Seekers were asked in the online survey how they first learned about the jobs.utah.gov website. One-third of respondents indicated they learned about it through being involved with Unemployment Insurance. Another 21% had learned about the LEX from a DWS worker, 17% from family or friends and 11% found it through searching the internet. There were two complementary factors related to accessing the LEX: the location from which one connects to the LEX and type of devices used.

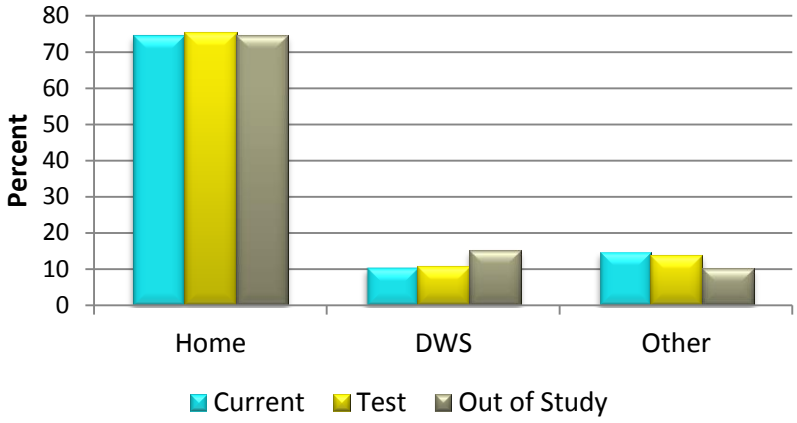
Job seekers access the LEX from a variety of locations; most access the LEX, at least some of the time, from home. Those who were out of the study were more likely to use the "DWS office" as one access point. It is important to note that overall, over 64% of respondents *never* access the LEX from DWS. This reinforces the fact that most LEX users are not being served inside a DWS office but exclusively online. Those who indicated access from an "other" site typically identified it as another employment agency (usually LDS Employment Services).

Figure 5: All Access Points for LEX - Utah



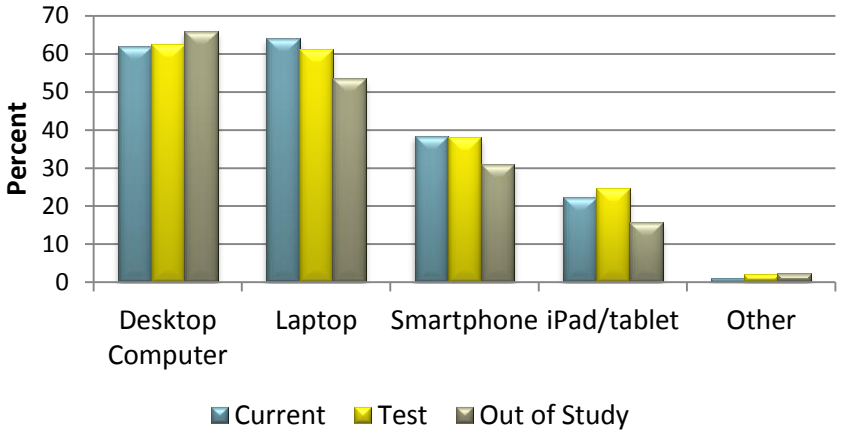
Figures 6 displays the location *most often* used to access the LEX. It is clear most people primarily access jobs.utah.gov from home. Those who are out of the study are the most likely to connect at the DWS office. This is consistent with the case-managed customers' presence in this group. Also, those primarily accessing the site at DWS were significantly more satisfied with jobs.utah.gov than those accessing it at home or other locations.

Figure 6: Primary Access Point LEX - Utah



Education level was also predictive of where a person would access the LEX. Of those with a HSD or less, 48% said they sometimes go to DWS to access the LEX. This was true for only 31% of those with more than a HSD. For 18% of those with a HSD or less, DWS is where they most often access the LEX. This was true for only 9% of those with more than a HSD.

Figure 7: All Devices Used for LEX - Utah

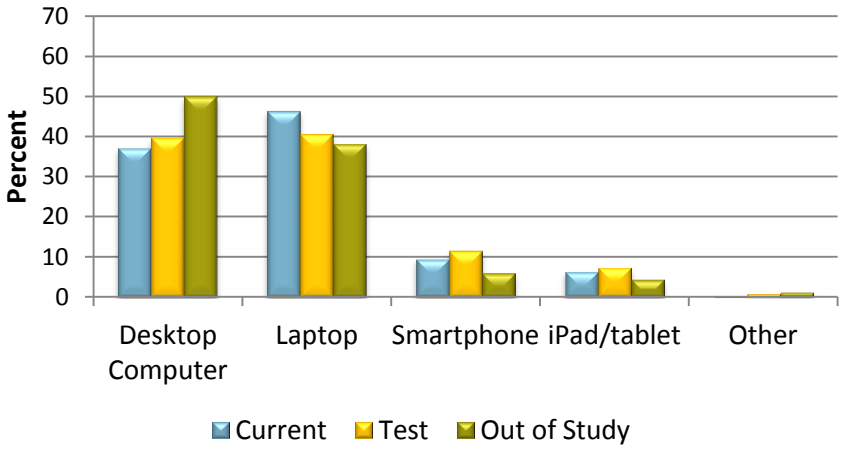


The advent of mobile technology suggests that the device used to access the site is as important as the location. It should also be noted that improving the functionality of the website on a variety of devices is part of the third set of test components (TC-3).

While desktop and laptop computers are still the most commonly used devices for accessing the LEX (Figure 8), smartphones, iPads and other tablet type devices are not far behind. Comments from the qualitative data help to explain this trend and will be explained below.

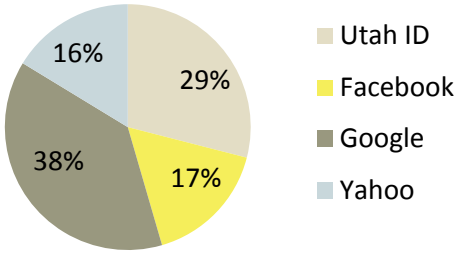
Again, the out-of-study group most commonly used the desktop to access the LEX. This is the resource most available at the DWS office.

Figure 8: Most Common Device Used to Access LEX - Utah



At baseline, "signing in" was listed as one of the greatest challenges. Job seekers were asked to indicate what method of sign-on was used for the current session and whether or not the person experienced problems signing in. As shown in Figure 9, job seekers most frequently accessed the site through Google. When asked about problems signing in for this particular session, only 9.9% reported a problem. Of those who had a problem, the most frequent issues were with Utah ID (38.7%) and Google (37.8%). Most of the issues were related to password problems and having to sign-in, or attempt to sign-in, multiple times to get where they wanted to go on the site. A couple of examples included:

Figure 9: Use of Various Sign In Methods - Utah

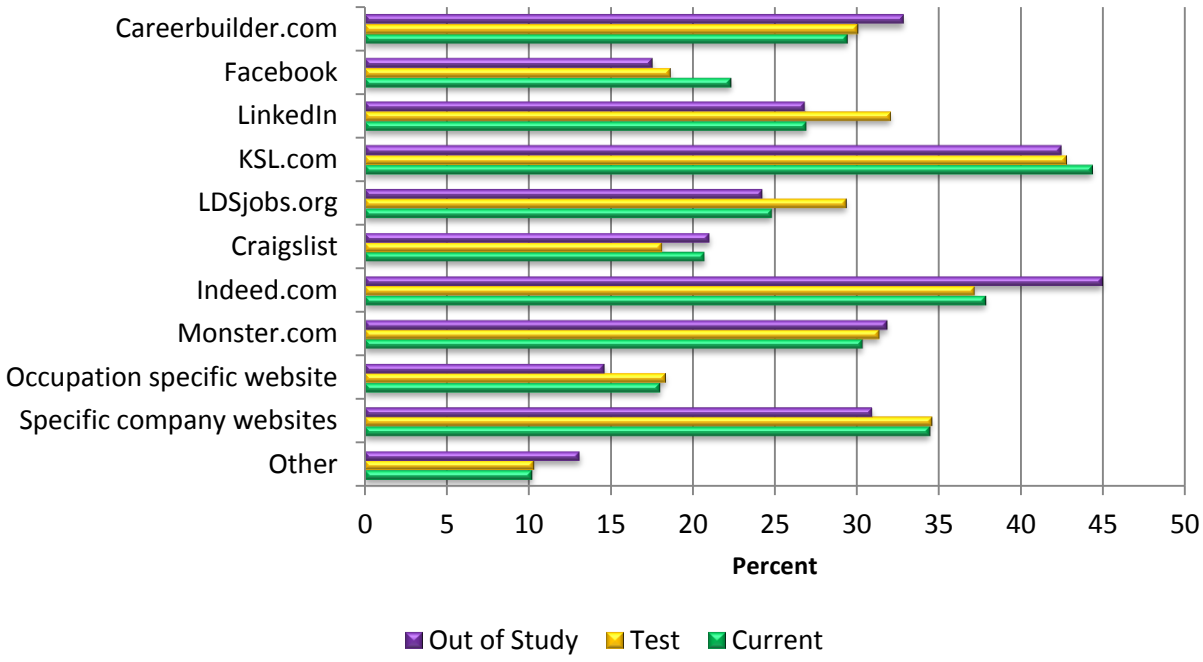


- Needing to sign in multiple times to review jobs received via email.
- Being timed out of the site and needing to sign-in again when they were actively using the site to research jobs the entire time.

Other problems included issues with the specific pathway of signing-in, having to use a not preferred pathway to sign-in, and feeling that the system was confusing or complicated.

In addition to accessing jobs.utah.gov to find jobs, job seekers were asked to indicate other sites they use. As viewed in Figure 10, there was typically little difference between groups as to which websites were accessed. However, when viewing this outcome by education level, those with a HSD or less were significantly more likely to use Facebook and less likely to use LinkedIn, LDSjobs.org, Indeed, CareerBuilder, Monster, and occupation specific, or specific company websites.

Figure 10: Additional Job Search Websites Used - Utah

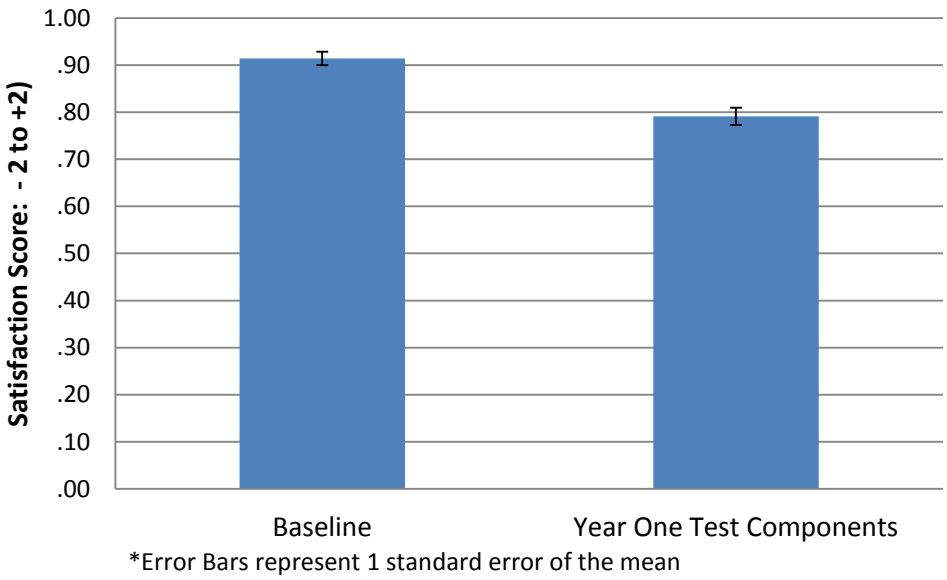


Montana Job Seeker Satisfaction Results

The primary comparison groups for Montana job seekers are the baseline and TC-1 periods. The Montana job seeker baseline period ran from August 6, 2013 through February 3, 2014. There were 1,798 Montana job seekers in the baseline period. The Montana TC-1 period ran from February 4, 2014 through November 14, 2014, and contained 1,418 responses. In both groups only surveys with adequate valid responses to the satisfaction scale questions were used.

Montana job seekers reported lower overall satisfaction during the TC-1 period than during the baseline period ($t(3214)=5.35$, $p<.05$). The mean satisfaction score during the baseline period was .91, which corresponds to moderate satisfaction. The TC–1 satisfaction score went down to .79. This score is still closer to moderate satisfaction, but is declining toward a neutral score. These results should be viewed cautiously as the TC-1 period does not represent the same time ranges as the baseline.

Figure 11: Montana Job Seeker Satisfaction TC-1



***Additional Job Seeker Qualitative Data - Montana**:* As with the Utah job seekers, additional demographic information (education level and employment status), objectives in using the website, access points, and a place to add general comments regarding the website and sponsoring agency was gathered. Since job seekers are not being randomized in Montana, responses are being reported for the whole group. While the online system used in both Utah and Montana is very similar, it is important to remember that the populations served by each are different. Montana Job Service is focused specifically on those seeking employment and Unemployment Insurance benefits. Utah's DWS provides these services and additionally administers all the state's public benefits (cash assistance, SNAP, Medicaid, child care assistance, etc.). These differences certainly could account for some difference found between the groups using the online systems.

Demographics: As shown in Figure 12, 42% of all job seekers were employed at the time they participated in the online survey (baseline was 41%). This is nearly double the percent employed in Utah.

Data regarding education levels (see Figure 13) show that a majority of job seekers have at least some college education and one-quarter have a Bachelor's degree or higher. Only 1.9% reported having less than a high school diploma. This is true of 7.9% of the general Montana population (Census, 2010). As would be expected, those with a HSD or less were the most likely to be unemployed.

Figure 12: Employment Status - Montana

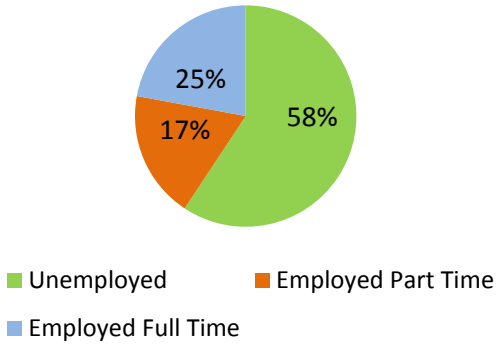
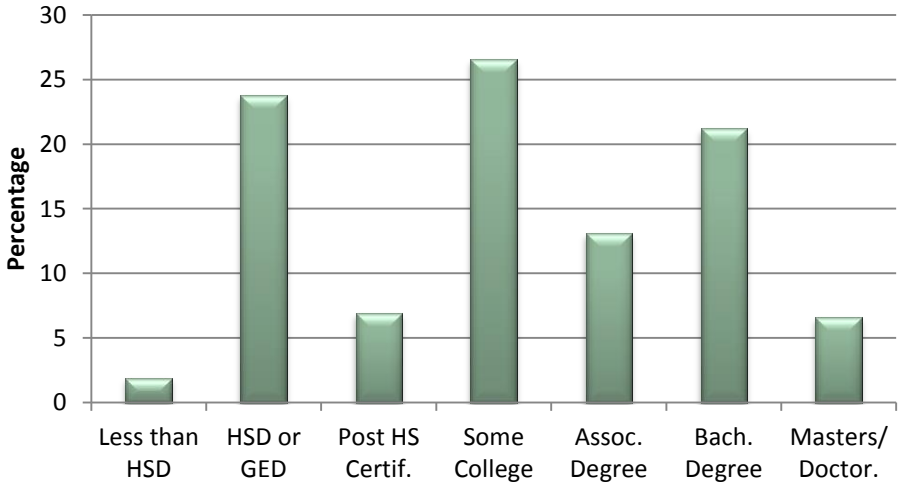


Figure 13: Job Seeker Education Levels - Montana



Objective in Using Jobs.mt.gov: As noted previously, Montana's Job Service is focused on employment services and unemployment benefits, thus the scope of activities likely to be completed on the website is narrower than that found in the Utah system. As shown in Table 10, job search is by far the most frequently reported activity on the site, however, registration updating and gathering information for job seeking are also common activities. One of the most common "other" activities included creating, editing or updating resumes.

Table 10: Uses of Jobs.mt.gov

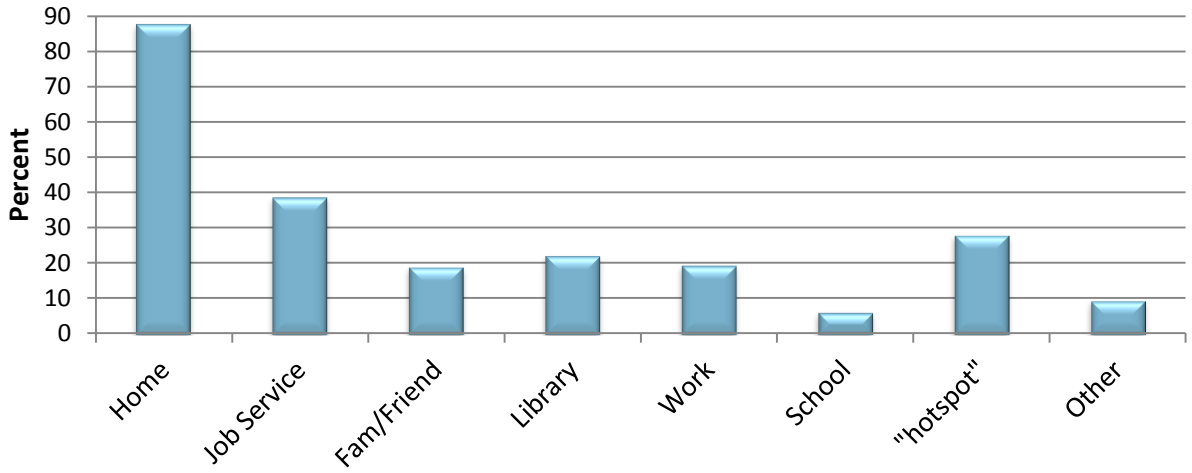
	Baseline	TC-1
Search for jobs	88.9%	96.0%
Update registration information	39.9%	43.6%
Register for unemployment benefits	22.9%	20.4%
Submit weekly job claim log	15.7%	15.8%
Look for information (e.g. LMI, job fairs, etc.)	39.4%	43.4%
Other	7.0%	8.0%

As in Utah, a new set of questions was added in July 2014 regarding the addition of optional "text notices" that would alert job seekers to information available on the LEX. Only 21% of respondents indicated an interest in receiving text messages, although another 22% said they were unsure. Of those who were open to receiving text messages, just over one-third (36%) are interested in receiving job matches by text, just over one-fifth (21%) would like a text when employers are recruiting at the local job service office, and 16% are interested in being informed of local job fairs and receiving Job Service notices/alerts. When asked about the appropriate frequency of the texts, 52% want to receive the information "as soon as it is available." A much smaller group (18%) would like to receive texts daily, and 22% felt weekly was the best.

Accessing the LEX: In Montana, nearly one-third (30%) of the respondents first heard about jobs.mt.gov from a Job Services worker while 15% heard through accessing Unemployment Insurance. Another 18% learned about the site doing an internet search, 14% were told about it by family and friends, and 18% could not remember how they came to know about the site. Once at the site, respondents access this resource from a wide variety of locations and with a variety of devices.

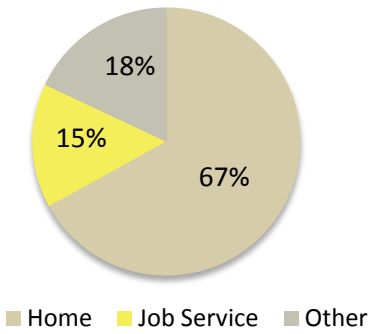
Most people using the LEX in Montana access it from home at least some of the time. It is important to note that overall, 61% of respondents reported they NEVER access the LEX from Job Services. This reinforces the notion that most LEX users are not being served inside a Job Services office but exclusively online.

Figure 14: All Access Points for LEX - Montana



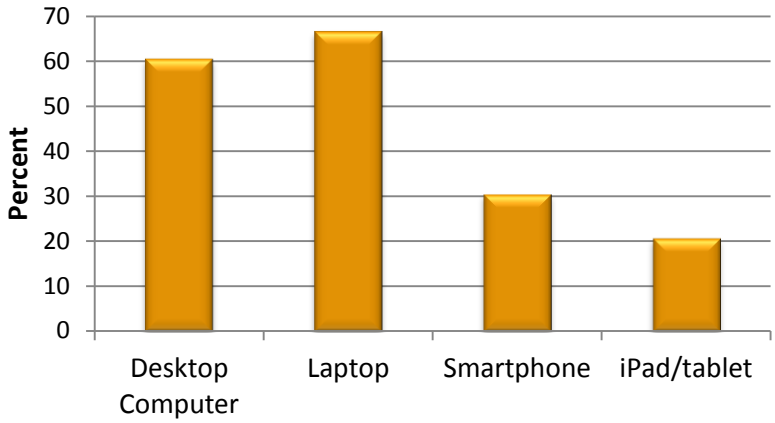
Montana respondents were asked where they *most frequently* access the website. Figure 15 shows that, as in Utah, most Montana job seekers primarily access the website from their home. Again, those with lower education levels were more likely to report their primary point of computer access to be Job Services. However, there were no differences in satisfaction scale scores relative to primary point of computer access.

Figure 15: Primary Access Point LEX - Montana



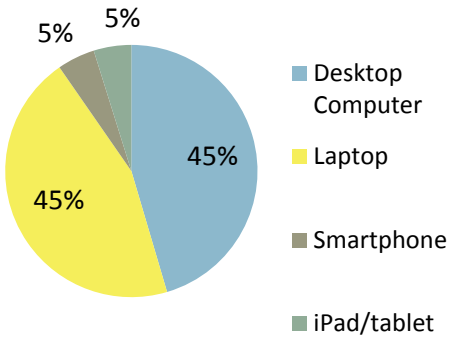
In addition to location, the type of device used to access jobs.mt.gov impacted the users' experiences. Those accessing job.mt.gov reported using a wide variety of tools to access the site. However when reviewing the MOST often used device (Figure 17), desktop computers and laptops are clearly the primary methods for gaining access to the LEX. This was similar to the trend found in Utah.

Figure 16: All Devices Used for LEX



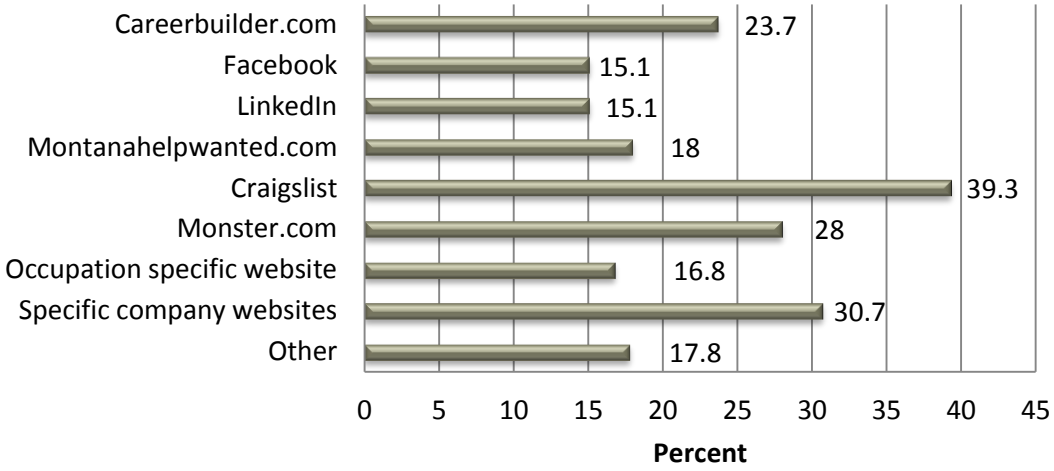
To support job seekers in getting the most from the system, respondents were asked if they felt a need for additional user training for jobs.mt.gov. Only 7% indicated a definite desire for more training while another 16.5% said they *may be* interested in such information. For those who did indicate some interest, in-person training at the Job Service office was the most preferred option (42.7%), followed by online tutorials (29.1%), and YouTube videos (17.3%).

Figure 17: Most Common Device Used for LEX - Montana



In addition to accessing jobs.mt.gov to find jobs, job seekers were asked to indicate other sites they used for this purpose. However, when viewing outcome by education level, those with only a HSD or less were significantly more likely to use Facebook and less likely to use LinkedIn, occupation specific, and specific company websites.

Figure 18: Additional Job Search Websites Used



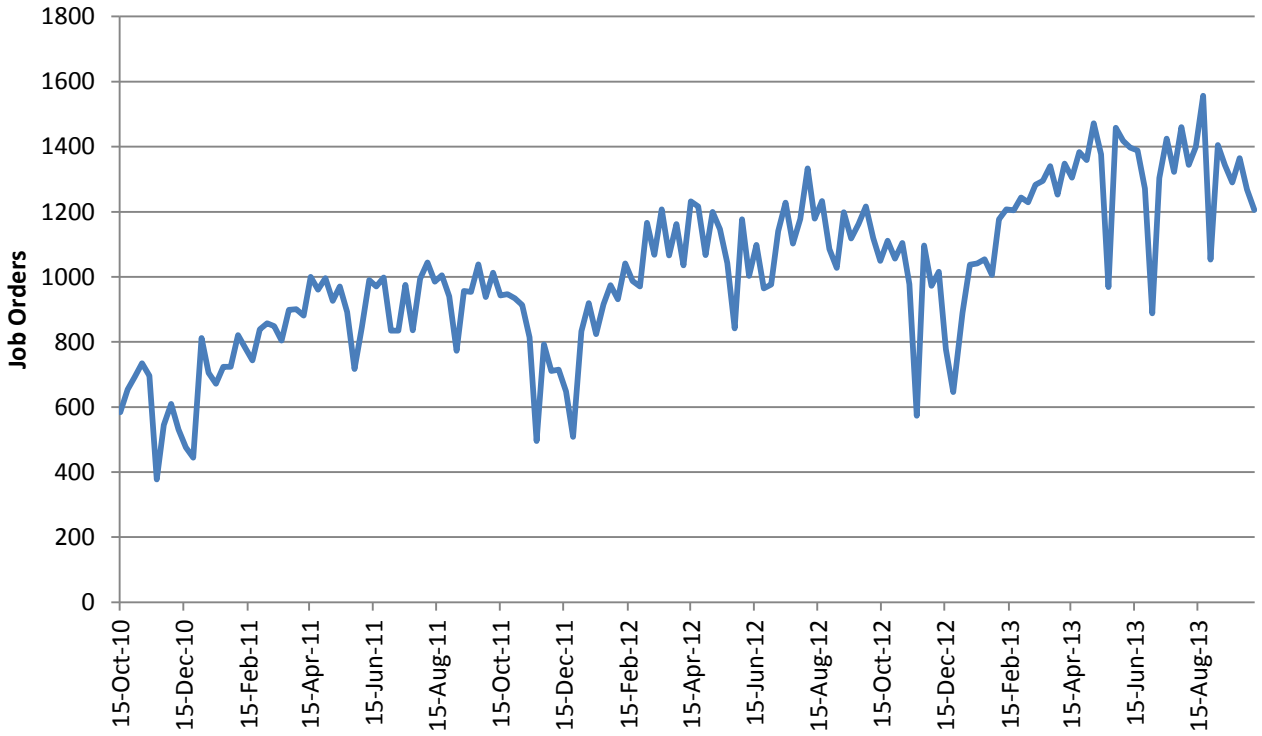
EMPLOYER OUTCOMES

The second set of outcomes evaluated in this report focus on the experiences of employers and provides data in response to Research Question 2. The outcome measures related to employer outcomes included the number of non-mediated job orders and the weekly count of employers using the LEX. Again, Research Question 4 relates to user satisfaction, in this case, the satisfaction level of employers in both Utah and Montana. The TC-1 period for Utah employers went from December 17, 2014 through September 30, 2014.

Number of Non-Mediated Job Orders to Labor Exchange

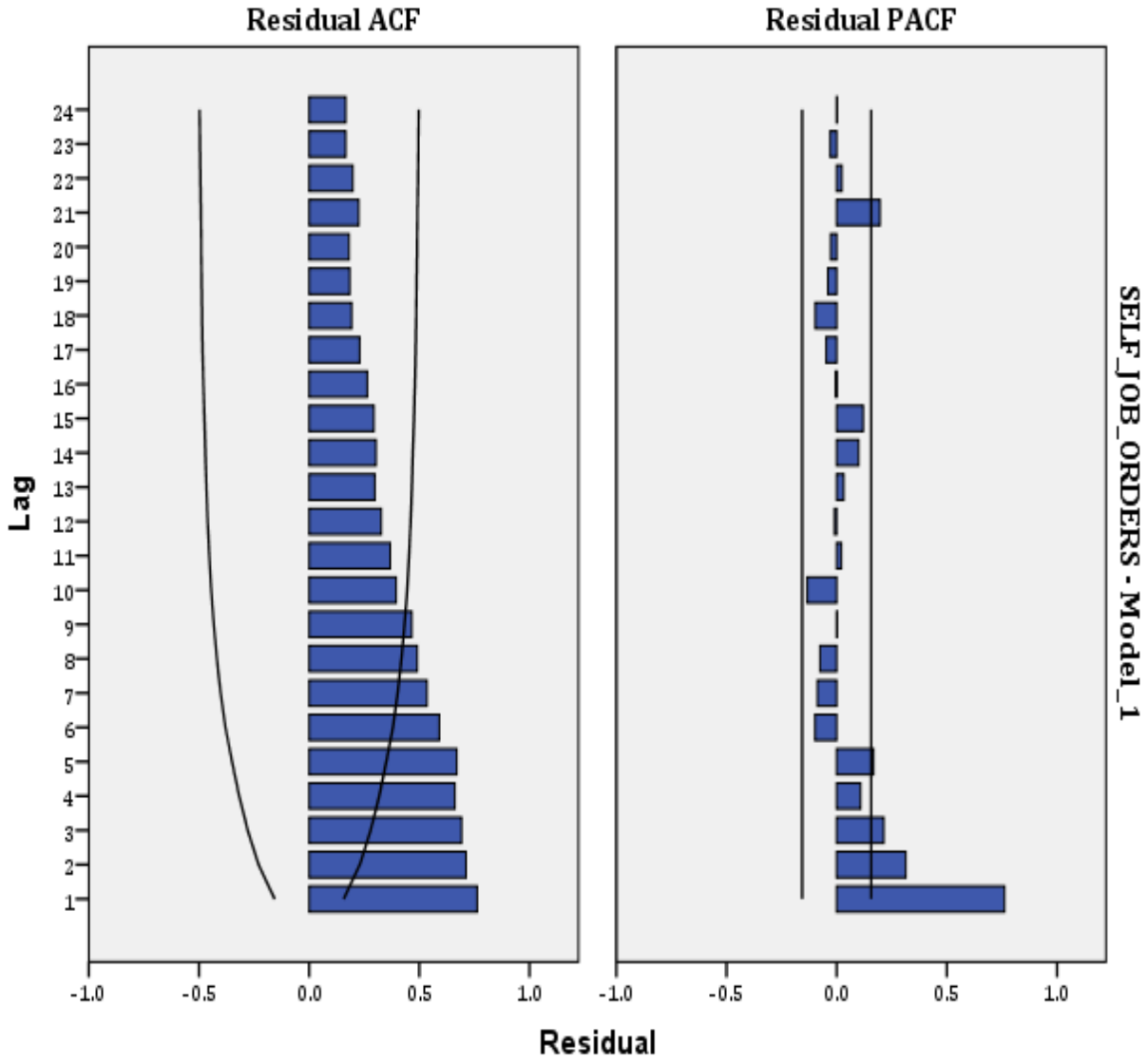
Using DWS' historical job data, non-mediated job orders were queried from the UWORKS database going back to the year 2010. Prior to this date, the system did not record the job orders in the same way so the data could not be used. The counts of new job orders were aggregated by weeks of the year (one through 52, with the left over day at the end of the year being added to the 52nd week). The data were examined with both linear and seasonal components.

Figure 19: Baseline Non-Mediated Job Orders



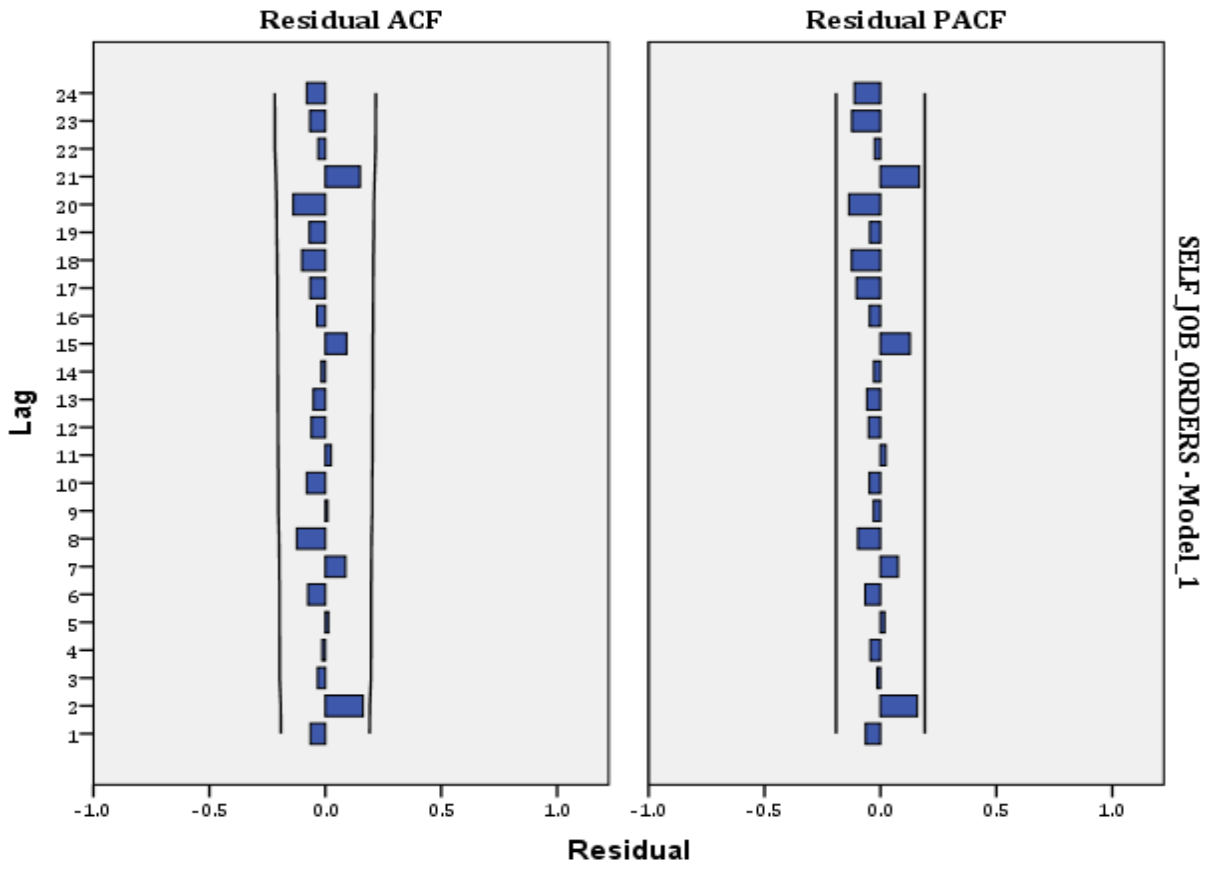
The Auto-correlation Function (ACF) and Partial Auto-correlation Function (PACF) were first reported with no ARIMA adjustment (see Figure 20) and just a constant or mean. The residual ACF and the PACF for this modeled fell outside of the acceptable bounds. The Ljung-Box Q was statistically significant (Q=722, df=18,p<.05) indicating that the process was not effectively modeled.

Figure 20: Baseline Non-Mediated Job Order ACF, PACF, No ARIMA Adjustment



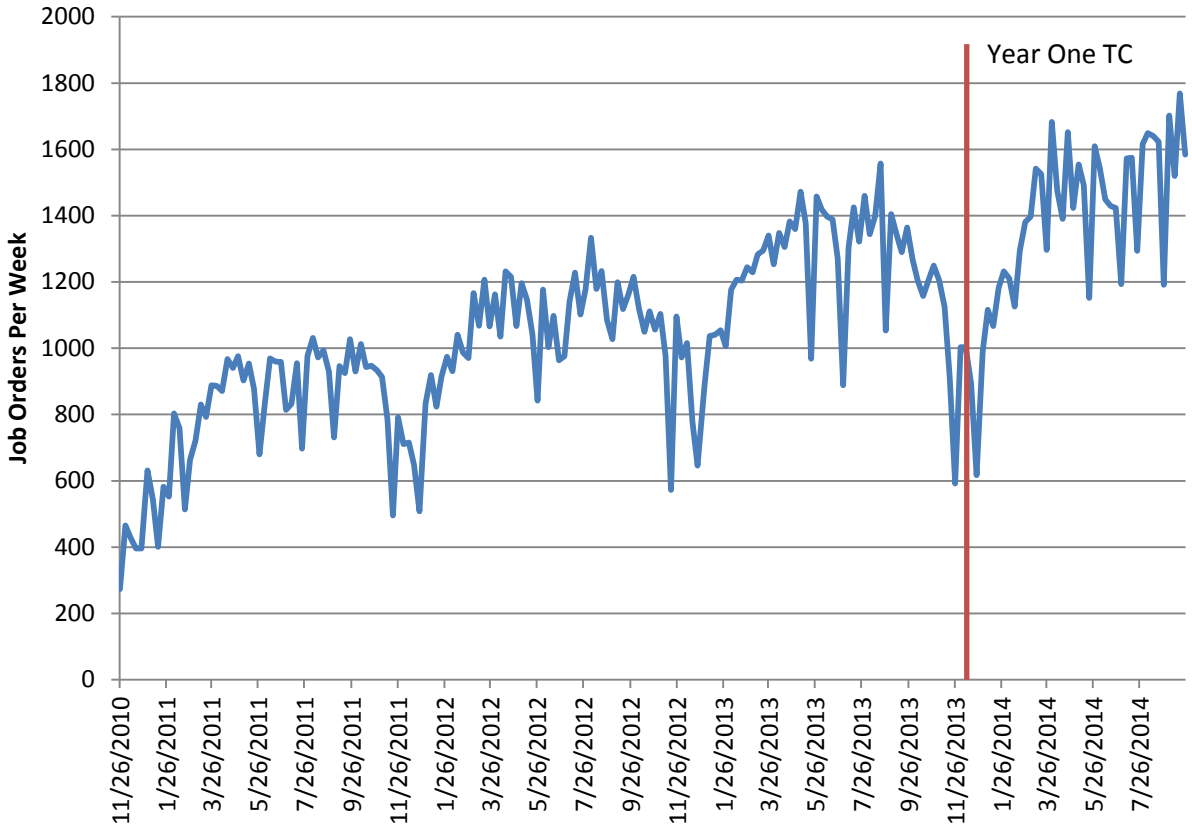
After examining the ACF and PACF, a simple moving average model with a seasonal difference term was used (ARIMA (0,0,1)(0,1,0)) (see Figure 21). This model brought the ACF and PACF within the acceptable limits. The Ljung-Box Q for this model was not significant (Q=10.8, df=17,p>.05), indicating that the process had been adequately modeled.

