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# TITLE 646 DEPARTMENT OF WORKFORCE DEVELOPMENT

# **Proposed Rule**

LSA Document #05-228

#### **DIGEST**

Amends 646 IAC 2 to eliminate references to federal laws no longer in existence and to amend and, where appropriate, repeal rules that were previously used in the administration of federal programs that are no longer in operation. Repeals 646 IAC 2-1-2, 646 IAC 2-1-9, 646 IAC 2-1-15, 646 IAC 2-1-16, 646 IAC 2-1-17, 646 IAC 2-1-21, 646 IAC 2-1-23, 646 IAC 2-3, 646 IAC 2-4, 646 IAC 2-5-1, and 646 IAC 2-7-2. Effective 30 days after filing with the Secretary of State.

## IC 4-22-2.1-5 Statement Concerning Rules Affecting Small Businesses

These changes will not add any additional costs to small businesses.

646 IAC 2-1-2	646 IAC 2-1-27
646 IAC 2-1-4	646 IAC 2-2-2
646 IAC 2-1-9	646 IAC 2-3
646 IAC 2-1-13	646 IAC 2-4
646 IAC 2-1-15	646 IAC 2-5-1
646 IAC 2-1-16	646 IAC 2-5-2
646 IAC 2-1-17	646 IAC 2-6-1
646 IAC 2-1-19	646 IAC 2-7-2
646 IAC 2-1-20	646 IAC 2-7-3
646 IAC 2-1-21	646 IAC 2-7-4
646 IAC 2-1-23	646 IAC 2-8-1
646 IAC 2-1-24	646 IAC 2-9-1

SECTION 1. 646 IAC 2-1-4 IS AMENDED TO READ AS FOLLOWS:

## 646 IAC 2-1-4 "Chief local elected official" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 4. "Chief local elected official" means the mayor or the president of the county commissioners in the following:

- (1) The mayor or the president of the county commissioners in Any service regional workforce area where there is only one (1) unit of general local government, a city, or a county.
- (2) The mayor or president of the county commissioners in Any service area where there are two (2) or more such units of general local government, a city, or a county.

(Department of Workforce Development; 646 IAC 2-1-4; filed May 26, 1992, 5:00 p.m.: 15 IR 2223; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-4) to the Department of Workforce Development (646 IAC 2-1-4) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 2. 646 IAC 2-1-13 IS AMENDED TO READ AS FOLLOWS:

#### 646 IAC 2-1-13 "Grant recipient" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 13. "Grant recipient" means the entity selected by the private industry council regional workforce board in agreement with

the chief elected official of a designated service regional workforce area to receive, distribute, and account for the following:

- (1) All funds received from the department. and for
- (2) Any other funds for which the private industry council regional workforce board may have local oversight responsibility. (Department of Workforce Development; 646 IAC 2-1-13; filed May 26, 1992, 5:00 p.m.: 15 IR 2224; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-13) to the Department of Workforce Development (646 IAC 2-1-13) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 3. 646 IAC 2-1-19 IS AMENDED TO READ AS FOLLOWS:

#### 646 IAC 2-1-19 "Labor exchange" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 