Figure 21: Baseline Non-Mediated Job Order ACF, PACF ARIMA (0,0,1)(0,1,0)



Non-Mediated Job Orders, TC-1: Non-mediated job orders showed a nominal increase in the TC-1 period, from the same weeks in the previous year, from 50,982 to 57,074. (See Figure 22) In addition, the job orders reached a new record for weekly job orders since 2010 of 1,769 orders in the third week of September, 2014. However, this increase was significantly lower than what was expected based on the trend of the previous years (p<.001). One possible reason that the employer outcomes were below what the times series trend predicted was that the previous years had been showing relatively large year over year growth on both non-mediated system usage and non-mediated job orders. In other words, the baseline period set a high bar for expected increases in non-mediated job orders. It is not necessarily the case that the decrease in the rate of change in job order was due to the implementation of the test components; it could have been a return to a more gradual year over year change after an unusual historical period. Unfortunately, the historical data for this variable only extends back to 2010.

Figure 22: Non-Mediated Job Orders (2010-2014)



Weekly Count of Non-Mediated Employer System Usage

Weekly count of employer system usage is the second outcome measure used to answer Research Question 2. This outcome measure is defined as the count of unique employers using the UWORKS system on a given calendar day. Each login only counts once per day, but a given user can count multiple times in a week long period. The data was queried from UWORKS by calendar day and then aggregated by week of the year for analysis. The data were examined with both linear and seasonal components. Employer system usage was first modeled with just a mean and no ARIMA adjustment (see Figure 23). The residual PACF and ACF fell outside of the acceptable bounds for this model. The Ljung Box Q was statistically significant ($Q=466, df=18, p<.05$), indicating that the intercept-only model did not adequately describe the data.

Figure 23: Baseline Non-Mediated Employer Usage Measured by Employer Logins

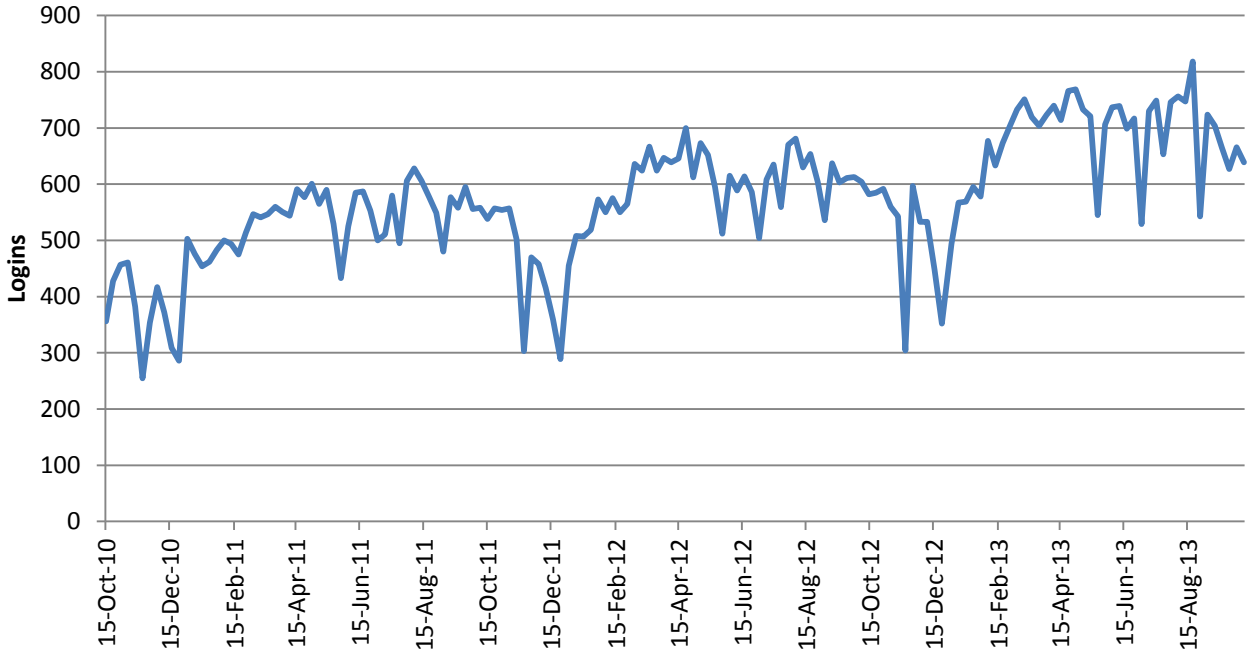


Figure 24: Non-Mediated Employer Usage, Residual ACF, PACF: Intercept only, No ARIMA adjustment (Base line)

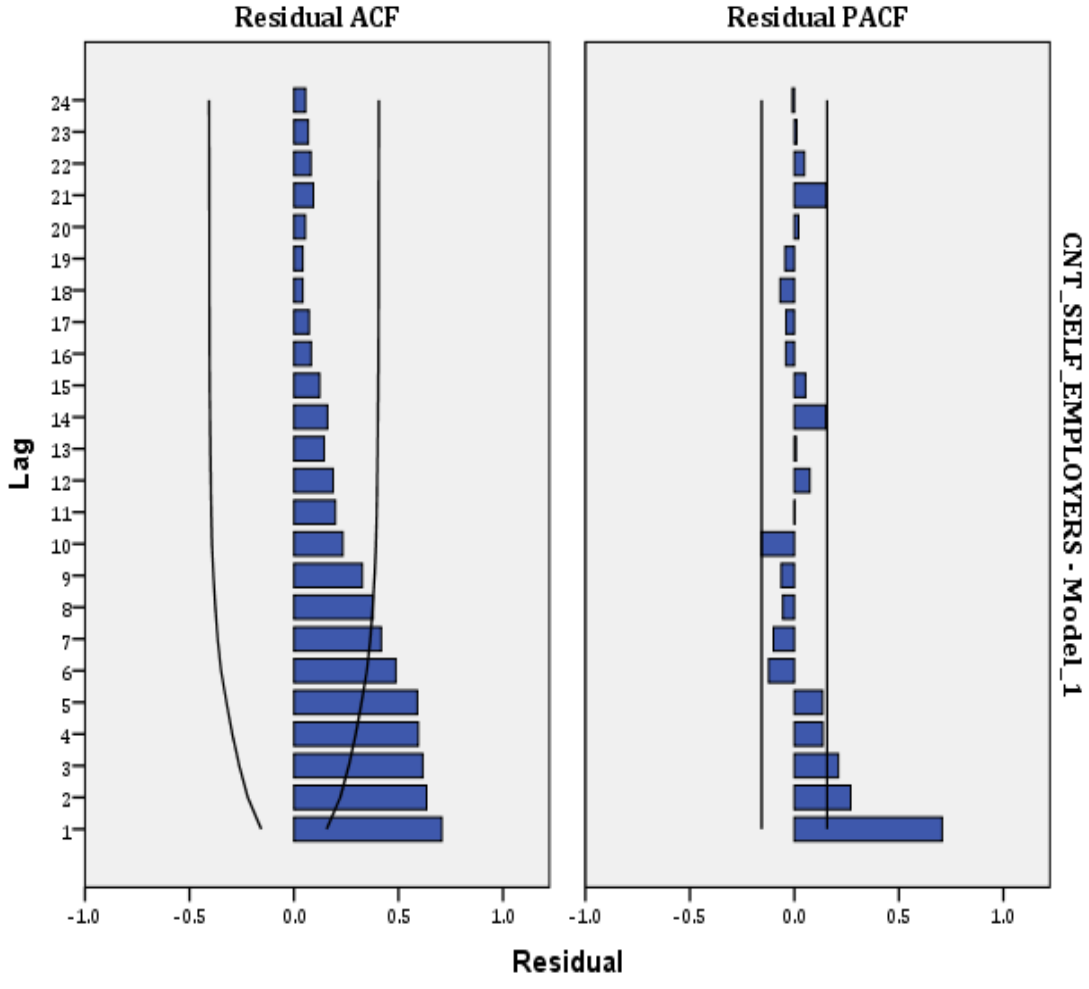
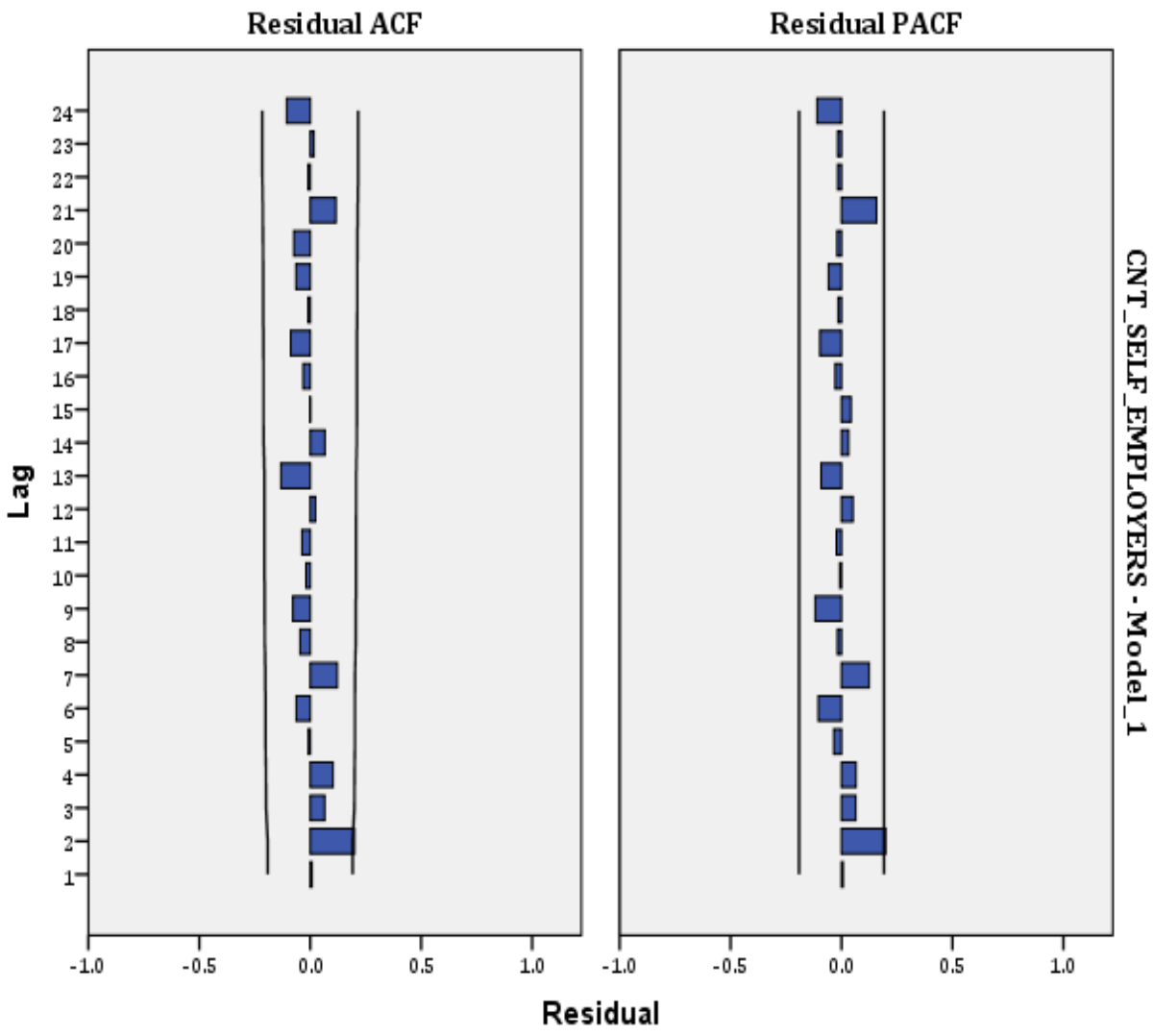


Figure 25: Non-Mediated Employer Usage, Residual ACF, PACF: ARIMA (0,0,1)(0,1,0) (Baseline)

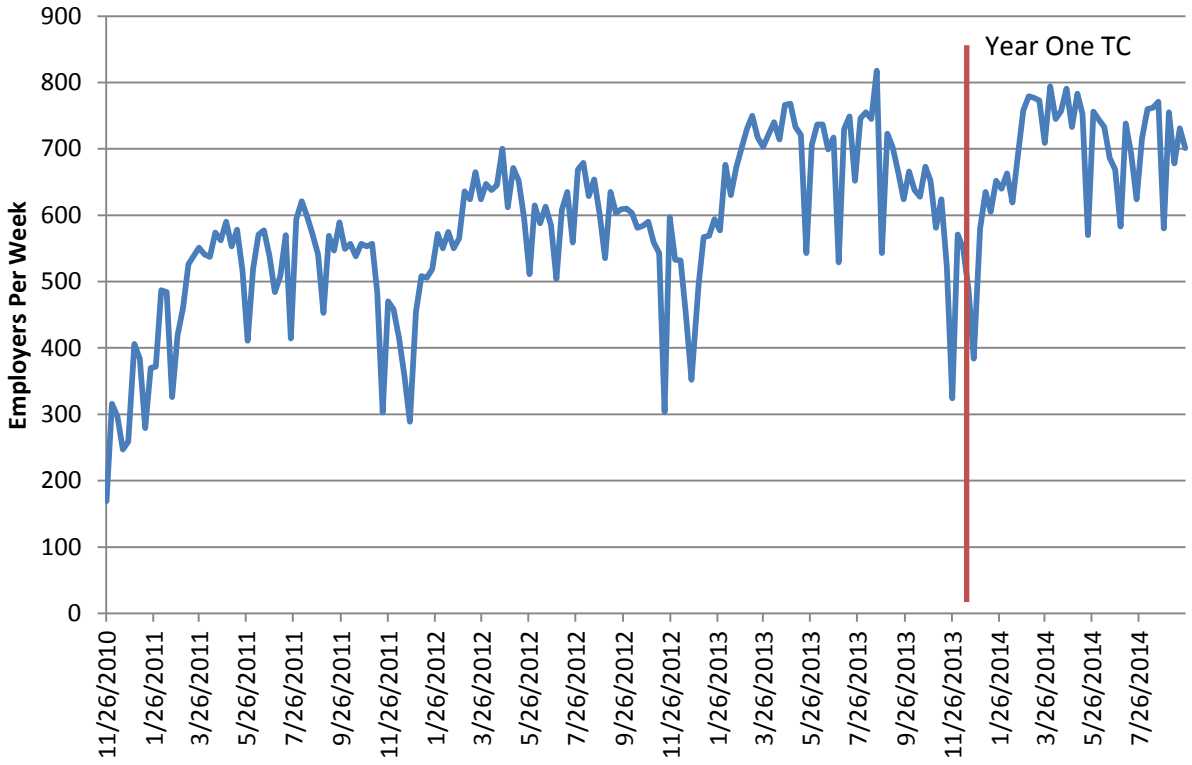


The next model was an ARIMA (0,0,1)(0,1,0) or a moving average model with a seasonal difference term. This model moved the ACF and the PACF within the acceptable range. The Ljung-Box Q was not statistically significant (Q=13.1,df=17,p>.05) indicating that this model adequately described the data.

Non-Mediated Employer Usage, TC-1: An ARIMA time series model was used to examine the changes in employer usage from the previous years until now. The ARIMA adjustments were created using only the baseline model (described previously) (ARIMA(0,0,1)(0,1,0)), then an indicator variable was added to the model to show the time period where the TC-1 enhancements were added. This model found that the employer usage of the system was actually lower than what the model predicted by 60 employer-logins per week (p<.001). This is, of course, difficult to reconcile with the fact that employer usage actually increased over the previous year. The ARIMA

model, based on the historical data, predicted that employer usage should have increased by a greater amount than what was observed. Time Series Analysis cannot determine what caused this change in the trend, only that there in fact, was one. It would be consistent with the data to say that, perhaps, after the end of the recession, there was a deluge of employers coming to the system to fill new openings, and now that trend is moderating back to a more normal system usage. It is also consistent with the data that this could be the result of system changes. Non-mediated employer usage of the GenLEX system nominally increased from the same weeks in the previous year from 27,466 employer days to 28,356 employer day logins.

Figure 26: Non-Mediated Employer Usage (2010-2014)



*The red indicator line shows the start of the Year One Test Components

Employer Satisfaction Measures

Two methods of data collection were used to provide baseline data responding to final employer outcome (Research Question 4). The first method of data collection regarding employer satisfaction was the same as implemented with job seekers. Employers in both Utah and Montana who access the state LEX were asked to participate in a satisfaction survey. Not all employers in either Utah or Montana access the LEX directly. In Utah in 2012, approximately 28% of employers had their job orders flat filed and another 28% received mediated services, indicting the job orders were entered

by DWS workers. The remaining 44% of employers accessed the LEX directly. These self-service employers in both states were the focus of the online survey.

Starting in July 2013 for Utah employers and in August 2013 for Montana employers, a random sample (set at 0.10) of employers were invited to participate in the online satisfaction survey for the baseline comparison.[4] Similar to the job seekers, employers were asked to participate at a random time during their session. The invitation to participate was followed by an IRB approved informed consent (see Attachment 5) document. Data collection proceeded in the same manor it was with job seekers.

The satisfaction scale statements evaluated by employers included:

- I am comfortable using the internet to complete tasks on jobs.utah/mt.gov
- It is difficult to navigate jobs.utah/mt.gov
- I can do everything I want to do on jobs.utah/mt.gov
- I would recommend jobs.utah/mt.gov to other employers
- I often have trouble "signing-in" to post a job
- Posting a job is easy on jobs.utah/mt.gov
- Jobs.utah/mt.gov provides us with enough job applicants from our job postings
- When posting jobs on jobs.utah.gov I have the flexibility to use my own screening criteria to find applicants
- Jobs.utah/mt.gov provides us with qualified applicants who have the skills we are seeking
- I would recommend jobs.utah/mt.gov to other employers for posting jobs
- Overall, I am satisfied with the ease of posting jobs on jobs.utah/mt.gov

Item scoring within the scale and overall satisfaction score calculation was completed in the same way as it was for job seekers.

The primary quantitative data regarding employer satisfaction will be reported here. Additional qualitative feedback from the online surveys and gathered in focus group sessions will be summarized in the Focus Group Results section of this report.

Employer Satisfaction Results – Utah

The TC-1 evaluation period for Utah employers began December 17, 2013 and ended September 30, 2014. There were 69 surveys for the baseline period and 406 for the TC-1 which contained valid scale scores. .[5]

Satisfaction Response Rates: As with job seekers, response rates for employers were calculated from January 1, 2014, until September 30, 2014, the end of the TC-1 period. There were 3,986 Utah employers asked to take a satisfaction survey during the TC-1 period and 517 said yes at least once.

[4] The Evaluation Design Report indicated a population sample would be used to evaluate employer satisfaction. This did not happen during the baseline period. Since February 19, 2014 all employers have been invited to participate in the study. If a user agrees to participate they are not offered the survey again for at least three months. If they decline, the survey is offered again after, at minimum, 1 month.

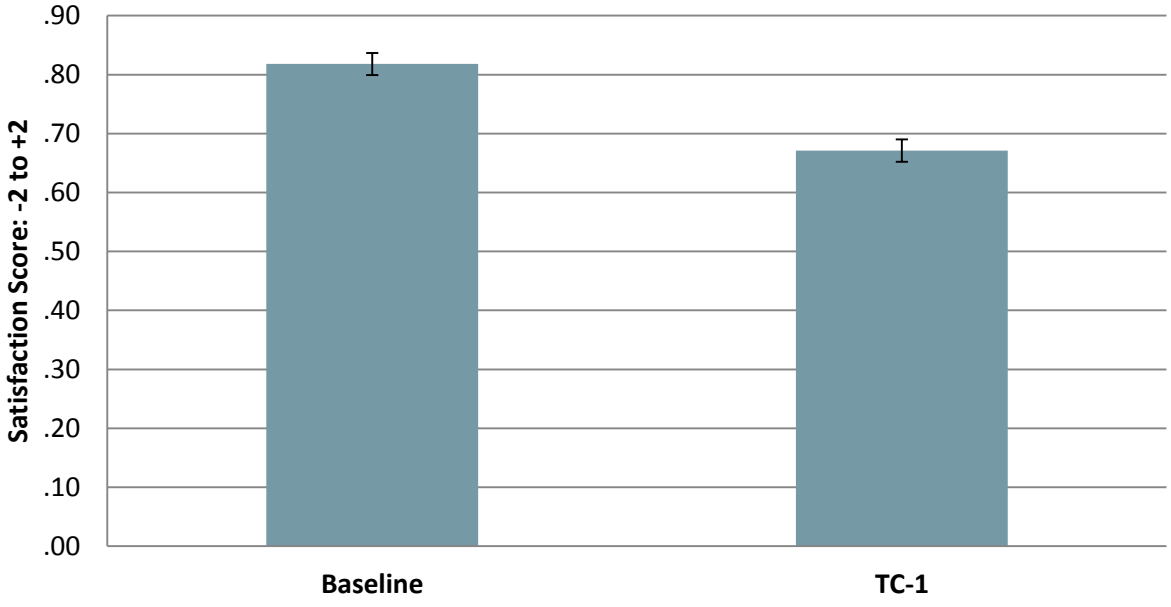
[5] The valid n for individual questions will be larger in many cases.

The overall response rate for Utah employers was thus 13%. Again, these rates represent users who at least said that they would take a survey, but not all users started or completed the survey after agreeing to take it.

***Survey Weighting*:** As with Utah job seekers, to adjust for missing data in employer satisfaction surveys, a population weighting adjustment was used, as described in Brick and Kalton (1996). The purpose of this adjustment was to compensate for total non-response, or the disproportionate response of different classes within the survey sample. The classes for employers are more limited than was possible for job seekers as user level data is not as abundant on the employer side of the system. Many users share the same employer login and employers may occupy both rural and urban areas of the state. As a result, the employer classes were limited to large and small employers (These terms are defined within the DWS database as more than 30 employees and 30 employees or less.) The Utah database records this field directly from the state tax record system.

Using the weighted data, there was a statistically significant difference in satisfaction between the baseline period and the TC-1 period for employers ($t(116)=2.1, p<.05$). Users in the TC-1 period were less satisfied (.67) than users on the baseline period (.82) by a moderate margin (Cohen's $d=.22$). These results should be viewed with caution because the baseline period did not contain the same calendar months as the TC-1 period. This comparison is not based on a randomized controlled trial and is quasi-experimental in nature.

Figure 27: Utah Employer Satisfaction: Baseline and TC-1

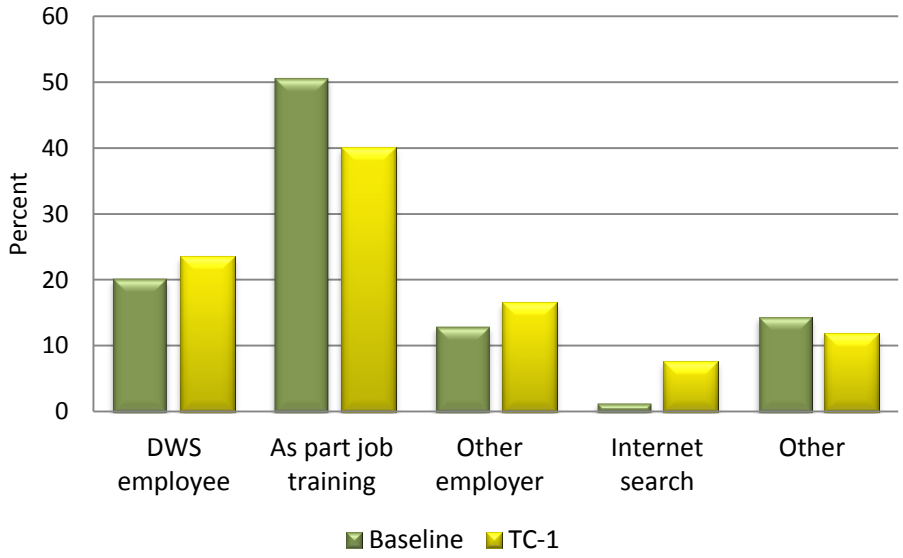


Utah Employer Satisfaction TC-1. Cases weighted to reflect response rates of large vs. small

***Qualitative Data**:* As with job seekers, a small number of additional questions (both listed response and open-ended) were added to the survey. Because not all employers use the system, it was determined that the additional questions should remain very limited to issues particularly relevant to those using the online system.

Most employers report learning about posting jobs on jobs.utah.gov as part of training for their current job both at baseline and during TC-1. However, during TC-1 there was an increase in those who learned about the LEX from a DWS employee, a previous employer and on the internet. Those who marked "other" commonly learned about the LEX when doing their own job search or felt they had just "always known" about it.

Figure 28: Where Employers Learned About Jobs.utah.gov



Employers were asked how long it had been since they *personally* used jobs.utah.gov to post jobs and seek job candidates. As Figure 29 shows, most respondents had last accessed the system more than one week but less than 3 months ago.

Figure 29: Time Since Most Recent Login - Utah Employers

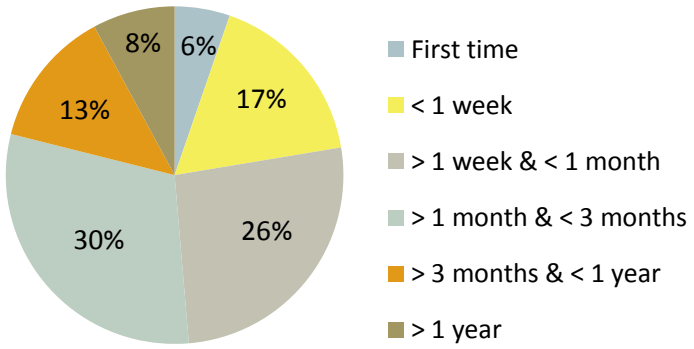
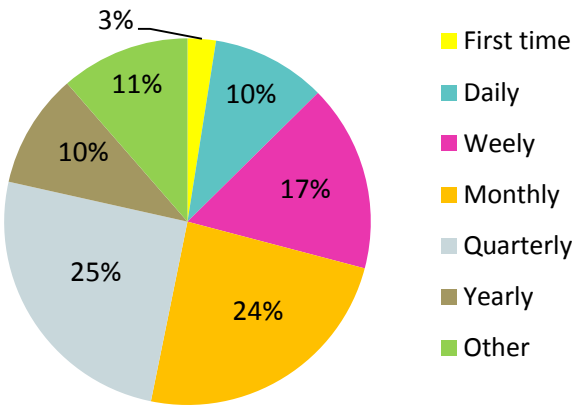


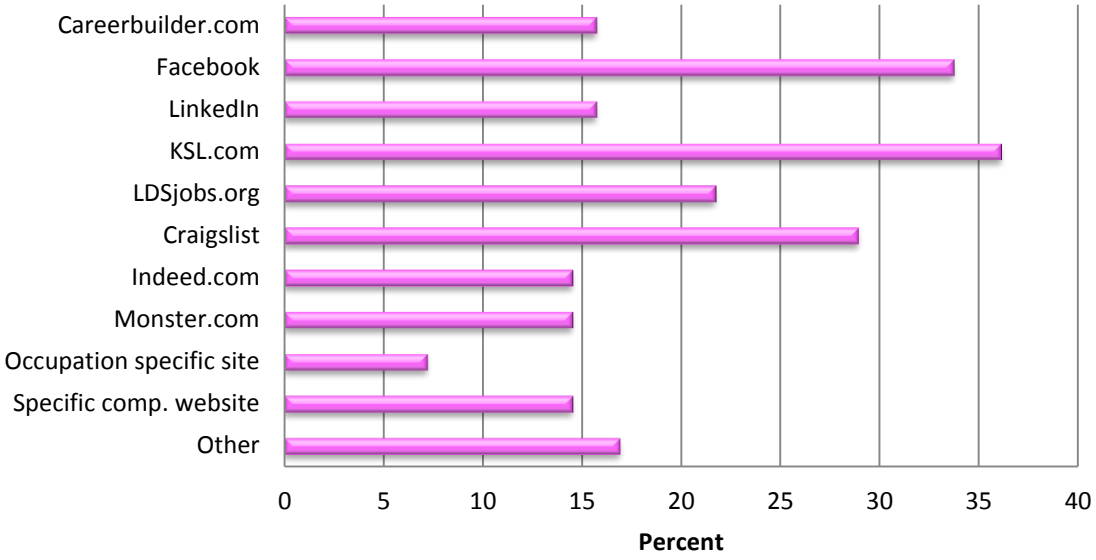
Figure 30: Utah Employer Frequency of Accessing Site



Employers were also asked how frequently they generally access jobs.utah.gov. Figure 30 shows that most access the system either monthly or quarterly. Most of those who marked "other" indicated they simply use the system "as needed" when positions are open.

Social Media: The role of social media continues to grow in society at large. Employers were asked if their business/organization currently uses social media to recruit potential employees or to advertise job postings. Answers to these two questions were similar in that 46.7% of employers report using social media to recruit and 44.0% use social media to advertise open positions. Open ended responses indicated most employers do not make a significant distinction between recruiting, advertising and posting jobs. They will do whatever they are able on each website.

Figure 31: Additional Sites Utah Employers Post Jobs On



Employers often post openings on many other websites. Figure 31 shows the frequency with which other sites are used by the study respondents. Facebook and KSL.com are the most commonly used sites outside of jobs.utah.gov. Interestingly, over one third (36.8%) of employers indicated they use jobs.utah.gov *exclusively* to post their jobs. For those who did use other sites, employers provided some feedback to help explain what features and functions are available on other sites they would like added to the jobs.utah.gov site. (See employer focus group data below)

Utah employers were asked about their level of interest in receiving information from DWS by text. There was little interest in this option with only 16% indicating even possible interest in receiving texts. The type of information of interest focused on alerts to qualified applicants who had registered in the system and a reminder that a job was closing. Those interested in receiving texts were generally agreeable to receiving this information as available.

Satisfaction Scale by Question: Data from individual items in the satisfaction scale also present important information and can be compared to outcomes from the baseline period. It is useful to determine if changes in the current system will change outcomes in these individual areas as well as overall satisfaction.

As shown in Table 11, nearly all employers are comfortable using the website to complete tasks on jobs.utah.gov, however, nearly one third still find it difficult to navigate the website.

Table 11: Overall Employer Experiences with jobs.utah.gov

General AGREEMENT with following statements	Baseline	TC-1
1. I am comfortable using the internet to complete tasks on jobs.utah.gov	75 (98.7%)	355 (95.2%)
2. It is difficult to navigate the jobs.utah.gov website	18 (24.0%)	108 (29.0%)
3. I can do everything I want to do on jobs.utah.gov	42 (59.2%)	246 (66.7%)
4. I would recommend jobs.utah.gov to another employer	66 (94.3%)	317 (85.4%)

Employers were asked several questions about the ease of using the online job posting system and their perceptions of results (applicants) they receive from the system. Data presented in Table 12 shows that, overall, employers find the site accessible but less so than at baseline. There was a significant drop in the portion of employers who believe jobs.utah.gov has both enough applicants overall and applicants with the skills they are seeking. Finding "help" on the site is not as easy as in the past. While employers are less satisfied in several areas, it is interesting to note that their perception of the site relative to other job search websites has not changed.

Table 12: Employer Experience Posting Jobs - Utah

General AGREEMENT with following statements	Baseline	TC-1
5. I often have trouble "signing-in" to post a job	10 (13.7%)	89 (23.8%)
6. Posting a job is easy on jobs.utah.gov	63 (86.3%)	313 (85.1%)
7. Jobs.utah.gov provides us with *enough* job applicants from our job postings	51 (71.8%)	205 (56.5%)
8. When posting jobs on jobs.utah.gov I have the flexibility to use my own screening criteria to find applicants	49 (72.1%)	272 (74.5%)
9. Jobs.utah.gov provides us with *qualified* applicants who have the skills we are seeking	54 (77.1%)	222 (61.7%)
10. I would recommend jobs.utah.gov to other employers for posting jobs	65 (92.9%)	327 (88.9%)
11. Overall, I am satisfied with the ease of posting a job on jobs.utah.gov	64 (90.1%)	318 (85.5%)
12. Finding help is easy on jobs.utah.gov	36 (67.9%)	152 (59.1%)
13. Job.utah.gov is not as good as other websites for posting jobs (eg. KSL, Careerbuilder)	28 (45.9%)	125 (45.1%)

Overall, the majority of survey respondents state that the quality, appearance and site organization were good to excellent. Input regarding the quality of information and site organization as significantly lower than last year.

Table 13: Overall View of Jobs.utah.gov

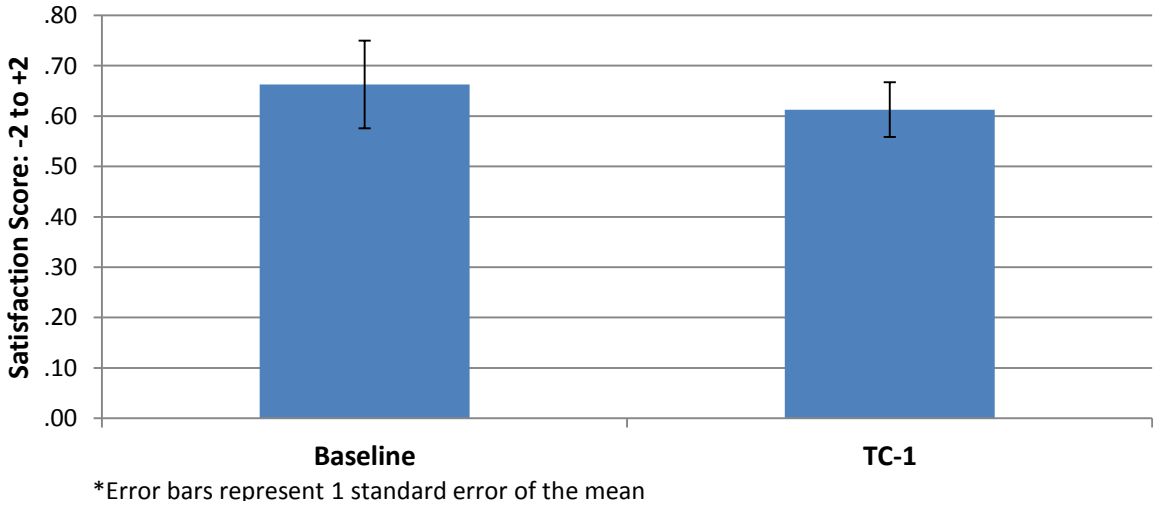
Reported Feature as Good - Excellent	Baseline	TC-1
14. Quality of the information	65 (92.9%)	295 (82.9%)
15. Overall appearance	59 (84.3%)	297 (82.3%)
16. How well the site is organized	59 (84.3%)	262 (73.0%)

Employer Satisfaction Results – Montana

Montana satisfaction scores could not be weighted by response rates because person data from the State of Montana is not available for this evaluation project. As a result, all Montana data should be considered un-weighted to the true population. In general the Montana survey participation rates are much lower thus, the sensitivity of the analyses are much less than those of the Utah data. As a result, low statistical power should be considered when evaluating all of the Montana results.

The year one test components for Montana employers went from February 8, 2014 to November 14, 2014. There were 27 surveys for the baseline period and 183 surveys for the TC-1 period.[6]

Figure 32: Montana Employer Satisfaction: Baseline and TC-1



*Error bars represent 1 standard error of the mean

Additionally, none of the Montana results are based on randomly selected groups, so all conclusions should be interpreted as associations and not as causal relationships. Finally, the baseline

[6] All satisfaction n-sizes are based on valid scale scores. The individual question analyses will have larger n-sizes because they don't rely on having a minimum number of valid results to score a scale.

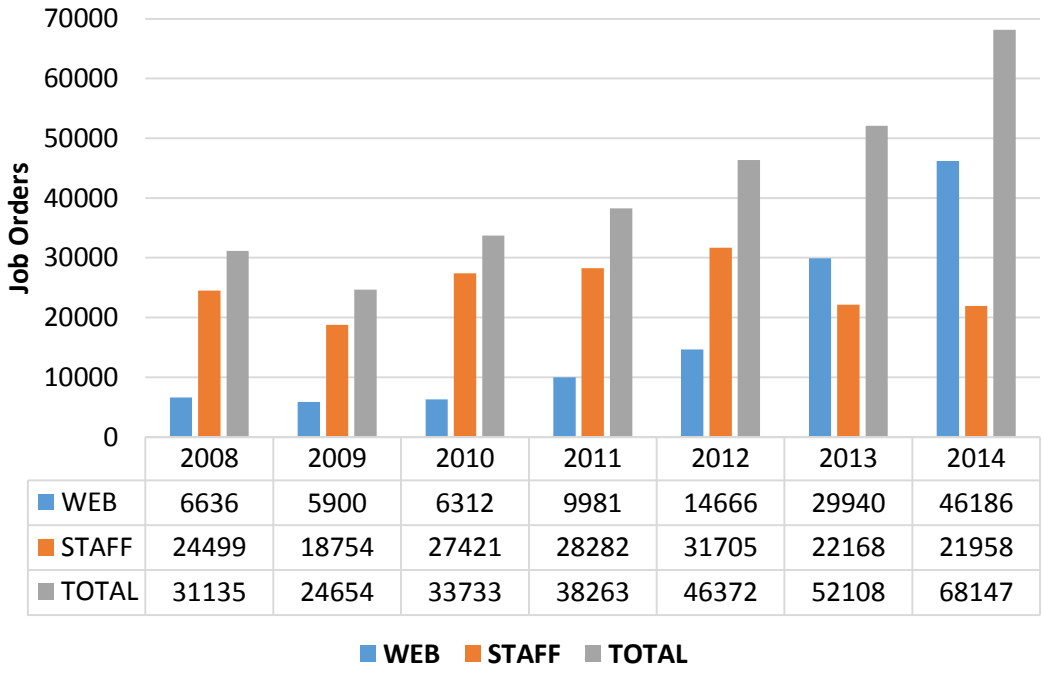
satisfaction period for Montana do not all line up with the TC-1 period of time. As a result, seasonal effects should also be considered. All satisfaction scores were compared using a t-test of independent means.

There were no significant differences in Montana employer satisfaction between the baseline and the TC-1 period ($t(208)=.342$ $p>.05$). It should be noted that this analysis had the least statistical power of any of the satisfaction analyses do to the low number of Montana employers. Both results corresponded to moderate satisfaction with the system.

Additional Montana Employer Data: Job Service in Montana has a reputation for being the "unemployment office." One of the main goals leaders in Montana sought to achieve through participation in the GenLEX initiative was to change the image of Job Service from being "a place to get a check" into "a place to find a job." One option was to simplify processes so more activities could be completed independently. This shift would allow Job Service staff to focus more time and energy on harder to place or discouraged workers. It would also allow them to do more outreach to the business community by providing information regarding Job Service resources and employer supports. This shift in mindset is something that changes slowly through many conversations both formal and informal.

While the satisfaction data showed no significant difference in user satisfaction, Montana Job Service data shows that there has been a significant shift in the portion of employers who are posting their own jobs verses leaving that task to a Job Service worker. While Job Service personnel are still available to post job orders, Figure 33 shows that more than twice as many job orders are now being placed by employers.

Figure 33: Montana Job Orders by Mode of Entry



	2008	2009	2010	2011	2012	2013	2014
WEB	6636	5900	6312	9981	14666	29940	46186
STAFF	24499	18754	27421	28282	31705	22168	21958
TOTAL	31135	24654	33733	38263	46372	52108	68147

Qualitative Data:
At baseline nearly half of the employers reported learning about posting jobs on jobs.mt.gov as part of training for their current job. This changed significantly as a higher proportion were likely to hear about the site from a Job Service worker during the TC-1 period. Consistent with comments at baseline, several who marked "other" reported learning about the site when doing their own job search or that they just "always knew" about this resource.

Figure 34: Where Employers Learned About Jobs.mt.gov

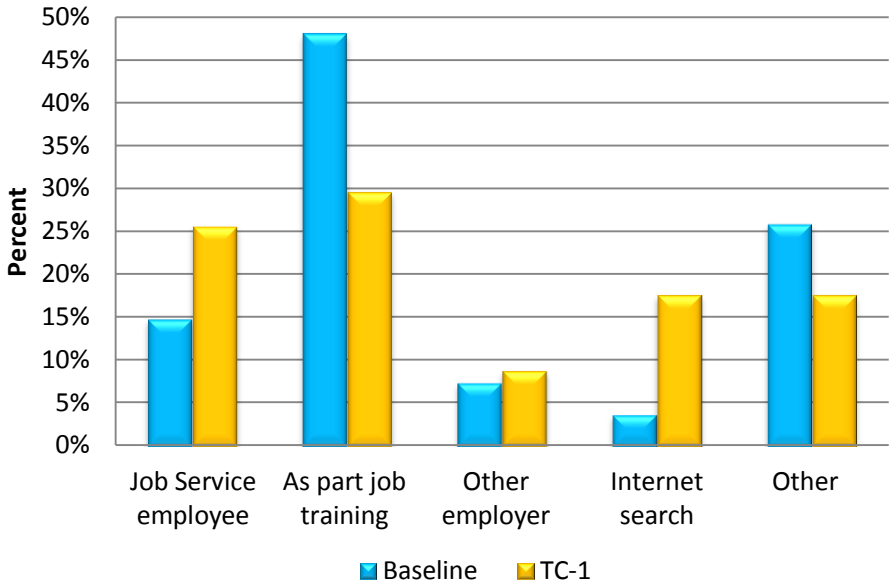
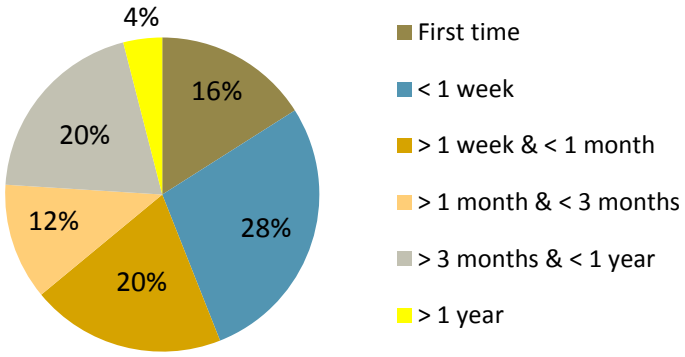


Figure 35: Time Since Most Recent Login - Montana Employers



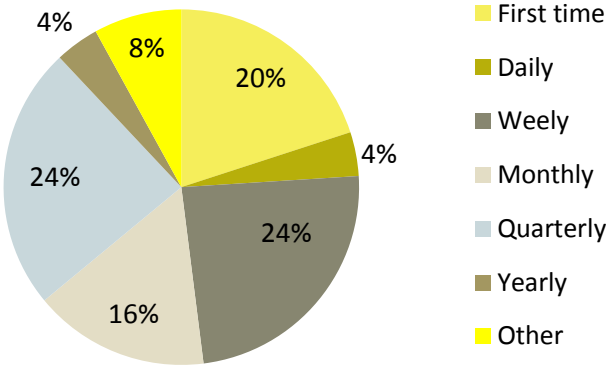
As in Utah, respondents were asked how long it had been since they *personally* used jobs.mt.gov to post jobs and seek job candidates. Nearly half of the respondents had last accessed the system within the past month.

Respondents were also asked how frequently they access jobs.mt.gov in general.

Interestingly, Figure 36 shows that nearly a quarter access the system weekly while another quarter access it quarterly.

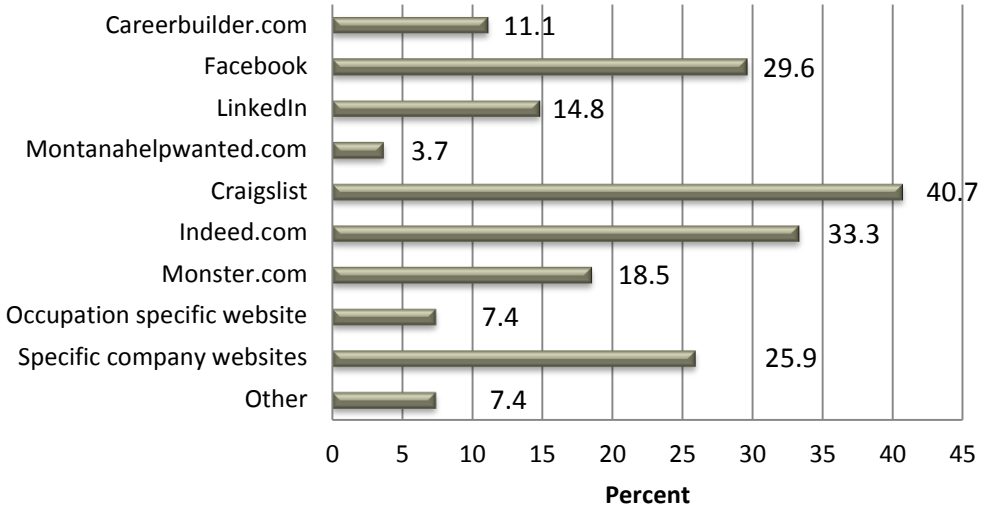
Social Media: The internet and the use of social media have even greater roles in areas of sparse populations and great distances between cities. Montana employers were asked if their business/organization currently uses

Figure 36: Montana Employer Frequency of Accessing Site



social media to recruit potential employees or to advertise job postings. As was discovered in Utah, answers to these two questions were similar but not as high as the rates found in Utah. In Montana 38.5% of employers report using social media to recruit and 40.7% use social media to advertise open positions.

Figure 37: Additional Sites Montana Employers Post Jobs On



In Montana, employers again reported using a variety of other websites to post jobs. Figure 37 shows the frequency with which other sites are used by the study respondents. Interestingly, Criagslist and Indeed were both used more often in Montana than Facebook. The local site (Montanahelpwanted.com) is rarely used. Again, over one third (37.0%) reported never using any other sites for posting jobs.

Employers were asked about their level of interest in receiving information from Job Services by text. Just over one quarter (28.0%) indicated possible interest in this method of information delivery. They type of information of interest was limited to an alert when a new applicant applied for an open job or a reminder that a job order was closing. There was no consensus as to how often the texts should be sent.

Satisfaction Scale by Question: Outcomes related to the individual satisfaction scale items were very similar between baseline and TC-1 in many, but not all areas. Employers continue to report ease with using the internet to post jobs however, nearly one-third (32.7%) still find it difficult to navigate the state site. Even though the portion of those who report being able to do everything they wanted to on the site has increased, the portion of employers who would recommend this site to other employers seeking to post a job in Montana has decreased.

Table 14: Overall Employer Experiences with Jobs.mt.gov

General AGREEMENT with following statements	**Baseline N = 32**	**TC-1 N = 155**
1. I am comfortable using the internet to complete tasks on jobs.mt.gov	31(100%)	148 (95.5%)
2. It is difficult to navigate the jobs.mt.gov website	10 (32.3%)	50 (32.7%)
3. I can do everything I want to do on jobs.mt.gov	16 (50.0%)	96 (62.7%)
4. I would recommend jobs.mt.gov to another employer	28 (93.3%)	125 (82.2%)

Again, the satisfaction scale questions ask about various components of using the online system and perceptions of results (applicants) they received from the system. Data presented in Table 15 shows that, overall, employers found posting jobs and finding help easier during the TC-1 period. However, fewer employers rate jobs.mt.gov as good as other job posting websites. Overall, Montana employers are a little less satisfied with the website than Utah employers.

Table 15: Employer Experiences Posting Jobs - Montana

General AGREEMENT with following statements	**Baseline N = 32**	**TC-1 N = 155**
5. I often have trouble "signing-in" to post a job	3 (10.3%)	26 (17.0%)
6. Posting a job is easy on jobs.mt.gov	21 (67.7%)	119 (77.3%)
7. Jobs.mt.gov provides us with *enough* job applicants from our job postings	18 (62.1%)	86 (56.2%)
8. When posting jobs on jobs.mt.gov I have the flexibility to use my own screening criteria to find applicants	19 (65.5%)	119 (77.8%)
9. Jobs.mt.gov provides us with *qualified* applicants who have the skills we are seeking	18 (62.1%)	99 (64.7%)
10. I would recommend jobs.mt.gov to other employers for posting jobs	27 (93.1%)	128(84.2%)
11. Overall, I am satisfied with the ease of posting a job on jobs.mt.gov	25 (86.2%)	116 (75.3%)
12. Finding help is easy on jobs.mt.gov	7 (35.0%)	53 (53.0%)
13. Job.mt.gov is not as good as other websites for posting jobs (e.g. Craigslist, Yahoo Jobs, montanahelpwanted.com)	8 (34.8%)	46 (41.4%)

As Table 16 shows, the majority of survey respondents state that the quality, appearance and site organization were good to excellent both at baseline and at TC-1. Employers were significantly more favorable toward the overall appearance however it seems the quality of the information provided and the organization of the site have decreased.

Table 16: Overall View of Jobs.mt.gov

Good – Excellent	**Baseline N = 24**	**TC-1 N = 155**
14. Quality of the information	24 (85.7%)	118 (79.2%)
15. Overall appearance	17 (60.7%)	121 (81.2%)
16. How well the site is organized	18 (75.0%)	106 (70.7%)

To support the experiences of users around changes being made to the system, respondents were asked if they were interested in receiving additional training in order to better understand and use

the website. Less than one fifth (19.2%) responded they were even potentially interested in such assistance. For those who were interested, both online tutorials/webinars or workshops at the Job Services office were the most preferred type of training.

***Additional Qualitative Data*:** Employers completing the online satisfaction survey in both Utah and Montana were provided an opportunity to add any additional comments or suggestions regarding the LEX or the agency managing LEX. These comments will be analyzed in conjunction with the focus group results presented below.

TC-1 Descriptive Data

In order to more fully understand and interpret the user satisfaction scale data and other outcome measures in both states, additional feedback regarding experiences with the LEX was gathered throughout the TC–1 period. These additional feedback sources (see Table 17) serve several purposes. Primarily, these open forms of data collection provide opportunities to better understand the broad scope of questions and concerns of users including employers, job seekers, and various frontline agency staff.

Table 17: Additional Data Sources

Data Source	Sample	Collection Period	Collection Method
Utah			
Employers	53	September 2014	Focus groups (12)
Job Seekers	57	September 2014	Focus groups (12)
Connection Team	129	August 2014	Online survey
Workforce Development Specialists	17	August 2014	Online survey
Set Team	6	August 2014	Online survey
Montana			
Employers	15	September 2014	Focus groups (4)
Job Seekers	23	September 2014	Focus groups (4)
Job Service Workers	168	August 2014	Online Survey

Including such data sources reflects the sequential transformative mixed methods data collection strategy (Creswell, 2003) implemented for this project. This strategy involves alternating between quantitative and qualitative data to gather input from program users as the system develops and test components are added. In this section data from the various focus groups will be presented first, followed by input from the online surveys completed by Utah's DWS and Montana's Job Service frontline personnel.

Focus Group Structure and Process

As noted in Table 17, four different groups were engaged in focus group sessions during the TC-1 evaluation period: Utah employers, Utah job seekers, Montana employers and Montana job seekers. These focus groups provided valuable opportunities to discover a broad range of issues and concerns regarding first set of test components compared to baseline, and will continue to provide insights from personal experiences throughout program implementation.

For this round of focus groups, participants (both job seekers and employers) were recruited two ways. First, by way of randomly distributed online satisfaction surveys. Users who elected to take the online satisfaction survey were invited to indicate interest in possible participation in future focus groups. If yes, users had the option to voluntarily include their contact information. From this pool of users, participants were recruited by way of email invitations and personal phone calls. This was the preferred method of recruitment as it had the greatest possibility of providing a variety of participants. When the number of online volunteers was less than desired, participants were recruited with the help of DWS staff in Utah and Job Service workers in Montana. This assistance was critical, as agency workers were able to use personal connections with potential participants to assure adequate involvement. No exclusion criteria existed for participation as the goal was to gain involvement from a wide range of industries and different levels of experience using the LEX.

Compared to the baseline focus groups, participants were more representative of the wider user base. Expanding recruitment methods by inviting users who took the randomized online satisfaction survey supported diversifying the groups. Due to this recruitment method, some focus group participants had no prior connection to DWS or Job Service personnel. That being said, some participants were recruited through agency personnel in the same manner they were during baseline. By nature of this invitation, these participants tended to have stronger relationships with agency workers than might be the case with the average job seeker or employer using the LEX. This is a potential limitation of the data gained in this round of focus groups as the increased connectivity may lead to different concerns or intensity of concerns in comparison to those less connected to the agencies. Agency personnel were encouraged to invite both individuals who were pleased with the system and those who have had negative experiences or past complaints.

During recruitment, participants were informed that a focus group was being conducted to gather their feedback on the current LEX and identify areas for improvement. All participants signed Institutional Review Board (IRB) approved consent documents (see Attachment 7). Job seekers received monetary compensation ($20) for participation in the focus groups. Employers were not compensated monetarily.

Data Collection and Analysis: Focus groups are facilitated group discussions that often use an interview guide with scripted questions. The job seeker and employer interview guides for this study (see Attachment 8) were populated with questions developed through collaborative efforts between the SRI and each of the state partners (DWS and Montana Job Services). The interview guides were pilot tested with the initial groups and wording was adjusted as needed. During the sessions, probes were used to enhance reflection, the flow of group dialogue and to encourage participation from all members. The focus group sessions, each lasting between 75 and 90 minutes, were tape recorded and transcribed verbatim to ensure data accuracy and completeness. Content analysis was used by two individuals to analyze the focus group data. Comparisons were then made between the two analyses leading to discussion and final results.

Focus group participants were asked to complete a paper copy of the online satisfaction survey. Data from these surveys were compared to data gathered from those randomly selected from the general population of online users. In an effort to test for representativeness of the focus group participants and expand the generalizability of the findings, data from the focus group participants

was compared to data gathered from those completing the online survey. Differences or similarities between the groups will be noted throughout the discussion.

Job Seeker Focus Group Findings

A total of 15 focus groups, 11 in Utah and 4 in Montana, were held in September and October, 2014 (see Table 18). In both states, groups were held in multiple cities chosen to reflect variations in population densities, employment rates and available industries. Three sessions were held in Salt Lake City due to the large population of the city in relation to other parts of the state. As shown in Table 18, 58 Utah job seekers (33 men and 25 women) and 24 Montana job seekers (18 women and 6 men) participated in the focus groups.

Table 18: Distribution of Job Seeker Focus Group Participants

Utah - Service Area/City		Montana – City	
Bear River Logan	7 (12.1%)	Kalispell	7 (29.2%)
Wasatch Front South Salt Lake City (3)	17 (29.4%)	Bozeman	6 (25%)
Wasatch Front North Ogden	8 (13.8%)	Billings	8 (33.3%)
Eastern Utah Moab Price Vernal	2 (3.4%) 3 (5.2%) 4 (6.9%)	Glendive	3 (12.5%)
Mountainland Provo	6 (10.3%)		
Central Richfield	6 (10.3%)		
South West St. George	5 (8.6%)		
Total	**58**	**Total**	**24**

In order to test the generalizability of the feedback from focus group participants, comparisons were made between these participants and those completing the online satisfaction survey. In Utah, focus group participants were slightly more likely to access jobs.utah.gov from a DWS office and thus use a desk-top computer. They were also more likely to have completed a degree beyond high school and be employed at least part time. Utah job seekers participating in the focus groups reported a slightly higher level of satisfaction with the LEX (.91) than did the online survey respondents (.87).

In Montana, job seekers participating in the focus groups reported a somewhat higher level of satisfaction (.91) than those completing online surveys (.79). Montana focus group participants were also less likely to be employed, but more likely to have completed some college or degree beyond high school. Like Utah, Montana job seeker focus group participants were more likely to use the Job Service office as their primary site for accessing the LEX.

In both groups, there are similarities and slight differences between the online and focus group participants, however, comments from focus group participants reflected many of the experiences described in comments from both the Utah and Montana online satisfaction survey respondents in the areas of: signing in, resume and profile functionality, job searching and matching, sorting jobs, opinions of employer job descriptions, and comparisons between the states' LEX and other online job boards.

Job seekers in both Utah and Montana provided extensive feedback on the strengths and challenges of using the LEX. Montana job seekers were all users of the test system (N=28), while job seekers in Utah were randomized to one of two systems: current or test. Of the job seekers in Utah (N=58), 60.3% were users of the test system, 20.7% were users of the current system, and 19.0% were unable to login so focus group leaders could identify their status. Although there are different features on the test and current systems in Utah, there was not a noticeable difference in the type of feedback job seekers provided or their knowledge of the system. The LEX test systems in both states are built with similar functionality. This may in part explain why the majority of the comments in Montana and Utah were similar.

The findings reported below are based on the focus group sessions and the feedback provided to the open-ended questions as well as comments from the online satisfaction survey. When appropriate, results unique to either Utah or Montana or the current or test system will be noted. In addition, online satisfaction surveys included comments from both test and current system users. Differences in the type of feedback provided in the online surveys, dependent on systems, will be noted. All other comments can be assumed to be true for both states and systems. The findings presented below provide specific information regarding: 1) job seekers' opinions of LEX users; 2) signing in and registration; 3) resumes and the resume builder tool; 4) job searching and matching; 5) social media; 6) help features; 7) other website services (Utah Futures); and 8) comparisons between the states' LEX and other online job boards.

Job Seekers' Views of LEX Job seekers

Similar to baseline, when asked about "perceptions" of job seekers registered on jobs.utah.gov or jobs.mt.gov, participants in more urban areas felt that the negative perceptions of people receiving unemployment insurance (UI) impacts all users in a negative way. Some job seekers noted this perception may also affect the type of jobs employers post on the site. Entry level positions are easy to locate while higher skilled, professional positions are harder to find on the site. One participant stated, *"Unfortunately, you have a lot of people that are just sending out their applications because it's a requirement…then employers don't know who's really serious about the job and who isn't."* Another participant noted that having potential employers contacted by the respective

agencies as part of UI requirements hinders the job seeker's ability to compete for higher level positions:

> *When you have someone from Workforce Services call up and say, 'hey, we're calling to verify that this person has been in touch with you regarding a position.' It does look bad. All a sudden you go from an executive searching for a position to somebody that's on unemployment and….it's a red flag.*

In this specific scenario, the job seeker searched and applied for higher level positions on different job boards to avoid potential negative stereotypes that accompany UI receipt. This was supported by other participants who noted *"professional"* jobs are harder to find on the sites and for those positions they look elsewhere. In order to mitigate the negative perception surrounding UI, some job seekers recommended reassessing and altering policies that support a culture of application. As one stated:

> *I really feel like they push, push, push to you to get your job, which I respect the fact that you focus on the efforts and the results that come. But when you focus so much on the efforts and not on the following up – for me, it's almost like you learn to work the system. And so basically I have to do four job searches every week, but I know that a lot of those job searches are a waste of my time. Because they're not jobs that are really what I want but they're the only thing available so I put an application in because I have to satisfy the requirement. But when it comes down to what your real objective is, and that's finding a job, to me I look at it and I say okay, this is a waste of time. I need to spend my time on these qualified 2-3 people I could get a good job with.*

In more rural areas, participants were more likely to say they were *not aware* of any negative perceptions or stereotypes about job seekers on the site. In these geographic locations, the sites are perceived as a common and effective tool to search for work and potential stereotypes surrounding UI or receipt of public benefits are mitigated or non-existent. As one rural participant stated, *"I don't think it's a negative or positive thing because it's one of the main ways to find jobs in Montana."*

Signing In and Registration

The first round of test components included changes to job seekers' sign-in options. In Utah, to determine if focus group participants were using the current or test system, they signed in prior to the focus groups. As previously noted, 19% of Utah participants were not able to sign in; typically due to forgotten passwords. Similarly, some Utah and Montana online respondents struggled with logging into the site, often having to log-in multiple times throughout the site or after clicking on a link from their email. Other online survey respondents reported having to click multiple times before being able to log-in. A few also felt uncomfortable with the amount of information they had to provide when registering (e.g. social security number, birthdate, etc.) and noted that they do not have enough time to fill out the required registration information. Sometimes sessions time-out, the website kicks them out, and they are left frustrated with no gain from their efforts. As signing in continues to be an issue for some job seekers, focus group participants were asked about the process.

The majority of focus group job seekers reported general satisfaction with the signing in process or displayed a neutral response. For job seekers who struggled with the sign in process, forgotten passwords were the most often cited hurdle. As seen in Table 19, other comments or concerns about specific sign in options are outlined.

Table 19: Sign-in Comments and Concerns

Utah ID	• What is it? Some job seekers assume the Utah ID is their driver's license number. Job seekers recommended the addition of help text to clarify.
Facebook	• Privacy concerns: many job seekers reference Facebook as a personal site and were concerned that if they sign in with this method, DWS or Job Service would have access to their personal information. As one stated, *"I keep hearing, oh employers will look at your Facebook page and see what you're posting."*
Google & Yahoo	• If I sign in with email, can the agencies or employers send things to my email account? • Dual sign-in to the site and email accounts: Some job seekers found this *"pretty neat"* and *"easier"* than signing into both accounts separately. Others cautioned that although this option signs users into both accounts, it doesn't sign them out of both. This becomes a *"safety issue"* if users don't understand the feature as they don't sign out of both.

Overall, job seekers want to be more informed on how their information is used and protected if they choose to use any of these sign in options. Not everyone understands how signing in and social media interface.

Job seekers utilized a variety of browsers to access the site. Overall, many participants reported no issues. Some participants noted that Internet Explorer was *"slow,"* or had a *"difficult time interfacing"* compared to other browsers utilized: Chrome, Firefox, or Mozilla.

Some job seekers sign-in and access the sites using smartphones or tablets. These users reported that, although they like having the ability to access the LEX using these methods, the usability and functionality is often lacking in the following areas: 1) the site freezes; 2) text is *"tiny"* and doesn't fit to screen; 3) the site is slow and hard to navigate; 4) PDF documents do not open; and 5) pop-ups do not show. These job seekers recommended that an app should be created for each of the respective sites, as other job boards often offer. As one stated, *"I'd like to see a mobile app rather than doing my screen pinches back and forth on the full website. You get on a four inch screen and it gets really hard."*

Resumes

The quality of the job seeker's resume and presentation of skills is a vital part of the job search process as it often serves as a screening tool for employers. Online job board profiles and resumes are often the first (and only) impression employers have of job seekers and therefore, can either negatively or positively influence perceptions, and influence job seekers ability to gain employment.

In both Utah and Montana, job seekers consistently reported that they did not know how their information was presented to employers on the sites. The majority also did not know their registration information was utilized to create an auto-generated resume. In response to this new insight, job seekers asked for more autonomy and control over what is presented to employers. One stated:

> *I think it's really important for a person to be able to choose what they want the employer to see. Because an auto-generated resume might work well for construction…but I'm not going to choose to use it. I'm going to format my resume and give it some snap! So it'd be important…to be able to choose if employers are going to see that basic information or if you want to upload something with more personality.*

Job seekers who understood how their registration information was utilized, reported the auto-generated resume *"looks generic"* and/or limits their ability to market their work appropriately because there is not enough space and characters to outline experience. This was especially true for higher skilled professionals utilizing the site.

Participants recommended increasing resume functionality by allowing job seekers to do the following: 1) upload resumes on the site, 2) upload several resumes, each targeted to different jobs, and 3) include resume review features that provide feedback (e.g. spell check, online "review" system). Participants' frustrations with resume functionality become increasingly important when the system is generating employment matches based off of the auto-generated resume information. Once the system labels a person, it is difficult to change how one is viewed by the system, which creates problems for matches. Especially in instances where job seekers do not understand how matches are identified (see Searching and Matching Jobs).

In the Utah and Montana job seeker online satisfaction surveys, job seekers noted many similar concerns about resume functionality and outlined that profile maintenance was another area that they would like to see improved. Respondents wanted to update their personal information, such as qualifications (skills list), or their resume, but were unsure how to go about that process. In Utah, there were more job seekers in the test group that mentioned wanting help with uploading their own resume or updating the one they had on their profile.

Resume Builder Tool: As part of TC-1, Utah job seekers randomized to the test system have access to a resume building tool online. Although Utah job seekers in the current system do not have access to this tool online, they are able to access this tool at DWS offices and may have exposure through DWS classes (e.g. Work Success). Importantly, there were no distinguishable differences between current or test system job seekers' opinions about this tool. Montana job seekers do not have access to this tool.

Overall, most participants were not familiar with the resume builder tool or confused it with the auto-generated resume. Of the few that had utilized the tool, there were differing opinions about its usability and functionality. Different strengths and recommendations for improvement were outlined. Participants noted the following strengths: 1) tutorials that explain sections, and 2) functionality to changed section order, add or delete information to target the resume.

Recommendations for improvement included: 1) connect the resume builder tool to the job search process (e.g. "*What is the point if I can't download the resume to my profile/send through my profile?"*), 2) increase functionality/usability by allowing job seekers to copy/paste resumes to word documents, 3) ensure formatting compatibility (e.g. format should stay the same when the resume is downloaded).

Job Searching and Matching

With the implementation of TC-1, a new matching system was introduced into the test system in Utah and in Montana. The matching feature is designed to facilitate the labor exchange by recommending jobs posted on the website to job seekers. This is done by matching keywords in the job postings to keywords in the auto-generated resumes. Overall, similar to employers, both focus group and online job seekers were frustrated with the usability and functionality of this feature.

In the Utah and Montana online satisfaction surveys, struggles with job searching and matching are thematic. Search results and options, such as searching by location, experience, or keywords, was the most frustrating aspect reported by respondents. In Utah, the test group had the highest percent (17%) of responses indicating poor search results. Many specifically stated they received poor matches as a result of their search efforts. For example, someone looking for a mechanical engineering job received results for a dance instructor position. This was also true with job notifications through email, which was more commonly noted in the current group. Uniquely in Montana, job seekers noted that searching by zip code or the entire state is not as effective and convenient as searching by the county or Job Service station. Respondents outlined they do not always know the appropriate zip code to search and this is too limiting to their search, whereas searching by the entire state is too broad. Online job seekers in both states reported that within job search results, jobs were often outdated or, upon application, the job seeker would be informed that the position had already been filled although the LEX indicated it was still open. In Utah, this observation was noted more by those in the current group than the test group.

In the majority of the job seeker focus groups, it was reported that the quality of the system generated matches and manually searched matches was low, in conjunction with user satisfaction. Examples provided by jobs seekers that summarize their experiences include:

- *"I've done heavy equipment operation…there was one job description somewhere it said 'heavy', somewhere it said 'equipment', and somewhere it said 'operation', so it came up in my search results and it was totally unlike anything I was looking for."*
- *"I put 1 mile within my zip code I get stuff for mechanical engineer, electrical engineer, nurse, I get everything. It doesn't limit what my matches are, it just gives me everything. And my question is, if we have to input all of this data into our profile and so forth, logically, I would think that the profile should also be taking that into account."*
- *"We'll use 'IT' for example and the job titles, depending on the company, there are a hundred different ways to name the same type of job. So trying to find out what the job title actually is, you miss a lot of things. So because I know how to go through the back end and find jobs by categories, by industry, then you get everything. But if you don't know how to do that, and it's*

a process…it would be nice to be able to do an industry search and pull up, that way you'll get more of the jobs within that industry."

- *"My frustration is the jobs aren't always listed in a way that what I'm searching for brings up – if I put in 'administrative assistant' it doesn't bring up office jobs. If I put in 'office manager' it doesn't bring up secretary jobs."*
- *"If I put in marketing into the job search parameter, it will come back with 'waiter.' I mean seriously, if I'm looking for marketing, that's the title, I want something that has marketing in its title or job description.*
- *"I haven't found anything that I'm matched to. It's only…been from like 100+ miles, 2-3 hours away."*
- *"I've gotten 4 emails for jobs that I might be interested in – 2 were jobs as cooks, 1 was a job as a CNA and I'm not a CNA, and the other one was a receptionist at the TV station. So I don't feel that they are matching what I'm looking for."*

Considering these experiences, the majority of job seekers outlined they did not know how matches were determined. This confusion and lack of education often played into the frustration exhibited. Although some job seekers suggested keywords were part of the process or utilized advanced search filters to narrow searches, it was evident that there was not in-depth understanding across to board. In turn, job seekers responded to this frustration in the following ways: 1) solely searched by zip code, 2) sorted through all recommended matches (cumbersome), or 3) viewed all new job posts on a daily basis. Interestingly, the majority of job seekers did not report editing their registration information to alter their auto-generated resume keywords to narrow or broaden potential matches. This, of course, supports that education about how matches are created is necessary for job seekers to better utilize this feature.

Job seekers outlined they would like more control over how matches are identified by having additional search options. Specifically, job seekers would like to search by:

- Location (e.g. work-place physical location)
- Pay range (e.g. salary or wage)
- Schedule (e.g. full-time, seasonal, 8-5pm)
- Bouillon keywords (e.g. 'EXCLUDE' service, heavy 'AND' equipment)

Other search criterion requested included: company name, date job was uploaded, benefits offered (e.g. health insurance, 401K), industry (e.g. customer service), employers who hire individuals with felonies and job requirements (e.g. light lifting).

Job seekers reemphasized the importance of location by noting that, at times, a company's Human Resources physical address defaults on the job posting. In these scenarios, job seekers are not able to envision how the job may potentially fit into their structure and schedule of their lives. This was especially true for individuals who rely on public transportation. As one stated, *"I go where the bus goes."* To improve location information, job seekers recommended including a map that marks the work place's physical location in conjunction with public transportation routes. Schedule and pay range is also important information for individuals while determining if they want to pursue a job. By having that information up front, resources are not expended by either the company or the job

seeker if the schedule and pay are not appropriate fits for the applicant's life. (For more on bouillon keywords, see Employer Focus Group Findings section on Searching and Matching Candidates.) Overall, job seekers suggested these filters would increase the efficacy of their search process, provide more quality matches and reduce frustration.

Served-up Jobs: With the current system, users only had jobs sent to them after searching. With the first round of test components, job seekers are "served-up" jobs that may be potential matches prior to searching. Job seekers were asked what they thought of this process. Overall, they reported the quality of the served-up matches was low, noting jobs were *"clear out of left field"* or not *"relevant"* (see previous section). As one participant noted, *"If they corrected that so it was job specific or industry specific I think it would be a valuable tool. A lot of times it pops up, I just ignore it because I see it's not really a match."* In the same manner, job seekers want more sophisticated search options, they want their search criterion saved and applied to served-up jobs (e.g. within 25 miles of my zip code, heavy 'AND' equipment).

Job seekers reported that if served-up jobs were accurate matches, they would like to see the following information in a brief snapshot: 1) location, 2) schedule, 3) pay range, 4) job title/company name, and 5) required qualifications.

Sorting Jobs: Managing potential jobs can, at times, be a daunting process. Job seekers were asked what they thought of being able to sort jobs they found on the website. Overall, job seekers responded positively to this idea. The majority of job seekers recommended functionality that would allow them to 'save' jobs to a 'favorites' folder in conjunction with eliminating jobs that were not quality matches by selecting 'not interested'. Job seekers also recommended a sorting feature to manage search results that allows ordering jobs by the following: date posted to system, location, pay range, and time left to apply. This was supported by online survey job seekers.

Social Media

Focus group participants were asked to discuss their views on social media. Specifically, how they incorporate it and how effective it is with their job search. Overall, about half of the participants throughout Utah and Montana utilize social media in some way or at least have an account (e.g. Facebook, LinkedIn). Job seekers who do not use social media to job search often cited *"privacy concerns"* and a desire to keep their personal and professional lives separate.

According to the job seekers, LinkedIn is the most accepted social media site to job search. Compared to Facebook, which is "*personal"* or *"social,"* LinkedIn is viewed as *"professional."* Of the job seekers who utilize social media, sites were most commonly utilized in the following ways: 1) to inform friends and family they were looking for work; 2) viewing companies' social media pages; or 3) professional networking. One job seeker utilized Twitter to job hunt by *"following the staffing companies of the world and primarily bigger groups that handle more exploratory related things out of the state."* The fact that this job seeker utilized social media to look out of their area was also noted by others, in reference to the fact that job searching on social media was not as effective in certain geographic locations. As one stated,

> *There's not a lot of companies actually posting positions on LinkedIn in my area, but a lot of major employers, CEOs and VPs are on it. They utilize it, so I've made a point that if I know there's a major employer down here, if there's somebody that could use my skill set, I seek them out on LinkedIn…I send them a request and ask, 'Can we talk? Would you like to connect so you can get some more information on me? When you have something available, I would love to chat.' But, there is no 'here's a job, please send in a resume, thanks so much.' It's truly networking. It's building relationship and waiting. What I've noticed in my city is this is not a town of, 'We have an open position, we need to post it.' This is a town of, 'Hey, I know a guy.'*

Interestingly, this highlights an important aspect of social media: in order to use it effectively, one must understand its purpose and function. As one participant noted, LinkedIn is designed to network. Therefore, if job seekers are not educated about this concept or do not understand how, the effectiveness of this site for their job search may be limited. As another participant stated, *"Okay, this is going to look like I'm so dumb, but LinkedIn kind of came in after I got out of school so I'm not very familiar with it, but the problem is – that's the problem."* And another stated, "*I don't even know how to use LinkedIn".* And another, "*I'm not very familiar with it and those of us in the older generation; unless we have lots of experiences don't know what we are doing. So, I would suggest more teaching".* Overall, education about the impact of social media plays a key role for many job seekers.

In rural areas throughout both states, job seekers were much less likely to utilize social media to job search, as *"word of mouth"* and the respective sites are viewed as more effective. However, one rural job seeker suggested that social media may be the new *"marriage"* between *"old school networking"* and *"technology"*, stating:

> *It used to be a very effective way to find work was to talk to your neighbor, go to the bar, that's where construction people hang out – if you needed a job you went down there and you got it. You'd call your friend on the phone - the conversion of that to electronic - there has to be a marriage in there somewhere. Whether it's Facebook, I don't know if that's the answer or not but I would definitely want to promote something to marry those two together. Because that was very effective, the way they did it old school and it still is effective today. But the trend seems to be electronic…We've already got a tradition that works, we're just converting it.*

Linking Social Media to Profiles: Job seekers were asked, if they were given the opportunity to link social media sites to their online profiles, would they? And if yes, what sites would they link? Job seekers were consistently divided on this topic, often due to aforementioned issues (e.g. privacy concerns, lack of education). Overall, the majority of participants agreed that linking social media should remain an optional feature and education should be provided. Interestingly, many participants recommended that employers should also have the option to link their social media sites on their profiles. Job seekers reported this would give them an opportunity to *"research/vet"* the employer and learn about company culture prior to pursuing employment.

Help Features

Help features on any site assist users to navigate the site in a more seamless, time efficient manner. Job seekers were asked what they typically do if they need help on the websites. In general, job

seekers access or do not access help in a variety of ways that differs based on their geographical location. Utah urban job seekers often leave the site and utilize a different search engine or call a DWS generic help number. Whereas, rural Utah job seekers and Montana job seekers are much more likely to call a personal connection at DWS or the Job Service in these scenarios. In both states, knowledge about current online resources was lacking while frustration was higher with Utah urban and Montana job seekers. Participants outlined the following frustrations with the TC-1 test component help features:

- Usability issues (e.g. It's hard to find workshop lists, hard to navigate, hard to find office addresses; is there help on the website?)
- Calling-in is time consuming and unhelpful (e.g. generic responses). One stated, *"It's really hard to get a hold of anyone. If you call in…I was put on hold for over 45 minutes once. The average wait is 45 minutes to an hour – that's ridiculous."*

Overall, participants had varied experiences accessing help on the website. In addition, job seekers were asked their opinion on enhancing the website's help features. The majority responded positively to the addition of a live chat option. However, they noted that the efficacy and the likelihood that they would utilize this feature will be influenced by how immediate and personalized responses are provided. Waiting for long periods of time or receiving generic responses would be frustrating. Participants also responded positively to the addition of hover text. Job seekers suggested the following additions to enhance help: 1) increase visibility of help options; 2) increase marketing of current workshops, making it easier for users to sign up; 3) offer online videos/tutorials about how the site works (e.g. what's new, how to register, how to improve matches); 4) inform job seekers about upcoming changes on the site prior to implementation (e.g. via email or online tutorials that can be bypassed); and 5) offer in-person trainings if preferred (i.e. in-person trainings were the preferred method to learn about the site in rural Utah and Montana).

Other Website Services

The respective websites contain other services that are available to job seekers. Participants were asked, besides job searching, what other services were offered on the sites. Job seekers reported the following: 1) Unemployment Insurance, 2) Utah public benefits (e.g. TANF, SNAP, Medicaid), 3) schedules for job training workshops, 4) online training videos (e.g. interviewing tips), and 5) labor market information. However, many participants did not use the website for anything besides job searching and were either not aware of other services available or did not utilize them.

Job Seekers were asked how other website services could be improved and what other information they would like to access on the sites. Participants reported the following:

- Labor Market Information for counties (e.g. the current LMI data is outdated or doesn't apply to the geographical location) in conjunction with cost of living information.
- Increase visibility of current online education resources (e.g. videos) and workshops.
- Increase array of workshops designed for higher skilled and experienced workers. As one stated, *"The online tutorials, they're really good for the basics…I think it's great for your entry*

level individual. It's just when you have a lot of people that have already had jobs and have lost jobs, it's not as applicable."

- Include additional education materials on: 1) fair hiring and employment laws (e.g. what can an employer legally ask me during interviews?) and 2) how to start a business.

Utah Futures: Utah job seekers have access to Utah Futures (an online resource that supports job seekers with career exploration) through a link on jobs.utah.gov. Participants were asked if they were familiar with this resource and what they thought of it. The majority of job seekers were not familiar with Utah Futures, yet showed interest in utilizing this type of resource after education was provided. Of the job seekers familiar with the site, the majority reported positive experiences and find Utah Futures to be a helpful resource. As one person stated, *"I used it to get information, wording for my resume and also to get ideas of what the pay scale is…I used it as a resource."*

Overall, job seekers who were both familiar and unfamiliar with Utah Futures recommended the following: 1) increase visibility of the Utah Futures link. Many job seekers did not know the resource existed, outlining they *"never saw it online;"* 2) link Utah Futures and jobs.utah.gov, enabling one sign-on for both sites and 3) increase marketing and education efforts aimed to job seekers about this resource. Many job seekers noted "*younger generations"* would be interested in career exploration through Utah Futures whereas individuals with established career paths would not be. One stated, *"Well I really don't want to go back to school and start over. It's hard enough at our age."* This theme suggests that marketing and education aimed at non-traditional or older job seekers may be necessary to shift perceptions that the site is solely useful for younger job seekers or individuals just starting careers. In addition, some participants noted the website name, Utah Futures, does not suggest the site offers career exploration. As one person stated, *"I've seen the link but I didn't know what it was for."*

User Statistics: Job seekers were asked what statistics they might be interested in, in regards to their use of the website or how employers are connecting to them. In general, job seekers were confused by this question until examples were provided. After which, the majority suggested statistics which outlined a count of employer profile and resume views would be most helpful. In relation to this, job seekers consistently reported they want more feedback from employers on the LEX. Statistics about profile and resume views would provide this feedback. As one stated:

> *Minnesota's job search website allows you to put multiple resumes up and then…I was able to see which resume actually got the most hits. It allowed me to kind of notice things in my resume, or at least which resumes were attractive to employers given that they were doing a search. It was a difference between 2 and 4 hits but it was still enough for me to feel like there was actually something going on behind the scenes and I got a little feedback on my resume.*

Job Search Log: Participants were asked about their experiences utilizing the job search log, an optional tool that helps job seekers track jobs they've applied for. The majority of job seekers had not utilized the log and did not display in-depth knowledge about its usability or functionality. However, job seekers offered suggestions about what type of functionality they would find helpful in a job search log, increasing the likelihood they would utilize it. They suggested the following:

- Include the option to add, delete and sort entries. One participant stated, *"you should be able to delete a job…if you didn't get it or the job is closed. It's discouraging to have a whole bunch of jobs that you've applied for and you didn't get any of them."*
- Autofill – job information should automatically be entered into the log after job seekers apply.
- Link the job search log with unemployment insurance reporting (e.g. Why would I track my jobs twice, if I have to already do it for UI?)
- Include characters/space to enter personal notes (e.g. who they spoke with, what resume they applied with, etc.)
- Include job search log feature when app is designed and formatted for mobile device
- Include recommendations for job seekers to follow up on job leads. As one participant noted, *"If you could even have some way to have some sort of follow up and even recommendations – do you need to send them a thank you note? You know, what is the next step?"*

Text Messaging: Another potential feature the websites may offer is text messaging. Job seekers were asked what they thought of having "text alerts" available to provide information, what type of notices they'd like to receive via text message, and at what frequency. In general, there were varied levels of interest in a text messaging service. Consistently, participants were divided in opinions regarding if they would utilize this feature, what type of notices they would want and at what frequency. As one stated, *"I don't think I'd like to be disturbed on my phone. If I want to access notices, I can go to my email and they're all there. I can do it at my leisure.* Conversely another stated, *"A nice short text saying engineering job available, or something really short – would be great cause then you could say, 'okay, I'll look at this.'"* Thematic concerns and recommendations to increase the efficacy of this feature as well as potential strengths were noted.

Recommendations/Concerns

- Text messaged notices should be OPTIONAL. Job seekers outlined, in the world of smartphones, email is as immediate as text messages. Another noted, not all job seekers have data plans.
- What is the financial cost to the job seeker? As text messages use data allowances, would these text messages be charged to their data plans?
- Job matches/text referrals must be accurate and fit job seekers search criteria. One stated, *"If there's something that exactly fits my criteria, yeah I'd take a text for that…I don't want 50 million texts from all kinds of jobs."*
- Job seekers want to specify exactly what type of notices they will receive (e.g. job fairs, engineering jobs), at what frequency, and what time of day notices are sent (e.g. *"I don't want a text at 3am"*).

Potential Strengths

- Text messages are immediate.
- Text messaging would engage younger generations. As one stated, *"I think that's huge with reaching the millennials and kids graduating college now. I think there's a huge difference,*

they want texts – they want mobile. To sit down at a computer and read email sounds insane to them."

Overall, job seekers want accurate functionality and seamless usability for this potential feature, starting with accurate referrals that fit their designated criterion (e.g. what, how often, what time of day).

Comparing LEX to Other Online Job Boards

Job seekers utilize a wide range of other methods to job search. These methods include: online job boards, colleges, social media, networking, temporary/staffing agencies, newspapers, industry specific sites (e.g. Utah Non-Profits), company sites, craigslist, Montana state jobs, and USA jobs. The most often non-LEX job search methods were online job boards and networking (e.g. talking to friends or family, *"word of mouth"*). Interestingly, Montana job seekers identified more strengths of the LEX than Utah job seekers and relied upon the LEX more to job search.

Some job seekers described a variety of thought processes they go through when searching for jobs. Depending on the type of job they are looking for or the geographical location they are looking in, methods of search change. For example, participants in more rural areas noted that social media, such as LinkedIn, is for *"big city"* job searching and is not very effective in their areas. For this reason, they stick to more traditional methods like the LEX, *"word of mouth,"* or newspapers. Participants also noted that not all jobs are posted on the LEX. As one stated, *"Jobs2careers had 160 jobs posted for my area, DWS had 71."* They also noted the website tends to have more entry level or labor positions, and when searching for higher skilled, professional jobs they utilize other online job boards.

As noted previously, 26% of Montana Job seekers and 23% of Utah job seekers completing the online survey did not feel that the state LEX was as good as other online job boards. Job seekers' experiences with other online job boards provided important insights into how each state LEX can be supported and improved to encourage greater use. The strengths and limitations of the state LEX relative to other online job boards are described below (see Table 20).

Strengths

1) The LEX is free to employers and job seekers. As one Montana job seeker stated, *"When you're affiliated with this, there's legitimacy that the other places don't have because quite frankly it's about money. And it's not about money at the Job Service - it's about getting a job. It's about facilitating employment!"*

2) In Montana rural areas, the Job Service LEX is one of the most effective resources to find employment. As one participant stated, *"I would say the best results, the most consistent results have actually been from the Job Service…montana.gov has been a really good site in my experience."*

Table 20: Job Seeker Comparison of State LEX Websites to Other Online Job Boards

Strengths of LEX as compared to other job search websites
• Free to employers and job seekers • Legitimate site: ensures that employers/jobs posted are real • Most effective online job board for rural areas in Montana
Limitations of LEX as compared to other job search websites
• Inaccurate searches/limited search functionality • Low quality matches • Limited resume functionality • Cannot view profile as employer views it • Other sites aggregate job postings from other job boards; allowing job seekers to view more jobs without more effort • Cannot sort jobs/rate employers • Improve style/feel (e.g. too many tabs) • Other sites have mobile applications • Do not have to register on other sites, a cumbersome process • Employer job descriptions and profiles are more detailed on other sites • Perceptions of job seekers: UI, entry level (e.g. professional jobs hard to find on the LEX)

Limitations

1) Improve search options/better quality matches: With the first round of test features job seekers reported inaccurate searches/matches using the LEX. Other sites have more sophisticated options and the job seekers have more control over their searches. As one participant stated, *"I use Indeed.com the most and I think part of that is because it has so many options to narrow what you're looking for by location, pay, industry, or job title."* (See Job Searching and Matching)

2) Increase resume functionality: Job seekers want more options to personalize how they are presented to employers, as offered on other online job boards. This includes the ability to upload resumes, send resumes through the site, and access online resources/tools that provide professional resume review. (See Resumes)

3) Introduce new profile features: Job seekers want to view their profiles as employer's view them. This enables them to edit or make changes to their presentation to ensure it is professional. Online job seekers emphasized the usability surrounding editing profiles is hard to navigate.

4) Improve employer profiles and job descriptions: Employers have enhanced profiles on other job boards, include more information about the company and provide detailed, formatted job descriptions. This allows job seekers to more efficiently research the employer and have access to important information about the job (e.g. company culture, qualifications, wage, location, etc.). This was strongly supported in both the Utah and Montana online satisfaction surveys. Both Montana and the Utah test group emphasized a desire for more complete job postings, a more reader friendly

posting format, system removal of outdated jobs, and live links to job postings outside the sites. This included having access to employer name and contact information to whom they were applying with salary information specific to the unique job they were viewing. The Utah current group also wanted to see more complete, reader friendly job postings that included employer contact information, salary information, and more detailed job descriptions and requirements.

5) Other sites, such as Indeed.com, provide tools to sort and manage jobs while other sites, such as LDSjobs.org, utilize predictive analytics based off of job seekers sorting patterns. As a participant stated, *"I use LDSjobs.org and you can add certain jobs to your favorites so they'll send you more jobs like that which is good."* (See Sorting Jobs).

Improving the LEX – Job Seeker Conclusion

In summary, the comments of job seekers reflect both the strengths and challenges of involvement with the LEX, DWS, and Job Service as a whole. The comments support the overall decrease in job seekers satisfaction with LEX at TC-1 as compared to baseline and add some details to the areas where future improvements might be focused. Specifically, in the following areas:

- Inaccurate searches and limited functionality to sort and manage job search results
- Low quality matches
- Limited functionality surrounding resumes and editing profiles
- Low quality information and design on employer profiles and job descriptions,
- Help options lack usability and accessibility
- Lack of features that facilitate feedback from employers to job seekers on the LEX

Employer Focus Group Findings

Employer focus groups represented a wide range of industries. Among the 15 Montana employers, the most frequently represented industries included staffing/temp agencies (n=6), healthcare and social assistance (n=4) and one each from finance, government, and non-profit. In Utah, among the 55 participating employers, the most represented industries included staffing/temp agencies (n=20), government (n=5), healthcare and social assistance (n=5), higher education (n=4), non-profits (n=4), and sales/retail (n=4). The other industries represented include: auto repair/maintenance (n=3), manufacturing (n=2), mining (n=2), and one each from transportation, logging, construction, chamber of commerce and fitness. The employers represented companies with varying number of employees ranging from 1 to 3,000 in Utah and 5 to 450 in Montana.

Participants in the employer focus groups also completed the online survey to identify how closely these groups represented the larger employer population participating in the online survey. The satisfaction scale score for employer focus group participants in Utah (0.66) was nearly identical to the overall score from the online surveys (0.67). Utah employer focus group participants accessed the LEX more frequently than the online employer group and were significantly more likely to use social media.

Montana employer focus group participants reported a significantly lower overall satisfaction score (0.36) than reported in the online employer surveys (0.61). While many individual questions had similar results, focus group participants were significantly less pleased with the quality and quantity of applicants available and the overall organization of jobs.mt.gov. As with Utah employers, those participating in the Montana employer focus groups use the LEX more frequently and are significantly more likely to incorporate social media into their recruitment and job posting practices.

Employers in both Utah and Montana provided extensive feedback on the strengths and challenges of using the LEX, specifically in regards to the TC-1 features. As previously discussed, all employers are users of the test system. The LEX systems in both states are built with the same functionality and the majority of the TC-1 changes were the same. For this reason it is understandable that the majority of the comments in Montana and Utah were similar. The findings reported below are based on the focus group sessions and the feedback provided to the open-ended questions of the online satisfaction survey. When appropriate, results unique to either Utah or Montana will be noted. All other comments can be assumed to be true for both states. The findings presented below will provide specific information regarding: 1) employers' views of LEX job seekers; 2) signing in; 3) posting jobs; 4) searching and matching candidates; 5) social media; 6) help features; 7) employer training and other website services; and 8) comparisons between the states' LEX and other online job boards.

Table 21: Distribution of Employer Focus Group Participants

Utah - Service Area/City		**Montana – City**	
Bear River Logan	6 (10.9%)	Kalispell	4 (26.7%)
Wasatch Front South Salt Lake City (3)	13 (23.6%)	Bozeman	1 (6.6%)
Wasatch Front North Ogden	4 (7.3%)	Billings	6 (40%)
Eastern Utah Moab Price Vernal	 4 (7.3%) 7 (12.7%) 6 (10.9%)	Glendive	4 (26.7%)
Mountainland Provo(2)	8 (14.6%)		
Central Richfield	1 (1.8%)		
South West St. George	6 (10.9%)		
Total	**55**	**Total**	**15**

Employers' Views of LEX Job Seekers

Employer perceptions of the pool of candidates available on the state LEX, impact decisions related to utilizing the websites. Consistent with baseline data, themes emerged regarding commonly held perceptions and stereotypes of job seekers using jobs.utah.gov and jobs.mt.gov. In addition, the focus group themes were reflective of both Montana and Utah online satisfaction survey comments in the areas of job seekers' soft skills and resume preferences. These perceptions regarding job seekers impact employer's decisions regarding which jobs are posted and ideas about whether candidates for their positions are hirable. Employers expressed views regarding job seeker characteristics and the information they view to evaluate job candidates.

Job Seeker Characteristics: Employers were asked to describe characteristics of the "typical" job seeker registered on the state's LEX as well as the type of jobs for which the "average" job seeker on the site is looking. Employers in both states had a variety of experiences finding qualified applicants. The majority felt that the LEX attracts more entry level job seekers that are lower-skilled, less prepared, and have poorer job search skills than other referral sources. The majority agreed the "average" job these seekers are looking for is entry level, blue collared manual labor (e.g. warehouse, manufacturing). As one employer stated about higher skilled job seekers, *"It could be that they think, well, my skill level is so high, I'm not going to go there."* Some employers noted exceptions to this theme, as one stated:

> *I think it's hard to stereotype because I've seen so many different types. I have seen some of the most professional people you can find come out of there. We hired a young man, he showed up, shirt and tie, resume in hand, eloquent, well-spoken, prepared, as good as they come. And I have seen the pajamas and tank tops. The guy walks up and says 'hey, do you guys hire felons?' That's not how you start a conversation. Not exactly a good lead.*

These stereotypes reported by employers were often tied to job seekers and Unemployment Insurance (UI). In each of the 16 focus groups employers shared the belief that many, if not most, of the state's database of job seekers were receiving UI. Employers reported this "*muddies the waters*" and impacts their perception of the job applicant pool. While some employers noted that qualified workers may be receiving UI due to economic hardship, there was a more prominent belief that people receiving UI were less employable or did not intend to work. Employers went as far as to say that they understand *"it comes with the territory"* and that it is inevitably something you have to *"deal"* with on the states' respective websites. The following quotes emphasized these themes:

> *Something that's a huge pet peeve of mine, and I know it just kind of comes with the territory, is when people are just applying for jobs because they have to and they're not actively looking, they're just applying because that's their requirement to keep their aid and stuff.*

> *Well, some are just trying to get unemployment…but I don't think of it like that. I've gotten some highly skilled individuals who have an unfortunate circumstance - they needed to apply for unemployment, that's what it's there for. It's for all of us and the minute they put their resume on there, now they've got an opportunity to view all the job postings and they are quickly looking and moving…The ones that have been looking for a job for 9 months to a year*

and a half to 2 years that are on the job service, maybe they worked 2 months over here or 3 weeks over here. Those are the ones I don't even bother with.

If people come in and they apply and they put their information into the database here, it's because they're seeking benefits. They've been laid off. So, most of the time, the information is really outdated, the resumes are poor – they're looking like this for a job to keep their unemployment.

Other experiences that have reinforced these employers' perceptions include: 1) job applicants not returning calls or showing up for interviews, 2) declining job offers or 3) applying for jobs for which they are over or underqualified. Importantly, the structure of the UI program works against job seekers in the minds of many employers who believe the requirements of the program creates a culture of application without intention for employment. Interestingly, this topic was also brought up by job seekers (see Job Seekers' Views of LEX Job Seekers and Employers).

Beyond the issue of UI, each state had some unique employer perspectives. In Montana, employers acknowledged that the small population and other unique characteristics of their state (e.g. rural setting, low unemployment rates in areas) may be responsible for a lack of applicants. There is a sense that in rural areas all job seekers are using Job Service as it is viewed as one of the most effective locations to post and search for jobs. However, rural employers still struggle to find workers, especially for positions that require specific education or training (e.g. engineers, accountants, management). In the same way, some rural employers in Utah struggle to find skilled workers due to low unemployment rates or high costs of living. One employer outlined how housing and cost of living impacts their hiring practices,

I think that's one of the things that limits us bringing in skilled people, because it's a commitment to move here on lots of levels, but just living in this town is tough. I'm housing 1/3 of my employees. We've had school teachers that turn down offers because they can't afford to live here – housing is expensive.

During baseline, Utah employers acknowledged the difficulty of housing employment services at one-stops and stated that individuals coming into DWS are often *"a cross section of SES and desperation"* and *"are going through major life changes."* Thus, individuals utilizing DWS are a more at risk population who, if they had the skills needed to find and maintain employment, would not be using DWS to look for work. The TC-1 focus group participants discussed that DWS offers additional government assistance programs and that the website houses these other services. However, in comparison to baseline, there was not a prominent stereotype or negative connotation that job seekers on the site were all receiving public benefits.

Job Seeker Information: The quality of job seeker information available, resumes and presentation of skills is described as poor. This poor quality and presentation of information has added to employers' reluctance to search proactively for all levels of job seekers on the LEX and may also contribute to their perceptions. One of the main components identified as poor includes the site generated resumes.

Similar to baseline, the majority of employers who participated in focus groups did not know that the job seeker resumes viewed are auto-generated from information that the job seeker inputs during registration. There was an assumption that the resumes are created by the job seeker and the grammatical errors, blank fields, lack of references, and/or resumes with just names and phone numbers are due to the job seeker being uninterested in presenting themselves professionally or incapable of completing that information.

Employers described experiences of accessing resumes that were outdated (as old as 2008). They are confused by this and unsure if it means the job seeker is no longer looking for work (e.g. the resume should be inactive and is not), the job seeker has huge unexplained gaps in their employment history or they are already employed and not looking for work.

The resume is often used as a screening tool to assess a job seeker's soft skills, such as their ability to communicate effectively, pay attention to detail and present professionally. The perceptions being formed about job seekers because of these resumes damage the job seekers' image and their potential for finding work with the employer. In turn, this pattern damages perceptions in the community regarding the quality of the workforce available through the LEX. Employers discussed titling the information generated by registration differently, such as *"registration summary*," in hopes that a different label would create a different perception. Employers were frustrated to hear that not all job seekers understand that the system generates a resume from their registration info, and had *"A-ha"* moments, in which they remembered past miscommunications with job seekers.

Employers were asked, in general, what makes one resume stand out over others as someone you would like to interview or consider for a position. Employers responded that this differs from industry to industry, and also depends on the skill level for which they are recruiting. As one stated, *"If I were looking for IT, we'd go to what the applicant is looking for and certifications. If we're looking for entry level, we'll look at, not so much the objective, but the work history because past performance predicts future performance."* Essentially, education and certifications are important to employers recruiting for higher skilled positions, whereas past job retention is more important for entry level.

The majority of employers agreed that across the board, targeted resumes stand out. Job seekers who outline qualifications for the job by emphasizing the skill set required in their resume stand out (e.g. if the position requires a Master's degree, the job seeker highlights they have a Master's degree). In addition to this, employers noted work history and the ability to retain jobs as extremely important. They outlined that *"one year wonders"* and gaps in work history are concerning. Other elements that make resumes stand out include 1) correct spelling/grammar, 2) clean formatting/font, 3) including contact information, 4) including references, 5) emphasizing skills but not elaborating to the extent where the job seeker is *"sold"* for a job they are underqualified for, and 6) the ability to produce a cover letter if requested.

Overall, employers believe there is a lack of professionalism among job seekers in general. This opinion stemmed from their experiences with job seekers not coming prepared to interviews (e.g. underdressed, poor hygiene, do not have resume or are not prepared to fill out a W-4 or I-9), poorly created resumes (e.g. disorganized, poor spelling and grammar, missing information) and in a large

part, a lack of soft skills. Employers were asked what soft skills they most often found lacking in today's job applicant pool. They outlined the following:

- Social Skills (e.g. texting while waiting for an interview, making eye contact)
- Interviewing skills
- Communication skills (e.g. accepting feedback, asking questions, following directions)
- Intangible qualities (e.g. work ethic, honesty, dependability)
- Team work mentality
- Time management (e.g. showing up on time for work)

Overall, employers investing their time in pursuing job seekers were frustrated by this lack of soft skills and recommended that the respective agencies/websites do the following to mitigate these frustrations: 1) increase job seeker functionality so they may upload their own targeted and personalized resume, 2) provide job seekers more tools, such as spell check, to reduce errors, 3) provide education and/or training to job seekers about professionalism and soft skills, 4) Consider re-evaluating the UI structure and helping job seekers participate in other activities (e.g. job search classes, etc.) to reduce blanket applications, and 5) consider the image of jobs.mt.gov and jobs.ut.gov; increase marketing efforts to counteract these pervasive perceptions.

Signing In

Signing in is an important step to accessing job seekers and utilizing the websites. The TC-1 components included changes to employer sign-in options. Although many employers did not have comments about signing in, others provided helpful feedback on how the test components are facilitating their entrance to the website.

There were mixed opinions about the multiple methods available to sign-in. One employer stated, "*I love it now that it's got several options so you can log in with your DWS ID, you can log in through Facebook, you can log in with a lot of different venues and that makes it convenient, especially if you forget one of your log ins."* Other focus group participants expressed confusion and frustration about the usability of signing-in; explaining where to access the sign-in options is not intuitive as there are multiple options and the labeling of these access points does not always align with what the employer wants to do (e.g. I don't want to post a job, why would I click on 'employer post job' to sign in?). One employer summarized:

> *One of the things I noticed is it's not obvious where to sign-in. Once they changed it, it brings you up to this main page that's really geared towards the job seeker, which is fine, but once you click on employers, it should have a sign-in right there. I mean, if nobody's done it before, it's a little confusing as to where to sign-in.*

Along the same lines, employers reported that the Utah ID sign-in option creates confusion. Specifically, what exactly is their Utah ID? As one stated, "*For the state of Utah, I have 20 different numbers. I have a tax ID number, tax exemption number, state entity number, DWS number – number, number, number."* Essentially, employers do not understand what number, out of the many they have, the Utah ID sign-in option is requesting.

Overall, the majority of employers reported no issues accessing the website via different browsers. Some noted that all website functions are not compatible when signing in with outdated versions of Internet Explorer. Lastly, employers noted that they are able to sign onto the site utilizing mobile devices or tablets. However, the text "*shrinks"* or *"overlaps"* and doesn't fit to screen. Some of these employers recommended designing an app to address this issue.

Posting Jobs

Posting jobs, with the intention of securing employees, is one of the primary functions utilized on the LEX by employers. In Utah, most employers reported self-posting their positions to the state website: jobs.utah.gov. Similarly in Montana, unlike baseline focus group data, most employers reported self-posting their positions to the site: jobs.mt.gov. However, in the most rural area of Montana, none of the employers' participants self-posted jobs and relied on Montana Job Service workers to provide this service. Of these, several were unaware that self-posting was even possible. Ultimately, in Utah, the large and rural areas had representation from employers who self-post jobs. In Montana, the employer focus groups in larger cities had more representation from employers who self-post jobs.

The TC-1 included changes to posting functionality. Specifically, O*NET codes (or what employers often referred to as "*categories*") are no longer required to post jobs. The majority of employers reported that this "*simplifies"* and streamlines the process of posting as the previous categories were outdated and not all industries were represented. As one stated, "*Yeah, it is pretty darn easy. I feel like it got better. Back then, it had so many different things that it was asking for and it just seems really clean cut now."* Outliers reported they disliked that this feature was removed. In these scenarios, it was clear employers did not understand how the new system created matches without the O*NET codes and this was related to their frustrations with the TC-1s' matching function.

Overall, employers were satisfied with the functionality of opening, closing and copying positions. In the majority of groups, the copy feature was mentioned and emphasized as extremely helpful. With that in mind, employers provided recommendations for improving the posting functionality. First, employers would like the ability to "*sort"* and "*delete"* jobs from their jobs posted history. As one stated, *"If you go back and try to repost, when you go into closed jobs to re-open it, I don't even know how many pages there are. You can't sort it to find the most recent ones so now I have to go at least up to page 20 before I see recent jobs that we posted and you can't tell or see the job number."* Secondly, one noted that copied jobs should include all of the previous listings' information, including the job's location. Stating, "*When you hit 'create copy,' it defaults the user account's address as the work site location."* This address is not always the accurate location and either requires employers to adjust it or it is misleading to job seekers. Lastly, employers need more education regarding the copy function as in some focus groups employers were unaware that it was available. Focus group comments were overall reflective of online satisfaction surveys in this area, although online comments recommended including additional features: 1) *"previewing the posting before it goes live"* and 2) defaulting jobs to the top of the posted jobs list after employer edits.

Like job seekers, employers want to present their company and openings in the best possible light and are extremely aware of the image they portray through any medium. They expressed

frustration with their lack of ability to present themselves more professionally through formatting features and design such as having the ability to bold, underline, create paragraphs to organize their information, and the lack of ability to have the characters/space needed to present a fully formed job post. They view control over presentation as a method of adequately describing their job to the public and portraying their company image and culture.

Searching and Matching Candidates

As previously noted, with implementation of the TC-1 features, O*NET codes were removed and a matching feature was introduced on the website. The matching feature's aim is to facilitate the labor exchange by recommending to employers, job applicants who match qualifications in their job titles and descriptions. A large portion of dialogue in most of the groups surrounded this feature and overall frustration with the quality of matches provided. In general, most felt this function has been ineffective at facilitating the employers' process to find applicants on the exchange.

Interestingly, depending on the employers' industry and how they utilized the website, there were differences in how the searching/matching functions were utilized. Many employers just direct applicants to their company's site to apply. Sometimes, this is part of the employer's screening process (e.g. if they want the job, it's their responsibility to come to us) and/or it is associated with company guidelines (e.g. employers representing higher education HR departments do not view matches or recruit off of website referrals). Staffing/temp agencies were most familiar with the searching/matching feature and provided the most in-depth feedback on this topic.

In all of the employer focus groups (16), it was reported that the quality of both the system's generated matches and manual search matches was low, in conjunction with their satisfaction. Examples provided by employers summarize their experiences:

- *"I used to put in different things, like concrete, construction, forms. Because it's something and it seemed like it would search all of those things to find something more relevant. And now it seems like if I put in any of those things, anybody who has posted a resume in the last 50 years is coming up. Hundreds, you know. I made the mistake of putting "forms" in and then that brings up anybody that's been in auditing or anybody's that's been, you know, anywhere."*
- *"I've noticed that a lot of times I don't understand the search criteria, because I'll get lots of candidates that have nothing to do with the 'pump mechanic' that I'm advertising for. And they may be 'maintenance' or they may have the word 'pump' in the description, but…I want these kinds of phrases that would be used (pump mechanic) or found in a search rather than just a blanket resume search."*
- *"Half the time they have nothing in common with the job posting I just put up. It posts people that you think I might like, but really I am not interested in any of them because they're not even close."*
- *"There's a job I'm trying to fill right now for an SMT operator, and it's difficult to just post SMT operator because it says SMT machine operator and so I'm getting anyone who's resume says 'machine operator' on it."*
- *"I post for a professor and they give me a mechanic because it was a master's degree was required. He may have a master's degree, but it's in mechanics. How did that happen?"*

- *"I'll be looking for a welder and get an office manager. And I don't want an office manager."*
- *"I will say that I have to wait for it to say 'we've found matches' before I can post another job and I have seen the pop up with the top 3 people that might fit and I think 'seriously?' This person was a nurse and they want to be a landscaper?"*
- *"I'll be looking for a carpenter with framing experience and a nurse will come up."*
- *"I'm looking for a class A CDL driver and babysitting comes up. They're not even screening."*
- *"I have several ads placed on the website. I'll do the search on one ad and a search on another ad and it's the same applicants over and over whether they're qualified or not. I find that a little tedious to go through them when they're not qualified. It's time consuming."*
- *"We were posting under our managers and we had the same applicant come up every time who was a laundry attendant. For every job we posted, she would come up. We never got one search that seemed accurate. We eventually stopped searching because we never had any resumes match anything close."*

Considering these experiences, the majority of employers outlined that they did not understand how matches were determined now that they did not choose O*NET codes. This confusion and lack of education often played into the frustration exhibited. Although some employers suggested keywords were part of the process, it was evident that there was not an in-depth understanding across the board. In turn, employers responded to this frustration in the following ways: 1) they stopped using or decreased use of the website; 2) manually combed through matches, a cumbersome and time consuming process, or 3) tried to troubleshoot the keyword search, adjusting keywords or adding additional information, such as *"additional location"* to broaden or narrow searches. For the last stated method, employers noted that adjusting keywords or adding additional information produced matches that were still lacking in accuracy.

Employers outlined that they would like more control on how matches are identified by having additional search options. Specifically, employers would like to search by:

- Date of job seekers' last activity on LEX
- Bouillon keywords (e.g. chemical 'AND' engineer)
- Location (e.g. by zip code)
- Years of experience
- Skillset

Employers suggested these filters would increase the efficacy of the search process, provide quality matches and reduce frustration. Specifically, employers want to search by the job seekers' last activity because, as previously noted, they are sometimes matched to resumes that are outdated (e.g. last job listed was in 2008). It then becomes a guessing game for employers, who try to determine if job seekers are still actively looking for work or not. As one employer stated,

> *I had a negative experience because of that. I contacted an applicant that I saw through the Job Service. Emailed them and called them and the applicant returned my call and was very upset, wanting to know how I got their information, why I was contacting them, and the person felt as if I was a solicitor rather than a person seeking an applicant for a job. The person was very perturbed and I was frustrated.*

Employers repeatedly requested "bouillon search" functionality because it will help them target their searches by searching full phrases instead of individual words, as many employers reported the opposite is true with TC-1 components.

Lastly, employers suggested functionality ideas that would increase the respective site's usability. In the same way job seekers want to sort/manage their jobs, employers want to sort/manage potential applicants. Having the ability to save potential applicants in folders, such as 'favorites,' or select 'not interested' on resumes that are not quality matches and removing them from the search was recommended.

Brief Snapshot: TC-1 included brief snapshots of candidates that were recommended and "served-up" to employers on their homepage. In regards to this, employers were asked what 3-4 items of information would be most helpful for them to determine if they were interested in the recommended candidates and wished to look at their resumes. Depending on the employer's industry and what position they were hiring for often determined what information would be most useful. However, the most consistently requested information across focus groups included: 1) work history and time frames of employment (14), 2) current location (11), 3) education (10), and 4) licenses/certifications (10).

The majority of employers reported that including the length of time in conjunction with the work history is imperative as it provides information about the job seeker's ability to retain employment. Some employers want this information presented in a different format than listing the last job and length employed. One stated, *"I don't care what position I'm hiring for, but to prequalify somebody it'd be nice to see a quick review of how many jobs they've had in the last few years."*

A job seeker's current location allows an employer to determine if they are in the area and available for work. Depending on the level of job, wage, and geographic location of the employer, this becomes more important. For example, in Moab, employers noted that the cost of living is high. Many job seekers from outside the area cannot afford to relocate with the wages they are able to pay. For employers who are willing to recruit from outside their area, knowing the job seeker's current location can assist them to determine relocation costs. Importantly, it was noted that if "current location" was added to the brief snapshot and search/match criteria, there should be a clause or notification job seekers select that informs employers if they are willing to relocate. This ensures they do not discard applicants because their current location is not in the area. Other brief snapshot ideas stated more than once included: desired wage (6), specific skill set (5), previous wage (2), job objective statement (2), and date of job seeker's last activity on the site (2).

Social Media

Focus group participants talked about social media as a continually growing component of recruitment and advertising. The majority of employers actively utilize social media outlets but there is a wide variation in the type and frequency of use. The sites most commonly used include LinkedIn and Facebook. In addition, some employers in more urban areas are introducing advertising campaigns and recruitment methods byway of Twitter, Google or Instagram. Overall,

employers' goals for utilizing social media include: 1) to gain visibility by employees or the public *"liking"* their page, *"sharing posts"*, or becoming *"friends or connected"* on these sites, 2) to headhunt for higher level professionals, 3) to publicize or advertise jobs, 4) share company culture/values or 5) personally or professionally socialize/network.

Recruiting Job Applicants Using Social Media: Accessing social media as a recruitment tool was overall recognized as a way to recruit and hire in the 21st century. In general, although familiarity and past success utilizing social media differed, employers reported intent to continue utilizing or to increase their social media use. Some organizations and types of employers (e.g. government and universities) have policies regarding when a job seeker becomes an applicant and therefore, when their tracking process begins. This creates more work for human resource personnel and leads to concerns regarding legal ramifications of using social media to recruit. Of those who do access social media, LinkedIn is viewed as the most effective and professional social media service for recruitment. However, employers identify LinkedIn as catering to more professional or educated job seekers and would not be a site one would use to fill production or labor positions.

Some employers noted social media was not an effective method for them to recruit. This often had to do with their geographic location, as employers in more rural areas reported a smaller applicant pool on social media in their respective areas and were more likely to use social media for personal communications. In addition, rural employers were less likely to utilize multiple social media sites and vet job seekers by looking at their social media pages.

Lastly, some employers located in more urban locations are expanding their social media recruitment methods to include Twitter, Instagram or Google. As one explained:

> *We started an Instagram recruitment page last week. We've been using Twitter for about a month. We're pitching the hashtag "life at IHG", so we're encouraging our employees – things that are done at the office, office parties, office things like that – post everything with that hashtag and then anyone who's a random friend who sees your picture, who chooses to click on the hashtag, they'll see a whole string, a whole history of cool stuff we've been doing. Also, to get our people to follow us on Twitter, because you get people who are really active on Twitter, what we really want is for them to re-tweet. You're not going to get that many followers probably, but if you get one of those people who just has huge contacts, they just re-Tweet and all of the sudden you can get something going viral. So we post all our jobs – the very first way people can find out is through Twitter. We announce it on Twitter even before we send an email to our employees saying this job is open. The purpose of that is to try to build that 'I want to know first' kind of mentality.*

Vetting Potential Hires: The majority of employers shared how they have used social media to view potential employees to see if their personal appearance or online presence is a good match with the company's purpose or population. As one stated, "*I've actually not hired people because of what's on their Facebook. I generally look because you get an idea of the caliber of person they are by what pictures they post."* Some companies have strict policies against it and others are hesitant to use social media in this way for fear of being accused of discriminatory hiring practices because of the potential visibility of protected class information such as age, gender, race/ethnicity, etc. As one

employer stated, *"the risk associated with theoretically if I viewed their Facebook page, I could discriminate against them based on whatever criteria you want to throw out there."*

Linking Social Media to Company and Job Seeker Profiles: In the same way employers had different vetting practices, they also had different opinions on whether job seekers should have the option to link their social media pages to their profiles. Generally, employers were in favor of this option while others were hesitant about the implementation plan. For those in favor, they reported this option would streamline their process. Instead of doing a separate google search for the applicant, the social media links would be more easily accessed. For those who were hesitant, they noted the potential of discriminatory hiring practices. These same employers referenced privacy concerns and cautioned that linking social media should remain *"optional"* and that "*education"* and/or a disclaimer should be provided to job seekers before they are able to link their social media. As one stated,

> *If you do allow job seekers to link, then you definitely have to put a disclaimer that they have to agree to that it could affect their employment opportunities depending on who sees it. They need to know it before they put those links in because some people don't monitor and limit what they put on their Facebook page and there are a lot of things that pop up – even just their cover photo and it might be vulgar, even if they are set to private – everyone can see it. Educate, 'if you link your Facebook, then be aware that everything you put on it will be seen by an employer.' That may make them change their mind.*

In a less controversial topic, employers suggested that they too, should have this option. They hoped that by having this option they could increase the traffic and/or popularity of their social media pages while providing job seekers an opportunity to easily vet them and research company culture.

Help Features

Help features on any site help users navigate questions in a more seamless, time efficient manner. Employers were asked what they normally do if they need help on the LEX sites. The majority of employers tend to reach out to personal contacts at DWS or Job Service. The roles of these personal contacts vary, from branch managers to Work Development Specialists (WDS) to other agency employees. Employers noted that by asking for help from their personal contacts, they are ensured personalized assistance, which is extremely important to reducing frustrations. Conversely, employers who do not have personal contacts at the agencies were more likely to share frustrating experiences accessing help through the website. In these scenarios, employers have tried calling local or statewide numbers and reported that this is a lengthy process in which it is hard to access the right individual capable of assisting. As one stated, *"above the local level it's really difficult to even get the right department. Jobs.utah.gov is no different…you'd better have an hour on your hands to get the right place, you won't get it the first time."* In addition to this, some employers noted it is hard to even locate the correct number to call on the website.

There were differences in the likelihood of employers having personal contacts at the agencies depending on their geographical location. In Utah, employers in more rural areas were more likely

to personally know their WDS and either call or stop by the office for help. Conversely, in more urban locations employers were less likely to have these personal connections. Some were not even aware of the WDS or their role. Lastly, in general in Utah, there was limited awareness of the Statewide Employment Team (SET). In Montana, employers referenced Job Service employees as vital to their process and overall, had personal connections at the Job Service regardless of location.

Employers were asked their opinion on enhancing the website's help features. The majority responded positively to the addition of a live chat option. However, they noted that the efficacy and the likelihood that they would utilize this feature would be influenced by how immediate and personalized responses are, noting generic responses would be frustrating. There were also concerns about potential miscommunications, stemming from different levels of IT expertise between the user and helper. As one stated, *"Here's the thing I don't like about live chat – when you have a computer tech that's over there on the other side and you have someone like me that doesn't know much, they seriously don't know what I'm talking about, so for them they don't know why I don't get it."* Employers also responded positively to the addition of hover text that provides explanations throughout the website.

Overall, employers had varied experiences accessing help on the website. Of which, many did not access help on the website but rather from employees at their local agencies. Employer's noted that personalized help catered to their problem and getting help in an efficient, time sensitive manner as ideal. Employers also showed excitement about the potential of adding additional help features (e.g. live chat, hover text). In addition, they suggested the following: 1) Improve the FAQ section, 2) Increase the visibility of help numbers, ensuring the numbers are correct, and 3) Increase education/marketing efforts to employers surrounding resources available to assist them (e.g. WDS, SET Team, Bridge Program).

Employer Training and Other Website Services

Throughout the focus groups employers learned about the functionality of the website from the questions asked and from each other. This often led to conversation about employer training, as the efficacy of a website is often related to the ability of individuals to understand and utilize the features (usability). Employers were asked what they thought of the agencies providing training so employers could learn more about the features and functionality of the website. The majority of employers were in favor of this, but had different ideas about the best format to provide the training and communicate changes.

The majority of employers either identified or agreed with email as the primary method and best format to inform them of upcoming changes to the website. With that, a majority of employers noted that the email needs to come ahead of time, as a forewarning to the changes so they are not *"caught off guard,"* reducing frustration. Interestingly, some employers built on this idea and suggested adding a YouTube link within the email that informs them about the changes in addition to text, referencing the YouTube as a convenient communication avenue as you can watch it when you want. These same employers responded positively to the idea of having an explanatory video pop up after signing into the website to inform them of changes. Noting, they should have the option to bypass the video.

The majority of employers continued discussing a follow-up to the email. In more urban settings, a webinar or online learning was suggested as the best format to train employers on changes and for other trainings in general. They noted that the ability to do it at their preferred time, from their preferred location is of utmost importance for busy employers managing multiple responsibilities. Employers highlighted that the webinars/online trainings should display actual screens and walk them through actively using the system (live feed of system features they can view from their personal computer) in addition to ensuring a venue for questions (leaving time at the end, technology support, email questions). When comparing a webinar option to on-site job service trainings, employers identified the convenience of a webinar/online training as ideal, but identified that a strength of the on-site training is ongoing Q&As about features/functionality.

In more rural areas throughout Utah and Montana, employers were more interested in on-site trainings and in the most rural area of Montana, on-site training was noted as the best format to learn about website changes "*if there was interest."* Interestingly, the employers in this rural area did not post jobs on the system but had a job service worker do it on their behalf. These employers preferred this method; however they noted that if that is no longer an option, they would definitely need training (on-site). Of course this also suggests the need to thoroughly train the Job Service workers so they know how to take full advantage of the changes to the site and post jobs as effectively as possible.

Other Website Services: The respective websites contain other services that are available. Employers were asked, besides posting jobs and recruiting applicants on the website, what other services they knew about on the website. Employers could identify features such as: 1) UI data, 2) labor market information (LMI), 3) wage information for specific jobs/industries, 4) new hire reporting, and 5) public benefits in Utah (e.g. food stamps, FEP). While some employers were aware of these features, many do not use the website for anything other than posting a job or were not aware of other services.

Overall, employers reported limited use of these additional resources due to difficulties in finding the information on the website or preferring to get the same information elsewhere. They were asked how this information could be highlighted or improved and what other information they want. Employers reported the following:

- Labor Market Information for counties (e.g. LMI data is statewide, and often is not accurate for different geographical locations in the same state)
- Educational resource lists that connect employers to education either within or outside the site (e.g. fair hiring and avoiding discriminatory interview questions. What programs can I participate in to build my business? What are the labor laws?)
- Cost of living data for different geographical locations
- Link to Utah Employers' Council

Statistics: Employers were asked what statistics they might like to see, relative to their specific job postings, company profile and industry standards. In general, many employers did not understand

the intent of this question until provided examples. After examples were provided, the majority of employers reported the following statistics would be helpful:

1) How many job seekers viewed their job postings and how many of those job seekers went on to apply or link to their websites. As one employer explained, *"then you could find out how many people you're losing. You could start thinking, 'why am I losing those people?' Maybe I need to re-word and better position something."* Along the same lines, some employers reported they would like to see who viewed their profiles/job posts, in the same way they are able to do on LinkedIn.
2) Average wage for the position in their county, relative to the job posted/industry. Employers noted that although LMI information is available on the site, it is not always accurate for their area.
3) Demographic information about job seekers viewing their jobs/applying. As one employer stated, *"how many veterans, how many over the age of 55, how many college students – those are important numbers because the information I glean from that page tells me where I need to shift my focus, my messaging."*

Text Messages: Another potential feature the websites may offer in the future is text messaging. Employers were asked if they would be interested in this feature, what type of notices they'd like to receive, and how often they'd like to receive potential notices.

In general, employers did not want to receive notices via text messages, preferring receipt via email. Employers reported the following concerns in regards to text messaging: 1) privacy – (e.g. I don't feel comfortable providing my personal number on the website), 2) Who pays for it? As text messages use data allowances, would these text messages be charged to their data plans?, 3) Not all companies provide their employees cell phones (e.g. I'm not using my personal phone so this feature does not apply to us) and, 4) Accurate functionality (i.e. referencing fear of receiving inaccurate matches or notices they do not want).

Conversely, a few employers showed interest in this feature. If utilizing, employers want to personalize their notices, selecting what they want and when they want it. As one stated:

> *I can see where that would be valuable depending on who comes on the system - If you're seeking a certain type of licensed practitioner of some sort. If you've got that posted and then they come on the system, it'd be great to be notified right away because then you're going to be recruiting that person. Jump on it right away. If I get a text or email or some kind of lead, that takes priority. It makes a big difference to them if you're the first one to reach out."*

On this same point, employers suggested that the immediacy of texts is no different than the immediacy of email in the age of smartphones. Interestingly, although the majority of employers reported they would not personally utilize this feature, some suggested it would be a helpful feature for job seekers.

Comparing LEX to Other Online Job Boards

Focus group data for TC-1 was extremely consistent with baseline data in this area both Utah and Montana Employer online satisfaction surveys. In addition to posting on the state LEX, nearly all employers continue to use a wide range of other methods to locate potential employees. These methods included: career fairs, online job boards, colleges, LinkedIn, networking (word of mouth), Facebook/social media, temp/staffing agencies, radio, flyers, community events, newspapers, industry specific announcements (e.g. Chronicle of Higher Ed, Utah Non-Profits) and newspapers. The most often mentioned non-LEX recruitment method was online job boards. Interestingly, consistent with baseline, most employers in Montana who utilize Job Service workers to post positions on jobs.mt.gov also self-post job announcements on multiple other online job boards.

Employer focus group participants described a variety of thought processes they go through when deciding the best venue or venues for posting jobs. One of the primary factors considered by employers when deciding where to post particular jobs relates to the skill level required for each position. Typically, as the skill level/experience needed for a position increases, the less likely employers are to post on the state's LEX and the more likely they are to post on a fee based website. This is especially true when trying to cast the net beyond the state. Generally, employers believe that applicants needed to fill high level, specialized positions are not found on a state LEX thus they must use different, and sometimes more expensive, methods. For higher skilled positions, employers generally invest more time in actively recruiting and are willing to pay fees to utilize other methods. As one participant stated, *"It depends on the position. Let's say I'm hiring upper management, of course I'd have a wider search. If I'm looking for a secretary, I'd stay local. I'll use the local paper and maybe our website."* Another stated, *"The higher level positions merit the increase of fee you'd receive."* Lastly, another stated, *"We're more likely to get the skilled people off of a trade website and much more likely to get unskilled people on DWS."*

Rural employers have had more difficulty finding qualified applicants for a wide variety of positions. This was attributed to geography and having a limited pool of applicants with certain skill sets in rural areas. This was especially true in rural areas with low unemployment rates. In addition, in certain rural areas the cost of living is extremely high, and/or employers cannot pay competitive wages, which are driven up by local industries (e.g. oil). One participant stated,

> "*That's another thing – what kind of relocation package are you going to offer them and how much are you going to pay them to make it worth for them to move here and to live here. That's something we're faced with all the time – if there's a great mechanic from out of state, what's it going to cost us to get them here?*"

Another stated,

> *"We were hiring 5 years ago, we could hire a maintenance person for $12/hour and they did the snow removal and changed the oil. Now they're going to work for $20/hour. The oil field's starting people out at least $20-25/hour. It's hard, where you can't keep someone."*

Consistent with baseline, rural employers cast a wide net (e.g. online job boards, job specific sites, out-of-state newspapers) when attempting to access higher skilled applicants across their state and in different states. They use more traditional search methods locally, such as newspapers and the respective websites for entry level positions. In addition, networking or *"word of mouth"* continues to be relied upon to hire and recruit in these areas.

As noted above, 41% of Montana employers and 45% of Utah employers completing the online survey did not feel the state LEX was as good as other online job boards. Employer experiences with other online job boards provided important insights into how each state LEX can be supported and improved to encourage greater use. The strengths and limitations of the state LEX sites relative to other online job boards are described below (see Table 22).

Strengths

1) The state LEX is free. As previously mentioned, employers are willing to pay the cost associated with using other online job boards to search for hard to find job seekers. However, especially with smaller companies or government based employers, having a no-cost option is important to their bottom line.

2) Job posting functionality. Employers appreciate that the jobs they post on the website are immediately posted. In addition, they appreciate having a history of the jobs they posted from which they can locate previous postings to repost from and additional functionality: copying, unlimited posts (see Posting Jobs).

3) While it's described as both a blessing and a curse, there is a high volume of job seekers on the LEX. While quality is sometimes questioned, volume is not.

4) Employers appreciate that the websites recognize employers as friends of veterans and prioritizes applicants who are veterans.

5) Many employers expressed appreciation for the DWS/Job Service contacts who provide them assistance and help them navigate the site.

Limitations

1) Employers want more high quality design and formatting options. This includes the ability to create paragraphs, italicize, underline, bold, personalize with logos/pictures, provide links to company site/social media, pinpoint the work location on a map, and be unlimited in the length of their post. This would allow the job description to have the quality detail and appearance they desire. In addition, employers would like to have an option to include an equal employment opportunity (EEO) clause that may be selected and automatically attached to their posting, instead of having to write it in the text box. Others reported they would like to have a separate *"specific requirements"* area to outline job requirements separate from the job description. The ability to do this on other websites is correlated with those websites having a more overall professional appearance.

Table 22: State LEX Websites Compared to Other Online Job Boards

Strengths of LEX as compared to other job search websites
• Free to the public • High volume of applications • Sign-in is easy after your account is set up • Job posting functionality: like that jobs are posted immediately, ability to copy, and access to jobs posted history • Prioritizes veterans • Personalized help from DWS/Job Service employees
Limitations of LEX as compared to other job search websites
• Limited formatting/design options • Limited characters for job descriptions • Inaccurate searches/limited search functionality • Low quality matches • Usability (e.g. the LEX is hard to navigate) • Cannot view jobs live prior to posting • Hard to edit company's profile • High volume of applications does not equate to high quality applications • Other sites will push job postings to other sites; increasing the impact without increasing employer's efforts • Outdated and/or poorly written resumes • Cannot sort/rate candidates • Other sites have mobile apps • Site freezes or times out • Browser compatibility • Functionality of reviewing matches; scrolling is tedious • Perceptions of job seekers: UI, entry level, less willing to move for work

2) Improve employer functionality: Employers want to preview their job live prior to posting. This provides them the ability to edit or make changes without needing to delete and repost the job. In addition, they want to more easily edit their company's profile by making the option more visible.

3) More sophisticated search options: With the TC-1features, employers reported inaccurate searches/matches using the LEX. Other sites have more sophisticated options and employers have more control over their searches. Bouillon search features allow employers to search a combination of words or phrases which enables them to target their search and get more accurate results.

4) Low quality matches (see Matching and Identifying Candidates). Employers reported that there are a variety/high volume of job candidates on the site but finding a qualified candidate is a cumbersome process.

5) Other websites allow you to post the job once and it is pushed out to multiple other sites. It is seen as a good investment of employers' time because they cast a wide net without the extra time it takes to post the job individually on each site.

6) Job seekers have the ability to enhance their profile and upload resumes on other sites, which influences employers' perceptions of their professionalism. Allowing job seekers the option to upload a personalized resume, include a job objective statement, and certifications/trainings was recommended. Allowing job seekers these options was correlated with the website having professional job seekers.

7) Outdated resumes: Employers want to search by/or see on the job seeker's profile/resume when their last activity on the site was (see Searching and Matching Candidates).

8) Other sites, such as Careerbuilder.com, have a renewal button on job postings. This allows jobs to be thrust back to the top of the list, without an employer closing and re-opening a position due to a concern that it is not visible to job seekers.

9) Other sites, such as Indeed.com, provide tools to track and sort applicants. Employers appreciate being able to keep notes on applicants (i.e. applicant log), select not interested and not see the candidate again, or save them to a favorites file. Other sites allow employers to rate candidates (e.g. one to five stars).

10) Other sites, such as Indeed.com, have mobile apps. As one employer stated, *"the next wave of job seekers that I'm looking for don't actually sit at computers. They mostly just use their phone. So it needs to be responsive in a way, at least a mobile website where they can actually enter their information and surf businesses from the phone."*

10) On the LEX, employers expressed a dislike of how the scrolling feature works when looking at applicants. You have to click through each applicant, scroll through the page and then scroll to the top of the page to move to the next seeker.

Improving the LEX – Employer Conclusion

In summary, the comments of employers in the focus groups reflect both the strengths and challenges of involvement with the LEX, DWS, and Job Service as a whole. The comments support employers' decreased satisfaction scores with round one's test components compared to baseline and add some details to the areas where future improvements might be made. Specifically, in the following most prominent areas:

- Inaccurate searches and limited functionality to sort and manage applicants
- Low-quality matches
- Limited functionality surrounding job posting, formatting and editing profiles
- Low-quality information and design on job seekers profiles and resumes
- Managing the image: UI, entry level

In both Utah and Montana, employers indicated that one of the greatest challenges for DWS and Montana Job Service is managing their image. Employers who use the system continually suggested the stigma that's attached to the website is alive and well. Historically, in both states, DWS and Job Service have been linked and interacted with those receiving UI. While their current role with UI is to provide a forum for unemployed job seekers to look for work, the frustrations and stigma attached to UI continue to plague their image in the community.

To counteract the negative image, employers expressed a desire to have a DWS and Job Service employee more involved in the employer community. This was seen as both a resource to employers and as a way of *"marketing"* the services available through employer focused networking and community organizations (e.g. Lyons, Kiwanis, BEAR, Chamber of Commerce, JSEC). The employers who were present for this round of focus groups are already engaged with DWS or Job Service on some level and therefore have some connection to these agencies that prompts future engagement with services. Their perspective is that DWS and Job Service have difficulty with their reputations among other employers due to their low visibility in the community. Although DWS and Job Service have policies prohibiting them from competing with private industry, they could still engage more with the community, providing education about available services. This in turn could lead to employers finding more highly qualified job seekers in the state LEX.

While employers have had experiences with job seekers that support the perceptions or stereotypes they hold, they also strongly believe there is an image issue that prohibits other employers from using the site and discourages job seekers from looking on the site. Repeatedly, employers expressed that DWS and Job Service need to do outreach, promotion and marketing to shift the misperceptions about their agencies so that the volume of employers and job seekers increase. This benefits all industries using DWS or Montana Job Service as a recruitment tool.

MONTANA JOB SERVICE WORKERS SURVEY

Montana Job Service workers interact directly with both job seekers and employers as they navigate the jobs.mt.gov website. From these interactions, Job Service workers have a wealth of experiences that provides important detail about the usability and functionality of the LEX for both job seekers and employers. This group of workers (N=225) were asked to provide feedback using an online survey regarding their perceptions of jobs.mt.gov, problems encountered on the site, and suggestions for modifying/improving the website to better serve both employers and job seekers. The Job Service survey was not included during the baseline evaluation; however, it was included with TC-1 as a continuation of data from baseline Job Service focus groups.

Findings

The online survey was conducted in August 2014; about six months after the first round of test components were implemented on jobs.mt.gov. There were 168 Job Service workers who responded to the survey, a 74.7% response rate. On average, respondents had been employed by the Job Service about 10 years, while on average they had been in their current positions for almost 7 years. Respondents represented a variety of Job Service offices across the State of Montana, as Job

Service workers in every office were invited to participate. Workers were asked to self-identify the size of their office compared to other Job Service offices as small (37.8%), medium (23%), or large (39.3%). While many responses were consistent across all offices, there were some differences by office size. These differences will be noted as appropriate. The complete set of findings for this survey can be found in Attachment 10.

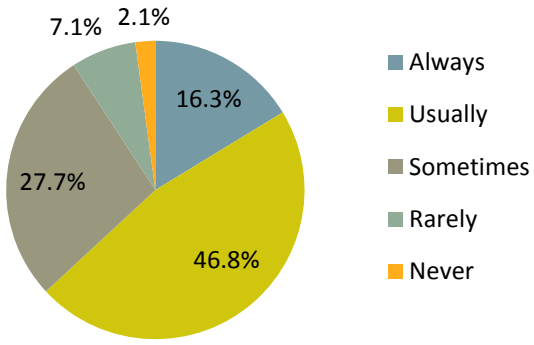
Employers

Job Service workers were asked about their experiences working with employers and in regards to employer perceptions on the following: 1) jobs.mt.gov compared to other sites 2) posting and managing job orders, 3) searching/matching, 4) job seeker resumes, 5) frequently asked questions, 6) job seekers utilizing jobs.mt.gov, and 7) service/feature recommendations.

When asking Job Service workers about employer views, only (8.7%) believed employers viewed jobs.mt.gov as superior to other options, whereas others felt it was either the same (13.4%) or not as good as (29.5%) other sites. Interestingly, though Job Service workers typically interface with employers, most participants (48.3%) reported they were not sure how employers felt about jobs.mt.gov in comparison to other online websites for finding potential employees. In addition, of those that considered their office to be small, (65%) said they "don't know" how employers view jobs.mt.gov fit relative to other job posting sites.

The majority of job service workers reported engaging with employers and educating them about the website using a variety of methods, most commonly via personal interaction through calls or office walk-ins (60.7%). There were, however, slight nuances in methods of engagement dependent on office size. Workers from medium size offices are significantly less likely to engage with employers through community events; and workers from large offices are significantly less likely to engage with employers through calling them or going to the employer's place of work. As seen in Figure 38, Job Service workers also rated their success in helping employers solve problems encountered on the website. The majority of workers (63.1%) reported they were usually or always able to help in these situations.

Figure 38: Job Service Worker Rate of Solved Employer Problems



Job Service workers were asked if employers found it easy to post jobs on jobs.mt.gov. Again, many did not know (43.7%), and the rest were split, with 24.6% responding it is easy and 31.7% responding it is not. Of those who reported posting jobs is not easy for employers, struggles centered on:

- The log-in and account set up process
- Managing posts and receiving adequate help when needed
- Issues related to the content of job orders
- Dissatisfaction with the candidates matched to job orders

According to respondents, dissatisfaction with matches plays a large role in dissuading employers to self-post positions. Employers are struggling to get matched with quality job seekers without assistance from Job Service workers (when self-posting), and learning how to effectively utilize the system independently is complex and time consuming. This has reinforced a common pattern in Montana in which some workers and employers display a preference for Job Service staff to post jobs on behalf of employers. One Job Service worker stated:

> *They prefer to have us post them in the local office as we understand the database system and how it is 'supposed' to work and it saves them not only time, but many times we also collect their applications/resumes for them. They like the convenience of us handling all of that for them. That is what sets us apart from other online employment entities.*

This theme is consistent with baseline Job Service focus groups, in which the similar questions and concerns regarding creating successful matches in relation to job posting were discussed. Online surveys revealed that many Job Service workers believe a large part of the matching issues are attributed to a lack of education about how the system works. As one stated:

> *Information entered is often incomplete. They are not given enough information about what should be added to the fields and what effect the information will have on searching that position. Employers are able to open a job order without completing the field we, as staff, are required to complete. Employers are then frustrated about how their information is showing up online.*

Strongly related to issues with matching, barriers currently exist for Job Service workers when teaching employers how to self-post job orders. Common barriers reported were:

- Worker's lack of education/training on the employer's system
- Log-in issues for employers
- Inability to see what employers see when troubleshooting
- Employer's lack of education about how the system works
- Employer's lack of education about what should be included in job orders
- Posting jobs is a lengthy process and this deters employers from doing it independently

Overall, in order to increase the number of employers who post independently, Job Service workers generally felt they specifically need to provide more education about how the system creates matches and what information to include in job postings, as noted above. As one respondent put it, *"I think there should be detailed instructions on how the system uses the information entered to search for applicants so the employer can maximize their chances of getting a qualified applicant."* It was recommended that the following support methods be incorporated to mitigate this issue:

- Tutorials and tech support
- Step-by-step assistance
- Better help options like troubleshooting support, on-screen tools, and visual guides
- Specific tips for what to include and exclude from postings

In addition, Job Service workers were asked what types of problems are most difficult to resolve in a timely manner when assisting employers. They reported the following:

- Sign-in/registration issues (e.g. FEIN verification, multiple sign-ins for one account, passwords)
- Job posting issues in relation to searching/matching
- Providing adequate help to employers with limited information (e.g. Workers cannot see what employer see, which makes it hard to assist them on the phone. Some workers feel they did not receive adequate training to provide assistance)
- Issues that are out of their control (e.g. programming flaws, browser compatibility and network issues)

When asked about other barriers employers encounter in general, workers most commonly reported continued frustration with the searching/matching feature. Oddly, however, the majority of Job Service workers (60.5%) reported they do not know if employers who post jobs on jobs.mt.gov utilize the job matching feature, whereas only 27% reported they do not. Of those who reported employers do not use the matching feature, they suggested the following reasons why they don't: 1) lack of education, 2) low quality of matches, 3) cumbersome and time consuming process, or 4) employers vet job seekers by requiring job seekers to contact them. The following quotes summarize these major themes:

> *Mostly employers tell me that when they look at resumes online the result is: 1) there were few or no candidates found or 2) the people referred did not seem to be relevant or qualified to the job posted. I've never heard of an employer who posted a job, reviewed the resumes that MWorks found and then contacted that person and made a successful hire.*
>
> *I think they try, but find it non-productive because: 1) the job order is poorly written, 2) they haven't specified required qualifications, 3) the job seekers' profiles are very scant and don't offer much information. Poorly written job orders and poor job seeker registrations equal poor return on effort.*

Job Service respondents were asked if employers were influenced, either for or against a job seeker, by the resumes they access online that are generated from job seeker registration information. Again, over half (59.7%) reported they did not know if employers were influenced by the resumes, whereas 33.8% believed resumes do influence employers. Only 6.5% felt employers were not impacted by the auto-generated resumes. Those who reported employers were impacted by the resumes, outlined the impact is negative and working against the job seeker. Some of the reasons for this were:

- Generic formatting does not allow the job seeker to stand out or highlight strengths
- Looks unprofessional
- Does not include information for employers pertinent to hiring

Overall, employer perceptions about job seekers tend to correlate with the quality of their resume. Problems with resumes being unformatted, incomplete, or unprofessional reflect poorly on the job seeker rather than the system. As one worker stated:

> *I feel that most of the resumes do not accurately reflect the skills and accomplishments of the job seeker. I feel that the format of the jobs.mt.gov resume is extremely basic and very unimpressive. I think that if put up against an applicant with a custom resume, the employer*

would choose the custom resume over the generic resume our system creates. I think it would be best to allow the seeker to upload their personal resume.

A few responses suggested a *"garbage in, garbage out"* concept in reference to the automated resumes, though this was not representative of the group as a whole.

Another important element that impacts employers' use of the jobs.mt.gov is stereotypes and perceptions surrounding job seekers who utilize the site. Job Service workers were asked in general, how they thought most employers perceive job seekers registered on jobs.mt.gov. Half (50%) of the respondents felt that employers believe the site simply houses job seekers on UI and 44% felt they believe it houses mostly low-skilled workers. Only 39.9% reported employers believing the site houses a pool of candidates appropriate for a wide range of positions (e.g. entry level through professional). These perceptions are reinforced by poor search results, which leads employers to think qualified candidates do not exist on the site and notably, the overall perception that job seekers on the site are entry-level, low-skilled workers who apply for jobs simply to meet the UI requirements. As one respondent stated, *"several employers have been surprised when I explain we have a huge range of skilled people in our database, from daycare/cashier type skill level to masters and doctorate level seekers."*

In addition, there were slight nuances in employer perceptions dependent on office size. Those from large offices were less likely to believe that employers viewed job seekers on jobs.mt.gov as qualified for a wide range of positions and those from small offices were more likely to believe that employers viewed job seekers on jobs.mt.gov as likely new to the workforce.

Employer Overall: To mitigate the impact of some employer frustrations with the site, respondents outlined different services or features employers would like to see added. The majority recommended the following:

- Increased functionality for searching/matching (e.g. searching by location, skill set, type of driver's license, and education)
- Increased resume functionality (e.g. allow job seekers to upload resumes)

In addition, respondents provided suggestions from their own perspectives, in regards to the Job Service and its interaction with employers. The most common suggestion was to increase training for Job Service employees. Many respondents want training on how to educate employers about jobs.mt.gov (e.g. how to write better job descriptions) and all of the services offered through the job service. There were many recommendations about what format these trainings should be provided including: PowerPoints, videos, classes, seminars, webinars, and one-on-one direction. In conjunction with this, respondents also suggested increasing marketing efforts for jobs.mt.gov thorough different venues, such as job fairs, flyers and other media, which they believe may assist with the education process and engage more employers.

Lastly, a high proportion of respondents selected *"don't know"* to various questions above, specific to employers. This was intriguing although no specific theme or trend in regards to office size was identified. There was a lower percentage of *"don't know"* responses for job seeker specific questions. This suggests, in conjunction with open-ended question feedback, that Job Service workers are more familiar with the job seeker system than the employer system. Interestingly, this

may be related to the increase of web based job orders and the decrease of worker mediated job orders (see Montana Job Orders by Mode of Entry).

Job Seekers

Job Service workers were also asked questions about their experiences working with job seekers and in regards to job seekers' perceptions on the following: 1) jobs.mt.gov compared to other sites, 2) signing on/registration, 3) job searching/matching, 4) auto-generated resumes, 5) frequently asked questions, 6) job seekers utilizing jobs.mt.gov, and 7) service/feature recommendations.

In comparing jobs.mt.gov to other online job boards, many respondents once again, reported they were not sure how job seekers feel jobs.mt.gov stacks up (33.6%). Just over a quarter (27.3%) reported job seekers view it as better than other sites, 14.7% reported it's the same as other sites, and about a quarter (24.5%) view it as worse than other sites (e.g. Indeed.com, Monster.com, Montanahelpwanted.com, etc.). Of those who reported it's worse than, the following features/functions were reported as missing on jobs.mt.gov that are available on other sites:

- Resume functionality (e.g. ability to upload/personalize/customize resumes)
- Job search functionality (e.g. other sites have more categories and produce better matches)
- Usability (e.g. it's easier on other sites to input and update information)

Similarly, respondents reported job seekers frequently struggle with navigating the site and locating different features or they struggle with finding appropriate jobs (42.1%). When navigating the site, job seekers struggle with usability issues surrounding: 1) logging in and registering (e.g. remembering passwords), 2) finding the log out button, 3) locating the menu/menu options, and 4) editing their profile/resume. As one stated, *"outlines on function buttons and 'click here' statements are non-existent, the seekers are continually lost on how to use the search, profile, and main menu as there are no instructions or guides."* When searching for jobs, respondents reported seekers need more education on how the searching/matching feature functions. As one stated, *"the keywords they are using are too specific; 'concrete form setter full-time' as opposed to 'concrete.'* In addition, seekers need more options to search by (e.g. location, skills, schedule or wages).

Along the same line, respondents were asked what differences (if any) they have noticed in how well job seekers are able to navigate jobs.mt.gov after the TC-1 test components were implemented as compared to baseline. Overall, respondents noticed a lot of frustration from job seekers regarding the test system. However, they continued to note that these frustrations have reduced over time as job seekers become more familiar and comfortable with the new system.

Frustrations related to the transition process may also be related to computer literacy. A majority of Job Service workers did not agree that "most job seekers are comfortable using a computer to job search." Struggles with computer literacy, is the most common job seeker problem Job Service workers encounter (e.g. typing, basic computer functions and features, navigating the internet). Interestingly, respondents reported a lack of computer literacy is more prevalent in rural areas. As one person stated,

> *"Many of our rural residents don't have access to the internet and there are an abundance of people that don't know how to use the computer. They don't even know how to use a mouse.*

They give up on trying to register or search online because it's totally frustrating to them. In fact, many don't even have email. They ask if we will mail job information to them. When people have this level of difficulty, they simply need staff to assist them in their entire job search. Self-service is definitely NOT appropriate for all people. In fact, the hardest to serve need our help the most."

As in Utah, Job Service workers come in contact with a very small portion of all LEX users. It has been noted that those entering the Job Service office are more likely to have less education and struggle with computer skills. And workers are right that job seekers with these challenges need the most help. It is just important to understand that this group of *"hardest to serve"* or *"need the most help," is* a small group not reflective of the general LEX user population.

The most frequent complaint or frustration job seekers have in regards to the registration process is the amount of time required to register. Most seekers would like to search for jobs rather than spend their time registering, so they often skip portions of the registration, which can add to the problem of receiving poor job matches. Some job seekers also voice concern about information they were required to enter, such as their social security number. Another major complaint is that registration information does not always save and often needs to be re-entered multiple times before the system will save it. A few workers also noticed that job seekers don't always understand what the registration is asking for (e.g. objective/goal statement).

Auto-generated resumes are directly connected to job seeker registration information. Notably, respondents reported almost half (49.7%) of job seekers do not know their registration information is utilized to create an auto-generated resume which is viewed by employers. As one stated*:*

Most of the users I have spoken to recently are disappointed in the resume that the system generates. I'll say it again, it should not even be called a resume. It's now a disservice, and makes the agency and website look bad.

Respondents want greater functionality surrounding their resumes, and would rather be able to customize their own resume than use the system-generated *"resume."* One respondent reported, "*One patron suggested that we should implement a process in which a resume could be downloaded and 'scanned' to pull pertinent information from the resume to populate their profile."* This is not surprising, as the desire to upload resumes has been consistently reported.

Importantly, this was also related to searching/matching. Although 54.9% of respondents reported job seekers were able to find jobs on the site that meet their skills and abilities. 25.4% did not feel this was true and 19.7% were unsure. Some respondents stated that this is due to poor search results with low quality matches, rather than missing jobs.

Conversely, others noted there are in fact missing jobs. Most respondents outlined that professional, higher-skilled, or *"white collar"* jobs are rarely on jobs.mt.gov. As one stated:

I think a lot of higher wage/mid-level jobs are missing from our website. We still see those job seekers if they are on unemployment, but otherwise I think they often use other resources to find positions. We also have very few IT-type jobs. Most of what we have posted is labor, housekeeping, CAN, administrative assistant (low-level) type work. Even for an experienced

administrative assistant, there is little available because much of what we have posted is in the $10-12/hour range, which they consider entry level.

This potentially may be related to common stereotypes or perceptions about the types of job seekers who are registered on jobs.mt.gov. Interestingly, 41.5% of Job Service Workers reported that even job seekers themselves believe that most job seekers on the site are: lower-skilled, receiving unemployment insurance or on other public assistant. However, there were several workers who emphasized that they do not hold these perceptions, differentiating between community perceptions and stereotypes versus their experiences. As one stated, *"In 15-years of working at the Job Service, I have seen a more professional seeker take over as the 'typical' seeker. However, the average person seems to think that most people looking for work* (on the site) *are uneducated, homeless, and needy people."* Other respondents reported stereotypes do not exist (29.6%) while again, a large portion said they don't know (28.9%).

Job Seeker Overall: In order to mitigate job seeker frustration and improve the efficacy of the website, Job Service workers continually emphasized: increasing resume functionality (e.g. upload), improving search/match usability and functionality as well as increasing help features (e.g. help text) and education to job seekers.

Similar to employers, yet less often, respondents selected *"don't know"* to various questions above. This was intriguing although no specific theme or trend (e.g. office size) was identified in relation to this proportion.

UTAH'S DWS WORKER SURVEYS

Workforce Development Specialist and SET (Employers) Input

All DWS Workforce Development Specialists (WDS) were invited to participate in a short, online survey to gather their opinions about the functioning of the jobs.utah.gov website and the effectiveness of the website in serving the employer customers of DWS. The survey was available to all participants in August, 2014. Similarly, the Statewide Employment Team (SET) works with employers by phone providing help for website questions. The fact that SET staff work almost exclusively with people who are having problems should be kept in mind as the context for SET responses to the survey questions. These workers (N=6) were asked to provide feedback in the same manner on many overlapping topics. All SET workers participated in the survey. Results will be incorporated below.

Of 19 WDS workers who were invited to participate, 17 individuals responded, an 89% response rate. All service areas were represented in the results. While respondents averaged about 15 years of employment with DWS, they only averaged a little over 3 years as a WDS worker.

Findings: The 17 WDS participants provided a wide range of ideas and perspectives in their responses. Quantitative results of this survey are presented in Attachment 11 and responses to open-ended questions are summarized below.

Respondents were first asked whether or not employers find it easy to post jobs on jobs.utah.gov. In contrast to WDS baseline reporting, in which a majority (52.9%) reported employers do not find

this process easy, respondents reported a majority (77.8%) of employers *do* find this process easy. WDS respondents also reported that since the first round of test components went into effect, the number of employers posting their own jobs has either increased a little or a great deal (72.3%). Conversely, 100% of the State Employment Team (SET) workers reported that employers *do not* find it easy to post jobs. SET workers also reported that the number of employers posting their own job has not really changed or decreased a little (83.3%). The difference in answers here is not surprising given the context of the SET job duties.

When asked what makes posting difficult, the most common responses were: 1) employers dislike the character count restriction on job descriptions. It was suggested that there be additional characters; 2) employers cannot specify the type of driver's license endorsement (e.g. no A, B, C, or D option); and 3) some employers wish to leave the age requirement out of their job description, as well as the wage information. Most employers have internal policies that do not allow them to post the wage and do not want wage to be a determining factor in employment. This lack of information, however, is a deterrent to most job seekers who are looking for a specific wage range.

Similar to baseline, when WDS workers are teaching employers how to post jobs, the number one issue encountered is the log-in/registration process. This is also true with the SET team. Acronyms, such as FEIN, are not explained and the actual FEIN numbers are often hard for employers to locate. If employers have created an account as a job seeker, it interferes with creating an employer account. Likewise, if a company has multiple employees posting jobs, they experience issues with logging in and do not know how to create multiple log-ins for the same company account. Log-in issues are also one of the most common reasons why employers call DWS for help and one of the most time-consuming issues for WDS workers to address.

In addition to registration/log-in issues, respondents reported a variety of other issues employers encounter throughout the process of posting jobs:

- WDS workers find it hard to teach them how to write a quality job posting that will produce more applicants. Employers also often overlook the "add detail" button to specify qualifications or cannot find a previously posted job to edit and re-post easily.
- Some employers express they have limited time to post jobs and wish DWS would post for them. Many reports from WDS workers made it unclear if mediated services are explained and offered to employers or even utilized.
- At times, internet access and browser compatibility causes problems for employers who are trying to access jobs.utah.gov. This was the number one issue reported by SET respondents.
- Some industries, such as food or retail, have to post jobs on their own time since they do not have computer setups or internet at their workplace.

In addition, WDS workers discussed issues that make it hard for them to assist employers with the process of posting jobs. First, employer comfort levels with the test system vary and WDS workers often feel it is hard to explain the rationales behind TC-1 changes. Secondly, WDS workers struggle to find a location within the DWS office conducive to teaching employers how to post jobs. A more private location would be preferable to public spaces which are often busy and full of distractions.

Importantly, WDS are usually or always (88.9%) able to help employers resolve these issues, typically engaging through community events, attending community business events or responding to calls or walk-ins. Similarly, 100% of SET respondents are usually able to help resolve employer issues.

WDS and SET workers also receive reports that employers do not like to use jobs.utah.gov. Some of the main reasons why employers do not post on jobs.utah.gov or issues they face when using the site are: time, stereotypes surrounding job seekers, underqualified applicants and poor matches. WDS respondents reported employers often anticipate that job posting will take a long time or that the site will be difficult to navigate; and many believe that only low-skilled workers (77.8%) or individuals receiving unemployment insurance (72.2%) seek for jobs on the site. This was supported by SET respondents, as 100% reported employers do not use the job matching feature, prefer other sites for finding potential candidates, and do not believe they can access job seekers with a wide range of skills and abilities on jobs.utah.gov. Similarly, 61.1% of WDS respondents reported employers believe they cannot access job seekers with a wide range of skills and abilities on the site.

WDS and SET respondents were asked if resumes generated by jobs.utah.gov from job seeker registration information influence an employer, either for or against a job seeker. Most (WDS-66.7%, SET-83.8%) believed the generated resumes influence employers, while the rest were unsure. Most WDS workers do not feel that employers actually understand how the resumes are generated and believe employers would change their perceptions if they were educated properly on the process. Respondents reported employers like to use resumes to determine the location of the applicant, learn about their previous experiences, and view their knowledge of professional formatting to determine if the candidate will be a good match. Often the generated resume does not present as being professional. Then, the search produces unrelated matches, leaving employers to believe that there are few qualified candidates on jobs.utah.gov.

WDS and SET respondents were asked to make suggestions to improve the interactions between employers and DWS. They suggested the following:

- Increase marketing and education efforts: Most WDS workers feel that it is not public knowledge that jobs.utah.gov is a place for job seekers to find jobs and for employers to post jobs. It was suggested that more emphasis be placed on advertising DWS's services. This could include an increased presence and appearance at job fairs, public advertisements (billboards, buses, magazines, etc.), and involvement in county and city government and professional associations.
- Increase communication between departments within the agency: Most SET workers feel that when they pass on information to other departments, there is no response or no communication about changes to the system. One stated, "*We send up issues to the UWORKS team without any response or if they do implement a change, we don't know about it until it has been in place…. When we send up the employers' concerns, it seems to fall on deaf ears and we have to try to appease the employers."*

Most WDS workers (88.9%) also work with job seekers and have noticed that improvements also need to be made on that side of the system. Like employers, job seekers would like quality matches

and wish they could narrow down their own searches. Employers do not always list enough information in the job description regarding how to apply for a job, wages, or company information. This leads some job seekers to use other employment sites or to avoid applying for jobs that may actually be good matches. Job seekers are also not always able to adequately represent themselves through resumes and profile description due to the website's limitations.

DWS Connection Team and SET Survey (Job Seeker Portion)

Connection Teams work directly with customers as they seek employment and navigate many parts of the jobs.utah.gov website. They have a wealth of experience that provides rich detail about the usability of the website and the frustrations they commonly address with job seekers. This group of workers (N = 129) were asked to provide feedback using an online survey. Survey questions focused on perceptions of jobs.utah.gov, problems job seekers encounter and suggestions for modifying/improving the website so it better serves the population of job seekers with whom they interact daily. Similarly, the Statewide Employment Team (SET) works with job seekers by phone. Again, SET workers respond to questions from those who are having problems using the website. These workers (N=6) were asked to provide feedback in the same manner on many overlapping topics. Results will be incorporated where appropriate.

Before presenting feedback from the Connection Team, it is important to remember that these workers almost exclusively interact with job seekers in the Job Connection Room (JCR) inside a DWS office. TC-1 satisfaction surveys revealed that job seekers seeking assistance in state offices had significantly lower levels of education, were less comfortable using a computer and were more likely to be unemployed. This is supported by Connection Team surveys responses, in which many workers reported that most jobs seekers are *not* comfortable or knowledgeable in using the computer to job search. Additionally, since most job seeker respondents (75%) indicated they primarily access jobs.utah.gov from home, it is understandable that the perspective of the Connection Team primarily reflects the needs of job seekers who access the website from the JCR. This is a small and unique portion of the job seeker population in Utah and most likely those most in need of assistance and resources for accessing and using jobs.utah.gov effectively. This is the context from which data from the Connection Teams will be analyzed.

Findings: The survey was conducted in August 2014; about 9 months after the first round of test components were introduced on the website. There were 129 Connection Team workers who responded to the survey, a 93% response rate. More than one person from each service area participated in the study. The average length of time Connection Team members were employed by DWS was 7.86 years (median=5) while the average length of time in their current position was about 3 years (median=1).

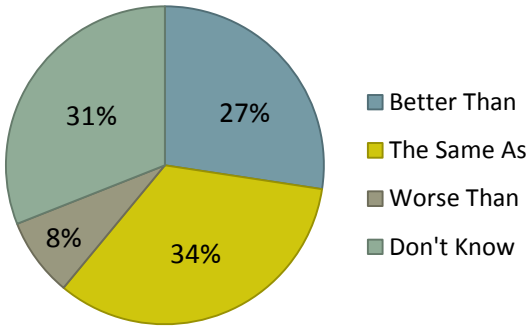
Connection Team members were asked to give their perspective on several different areas regarding the DWS website and job seekers using the site including: 1) test and current systems for job seekers, 2) challenges using jobs.utah.gov, 3) experiences working with job seekers, 4) experiences working with the resume builder tool, and 5) experiences with employers. Throughout this analysis, Connection Team members' opinions about both systems (current and test) will be interwoven and differences will be highlighted.

One of the most notable aspects with TC-1 was the addition of a job seeker test system. With this, Connection Team members interfaced with two different systems while assisting job seekers. One important aspect of working with two systems is how quickly one can recognize the difference between the two, and adjust help accordingly. The majority of Connection Team members reported they could recognize what system the job seekers were using either immediately (61.1%) or after helping for a while (26.5%). Only 12.4% reported they could not identify which system the job seeker was using. Since SET workers only speak with the user on it phone it is understandable that only 16.7% reported they recognize the system immediately while 83.3% recognize it after helping for a while. Connection Team members were asked to highlight the differences they observed between the systems and experiences of customers using the test system compared to the current system. Observations included:

- Resume functionality (e.g. resume builder, skills list for registration) (21)
- Customers more familiar/comfortable or have preference for current system functions (9)
- Customers prefer test system functionality/think aspects are easier (8)
- Searching/matching functionality (e.g. Advance job search) (7)
- Style/feel (e.g. Profiles different, icons)(5)
- No difference (5)

Similarly, SET respondents observed the searching/matching functionality differed, specifically noting *"those in the test system do not have the advanced search option and we get more complaints/frustration regarding the job search."* These respondents also noted that in the current system, job seekers are not able to view jobs if their skills listed do not meet job qualifications, whereas in the test system, job seekers may view any job post.

Figure 39: DWS Current System Relative to Other Job Search Sites



As shown in Figure 39, most Connection Team members view the current system as better than or the same as other job search websites. SET respondents most often stated the system was the same as (66.7%) other job boards. Those who felt it was "worse than" other sites were asked to identify features that could be improved or are missing from jobs.utah.gov. Ideas included:

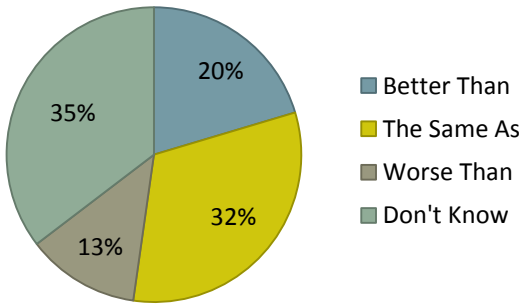
- Resume functionality (7) (e.g. ability to upload, download, format, edit)
- Functionality better on other sites (4) (e.g. Searching/matching, sign on)
- Usability better on other sites (3)
- Job postings have better information (4) (e.g. Current site has incorrect job information, outdated jobs, inconsistent job titles, *"jumbled"* information)
- More job variety on other sites (3) (e.g. higher level positions, more employers)
- Other sites do not require registration/sign on (2)
- Browser compatibility (1)
- No email notifications (1)

As outlined, responses to this question spanned several themes that pointed to the overarching theme: the website's current system has less functionality and is not as user friendly as other sites. It should be noted that 26.9% of the Connection Team members responded they 'don't know,' which may be related to how long they've worked in their current position. On the current system, Connection Team members reported that in general, job seekers are able to find what they need (58.4%). Similarly, 50% of SET respondents agreed with this, whereas 33.3% did not, and 16.7% were unsure. For those that are not finding what they need, the most common struggles include:

- Job searching (6) (e.g. How do I broaden or narrow my search?)
- Computer Literacy (5) (i.e. job seekers in the JCR struggle with basic computer skills that impacts their ability to utilize the site without assistance)
- Usability (5) (i.e. job seekers cannot always find links or navigate functions easily)
- Registering/signing on (5) (i.e. cumbersome process)
- Difficulties updating profiles/resume (1)

In general, Connection Team and SET members' satisfaction with the current system is higher than with the test system. As seen in Figure 40, a little over 50% of Connection Team members view the test system as better than or the same as other job search websites. Notably, 83.3% of SET respondents reported the test system is worse than, with the remaining 16.7% responding 'don't know.' Those who felt it was "worse than" other sites were asked to identify features that could be improved or are missing from the test system. Ideas included:

Figure 40: DWS Test System Relative to Other Job Search Sites



- Increase usability (9) (i.e. other sites have more intuitive features/layout)
- Resume functionality (4) (e.g. ability to upload or print resume, confusion that registration is called "resume" on test system)
- Inaccurate job search matches (3)
- Registration process is cumbersome (3) (e.g. do not have to register on other sites)
- No advanced search option (SET-3)

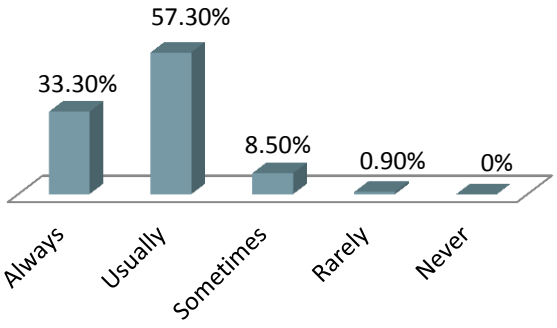
As outlined, responses to this question spanned several themes that pointed to the overarching theme: jobs.utah.gov test system is not as user friendly as other sites and has less functionality. It should be noted that 35.4% of the Connection Team member's responded they 'don't know,' which may also be related to how long they've worked in their current position. On the test system, Connection Team members reported that a little less than half of job seekers are able to find what they need (49.1%), which is lower than the current system. Similarly, 83.3% of SET respondents reported job seekers have a difficult time finding what they need. For those that are not finding what they need, the most common struggles include:

- Job searching/matching (9) (e.g. users do not get "good" results from searching, functions aren't intuitive)
- Editing profile or resume (7) (e.g. do not know how to access, add or remove skills)
- Computer literacy (5) (i.e. job seekers in the JCR struggle with basic computer skills that impacts their ability to utilize the site without assistance and adjust to a new site)
- Test site is not user friendly (1)
- Registration process cumbersome (1)
- Cannot sort, filter or save jobs (1)

SET respondents outlined the following job seeker struggles: 1) registration difficulties (e.g. *"We often get calls about how to be fully registered for UI claimants. The check mark on the job seekers' profiles in UWORKS may not be current, so we are unable to let them know if they are registered."); 2)* it's difficult to find the training application, job search log and workshops; 3) labor market information is *"hard to locate and overwhelming;"* 4) updating browsers is frustrating; and 5) inaccurate matches.

Connection Team respondents were also asked to discuss their experiences working with job seekers in the JCR independently of what system they were using. As seen in Figure 41, Connection Team members are more often than not able to help job seekers that ask for help in the JCR. Similarly, 100% of SET respondents reported they are usually able to help job seekers who call in. With that, respondents were asked to identify what problems job seekers most typically encounter while utilizing the system. Many aforementioned struggles with both the current and test systems were restated with greater detail. The themes of these questions/complaints include:

Figure 41: Connection Team: Ability to Help



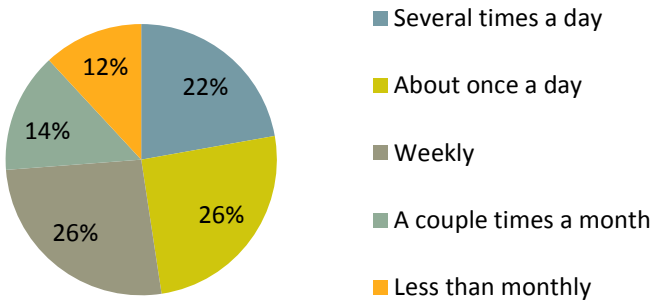
- Computer literacy (62) (i.e. If user has low skill level with computers, they need additional help)
- Email/single sign on (42)(e.g. Users need to create email address and often forget password)
- Usability/navigation (23) (e.g. Where do I find xx? How do I do xx? How do I add skills to my profile/resume?)
- Searching/matching (14) (e.g. Keyword search pulls jobs unrelated to keyword. How do I narrow/broaden my search? How do I get jobs that align with my qualifications/skills?)
- Resume functionality (12) (e.g. How can I save, convert, upload or download my resume?)
- Cumbersome registration (9) (e.g. Why do I have to register? Why do I need to spell things right and/or provide my social security number? How is this information used?)
- System functionality (9) (e.g. Is the system able to do xx? Why did it do xx?)
- Employer side issues (5) (e.g. Job postings are outdated. Why doesn't this job posting have application directions?)

These questions/complaints aligned with the top three frequently asked questions (FAQ), which are most common in regards to: email/single sign on (59), usability/navigation (46), and resume functionality (44). Out of these, the most difficult questions to handle in a timely manner are those surrounding signing in and the registration process (65). As one Connection Team member noted, "*The most common sign-in issues are customers forgetting their usernames and passwords."* This was supported by the overwhelming consensus of the Connection Team respondents (63). Workers explained that in these situations they help customers set up new email addresses, a labor intensive and complex process if they do not have a cell phone to receive verification codes. This is a frustrating process to the customer, who then must re-register on jobs.utah.gov. Overall, signing on with email makes the site less accessible for many job seekers in the JCR.

Connection Team respondents also outlined that job seekers do not always understand the link between their registration, profile and job search. This lack of education may be related to job seeker reported frustration with the length of the registration process, as they often do not know how the information will be used. Lastly, job seekers are frustrated with registration functionality (e.g. The skills and certification lists do not have my skills or certifications, what do I do? Why can't I enter the education I received outside of the U.S.?)

SET respondents noted similar themes in regards to FAQs and also outlined some differences. Questions in regards to resume functionality, registration/signing on and searching/matching are most frequent. Out of these, the most time consuming to troubleshoot are issues with the disassociation of accounts and email addresses, as well as name changes.

Figure 42: How Often Connection Team Helped Job Seekers Use the Resume Builder Tool



Another feature introduced in TC-1 was the addition of the resume building tool, which is included in the test system and available to all job seekers in the JCR. As seen in Figure 42, the majority of Connection Team members reported they regularly help job seekers utilize this tool and feel comfortable providing that assistance (81.9%). Whereas SET respondents help job seekers less with this tool, as 50% reported, they provide assistance weekly and 50% reported they provide assistance on a less than monthly basis. SET respondents were also less comfortable providing help to job seekers with this tool (66.6%) and less confident that the resume builder is a good tool for most customers (60%).

Interestingly, Connection Team members' comfort level with the tool is different than their confidence levels in it. Over half felt either very (19%) or somewhat (46%) confident that the resume builder tool is a good tool for most customers who use it, whereas 34.9% were 'not very' or 'not at all' confident that it was good for customers. The experiences that shaped confidence levels tended to fit into two general categories including past positive and negative experiences working with the tool. Specific examples of these experiences are outlined in Table 23.

Table 23: Connection Team Feedback about the Resume Builder Tool

Challenges	Strengths
• **Not user friendly with difficult learning curve** (30) (e.g. Hard to navigate/unclear directions. How do I edit/save? What category should my job be in?) • **Other systems are better** (25) (e.g. Job seekers prefer Word; WinWay had better functionality/usability) • **Limited functionality decreases usability** (22) (e.g. Cannot personalize resume out of templates; downloads only as PDF) • **Not designed for highly skilled job seekers with computer skills or low skilled job seekers without computer skills** (18) (e.g. Tool is not sophisticated enough to target or personalize resumes; it's too cumbersome and hard to navigate for JCR job seekers) • **Cumbersome process** (15) (e.g. Time consuming; too many non-essential sections) • **Not integrated in jobs.utah.gov and does not include resume sections taught in the Employment Essentials workshop** (15) (e.g. Cannot upload to profile; skills list) • **Lacks helpful examples/job descriptions** (10) (e.g. Need more examples for all levels of job seekers) • **Formatting Functionality** (9) (e.g. Resumes exported do not maintain format; too few templates offered)	• **It helps job seekers create a resume** (15) (e.g. Tool creates nicer resume than one generated from registration; It's free) • **It's user friendly** (11) • **Templates and formatting help job seekers organize their experiences** (9) (e.g. Can make multiple different resumes; the resume tool provides examples) • **Job seekers like it** (3) • **Connection Team members like it** (3) • **After using tool, job seekers' confidence increases** (2)

When identifying experiences, many Connection Team members noted that there is a learning curve to utilizing the resume builder tool for job seekers in the JCR. One stated, "*It is very user friendly and customers with moderate levels of computer experience can create a very nice looking resume from the tool."* This comment adds depth to more negative comments that suggest the resume building tool is not sophisticated enough to serve job seekers who are highly skilled with computers and too complex for job seekers who lack computer literacy. The statement below summarizes many Connection Team respondents' negative experiences with the tool:

> *The system only gives a few templates to choose from, and the templates do not allow customers to format what is taught in the Employment Essentials class. Some of the information is confusing, such as the categories for the different types of jobs. Many customers are not sure what category their job would fit in. There are not a lot of examples of statements. The Wynn Way program had issues, but I think that it was a better program than the resume builder. It had many more choices for one, and then customers could make changes on it, instead of having to download it first from the resume builder, and then making changes to the*

document to bring it more in line with what we teach. Also, the format does not always work properly after downloading it.

SET respondents reported their low confidence levels in the tools stems from similar experiences with customers surrounding confusion as to how the resume builder is linked to jobs.utah.gov. The following comment summarizes the overall tone:

> *We do not spend time on the phone walking customers through building a resume. If they need extra help with the resume builder, we will refer them to the nearest DWS employment center or the resume workshop. We do have to explain daily to them that they cannot upload the resume from the resume builder to the profile on jobs.utah.gov and they have to manually update their 'resume'* (auto-generated resume). *This is very confusing to the job seekers.*

The majority of Connection Team respondents (79.8%) felt that registered job seekers using the system were able to find jobs that meet their skills and abilities. Connection Team respondents reported the most common "*missing*" jobs were considered "*professional positions*" that required higher education levels and paid higher wages. In addition, entry level labor jobs were noted as missing in some geographical locations (e.g. construction, oil/gas). The Connection Team noted, part of the struggle job seekers have finding jobs they qualify for is related to the complex or unhelpful searching/matching features on the system (e.g. *"The specific job titles are more difficult to find for customers in the new GenLEX system*.") The absence of "*professional positions"* was continually reinforced by Connection Team respondents, who, in a separate question, reported that jobs.utah.gov houses mostly low-income, blue collar and entry level types of positions and higher skilled job seekers either look elsewhere or are frustrated with the lack of professional job variety on the website. Conversely, 66.7% of SET respondents reported most job seekers registered on the site are not able to find jobs posted that meet their skill and abilities. SET members related this to difficulties with searching/matching features (e.g. no advanced search/cannot search by county).

Connection Team members were asked if they felt there were common stereotypes or perceptions in the community of the "type" of job seekers who register with jobs.utah.gov. Feelings were very mixed as 40.3% felt there were stereotypes while 41.9% felt there were not. The remaining 17.8% replied "don't know." Those who felt there were community perceptions or stereotypes were asked to describe what they were. The descriptions were consistently negative and some extremely negative. A few comments sum up the common theme:

- "*Although not as prevalent as in the past, there is still the misconception that the seekers registered in jobs.utah.gov are those that the agency is supporting with benefits, are not well trained, and are lacking the soft skills that make a good employee."*
- *"I believe that most employers view seekers as not qualified or registered for other reasons such as UI or to receive benefits."*
- *"The combination of low paying and part-time jobs would indicate the employers who use our site see it as a group that caters to the 3% of Utahans who can't get a real job."*

This negative perception was reemphasized by the SET respondents as 83.3% reported there are common stereotypes about job seekers registered on the site. SET members identified the most

common stereotypes of job seekers as receiving public benefits or unemployment insurance, are low-skilled, and have less education.

Although Connection Team members primarily interface with job seekers, 26.5% reported that they have worked with employers trying to access or post jobs on jobs.utah.gov. Of these respondents, they reported that employers' greatest challenges to using the site for posting jobs or finding qualified candidates were:

- Needing assistance with initial registration/navigation on the site (13)(e.g. Not having EIN or UI ID, difficulties with single sign-on, managing account authorities)
- Employers are not familiar with the site, prefer DWS employees to post their jobs (14)
- Confusion with searching/matching process (7)(e.g. unqualified or outdated matches, indecisive with information included in job postings: wage and directions how to apply)

Summary: While the questions in the Connection Team Survey covered a variety of issues, the responses clustered around several themes, of which, many overlapped with the baseline Connection Team surveys:

- Sign-on issues
- Usability issues
- Resume functionality
- Searching/matching issues
- Registration issues
- Computer literacy

A list of more specific descriptions of these issues is listed in Table 24.

Table 24: Statewide Connection Team Feedback

Sign-in	• Requiring sign-in to job search • Remembering login/passwords • Difficulty creating email to sign-in (e.g. email accounts require job seeker to have a cell phone to receive verification codes) • No option to sign-in without email address • Email lockouts (e.g. have to wait 24 hours to reset email password) • Difficult time remembering security questions • Family members or friends using the same email address • Sign-in issues most difficult/time consuming help issue
Usability	• Searching/matching features hard to navigate and target (e.g. I'm getting matches I'm not qualified for. How do I see the jobs I qualify for?) • Difficulty updating/editing resume/profile • Inability to upload a personal resume • Resume builder is not linked to jobs.utah.gov • Grammar and spell check needed across entire site (e.g. profile, resume

Usability (con't)	builder, keyword search) • Navigation issues/site not intuitive (e.g. unable to locate links, difficult to find what they need, difficult to figure out system functionality) • Site appearance (e.g. font size, appearance of buttons, colors, formatting, scrolling) • No search feature to locate info on the website • Lack of directions in general (e.g. how to fill out registration, how to search, lexicon to describe terms, help features) • Changes to the website are not clearly explained or communicated • Job postings lack formatting, do not always include application directions • Frustration with employer websites (e.g. who do I get help from if this website is not working? Have to register on employer site) • System errors (e.g. server issues, browser compatibility)
Resume Functionality	• Cannot upload own resume to website • Cannot upload cover letter or additional items from career portfolio • Cannot personalize resume (e.g. No place to add extras) • Difficulty saving resumes to Word (downloads as PDF) • Limited templates/ability to format or rearrange sections • Resume builder issues
Searching/ matching issues	• How do I narrow/broaden my search? (e.g. "*Why does the outcome of my job search not match my skills and experience?)* • How do I search for specifics? (e.g. part-time jobs, government positions, jobs in my area) • Keyword searches not accurate • Job referrals/jobs served up not accurate
Registration issues	• Finding where to register on the site • Needing an email to register • Filling out the registration completely • Limited options for skills/certifications • Confusing questions (e.g. what does this question mean?) • Takes too long/cumbersome • Understanding the purpose/link between registration and the online resume (job searching and matching on GenLEX) • System errors (e.g. freezing)/timing out
Computer literacy	• Systems/tools too complex • Difficulty following links • Difficulty filling out online applications • Difficulty creating an email (e.g. verification codes for job seekers without cell phones) • Difficulty creating/uploading/downloading/attaching resume • Need additional help to feel comfortable/build confidence

The general perception garnered from the Connection Team suggests that the site is generally well functioning and easy to navigate for many people; however, it can be cumbersome and difficult for those with fewer computer skills. As mentioned above, Connection Team workers interact primarily with those walking into the JCR and thus their perspective is influenced by working with this sub-group of the larger job seeker population. Keeping this perspective in mind, Connection Team respondents provided suggestions on how to improve the site for the job seekers or employers they encounter. These suggestions included many of the same suggested at baseline:

- Improve single sign-on: create an option for customers that do not have email or a cell phone as without these, they are unable to access the site and it utilizes a lot of employee time.
- Improve the usability/visual design: make links and sign-on function icon easier to find, include drop down menus, and simplify the design.
- Improve help features: include hover text to explain icons, introduce "cheat sheets" for Connection Team members that direct where to refer customers outside their area of expertise, provide timely and personalized help to customers.
- Have a WDS at every office.
- Improve resume/profile functionality: add option to upload own resume, cover letters, and letters of recommendations. Allow job seekers to send their resume through jobs.utah.gov.
- Engage staff in the decision-making process so their voice and opinions are heard.
- Improve overall quality of employer job postings: post wages, application directions
- Simplify or do not require registration.
- Ensure programing is compatible with multiple browsers.
- Do not require VIN.
- Improve search/matching function.

As noted above, this survey was conducted 9 months after the first round of test components were implemented on the LEX. Many of the constructive suggestions for the website overlapped thematically, suggesting that usability and functionality improvements would be helpful for both the current and test systems. That being said, as noted above in Figures 39 and 40, Connection Team respondents have a more positive view of the current website (61%) compared to the test website (52.3%), when comparing the sites to other job search sites. This suggests that Connection Team members may have lower satisfaction with the test site, which reinforces the decrease in job seeker satisfaction scores from the TC-1changes.

PROCESS EVALUATION (MONTANA AND UTAH)

Utah's DWS seeks to continue its role as an innovative leader, implementing promising ideas to better serve the needs of job seekers and employers. As noted in the DWS grant proposal, little is known about the use of self-service on-line systems for job seekers and employers. Including a process evaluation in the overall evaluation plan provides a pathway for gathering the "lessons learned" from the Utah and Montana GenLEX partnership. It also makes the findings available nationwide during and after the project's implementation period. Research Questions 5 and 6 reflect two questions typically answered by process evaluations: "Was the intervention implemented as intended to the targeted recipients?" and "What factors (external or internal) acted

to support or frustrate efforts to implement the study components as intended to the targeted recipients?" Although less than during baseline, some changes to the original study design occurred and will be referenced. All changes can be viewed in a timeline of significant events (Attachment 9).

The baseline process evaluation focused on the design and development stages of the GenLEX initiative. This was critical for establishing a strong foundation on which to build the initiative. The subsequent development and adjustments to the GenLEX initiative will be documented below.

Data Collection: The GenLEX process evaluation is based on a variety of data sources, including:

- The proposal logic model which serves as a guide to key components of the program
- Direct communication with key GenLEX initiative designers involved in the planning and implementation processes
- Direct communication with key stakeholders and personnel involved with the grant implementation including but not limited to agency staff, job seekers, employers, and agency partners
- Evaluation and agency project managers field notes and recording of significant events throughout the life of the project

Introduction: GenLEX Initiative in Context

Montana Job Service and DWS are large public service agencies providing services to a wide variety of customers. The GenLEX initiative is primarily a technology project focused on the online LEX which is required to be continually functional and cannot be taken down for long periods of time. Changes made to one part of the system affect many parts of the organization. Determining the timing of planned changes, staff training requirements and agency capacity are all factors that have impacted implementation of GenLEX during the TC-1 period.

Montana and Utah are able to work as partners on this innovation grant because they use similar data-bases to manage the LEX system and thus the technical nature of the GenLEX initiative is supported by this connection. While similar in their use of technology, they are very different in other ways significant to implementation of the grant.

The primary difference is the scope of services offered within each state agency. Montana Job Service staff work specifically with those seeking employment and employers looking to hire. Changes within the agency tend to only affect this group; however, the lack of connection to other agencies tends to limit access to relevant administrative data. At DWS, workers must sort through a variety of options to determine customer type in order to provide appropriate services. Leadership within the agency must consider the impact of decisions on various programs and services under the DWS umbrella. Making changes to one component of a large agency like DWS will always be challenging and unpredictable as competing and sometimes higher priority needs must be addressed. Hierarchies of needs can be changed by agency leaders, state legislators or even federal mandates. Decision-making in Montana generally requires fewer levels of approval simply due to the more compact size of state government.

While some components of the process evaluation overlap, the context for implementation is different enough that the findings from the two states will be presented separately. In this way, the uniqueness' of each context can be noted as other states consider implementation of similar initiatives.

GenLEX in Montana

The process surrounding implementation of the GenLEX initiative in Montana has both similarities and differences to Utah. Montana follows Utah's pathway in that the computer systems are the same and primarily programed by the same developers in Utah. Due to this, many of the same components were implemented in Montana as in Utah. However, as noted above, there are also differences between the two states that affect the implementation process in Montana.

Montana's Workforce Services Division of the Montana Department of Labor and Industry manages the Job Service offices throughout the state. These one stop centers "make up a state-wide system of workforce development partners that collaborate to provide customer focused employment and training opportunities that prepares, trains, and connects a highly skilled workforce to the business community striving to enhance and improve long term employment outcomes for job seekers and business" (Montana Job Service Directory). Job Service staff focus on employment from both the job seeker and employer perspectives. This is very different than the broader mission of Utah's DWS.

While Utah and Montana share some geographic similarities, Montana has a population approximately one-third that of Utah (i.e. 1 million vs. 3 million residents) yet is nearly twice the size. The largest city in Montana, Billings, has a population just over 107,000. These factors affect many aspects of the employment market and cultural environment within the state and thus impact the implementation of GenLEX.

Montana is not participating in the randomized control trial for job seeker outcomes or the time series evaluation associated with employer outcomes. Input from the online satisfaction surveys and statewide focus groups provide data to measure changes over time. These measures are the foundation of evaluating changes associated with the GenLEX initiative. Yet, like Utah, these measures can be affected by many forces including, the valuing and implementing the GenLEX vision, changes in technology, and staff training and support.

Valuing and Implementing the Vision

Leaders from Montana's Workforce Services Division made the decision to support the goals of the GenLEX initiative. This support continues in the sense that they recognize there is a federal grant with regulations that must be followed. Yet, as in any state agency, there is never just one thing happening. At this time division leaders are no longer directly involved with the details (e.g. what the grant involves, how it affects staff, etc.). Over the two and half years since applying for this grant, many things have changed and new projects have been added to the agency. It is unclear at this point where GenLEX fits in the list of priorities. It might seem that coordination in a smaller state would be easier, however a project like GenLEX needs champions who are always thinking

about the initiative and other realities within the agency, such as stretched resources, that might impact outcome measures.

From the beginning, there were only two staff from Montana included on the grant. In the fall of 2013 changes involving consolidation of the IT department shifted the work load of the Montana GenLEX project manager (a systems analyst) who is still working on the grant but has taken on additional duties. The other part time Montana staff person also had new job duties which impacted their availability for training. Eventually, others needed to be brought in to support the GenLEX initiative and carry out tasks associated with the grant.

Transitioning between staff who are familiar with the details of a project to others who are new and learning the system is always a challenge. One component often lost is perspective about the broader vision of a project. New staff integrated into a project need time and mentoring to gain this perspective. The two staff members brought onboard had quite steep learning curves to become familiar with GenLEX. Due to other responsibilities and immediate grant needs, there was not adequate time to fully explain critical components of the grant including the scope and vision, responsibilities of each state, and the relationship between the business and technical sides of the project. This gap in knowledge increased the challenge of the transition due to unclear and thus, perhaps unmet expectations. It is important that new staff become familiar with the vision of the project so they can become more effective contributors.

New staff members bring unique gifts and talents, however individual experiences differ and it is likely these new talents are different than their predecessors. While the new staff was familiar with the business side, knowledge of the technical side and how the two pieces fit together had not been communicated well. Lack of knowledge however, does not necessarily mean lack of passion. The new staff has been very proactive in advocating for the needs of staff surrounding training, and sought assistance from Utah partners, which has been very helpful to the Montana staff. However, the original grant did not identify Utah as serving in this role. In turn, there was also confusion recognizing the unique nature of a technology focused project relative to training and implementation; this disconnect lead to staff confusion and frustration.

Keeping an initiative like GenLEX moving toward an overall vision involves constant vigilance to the message. It involves reminding those in authority of their commitment, providing many venues for reiterating the message, and communicating the whole vision to those who join along the way.

Technology

GenLEX was built on an already established working relationship between Utah and Montana prior to implementation. Those implementing the LEX in Utah and Montana are philosophically similar, both seeking research driven decision-making, thus there is a level of trust that all parties are working toward a similar goal. If key personnel in the two states had differed significantly in their approaches, this project may not have worked, but in this case, the teams in each state were easily able to agree on paths of action.

Technically, there have been challenges with Java differences between Utah and Montana that have created a need for programmers to design new code and make adjustments so that changes work in Montana. Montana does not have the technology infrastructure to handle such changes on its own, although it has improved in the past year. Most of the time it is not an issue, however, limited resources in Utah have made it more difficult to address needed changes in both states.

The original goal was to implement TC-1 on the same schedule as Utah. However, programing delays in Utah and challenges with completing additional coding for Montana resulted in an approximately two month delay with rolling out the first set of test components in Montana. This delay was actually a relief for the Montana GenLEX team as they were managing changes to the structure of the IT department and delays with the training schedule due to staff transitions. Changes in staff typically require a process for passing on information and bringing new people on board and there are specific issues to be addressed when managing a technology based project.

Technology projects involve the interface of the business side and the technology side of an agency. Each side speaks its own language, runs on its own timeline and has specific needs and limitations. For a technology project to be successful, it is important that experts are available to manage each side of the project. It is also critical that someone is "bilingual," and thus able to communicate and understand the needs of both the business and technical side. Without this link it is very difficult to design, build, coordinate timelines, train and implement a technology project effectively. Some of the challenges experienced by the incoming staff can be traced back to a lack of skills needed to link together all sides of the project. The change in personnel and the lack of information and training provided to bring new staff up to date on the project created a very challenging situation between the rollout of TC-1 and TC-2 (fall 2014). These challenges related to the process of designing the system changes for TC-2 and preparing and conducting the frontline staff training.

As noted above, new staff joining the GenLEX project split their time with other projects, and were not fully briefed on the content of the grant and the division of labor between the two states. When it came to designing TC-2, these new staff members were not as involved as they should have been. This led to frustration and staff feeling excluded from important decision-making regarding how the TC-2 changes would affect Montana's LEX. Being late to the conversation on a technology project often results in exclusion as some things cannot be changed as the process moves forward.

While Utah developers did the bulk of the programming, the new IT structure in Montana provided some technical support and made some changes specific to the needs of the Job Service. This was most helpful in addressing very specific needs. Because the state rollouts of both TC-1 and TC-2 were staggered, Utah staff were able to help with Montana testing and debugging just before and immediately after the system went live. In the future, more Montana staff will be engaging in the design process for TC-3. Before this occurs, staff should be provided more information on the original grant structure and activities for the overall grant and the TC-3 period. While it is good to have more voices at the table, the balance of skills the staff possesses is critical to success.

As noted above, the two sides of a project, business and technical, need to contribute to the conversation. Moving forward, the design features to be implemented at TC-3 need to meet the goals of the business side, work on the technical side, and function for users. Once the test features

are determined, training needs to be designed by people who understand both the elements unique to the state and specifics about test feature changes. There was not a person in Montana who could fill this role for TC-2 and this is when Utah stepped in to help.

Designing training on a technology project also involves knowledge about how technology projects are developed, tested and rolled-out. This technical process must be integrated into the training process used to assist frontline staff through the changes. This is a little different than other types of projects as it is not realistic to wait until there is a production-ready system to conduct training as the system will still be in the final stage of design at the same time. Training is conducted using screen shots and limited hands-on examples known to work. The person designing the training must be "in the weeds," that is, very familiar with how the system is being designed to work. They must be able to design training and present it so that workers will understand both their internal view of the system as well as the view experienced by job seekers and employers. By getting involved in the design process now, this is a realistic goal for the Montana staff for the TC-3 rollout.

Frontline Staff Training and Support

In Montana, each Job Service office has a great deal of autonomy. While they are directed by the Bureau Chief, how services are implemented is impacted greatly by the population and the employment counselor philosophy in each office. Growth processes and change (initially) can be hard. During baseline, the GenLEX team attempted to share the new ideas and inform managers about what was coming by speaking at manager meetings or other venues where staff gathered. The GenLEX team also spent time going to the offices, talking one-on-one with staff, listening to concerns and communicating the principles behind the changes. Much was done to try to move forward without losing the support and engagement of staff along the way.

While agency programmers and trainers talk about the GenLEX initiative and how it works in theory, the frontline Job Service staff is affected on a daily basis. As noted above, much was done to educate and train staff about the purpose and process of the changes. This addresses the "nuts and bolts" of how processes will work differently, however, some still struggle to support the new philosophy, specifically the move toward making the LEX more self-service friendly. There was not a sense of urgency within offices to learn about changes or take advantage of training information provided. This became clear as TC-1 changes went live in February 2014.

GenLEX staff prepared 10 YouTube segments to show how the system would work once the TC-1 changes went into effect. DVDs were sent to every office so staff could watch them as a group, perhaps during a staff meeting. Some offices took advantage of these resources, but unfortunately many did not. As the TC-1 changes went into effect, many people were unprepared and simply could not complete daily work activities with the changes. The changes were indeed substantial and there had not been an opportunity for hands-on training. This, coupled with staff not viewing the training materials provided, led to significant problems. Workers were not able to navigate the system any better than their customers. Out of necessity, staff finally viewed the videos and became engaged in learning the new system. However, this took time and more changes were coming.

Job Service workers are aware that GenLEX was ongoing; however, it is easy to get caught up in daily activities and lose sight of the bigger picture. Little was communicated to Job Service staff between the rollout of TC-1 in February 2014 and the rollout of TC-2 in November 2014 to prepare them for the changes. The new GenLEX staff was aware of the need to coordinate the technology changes with the business side, including the frontline, staff; however implementation of this process was unclear. The trainer for TC-1 was no longer available to prepare the information that needed to be communicated to staff.

As the time neared for the rollout of TC-2, the new staff's lack of familiarity with the process and expectations resulted in no training being prepared. Implementing TC-2 without training was not desirable. The Montana release of TC-2 was delayed 2 weeks while the training which had been produced for the Utah staff was modified to match Montana's needs and turned into video form. This time the video trainings were not only made available but they were mandatory. Participation in training was tracked with a completion deadline. The Utah training, modified for Montana, included hands-on labs that gave workers a chance to walk through common activities and experience how the functions worked in the new system from a user perspective. Some aspects of the training did not function the same when the system went live, however most worked well. Because the rollouts were staggered, the Montana and Utah IT developers were available to help when glitches arose as the new system went live. It is somewhat difficult to compare the rollout of TC-1 and TC-2. The TC-2 changes did not affect job seekers and employers to the same degree, however Job Service workers were also managing other significant changes happening at the same time in the offices. Overall it was a better experience and sets a good direction for TC-3.

One unofficial resource that has been added to the process is a group of "super users." These are Job Service workers around the state who have been involved at different levels with activities, such as testing. GenLEX staff engage with this group to help identify problems and communicate with people in their offices. These workers were identified and unofficially "chosen" because they have a generally open attitude toward change and can reassure other staff that *"the sky is not falling"* whenever there are changes. These workers help communicate certain types of information, dispel rumors and build up positive attitudes. Now, as issues large and small arise and are addressed, information is passed on to others in an organized way. These "change leaders" will be increasingly useful in enhancing communication with the frontline.

GenLEX in Utah

DWS is a complex state agency encompassing several entities (job service, public benefits, Unemployment Insurance) in one department. This facilitates data sharing, communication and cooperation, yet designing and implementing a project as extensive as the GenLEX initiative requires a well-coordinated effort within the agency. Changes which occur at critical junctures of program development and implementation can have a significant effect on the progress of the overall project. DWS was affected by several substantial changes which occurred during the end of the grant application process and baseline period of the GenLEX initiative, which were summarized in the baseline report. The current period of evaluation (TC-1) was influenced by the changes during the baseline period in both helpful and challenging ways.

The new executive leadership at DWS has settled into their positions. The agency continues to adjust direction under this new leadership and the GenLEX initiative has been better integrated into the activities and vision of the new administration. This direction was supported by a visit from a Department of Labor representative assigned to GenLEX. This visit reinforced the urgency for DWS to remain faithful to the requirements under which the funding for the GenLEX initiative was provided. Continued funding is based on adherence to the commitments made within the grant, and the site visit was critical to helping everyone understand this reality. While webinars and other virtual connections are useful, meeting people face-to-face is a key to garnering support and understanding. The ongoing support from DWS leadership and their federal partners has been helpful in keeping the initiative a priority.

Disconnects between agency activity and the needs of the GenLEX initiative were blatantly visible during the rollout process for TC-1. The magnitude of those problems alerted everyone to the need for better integration of GenLEX into the business plan of DWS. These lessons learned, and the passage of time, have also allowed the needs of the initiative to rise to the top of the priority list as training plans and implementation of additional activities are considered.

The GenLEX Steering Committee is comprised of leadership from several DWS divisions. The purpose of the group is to serve as a venue for vetting new ideas and gaining approval for moving forward with implementation of approved activities. The group has not met regularly but still retains final decision making power for the initiative. Clarifying the role of this group and the type of decisions which must be vetted here would be helpful. As with many projects, if the processes are too complicated and bureaucratic, it slows the work and potential progress.

One suggestion for future iterations of the GenLEX initiative is to develop the agreed upon design first, present it to agency decision-makers, and then modify the designs as requested. This process would give agency personnel the opportunity to see something tangible before dismissing the idea. It also gives developers' time to complete the major tasks timely. The GenLEX project manager continued to serve as the primary "translator" between agency leaders on the business side and programmers on the technology side. This was critical to ensure collaborative forward progress and concept implementation leading up to the rollout of TC-1. This type of cooperative relationship has been more challenging with those contracted to provide technical services.

Technology

GenLEX, as a technology initiative, is generally a non-linear process. As one component of the project is implemented, adjustment must be made to other parts. Features outlined in the original design might not work in practice or create such unintended consequences they must be changed. Functionality on a central server might not work the same way in a rural office with limited band width (e.g. web based staff training for TC-1 GenLEX implementation had excellent content however system issues resulted in many staff not being able to view the training as designed). The rate at which technology changes challenges designers to consider future needs in today's designs. These challenges are often not well addressed by large public service agencies and as the GenLEX initiative moved from design to implementation, several additional factors presented challenges.

DWS was awarded the Workforce Innovation Fund grant based on agency goals for improving the LEX. As the awarded agency, it is DWS' responsibility to manage the business requirements, needs, and content as outlined in the grant. Another government entity, The Department of Technology Services (DTS), by law, manages all IT related activities for all agencies under the state's executive branch. As a subcontractor of DWS, the DWS DTS team supports nearly 100 applications including the GenLEX test and current systems. DTS provided input on the GenLEX grant proposal and determined, with funding at the level requested, they would be able to expand their capacity to maintain the two systems required to conduct an RCT evaluation while also maintaining current levels of service to other applications. As such, business requirements come from one agency and technology expertise comes from another. Clearly, strong communication between the two entities is critical for success.

During the baseline period leading up to implementation of TC-1, additional programming requests from other divisions within DWS significantly compressed the timeline for designing central GenLEX components. With this extra workload, there was not time to do proper testing and the rollout of the first test components was delayed when various web browsers did not work with the new system. A second delay occurred when front line personnel were required to receive extensive additional training to address audit findings. These delays significantly affected the project timeline by pushing back the initial rollout date 3 ½ months. DWS has created a new release schedule to help avoid this situation in the future however, the relationship between DWS and DTS has been a significant source of struggle during the TC-1 period.

As noted, DTS received a portion of the grant funding to provide the technical assistance needed to implement GenLEX as designed. Lessons learned from the TC-1 rollout in November 2013 were applied to the development of the next set of test components (TC-2). This time the process started much earlier. Throughout the TC-1 development and rollout, the GenLEX project manager served in the position of "translator" between the business and technical sides. The project manager's familiarity with the business side includes a strong working knowledge of the system from the customer perspective as well as knowledge of customer feedback regarding system strengths and needs. The project manager also is aware of needs on the technical side. The project manager was able to guide the process through the TC-1 rollout however, with a multitude of other responsibilities; it was not possible for this one person to continue in these multiple rolls through the duration of the grant.

In turn, in April 2014, a business analyst was hired by DTS to serve as the liaison between business and technology. This business analyst and the GenLEX project manager have worked together to enhance communication between DWS and DTS. The business analyst takes the business requirements and turns them into technical documents, interprets information between the business and the developers, and follows-up continually with business and developers. Ultimately, this person does the first round of testing even before presenting the system to the business side. These talents were not only used in Utah but the new business analyst was instrumental in filling in the staffing gap in Montana. Problems that arose during the TC-2 rollout were communicated to this person and needed changes were translated and communicated to the programmers.

However, challenges with capacity have continued as programmer time needed to design the GenLEX components continues to take away from their ability to maintain and update the main

UWORKS system. Issues that need to be addressed within the broader system are not being addressed timely due to a lack of personnel resources. It is unclear why this is happening as DTS received significant GenLEX funding to provide additional services. It is hoped that these concerns will be addressed so that DTS has the capacity to service both the ongoing needs of the system and implement changes for the GenLEX grant. At this point the entire system could go down and there is not adequate backup to address the system needs. The GenLEX initiative will continue to struggle as a technology project until these issues are addressed.

While there are a variety of opinions as to why adequate services are not being provided, barriers exist between those managing the business side and those managing the programming/ implementation side of the project. The consequences of these breakdowns in communication are significant. Positive working relationships are lacking which has resulted in people working around systems and individuals rather than addressing issues as a business-technical partnership. In this environment, opportunities for creative brainstorming are lost (e.g. where business needs and desires could be "run by" programmers to see if the ideas are plausible) as those on the business side are only allowed to speak with system architects in the presence of DTS management. New processes have been put in place (such as adding everything into CLEARQUEST) which hinders communication with project management in Montana. The lack of transparency in decision-making (e.g. attempting to fire programmers trusted by DWS; recruiting from within DWS) creates an atmosphere of mistrust between the project partners. At times, decisions are also made by those over DTS statewide and the DWS DTS team gets caught in the middle. Again, better communication and clarity of roles overall would be most helpful.

Much has been learned and these lessons are being used to improve the design and rollout process for TC-3. As mentioned, a release schedule has been designed to communicate pending changes as early as possible. Technology projects always take longer than imagined, and having the business analyst in place for the entire process to help communicate the technical requirements of the GenLEX initiative to DTS management will enhance the partnership. The business analyst is also tasked with tracking all documentation of the project. Technical specifications need to be clearly outlined so that anyone could take over the project at any point and move forward. This documentation would also serve as a reminder of interrelated actions. In several instances, parts of the system have been broken or disabled due to changes which were thought to be unrelated but were not. Thorough documentation and follow-up will help avoid this in the future.

Maintaining the Utah GenLEX Initiative

The goals, scope and vision of the GenLEX initiative were clearly outlined in the DWS proposal; however, the project must be carried out by current DWS leadership and those working on specific aspects of the project. The dynamic nature of larger public agencies and the social and political contexts in which they exist create challenges for multi-stage initiatives such as GenLEX.

The Impact of Changing Key Personnel: As noted above, DWS executive leadership changed shortly after the grant was awarded. There is clearly a significant impact when an agency makes a long-term commitment to a large project and then new leadership (with potentially different goals

or philosophy) takes over the helm. While the new leadership of DWS came from within and was aware of the GenLEX initiative, the leadership style set a somewhat different tone.
Over the first year of the project, key personnel were assigned to other projects and the changing job duties of some created a ripple effect that influenced more changes. Comparatively, the TC-1 period has had significantly fewer changes in critical personnel positions. This stabilization of personnel has helped create continuity in the completion of activities within the initiative.

Additions of new staff, specifically within Utah Futures, have helped increase the speed of progress in some areas. While new staff can be helpful, it is important that those who are added have some experience with both the technology behind the system and the user experience. Those with no experience from a user perspective can actually hinder progress as ideas are conceived and implemented without a working knowledge of how change impacts those using the site. It is important to have frontline people involved at each step to make the link between creative ideas and workability on the ground.

The GenLEX initiative effects many divisions at several levels within DWS. Determining the roles of each partner in the process was, and continues to be, a challenge. Decision-making roles often fall into three areas including: 1) those consulted on decisions, 2) those who are the ultimate deciders and 3) those who should be informed after the fact. As every decision cannot be made by all parties, these roles may shift depending on whether the decision involves general agency policy or programing details. It is important to find the best match between the tasks being completed and those making major decisions. The significant changes in the initial stages of the GenLEX initiative made identifying the best people for each role more difficult.

Valuing and Implementing the Vision: Changes in agency personnel as well as the sheer scope of the project not only created gaps in knowledge, but also added new voices that sought to reprioritize the GenLEX initiative on the long list of agency priorities. While the overall project stayed on course, there were several components of the intervention which were changed (either a little or a lot) midway through the design process. At times, designers and implementers who worked to create the initiative felt somewhat unsupported in their efforts. The visit from the federal officer challenged DWS to remain faithful to the agreement under which the project was funded. This reminder has helped garner support from DWS management and has allowed GenLEX program staff to focus their energies on office staff, providing encouragement, guidance and support.

For example, members of the GenLEX team were invited into DWS offices around the state and met with frontline staff regarding their experiences with the LEX shortly after the TC-1 period began. These office visits were pivotal in assisting the GenLEX team in better understanding issues occurring on the frontlines with actual system users. It also revealed areas where training of frontline workers needed to be improved in the future. Lessons learned from these early TC-1 visits were implemented in the fall as training for TC-2 was conducted.

During TC-2 training, staff members began to understand how TC-2 built on TC-1 and many experienced a greater sense of ownership over the process. In addition to providing staff with information, learning labs were conducted during which staff members were able to “play” with the

new system. Scenarios were presented and staff was able to practice common scenarios in the new system with the assistance of trainers. Personal familiarity with the process supports staff in valuing and implementing the new activities in their daily work.

An employer steering group was developed to gather ongoing feedback from employer users. This group is comprised of one employer from each of the nine service areas. These representatives are sent drafts of materials and participate in phone meetings to gather their perspectives and input. This group serves to help DWS better understand how changes can be effectively communicated to employers statewide and will continue to provide feedback as TC-2 and TC-3 are implemented.

There is the ongoing challenge of keeping all parts of the agency moving forward in the same direction. The scope of the project means that many different areas of the agency are involved, making it difficult to track all the changes suggested or simply implemented under the project umbrella. Leaders in individual service areas can and do regularly implement practices and processes unique to their area. These horizontal changes reflect the goals of a specific area, but could impact the long-term goals and outcomes of the initiative in unknown ways.

Another challenge of implementing the vision is keeping the vertical structure, in which everyone from leadership to frontline workers, are invested in the long term goals of the initiative. There has been much excitement about the initiative, especially after the training introducing TC-2. Continued cooperation from the Workforce Development Specialists and the Connection Team, two groups greatly affected by the changes, will be vital to supporting the next steps.

Fidelity to the Process: Maintaining fidelity to the GenLEX process continues to be quite challenging. DWS leaders support the vision of the GenLEX initiative, yet they also strive to be responsive to customer demands and adjust processes as needed. Making frequent changes works against the nature of a randomized control trial (RCT) which requires fidelity to a set protocol over a period of time. It has been challenging for some in leadership to accept the protocols needed to conduct the RCT, especially when there is already the strong belief that the new system is "much better" than the current system. Again, the visit from the federal grant officer helped reinforce the need to retain fidelity to the design.

The GenLEX Project Manager and other members of the GenLEX team continue to work hard reminding DWS personnel to stay faithful to the process and make changes only at designated times. DWS personnel are beginning to understand the interconnectedness of the agency infrastructure as changes in one area very often affect other areas. For example, some find it hard to believe that changes to the DWS website affect GenLEX. However, users access the LEX through the website. Making changes to the site certainly affects the users' experiences of the LEX. Better collaboration between the web designers, programmers and the GenLEX team would be helpful.

While still challenging, this message has been better received in the past year. Targeted support is being provided by Operational Program Specialists (OPS). This new team has received more intensive training up front and is available in the offices to answer questions on site. It will take concerted efforts such as these to manage change within the agency so that it has as little effect as possible on the outcome measures of the GenLEX initiative.

The project oversight group, developed to keep the many parts of the project connected, met regularly through the preparation of the training for TC-2. The core function of the group was to provide a venue to discuss intersecting issues that affect multiple divisions within DWS. Representatives from Utah Futures, training, web design, the GenLEX evaluation team, as well as the DWS GenLEX leadership, met, and continue to meet, regularly. Systems designers, data-base experts, etc. also attend periodically to address and provide input on specific issues. Since the training rollout for TC-2, this group has not met. Gathering this group again is important to keep a pulse on the progress of diverse areas affected by the many aspects of the project.

Not all challenges to fidelity come from within the agency. The 2014 Utah State Legislature passed Senate Bill 22 which required all government entities and any subcontractors to these agencies to start advertising job openings on the state website by July 1, 2014. Since employer usage of the LEX is one of the outcome measures, there is certainly a possibility that implementation of this law will affect outcomes. While no data were found to suggest a significant change in LEX usage since the law went into effect, this factor could certainly have impacted the outcomes and provides a concrete example of changes over which DWS may have no control.

Due to the delay in implementation of the TC-1 rollout, the timeline for completing subsequent stages of the GenLEX initiative has been adjusted. The goal has been to maximize the evaluation period for each set of test components, retaining the power of the evaluation design. Discussions with the federal officer made it clear that no extensions would be provided to secure more data, however, there is the possibility of extending the deadline for the final report

DISCUSSION

Evaluation of the TC-1 period presents a first glimpse into the impact of the GenLEX changes on outcomes for job seekers and employers in Utah and Montana. The data collected at baseline set the benchmark from which outcomes were compared.

JOB SEEKERS

The baseline data showed that the 2008 recession had a dramatic, negative impact on the quality and likelihood of employment for job seekers using Utah's LEX. "New employment in current or next quarter" decreased from 55% to 35% for job seekers using the system. "Consecutive quarters with wages" decreased from around 2.5 to around 2, on average. Median wages in the next quarter decreased from around $2,500 before the recession to $500 during the recession. All of the job seeker outcomes have been slowly improving for the last several years, but at a slow pace.

One surprising aspect of the baseline data (dating back to 2005) is that, with the exception of the obvious effect of the recession, the users of the online system were relatively likely to find high quality, steady employment. Low-income users made up a much smaller percentage of the total system usage than was previously thought by many within the agency. Based on this data, if nothing

dramatic changes in the job market, we expect to see the same steady improvement in outcomes for even the current group over the next several years. The question is whether or not the test group will improve at a higher rate than those who remain in the current system.

Overall, job seekers in the test system did not experience improvement in the outcomes that the program was trying to affect. Job seekers in the test system in Utah were not more likely to find new employment in the quarter they were looking or the next quarter. Job seekers in the test system had slightly lower wages in the next quarter (but this difference was not considered practically significant). There was some indication that low-income users were more likely to find new employment using the test system, but low-income users did not have higher wages in the test system, so this effect should be viewed with some skepticism.

Job seekers in the test system had lower satisfaction than in the current system in both Utah and Montana, although satisfaction remained in the moderately satisfied range. The baseline measure of satisfaction was quite high and there were fears that it would be hard to retain this level of satisfaction through the evaluation period; any change tends to create a period of discomfort as users (and staff) adjust to the new way of engaging with the system.

The TC-1 period is only the first in a set of three change periods. Interestingly, many concerns expressed by users engaging with the system at TC-1 have already been addressed in the TC-2 rollout. It might have been desirable to make all the changes to the LEX at the same time; however, a project such as GenLEX is limited by the availability of personnel and other resources to implement such changes. Attempting to implement one large set of changes might have created more problems had the LEX become unavailable to users for an extended period of time. Implementing all changes simultaneously might sound desirable; however, doing too much at once on a technology project can have unintended consequences which could prove to be a greater problem. Monitoring change in satisfaction over time will provide a better gauge to overall satisfaction, as both users and system managers settle into new patterns of engagement.

EMPLOYERS

Employer outcomes were primarily measured using a time series design. Because the employer baseline data only extended to post-recession periods, it is hard to measure the impact the recession had on these outcomes. However, it is clear that there has been a steady increase in the number of non-mediated jobs posted on the LEX. A continued, steady increase in the number of users on the system and the number of job openings posted would be expected, even if no improvements were made to the system. In order to show a statistically significant increase in these outcomes, Utah will have to increase the rate of users above this baseline rate of improvement.

Employer outcomes from the TC-1 period should all be interpreted with caution as they are based on comparisons with historical trends. However, most of these outcomes did not point in the direction of improvement. During TC-1, employers in Utah showed a marked decrease in satisfaction (though they still had a generally positive view of the system). Montana employers did not show any statistical difference in satisfaction (probably due to a low sample size). Non-mediated job orders and non-mediated employer system usage in Utah were both slightly below

the historical trend line, though still increasing. It should be noted that the historical trend had been increasing at a fairly large rate, and that some of this deceleration could have been a return to a more normal rate of increase.

Excluding user satisfaction, both job seeker and employer outcome measures focus on elements that are very difficult to influence in ways likely to produce statistically significant change. When entities outside the control of the study introduce incremental change, the likelihood of observing significant results is further reduced. Efforts should continue to implement the study as designed, reducing the risk of influences from outside the research design. The research evaluation for the GenLEX initiative requires such a perspective; however, there are broader lessons learned which would apply regardless of whether change is introduced in the context of a research study or simply being implemented on any state LEX.

Overall GenLEX Process

Implementing changes to the LEX, in the context of an evaluation grant, presents a host of challenges which would not be present in the typical implementation of a state initiative. Technology changes are not typically designed, accumulated, and then introduced in large rollouts. It is usually a more iterative process in which changes are designed, tested and introduced with the ability to make changes if the unintended consequences outweigh the good of the "upgrade." In Utah, significant resources are also being used to run two job seeker LEX systems which would almost never happen outside of an evaluation.

The lack of flexibility within the GenLEX initiative is necessary to obtain valid results; however this is challenging to staff members who care about providing what they view as quality, appropriate services to job seekers and employers. Yet even outside of a research study, the role of staff is critical in the successful implementation of a project such as GenLEX. Data collected at baseline was confirmed during the TC-1 period. Job seekers and employers are a much more diverse group than is perceived by most agency staff, especially those who engage with job seekers and employers in person.

Understanding the Population Served: The LEX users in both Montana and Utah can be divided into two groups; those who access the system exclusively on their own, and those who, either periodically or regularly, require assistance from agency staff. Combining all data sources, it is clear that agency staff, the primary implementers of the GenLEX project, are heavily influenced by those who seek out and receive assistance. The general user is more comfortable using, and more satisfied with the system overall than is perceived by agency staff. One of the greatest challenges in moving toward change is helping these staff members recognized the difference between the "average" LEX user and those with whom they engage.

As the economy continues to recover, job seekers requesting assistance from frontline staff will, in general, need more intensive services as those with the skills and capacity to navigate the LEX and job market will be moving into employment on their own. These "harder to employ" job seekers will likely need more one-on-one attention from workers, more skill-building resources and overall

direction. They will also likely need more assistance in navigating the LEX as the system's design guides users toward self-service.

Employers are also a very diverse group, with a wide variety of needs. The role of agency workers is to provide whatever level of service is required to assist the employer in accessing the system as designed. If moving toward self-service is the goal, then agency staff need to assist those who struggle to use the system in this way. This task should feel less daunting when they begin to realize most users are able to navigate the system. But the goal is to keep striving to make it better for all.

Beyond GenLEX: The GenLEX initiative was funded to make improvements to very specific components of the LEX. Through the evaluation process, additional areas of focus have been identified as important to the success and future of the LEX. Participants in the TC-1 data collection process identified several additional factors that could be addressed in an effort to improve the effectiveness of the LEX in Utah and Montana. These areas include the policy links between the LEX and the receipt of public benefits (specifically UI, but also cash assistance in Utah), the general perceptions about who uses jobs.utah.gov and jobs.mt.gov as a means to find workers and employment, and educating employers and the public at large regarding the wide range of resources available on the states' LEXs.

Rules regarding receipt of unemployment benefits and sometimes cash assistance often require individuals to seek employment by regularly applying for work. Often these individuals use the state LEX to find employers with whom they can apply. Application is required even when there are not enough employers in an area, jobs with the right hours, or jobs appropriate for the seeker's skill set. These policy requirements become frustrations for employers when individuals apply for work with no intention (or capability) of taking the job. Linking job applications to benefit receipt has created an unintended consequence which has jaded many employers' views of the states' LEXs. Employers would be more likely to trust referrals from the LEX if benefit receipt and job applications could be decoupled.

Negative perceptions about both job seekers registered and the types of jobs available on the LEX are likely built, in part, on the aforementioned issue, but the issue is much larger. Whereas LinkedIn is perceived to be a place where one seeks professional employment, the state LEX is the place to find low-wage work or post jobs for entry level, low-wage jobs. Some aspects of the GenLEX initiative are addressing this issue. For example, the types of resumes employers have been able to view, the limitations on employer posting options, etc. The issue however, is much larger and the perception so engrained that internal changes to the LEX are not likely to produce changes in thinking.

Both job seekers and employers have suggested expanding efforts to educate everyone about the states' LEXs and all that is available in terms of resources and agency supports. While competing with for-profit entities is not allowed, DWS and Montana Job Service could certainly educate citizens about all that is available through this publicly funded resource. The past experience of some users has caused the public perception to cycle downward. It is the belief of many users that it will require an active, concerted effort on the part of the agencies to rebuild the image and increase usage in the future.

GenLEX Initiative Timeline

	2014							2015				2016			
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	A M J	J A S	O N D	J F M	A M J	J A S	O N D	J F M	A M J	J A S	O N D	J F M	A M J	J A S	O N D
Initiating Baseline															
Process Evaluation															
Baseline period - Utah (July 12, 2013 - November 11, 2013)															
Baseline period - Montana (August 6, 2013 - February 3, 2014)															
TC-1: Job Matching															
Evaluate TC-1 UT Job seekers (Nov. 12, 2013 - Sept. 30, 2014)							(10.5 months data)								
Evaluate TC-1 UT Empoloyers (Dec. 19, 2013 - Sept. 30, 2014)							(9.5 months of data)								
Evaluate TC-1 Montana (Feb. 8, 2014 - Nov. 15, 2014)							(9.5 months of data)								
TC-2: Interactive User Experience															
Evaluate TC-2 - Utah Oct. 1, 2014 - August 31, 2015?											(11 months of data?)				
Evaluate TC-2 - Montana Nov. 15, 2014 - Oct. 15, 2015?											(11 months of data?)				
TC - 3: Advanced Job Search Tools															
Evaluate TC-3 - Utah Sept. 1, 2015 - Aug. 1, 2016?							(11 months of data?)								
Evaluate TC - 3 - Montana Oct. 15, 2015 - Sept. 15, 2016?							(11 months of data?)								

Evaluation - Utah

Evaluation - Montana

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Attachment 1: Job Seeker Comparison Chart: Current and TC–1 System

Current Job Seeker	TC - 1 Job Seeker	Reason for Change
Manual search	Auto search is completed	Job seekers were searching only based on location and were looking for a better way to screen out jobs. Perlinski report feedback.
Registration & resume are synonymous	Registration is the resume shown to employers but an online resume tool is available	Employers do not like the resume they see.
Registration has 40 required elements and 28 optional elements Total of 68 elements	Registration has 22 required elements and 15 optional elements. Total of 37 elements	Job seekers wanted a faster way to register to look for work.
Registration is list of values based	Registration is free format based	Job seekers felt limited by list of values.
Manually select ONET codes	No ONET selection	Job seekers felt ONET codes were difficult to use and limited.
No online job search toolkit	Job search toolkit is available	Staff in service areas wanted an online tool available to job seekers similar to the work readiness evaluation.
Job matching is based on exact ONET match and specified elements	Job matching is based on inferred data from employment history, education, and employment objective statements.	Feedback from employers indicated that they were not getting quality job matches.
One objective statement is allowed	Multiple objective statements are allowed	Multiple objective statements removed the need for manually entering an ONET code.
Look and feel tab driven	Look and feel some	Perlinski stated the website was old, not user friendly, and needed a new look.
Job notifications manually sent to job seekers	Automatic notifications are combined and sent once per day.	Many job seeker complaints about the volume and quality of notifications.

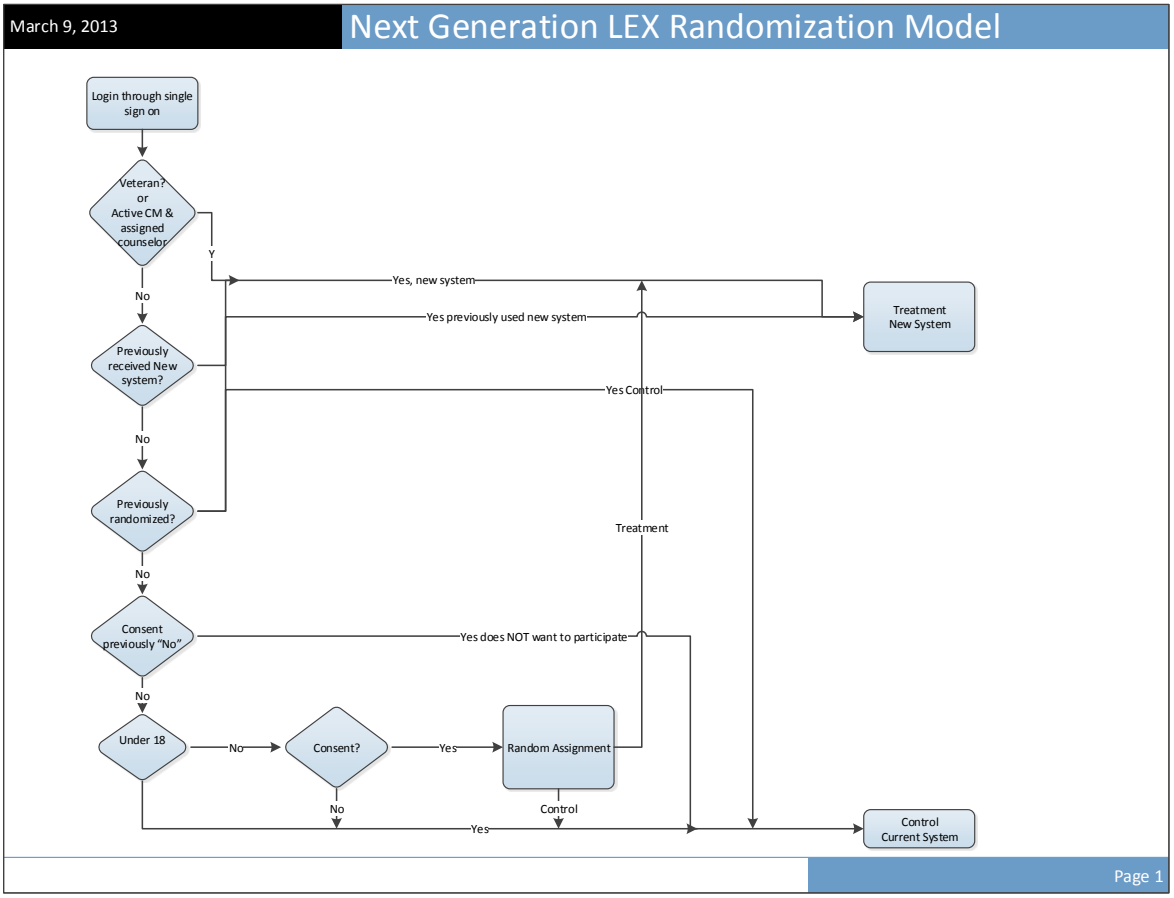
Attachment 2: Employer Comparison Chart: Baseline and TC–1 System

Old Employer	TC - 1 Employer	Reason for Change
Job posting is based on a list of values	Job posting is free format	Employer provided feedback that the lists of values were limited, not current, and cumbersome.
Manual search for job seekers	Auto return job seekers	Employer feedback indicated that they wanted an easier way to see qualified candidates. Many employers didn't know the search existed.
ONET code manually selected	ONET code is automatically determined	Employers didn't know what an ONET code was. They found it difficult to fit a job title into the ONET code structure.
Match is based on ONET manually entered by employer & job seeker	Match is based on skills inferred from job description and title	Employers doing the search didn't feel they were getting qualified applicants.
Manual matching results are displayed based on veteran priority first and then individuals who most recently updated their registration	Match results are displayed based on a rank order	Employers stated the results they were getting were not quality and didn't match the job. The Perlinski report indicated we needed a way to rank order job seekers for employers.
Veterans are mixed in with the matching results but always displayed first	Veterans are displayed separately from all other candidates	The study and veteran priority requirements necessitated veterans being displayed separately from other candidates. Veteran distinction provides additional visibility for veterans.
Job posting has 22 required elements and 17 optional elements Total of 39 elements	Job posting has 11 required elements and 9 optional elements Total of20 elements	Employer feedback indicated a need for a simplified job posting so it was easier to post jobs.
Upload jobs has 15 required elements	Upload jobs simplified to 9 required elements	Employers indicated a need to simplify the upload jobs functionality.

Attachment 3: Randomization Model

The following procedure is being used for randomizing individuals into groups.

1. Due to the policy of "Veterans Priority of Service", veterans are excluded from the randomization process. Per conversations with WIF personnel, veterans will be directed into the test system as soon as it becomes available.
2. Mediated (as defined by DWS), and mixed online and mediated users will also be excluded from the study as it is unlikely that randomization would be unbiased without at least a minimal amount of training for all workers in the state.
3. Individuals under age 18 will be directed into the current system until they turn 18. The first time an individual logs into the system after turning 18, she or he will also enter the pool for possible randomization into one of the two conditions.
4. Once an individual is determined eligible for the study (non-veteran, non-mediated, 18 or older) the person will be presented with the consent document and asked to agree or disagree with being part of the study. Once a person has completed the consent document the system will not display the consent at future entry into the system.
5. If an individual logs into the system, is eligible for the study, has never been consented and then agrees to participate, he/she will be randomized into either the current or test group. Individuals declining study participation will receive the current system. Every subsequent time a user that is eligible, and has been randomized, enters the system that user will be directed to the LEX site matching their current or test group assignment.



Attachment 4: Randomized Controlled Study Consent (Job Seeker)

Consent Language

DWS is working hard to improve our services for helping job seekers like you find a job. In order to do this we are testing some new ways of matching job seekers and employers and other parts of the job search website. At this time we are conducting a research study to find out if these new features make a difference in employment outcomes. We are hoping to learn more about what works and what does not work to improve the job search services DWS provides to job seekers using the DWS system.

You are being asked at this time to be part of this study. If you agree to participate (click on "Accept" below) you will be assigned at random to either receive the job search services as they are delivered currently or you will receive services using the test features. If you do not want to participate (click on "Decline") and you will receive the job search services as they are delivered currently.

Participation in this study is completely voluntary and will have no effect on your eligibility for any DWS services. Employers viewing your information will not be aware of whether or not you are participating in the study. No personal identifying information will be shared by DWS with anyone outside of the agency. All findings will be reported for all job seekers in the study and never tied directly to you as an individual.

Consent: By clicking on "Accept" I am consenting to participate in the research study described above.

Accept Decline

Attachment 5: Online Survey Consent

Online Survey Consent Job Seekers (IRB Approved)

DWS Website Improvement Project

This survey is part of a research study to help the Department of Workforce Services (DWS) improve their website for job seekers and employers. The purpose of this study is to better understand your experience with the website and to use this information to make improvements to the job search website in the future.

We would like to invite you to answer a few questions are about your experience with the job seeker website. It should only take **about 5 minutes** to complete the survey. Your participation is completely voluntary. You may skip any question you do not wish to answer. Your choice whether or not to participate in the study will not affect the services you receive on the DWS website and your responses will not impact your relationship with DWS.

Your answers will be kept completely confidential. This survey will only be connected to your user id, and will not ask for any identifying information (unless you volunteer to be contacted by a researcher). Your individual answers will not be given to anyone and will not be made public.

If you have any questions complaints or if you feel you have been harmed by this research please contact Mary Beth Vogel-Ferguson, Ph.D. from the Social Research Institute at the University of Utah - (801) 581-3071.

Contact the Institutional Review Board (IRB) if you have questions regarding your rights as a research participant. Also, contact the IRB if you have questions, complaints or concerns which you do not feel you can discuss with the investigator. The University of Utah IRB may be reached by phone at (801) 581-3655 or by e-mail at irb@hsc.utah.edu.

By clicking on the NEXT button below, you are giving your consent to participate in this study.
If you have decided not to participate in the study please click on the NO THANKS button.

Thank you for helping improve DWS' job seeker website. Your feedback is much appreciated!

Online Survey Consent Employers (IRB Approved)

DWS Website Improvement Project

This survey is part of a research study to help the Department of Workforce Services (DWS) improve their website for job seekers and employers. The purpose of this study is to better understand your experience with the DWS website and to use this information to make improvements to the website in the future.

We would like to invite you to answer a few questions are about your experience with the employer website. It should only take **about 5 minutes** to complete the survey. Your participation is completely voluntary. You may skip any question you do not wish to answer. Your choice whether or not to participate in the study will not affect the services you receive on the DWS website and your responses will not impact your relationship with DWS.

Your answers will be kept completely confidential. This survey will only be connected to your user id, and will not ask for any identifying information (unless you volunteer to be contacted by a researcher). Your individual answers will not be given to anyone and will not be made public.

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Contact the Institutional Review Board (IRB) if you have questions regarding your rights as a research participant. Also, contact the IRB if you have questions, complaints or concerns which you do not feel you can discuss with the investigator. The University of Utah IRB may be reached by phone at (801) 581-3655 or by e-mail at irb@hsc.utah.edu.

By clicking on the NEXT button below, you are giving your consent to participate in this study.
If you have decided not to participate in the study please click on the NO THANKS button.

Thank you for helping improve DWS' employer website. Your feedback is much appreciated!

Attachment 6: Individual Job Seekers Satisfaction Scale Question Scores - Utah

General AGREEMENT with following statements - ALL	Baseline N = 4120	TC-1 N = 7788
1. I am comfortable using the internet to complete tasks on jobs.utah.gov	3964 (96.2%)	7414 (95.2%)
2. It is difficult to navigate the jobs.utah.gov website	1061 (26.4%)	2223 (29.3%)
3. Overall, jobs.utah.gov is easy to use	3567 (89.2%)	6535 (86.7%)
15. Finding help is easy on jobs.utah.gov	2245 (72.2%)	4201 (58.9%)
16. It is easy to link to information about education and training on jobs.utah.gov	2344 (76.7%)	4250 (60.1%)
17. Jobs.utah.gov is NOT as good as other job search websites	808 (25.5%)	1637 (23.1%)
18. The jobs posted on jobs.utah.gov are NOT up-to-date	681 (22.5%)	1566 (22.2%)

Responses to this set were only used if participant DID job search on jobs.utah.gov

General AGREEMENT with following statements	Baseline N = 3989	TC-1 N = 6583
5. Creating my job search account on jobs.utah.gov was easy	3405 (89.6%)	5812 (88.3%)
6. Searching for jobs on jobs.utah.gov is hard	540 (14.2%)	1127 (17.2%)
7. I often have trouble “signing-in” to job search	579 (15.4%)	1120 (17.2%)
8. I can’t find jobs that match my skills and abilities on jobs.utah.gov	1143 (30.6%)	2165 (33.6%)
9. jobs.utah.gov provides job matches that meet my search criteria	2946 (78.7%)	4881 (75.7%)
10. Applying for jobs is easy using jobs.utah.gov	3149 (84.5%)	5091 (79.5%)
11. I would return to jobs.utah.gov in the future to job search	3607 (96.1%)	6173 (96.0 %)
12. I would recommend jobs.utah.gov to other job seekers	3455 (92.9%)	5899 (92.1%)
13. Overall, I am satisfied with my job search on jobs.utah.gov	3272 (88.1%)	5475 (85.8%)

Reported Feature as Good - Excellent	Baseline N = 3989	TC-1 N = 7788
19. Quality of the Information	3483 (90.2%)	6194 (87.4%)
20. Overall Appearance	3385 (87.9%)	6135 (86.8%)
21. How well the site is organized	3204 (83.6%)	7058 (81.7%)

Individual Job Seekers Satisfaction Scale Question Scores - Montana

General AGREEMENT with following statements	Baseline	TC-1
1. I am comfortable using the internet to job search	1815 (96.3%)	1371 (94.4%)
2. It is hard to find what I need on jobs.mt.gov	375 (20.3%)	421 (29.1%)
3. Overall, jobs.mt.gov is easy to use	1672 (90.5%)	1209 (83.4%)
4. Creating my job search account on jobs.mt.gov was easy	1541 (84.8%)	1184 (82.1%)
5. Searching for jobs on jobs.mt.gov is hard	212 (11.8%)	300 (20.7%)
6. I often have trouble "signing-in" to job search	366 (20.4%)	283 (19.8%)
7. I can't find jobs that match my skills and abilities on jobs.mt.gov	595 (33.6%)	537 (37.2%)
8. Jobs.mt.gov provides job matches that meet my search criteria	1308 (74.7%)	977 (68.0%)
9. The jobs posted on jobs.mt.gov are not up-to-date	411 (23.5%)	290 (20.3%)
10. Applying for jobs is easy using jobs.mt.gov	1334 (77.0%)	1056 (74.0%)
11. I would return to jobs.mt.gov in the future to job search	1691 (97.0%)	1366 (95.1%)
12. I would recommend jobs.mt.gov to other job seekers	1641 (95.1%)	1290 (90.7%)
13. Overall, I am satisfied with my job search on jobs.mt.gov	1497 (88.1%)	1160 (82.6%)
14. Finding help is easy on jobs.mt.gov	955 (73.1%)	746 (68.3%)
15. Jobs.mt.gov is NOT as good as other job search websites	264 (20.0%)	288 (25.9%)

Reported Feature as Good – Excellent	Baseline	TC-1
19. Quality of the Information	1517 (88.9%)	1296 (87.6%)
20. Overall Appearance	1464 (86.3%)	1229 (83.5%)
21. How well the site is organized	1397 (82.8%)	1120 (76.4%)

Attachment 7: Focus Group Consent Documents

JOB SEEKER FOCUS GROUP - CONSENT DOCUMENT

BACKGROUND
You are being asked to take part in a research study. Before you decide if you would like to participate, it is important for you to understand why the research is being done and what it will involve. We will go through this information together. As we go through this consent form if you have any questions, if anything is unclear or you would like more information please let me know. You can take your time to decide whether you want to volunteer to take part in this study.

The purpose of the study is to better understand how you and a few other job seekers who have accessed the online job board feel about the online system and your experiences using this online system. We would also like to know more about how you think the current service could be improved.

STUDY PROCEDURE
As part of this study you have been invited to take part in a focus group. The focus group will last about 1½ hours. Questions will be asked about your views of the DWS job seeker website and your experiences using this online service.

RISKS
The risks of this study are minimal. You may feel upset thinking about or talking about personal experiences related to using the online system. These risks are similar to those you experience when discussing personal information with others. If you feel upset from this experience, you can tell the researcher, and he/she will tell you about resources available to help.

BENEFITS
We cannot promise any direct benefit for taking part in this study. However, input from the focus groups will be used to make changes to the DWS job seeker website.

CONFIDENTIALITY
The focus group will be tape recorded using a small digital voice recorder so we can remember all that is said in the focus group. The recording will be stored on a password protected university computer which can only be accessed by the researcher and will be transcribed within one month of the focus group session. Once the transcription is done the recording will be immediately deleted. The recordings will not ever be used in any public setting. Any paper copies of data will be stored in a locked filing cabinet in the researcher's office. Only the researchers will have access to this information.

We will do everything possible to keep information you share while participating in the focus group from those not associated with the project. Thus, we ask you and the other participants to keep the focus group discussion confidential. Still, there is a chance that someone in the group might mention your comments or name to others who were not in the group. Because of this, we cannot guarantee that no one will share what you have said after they leave.

PERSON TO CONTACTS
If you have questions, complaints or concerns about this study, you can contact Mary Beth Vogel-Ferguson at 801-581-3071.

Institutional Review Board: Contact the Institutional Review Board (IRB) if you have questions regarding your rights as a research participant. Also, contact the IRB if you have questions, complaints or concerns which you do not feel you can discuss with the investigator. The University of Utah IRB may be reached by phone at (801) 581-3655 or by e-mail at irb@hsc.utah.edu.

Research Participant Advocate: You may also contact the Research Participant Advocate (RPA) by phone at (801) 581-3803 or by email at participant.advocate@hsc.utah.edu.

VOLUNTARY PARTICIPATION
It is completely up to you to decide if you want to take part in this study. If you do not want to be in the focus group or if you decide to leave early it will not affect your ability to access the DWS website or receive any appropriate services from DWS.

COSTS AND COMPENSATION TO PARTICIPANTS
There will be no cost to you for participating other than your time. In appreciation for your time and participation you will receive $20 at the end of the focus group.

CONSENT
By signing this consent form, I confirm I reviewed the information in this consent form with the researcher and have had the opportunity to ask questions. I will be given a signed copy of this consent form. I voluntarily agree to take part in this study.

_____
Printed Name of Participant

_____ _____
Signature of Participant Date

_____
Printed Name of Person Obtaining Consent

_____ _____
Signature of Person Obtaining Consent Date

EMPLOYER FOCUS GROUP - CONSENT DOCUMENT

BACKGROUND
You are being asked to take part in a research study. Before you decide if you would like to participate, it is important for you to understand why the research is being done and what it will involve. We will go through this information together. As we go through this consent form if you have any questions, if anything is unclear or you would like more information please let me know. You can take your time to decide whether you want to volunteer to take part in this study.

The purpose of the study is to better understand how you and a few other employers who have accessed the online labor exchange job board feel about the online system and your experiences using this online system. We would also like to know more about how you think the current website could be improved.

STUDY PROCEDURE
As part of this study you have been invited to take part in a focus group. The focus group will last about 1½ hours. Questions will be asked about your views of the DWS employer website and your experiences using this online service.

RISKS
The risks of this study are minimal. You may feel upset thinking about or talking about personal experiences related to using the online system. These risks are similar to those you experience when discussing personal information with others. If you feel upset from this experience, you can tell the researcher, and he/she will tell you about resources available to help.

BENEFITS
We cannot promise any direct benefit for taking part in this study. However, input from the focus groups will be used to make changes to the DWS job seeker website.

CONFIDENTIALITY
The focus group will be tape recorded using a small digital voice recorder so we can remember all that is said in the focus group. The recording will be stored on a password protected university computer which can only be accessed by the researcher and will be transcribed within one month of the focus group session. Once the transcription is done the recording will be immediately deleted. The recordings will not ever be used in any public setting. Any paper copies of data will be stored in a locked filing cabinet in the researcher's office. Only the researchers will have access to this information.
We will do everything possible to keep information you share while participating in the focus group from those not associated with the project. Thus, we ask you and the other participants to keep the focus group discussion confidential. Still, there is a chance that someone in the group might mention your comments or name to others who were not in the group. Because of this, we cannot guarantee that no one will share what you have said after they leave.

PERSON TO CONTACTS
If you have questions, complaints or concerns about this study, you can contact Mary Beth Vogel-Ferguson at 801-581-3071.

Institutional Review Board: Contact the Institutional Review Board (IRB) if you have questions regarding your rights as a research participant. Also, contact the IRB if you have questions, complaints or concerns which you do not feel you can discuss with the investigator. The University of Utah IRB may be reached by phone at (801) 581-3655 or by e-mail at irb@hsc.utah.edu.

Research Participant Advocate: You may also contact the Research Participant Advocate (RPA) by phone at (801) 581-3803 or by email at participant.advocate@hsc.utah.edu.

VOLUNTARY PARTICIPATION
It is completely up to you to decide if you want to take part in this study. If you do not want to be in the focus group or if you decide to leave early it will not affect your ability to access the DWS website or receive any appropriate services from DWS.

COSTS AND COMPENSATION TO PARTICIPANTS
There will be no cost to you for participating other than your time. In appreciation for your time refreshments will be served during the focus group session.

CONSENT
By signing this consent form, I confirm I reviewed the information in this consent form with the researcher and have had the opportunity to ask questions. I will be given a signed copy of this consent form. I voluntarily agree to take part in this study.

_____
Printed Name of Participant

_____ _____
Signature of Participant Date

_____
Printed Name of Person Obtaining Consent

_____ _____
Signature of Person Obtaining Consent Date

Attachment 8: Focus Group Guides

UTAH JOB SEEKER GUIDE

INTRODUCTIONS (Review consent)

a. Type of job / industry you usually work
b. If different, what type of work you look for on jobs.utah.gov
c. How many years of work experience

SIGNING IN

2. Let's start with signing into jobs.utah.gov…how has that process gone for you?
    a. Knowing to sign-on, next steps
    b. What kinds of problems with particular methods of accessing the site – such as on phone, using particular browser etc. have you had?

PREPARING TO JOB SEARCH (Explain testing of features)

3. What has been your experience with the resume builder tool?
    a. Is there anything you wish would be different about how the site handle or manages resumes?
4. How do you incorporate social media into your job search?
    a. What do you think about the effectiveness of social media to job search?
    b. If you were given the opportunity to link any of your social media sights to your profile, would you? Any particular links?
5. When you are selecting criteria to search by, what are most important to you? For example distance, pay, etc.?
6. If you could add any feature to job searching on jobs.utah.gov what would it be?
    c. What would adding this feature or service do for you?

JOB SEARCHING/MATCHING

7. When you hit search, what is your experience with the list of jobs you are match to?
    a. As far as you know, what information is used to create the matches?
    b. How would you go about getting different matches?
8. Some people have jobs pop up even before they do a search, what do you think of having jobs automatically "pop up" or presented to you as matches?
    a. When you are presented jobs as matches, what are the most important pieces of information you would you want to know about the job?
9. Once you are given a list of jobs, what do you think about being able to sort jobs that you find in jobs.utah.gov?
    a. What categories for sorting would make sense to you?
10. Describe the various methods you use to job search
    d. Which is most effective in connecting you to jobs you want?
    e. How do you decide which sites to use?

11. When you use other online job searching websites, how do they compare to jobs.utah.gov?
    f. Are there any particular types of jobs you look for on jobs.utah.gov or DON'T look for on the website? Why?

SYSTEM FEATURES

12. What has been your experience with using the help features online?
    a. What help features would you like to see added?
    b. What would you think about having a live chat available?
13. DWS is thinking about adding "text alerts" as a service for customers, what do you think of having text alerts available to provide you information?
    a. For what types of information would you like to receive text alerts?
    b. How often would this be helpful?
14. If DWS could give you statistics about your use of the website or how employers are connecting to you, what information would you like to see?
15. Have you heard of the Utah Futures website? Do you know what it is for?
    [Describe site: career exploration – gives info on education and career planning]
    a. what would you find useful about such a site?
    b. How do you think you might use such a site?
16. What is your experience with the job search log feature?
    a. How have you used it?
    b. How could DWS change this tool to be more useful?
17. Besides job searching – what other service do you know about that are offered on the website?
    g. What do you like and dislike about these services?

OVERALL

18. If I asked you about the typical job seeker using jobs.utah.gov, how would you describe them?
    h. Are there specific types of jobs or occupations being searched for on the website?
19. What types of employers do you believe are using the website to post jobs?
    i. Do you think any employers or industries are NOT using the site? Why/why not?
20. What other types of information would you like to receive from DWS?
    j. What is the best method for DWS give you information?
21. Is there anything we haven't asked you that is important to understanding a job seeker's experience of Job Service and jobs.utah.gov?
22. If you had one minute to talk to the Executive Director of DWS regarding jobs.mt.gov what would you say to him?

UTAH EMPLOYER GUIDE

INTRODUCTIONS (Review Consent)

a. First name and what type of industry do you work in?
b. What is your position/job in the company? If not an HR person, do you post jobs?
c. Approximately how many employees do you have in your company?

SIGNING IN / POSTING

2) Who in your company posts the jobs to jobs.utah.gov? Is there more than one person at your company who posts jobs?
3) What difficulties have you had with signing on? What? How often? How resolved?
4) What kinds of problems (if any) have you had with the job posting process – posting, accessing applicants, contacting applicants?
   a. Any issues with functions such as copying jobs, opening or closing postings etc.?

MATCHING/IDENTIFYING CANDIDATES

5) When using jobs.utah.gov to post jobs and search for applicants, what is your experience with the number and quality of matches that you receive for your open positions?*
6) Expanded Version of Presenting Candidates:
   "If DWS were to provide a "snapshot" of candidates that have been matched to your job posting, what kind of information would you like to see in that 3 – 4 item summary?"
7) Besides using Jobs.utah.gov, what other methods do you use to identify or connect with potential employees? (Recruit, Advertise)
8) How does jobs.utah.gov compare to these other online job sites?
   a. What features or functions have you seen on other job posting websites that you would like available on jobs.utah.gov?
   b. How does the quality or type of the applicants compare? (Do you use different sites to recruit for different open positions? How do you decide?)
9) As an employer, how (if at all) are you using social media to find and hire qualified candidates for your jobs?
   a. Do you use social media to 'research' or 'vet' potential employees?
   b. If you aren't using social media, what had led to that decision?
   c. How could DWS help you use social media to assist with company promotion or hiring?
   d. DWS is going to allow job seekers to include links to their social media account if they wish.
      -What will having such access mean to you? How might you use it?

WEBSITE IN GENERAL

10) If the system could track and display statistics relative to your specific job postings, company profile and industry standards what might you want to see?
11) Besides posting jobs on jobs.utah.gov, what other services do you know about that are offered on the website?
12) What other types of information would you like to have available on the website?

13) What would you think about being able to sign-up to receive notices by text message?
    a. How often? What types of notices?
14) How have you used the online help features when you have problems using the website?
    b. Any issues with accessing help / Getting answers / getting help timely?
    c. If DWS were to enhance online help resources to provide helps what might you suggest?
    d. What do you think about having an option for a "live chat" with the SET team that would be available during business hours?
15) What do you think about DWS providing training so employers can learn more about the features or functionality of the website?
    e. - Best format ? Specific areas?

JOB SEEKERS

16) DWS is preparing to update its workshops and trainings to better prepare job seekers for today's job market. From your company's perspective, what soft skills do you most often find lacking in today's job applicant pool?
17) When reviewing a job applicant's resume, what makes one resume stand out over others as someone you would like to interview or consider for a position?
18) What types of job search skills do you observe from job seekers coming from DWS verses other referral sources? (ie. interviewing skills, documentation, follow-through, etc.)
19) When you think about the typical job seeker using jobs.utah.gov what qualities or characteristics come to mind?
    a. What experiences have you had that have created this impression?
20) What kinds of jobs do you think the average person using jobs.utah.gov is looking for?

OVERALL

21) Overall, what are the strengths or most user friendly aspects of the website have you noticed when posting jobs on jobs.utah.gov?
22) What is the biggest issue or barrier with using jobs.utah.gov or working with DWS?***
    f. What do you thing is the best solution to this issue?
23) If you could add any feature or service to jobs.utah.gov, what would it be?
24) Is there anything we haven't asked that you think is important to understanding an employer's experience of DWS and jobs.utah.gov?

MONTANA JOB SEEKER GUIDE

INTRODUCTIONS (Review Consent)

a. Type of job / industry you usually work
b. If different, what type of work you look for on jobs.mt.gov
c. How many years of work experience

SIGNING IN

2. Let's start with signing into jobs.mt.gov…how has that process gone for you?
    a. Knowing to sign-on, next steps
    b. What kinds of problems with particular methods of accessing the site – such as on phone, using particular browser etc. have you had?

JOB SEARCH/MATCHING

3. When you are selecting criteria to search by, what are most important to you? For example distance, pay, etc.?

4. When you hit search, what is your experience with the list of jobs you are match to?
    a. As far as you know, what information is used to create the matches?
    b. How would you go about getting different matches?
5. In the past, people only got jobs sent to them AFTER searching, what do you think of having jobs automatically "pop up" or presented to you as matches?
    a. When you are presented jobs as matches, what are the most important pieces of information you would you want to know about the job?
6. Once you are given a list of jobs, what do you think about being able to sort jobs that you find in jobs.mt.gov?
    a. What categories for sorting would make sense to you?

OUTSIDE JOBS.MT.GOV

7. Describe the various methods you use to job search
    a. Which is most effective in connecting you to jobs you want?
    b. How do you decide which sites to use?
8. When you use other online job searching websites, how do they compare to jobs.mt.gov?
    a. Are there any particular types of jobs you look for on jobs.mt.gov or DON'T look for on the website? Why?
9. How do you incorporate social media into your job search?
    a. What do you think about the effectiveness of social media to job search?
    b. If you were given the opportunity to link any of your social media sights to your profile, would you? Any particular links?
10. If you could add any feature to job searching on jobs.mt.gov what would it be?
    a. What would adding this feature or service do for you?

SYSTEM FEATURES

11. What has been your experience with using the help features online?

a. What help features would you like to see added?
Hover text? Click on for more information?
b. What would you think about having a "live chat" available?

12. Job Service is thinking about adding "text alerts" as a service for customers, what do you think of having text alerts available to provide you information?
    a. For what types of information would you like to receive text alerts?
    b. How often would this be helpful?
13. If Job Service could give you statistics about your use of the website or how employers are connecting to you, what information would you like to see?
    a. Impressions – how often did it show up and were next steps taken?
14. What do you think about a job search log feature?
    a. How have you used it?
    b. How could Job Service change this tool to be more useful?
15. Besides job searching – what other service do you know about that are offered on the website?
    b. What do you like and dislike about these services?

OVERALL

16. If I asked you about the typical job seeker using jobs.mt.gov, how would you describe them?
    a. Are there specific types of jobs or occupations being searched for on the website?
17. What types of employers do you believe are using the website to post jobs?
    a. Do you think any employers or industries are NOT using the site? Why/why not?
18. What other types of information would you like to receive from Job Service?
    a. What is the best method for Job Service to give you information?
19. Is there anything we haven't asked you that is important to understanding a job seeker's experience of Job Service and jobs.mt.gov?
20. If you had one minute to talk to the people who run Job Service regarding jobs.mt.gov what would you say to them?

MONTANA EMPLOYER GUIDE

INTRODUCTIONS (Review Consent)

a. First name and what type of industry do you work in?
b. What is your position/job in the company? If not an HR person, do you post jobs?
c. Approximately how many employees do you have in your company?

SIGNING IN / POSTING

1) Who in your company posts the jobs to jobs.mt.gov? Is there more than one person at your company who posts jobs?
2) What difficulties have you had with signing on? What? How often? How resolved?
3) What kinds of problems (if any) have you had with the job posting process – posting, accessing applicants, contacting applicants?
   a. Any issues with functions such as copying jobs, opening or closing postings etc.?

MATCHING/IDENTIFYING CANDIDATES

4) When using jobs.mt.gov to post jobs and search for applicants, what is your experience with the number and quality of matches that you receive for your open positions?*
5) Expanded Version of Presenting Candidates:
   "If Job Services were to provide a "snapshot" of candidates that have been matched to your job posting, what kind of information would you like to see in that 3 – 4 item summary?"
6) Besides using Jobs.mt.gov, what other methods do you use to identify or connect with potential employees? (Recruit, Advertise)
7) How does jobs.mt.gov compare to these other online job sites?
   a. What features or functions have you seen on other job posting websites that you would like available on jobs.mt.gov?
   b. How does the quality or type of the applicants compare? (Do you use different sites to recruit for different open positions? How do you decide?)
8) As an employer, how (if at all) are you using social media to find and hire qualified candidates for your jobs?
   a. Do you use social media to 'research' or 'vet' potential employees?
   b. If you aren't using social media, what had led to that decision?
   c. How could Job Service help you use social media to assist with company promotion or hiring?
   d. Job Service is going to allow job seekers to include links to their social media account if they wish.
      - What will having such access mean to you? How might you use it?

WEBSITE IN GENERAL

9) If the system could track and display statistics relative to your specific job postings, company profile and industry standards what might you want to see?
10) Besides posting jobs on jobs.mt.gov, what other services do you know about that are offered on the website?
11) What other types of information would you like to have available on the website?
12) What would you think about being able to sign-up to receive notices by text message?
    g. How often? What types of notices?

13) How have you used the online help features when you have problems using the website?
    h. Any issues with accessing help / Getting answers / getting help timely?
    i. If Job Service were to enhance online help resources to provide helps what might you suggest?
    j. What do you think about having an option for a "live chat" that would be available during business hours?
14) What do you think about Job Services providing training so employers can learn more about the features or functionality of the website?
    k. - the best format ? In what specific areas?

JOB SEEKERS

15) Job Service is preparing to update its workshops and trainings to better prepare job seekers for today's job market. From your company's perspective, what soft skills do you most often find lacking in today's job applicant pool?***
16) When reviewing a job applicant's resume, what makes one resume stand out over others as someone you would like to interview or consider for a position?***
17) What types of job search skills do you observe from job seekers coming from Job Service verses other referral sources? (e.g. interviewing skills, documentation, follow-through)
18) When you think about the typical job seeker using jobs.mt.gov what qualities or characteristics come to mind?
    b. What experiences have you had that have created this impression?
19) What kinds of jobs do you think the average person using jobs.mt.gov is looking for?

OVERALL

20) Overall, what are the strengths or most user friendly aspects of the website have you noticed when posting jobs on jobs.mt.gov?
21) What is the biggest issue or barrier with using jobs.mt.gov or working with Job Services?
    a. What do you thing is the best solution to this issues
22) If you could add any feature or service to jobs.mt.gov, what would it be?
23) Is there anything we haven't asked that you think is important to understanding an employer's experience of Job Services and jobs.mt.gov?

Attachment 9: Timeline of Significant Events

Date	Activities
2012	
October	SRI chosen as 3rd party evaluator
December	Job matching white paper first presented
2013	
January	Learning Express Library (LEL) contracted for Resume builder
February	Evaluation team received IRB approval from the U of U
May	- Significant changes (look and feel not functionality) were made to the DWS website and the LEX screens for both job seekers and employers; site navigation problems were addressed - From an evaluation perspective it was important that the baseline data collection did not start until after these changes were in place as simply getting to the site has been reported as one of the greatest barriers to using the LEX in Utah. - Online Customer Satisfaction surveys (Utah job seekers and employers) started - Randomization of job seekers into test and current conditions to evaluate randomization functionality - Focus groups with employers and one-on-one discussions with job seekers statewide – Utah
July	- Utah Online Job Seeker Satisfaction Survey Started (7/11) - Utah Online Employer Satisfaction Survey Started (7/12) - Utah Online Job Seeker Satisfaction Scale finalized and implemented (7/13) - Montana Focus Groups (Job Seeker, Employer, Staff) Conducted
August	- Basic Computer skills course made available on DWS website (Utah) - Resume Writer available in the JCRs only (Utah) - Montana Online Job Seeker Satisfaction Survey Started (8/6) - Montana Online Employer Satisfaction Survey Started (8/6) - Utah Employer Satisfaction Survey was not functioning (8/28 – 10/16) - Conflicts with other DWS priorities resulted in delay of implementation of first set of test components
November	- Utah First Set of Components (initially) Implemented (11/13) - Challenges implementing test components simultaneously in both states resulted in delay in implementation of first set of test components in Montana
December	- Significant negative feedback from employers resulted in Utah changing in the way jobs seeker matches are displayed; Implementation date for first set of test components in Utah reset to 12/19

2014	
January	- Online surveys were being sent too frequently - fixed 1/3 - Utah Online Employer Satisfaction Survey link broken - (1/1 – 2/19)
February	- Frequency of Online Satisfaction Survey delivery to Utah and Montana employers was changed from 10% to 100%; updated so survey only comes again after one month if individual declines and after 3 months if individual says yes (2/6) - Above fix corresponded with break in link to Montana Online Satisfaction Survey (2/6 – 3/2) - Montana first Set of test components implemented (2/8) - DWS employee added an additional link for employers to post jobs on their main website outside of the component release schedule (2/24)
March	- Direct Jobs downloaded a set of jobs that were not appropriate. Unable to discern how these might have affected the system - Montana Job Seeker and Employer Surveys were fixed and running correctly (3/2) - It was necessary to do another fix to the Utah Employer online surveys (3/5) - Attended Department of Labor WIF grantee conference DC
April	- Eric Strong brought on board in Utah as a Business Analyst
May	-Department of Labor Federal partner visited state – discussed options for timeline
July	- 2014 Senate Bill 22 went into effect requiring all state government entities to post their jobs on jobs.utah.gov; this includes all subcontractors of such entities
September	- Utah - Statewide training of all appropriate staff on TC-2 rollout - Focus groups with job seekers and employers were held statewide in both Utah and Montana
October	- Utah: TC-2 roll out occurs (10/1)
November	- Montana: TC-2 roll out occurs (11/15)

Attachment 10: Montana Job Service Workers Online Survey

	Job Service Workers N = 168
Do most employers you work with find it easy to post jobs on jobs.mt.gov?	
Yes	41 (24.6%)
No	53 (31.7%)
Don't Know	73 (43.7%)
Are employers influenced, either for or against a job seeker, by the resumes they access online as generated from job seeker information inputted on jobs.mt.gov?	
Yes	52 (33.8%)
No	10 (6.5%)
Don't Know	92 (59.7%)
In your experience, do you believe most employers find jobs.mt.gov…	
Better than most other online websites for finding potential employees	13 (8.7%)
The same as most other online websites for finding potential employees	20 (13.4%)
Not as good as other online websites for finding potential employees	44 (29.5%)
I don't know	72 (48.3%)
Do most (or many) employers who post jobs on jobs.mt.gov use the job matching feature to identify qualified job seekers?	
Yes	19 (12.5%)
No	41 (27%)
I don't know	92 (60.5%)
When an employer calls you with a problem such as sign-in issues, website confusion, etc., how often are you (or another staff resource in your office) able to help the employer solve the problem?	
Always	23 (16.3%)
Usually	66 (46.8%)
Sometimes	39 (27.7%)
Rarely	10 (7.1%)
Never	3 (2.1%)
In general, how do you think most employers perceive job seekers registered on jobs.mt.gov? *(Mark all that apply)*	Agree
A pool of candidates appropriate for a wide range of positions	67 (39.9%)
People on unemployment	84 (50%)
Welfare recipients	40 (23.8%)
Lower skilled workers	74 (44%)
Individuals new to the work force	37 (22%)
Do most employers believe they can access job seekers with a wide range of skills and abilities on jobs.mt.gov?	
Yes	32 (21.9%)
No	38 (26%)
Don't Know	76 (52.1%)

	Job Service Workers N = 168
What methods do you use to engage with employers and educate them about jobs.mt.gov?	
Email Blasts	28 (16.7%)
Community Events	64 (38%)
Attend community business events	66 (39.3%)
Call/Walk-in	102 (60.7%)
In general, is jobs.mt.gov better than, the same as or worse than other online job boards (Indeed, Monster, Careerbuilder, Montanahelpwanted.com, etc.)?	
Better than	39 (27.3%)
The same as	21 (14.7%)
Worse than	35 (24.5%)
Don't know	48 (33.6)
In general, do job seekers have difficulty finding what they need on jobs.mt.gov?	
Yes	61 (42.1%)
No	62 (42.8%)
Don't Know	22 (15.2%)
Do you think that job seekers know the information they enter on jobs.mt.gov is what is used to create the resume viewed by employers?	
Yes	64 (44.8%)
No	71 (49.7%)
Don't Know	8 (5.6%)
Do you find that most job seekers who are registered on jobs.mt.gov are able to find jobs posted there that meet their skills and abilities?	
Yes	78 (54.9%)
No	36 (25.4%)
Don't Know	28 (19.7%)
Do you think there are common stereotypes or perceptions about the types of job seekers who are registered on jobs.mt.gov?	
Yes	56 (41.5%)
No	40 (29.6%)
Don't Know	39 (28.9%)
Compared to other Job Services Offices would you consider your office:	
Small	51 (37.8%)
Medium	31 (23%)
Large	53 (39.3%)

Attachment 11: Workforce Development Specialist and SET Data

	WDS N = 17	Set Team N = 6
Do most employers you work with find it easy to post jobs on jobs.utah.gov?		
Yes	14 (77.8%)	0
No	3 (16.7%)	6 (100%)
Don't Know	0	0
Since the GenLEX changes went into effect last year, would you say that the number of employers posting their own job has…		
Increased a great deal	3 (16.7%)	1 (16.7%)
Increased a little	10 (55.6%)	0
Not really changed	4 (22.2%)	2 (33.3%)
Decreased a little	0	3 (50.0%)
Decreased a lot	0	0
Don't Know	0	0
Are employers influenced, either for or against a job seeker, by the resumes they access online as generated by the job seeker on jobs.utah.gov?		
Yes	12 (66.7%)	5 (83.3%)
No	0	0
Don't Know	5 (27.8%)	1 (16.7%)
Do most employers experience jobs.utah.gov as…		
Better than most other online websites for finding potential employees	2 (11.1%)	0
The same as most other online websites for finding potential employees	8 (44.4%)	0
Not as good as other online websites for finding potential employees	7 (38.9%)	6 (100%)
Do most (or many) employers who post jobs on jobs.utah.gov (not flat file jobs) use the job matching feature to identify qualified job seekers?		
Yes	5 (27.8%)	0
No	7 (38.9%)	6 (100%)
Don't Know	5 (27.8%)	0
When an employer calls you with a problem such as sign-in issues, website confusion, etc., how often are you able to help the employer solve the problem (either yourself or using resources, for example from the SET team)?		
Always	5 (27.8%)	0
Usually	11 (61.1%)	6 (100%)
Sometimes	0	0
Rarely	1 (5.6%)	0
Never	0	0

	WDS N = 17	Set Team N = 6
Those who AGREE that most employers perceive job seekers registered on jobs.utah.gov in this way		
A pool of candidates appropriate for a wide range of positions	7 (38.9%)	0
People on unemployment	13 (72.2%)	6 (100%)
Welfare recipients	9 (50%)	6 (100%)
Lower skilled workers	14 (77.8%)	5 (83.3%)
Individuals new to the work force	3 (16.7%)	0
Do most employers believe they can access job seekers with a wide range of skills and abilities on jos.utah.gov?		
Yes	2 (11.1%)	0
No	11 (61.1%)	6 (100%)
Don't Know	4 (22.2%)	0
What methods do you use to engage with employers and educate them about jobs.utah.gov? *(Mark all that apply?)*		
Email Blasts	7 (38.9%)	
Community Events (job fairs, etc.)	17 (94.4%)	
Attend community business events	17 (94.4%)	
Call/Walk-In	17 (94.4%)	
Have you ever worked with job seekers using jobs.utah.gov?		
Yes	16 (88.9%)	
No	1 (5.6%)	

Attachment 12: Connection Team and SET Data

	Connection Team N = 129	SET N = 6
Do you find that most job seekers who are registered on jobs.utah.gov are able to find jobs posted that meet their skills and abilities?		
Yes	103 (79.8%)	2 (33.3%)
No	18 (14%)	4 (66.7%)
Don't Know	8 (6.2%)	0
Do you think there are common stereotypes of perceptions about the types of job seekers who are registered on jobs.utah.gov?		
Yes	52 (40.3%)	5 (83.3%)
No	54 (41.9%)	0
Don't Know	23 (17.8%)	1 (16.7%)
How often are you asked to help someone use the resume builder tool?		
Several times a day	28 (22.2%)	0
About once a day	32 (25.4%)	0
Weekly	33 (26.2%)	3 (50.0%)
A couple of times a month	18 (14.3%)	0
Less than monthly	15 (11.9%)	3 (50.0%)
How comfortable do you feel helping customers use the resume builder?		
Very comfortable		
Somewhat comfortable	49 (38.6%)	1 (16.7%)
Not very comfortable	55 (43.3%)	1 (16.7%)
Not at all comfortable	16 (12.6%)	2 (33.3%)
	7 (5.5%)	2 (33.3%)
How confident do you feel that the resume builder is a good tool for most customers who use it?		
Very confident	24 (19%)	0
Somewhat confident	58 (46%)	2 (40.0%)
Not very confident	32 (25.4%)	1 (20.0%)
Not at all confident	12 (9.5%)	2 (40.0%)
When a job seeker comes to you with a problem such as sign-in issues, website confusion etc., how often are you able to help the person solve the problem?		
Always	39 (33.3%)	0
Usually	67 (57.3%)	6 (100%)
Sometimes	10 (8.5%)	0
Rarely	1 (0.9%)	0
Never	0	0
When helping a job seeker, how quickly are you able to tell if they are using the current system or the test system?		
Immediately	69 (61.1%)	1 (16.7%)
After helping a while	30 (26.5%)	5 (83.3%)
Not at all	14 (12.4%)	0

	Connection Team N = 129	SET N = 6
For the customers using the CURRENT SYSTEM: In general, is jobs.utah.gov better than, the same as, or worse than other online job boards (Indeed, Monster, Careerbuilder, KSL, etc.)?		
Better than	31 (27.4%)	1 (16.7%)
The same as	38 (33.6%)	4 (66.7%)
Worse than	9 (8%)	1 (16.7%)
Don't Know	35 (31%)	0
When using the CURRENT SYSTEM: In general, do job seekers have difficulty finding what they need on jobs.utah.gov?		
Yes	25 (22.1%)	2 (33.3%)
No	66 (58.4%)	3 (50.0%)
Don't Know	22 (19.5%)	1 (16.7%)
For customers using the TEST SYSTEM: In general, is jobs.utah.gov better than, the same as, or worse than other online job boards (Indeed, Monster, Careerbuilder, KSL, etc.)?		
Better than	23 (20.4%)	0
The same as	36 (31.9%)	0
Worse than	14 (12.4%)	5 (83.3%)
Don't Know	40 (35.4%)	1 (16.7%)
When using the TEST SYSTEM: In general, do job seekers have difficulty finding what they need on jobs.utah.gov?		
Yes	27 (24.1%)	5 (83.3%)
No	55 (49.1%)	0
Don't Know	30 (26.8%)	1 (16.7%)
Have you ever worker with employers trying to access or post jobs on jobs.utah.gov?		
Yes	30 (26.5%)	
No	77 (68.1%)	
Don't Know	6 (5.3%)	
In what service area do you primarily work?		
Bear River	5 (4.5%)	
Wasatch Front North	19 (17%)	
Wasatch Front South	35 (31.3%)	
Mountainland	19 (17%)	
Castle Country	6 (5.4%)	
Uintah Basin	4 (3.6%)	
South East	3 (2.7%)	
Central Utah	10 (8.9%)	
South West	11 (9.8%)	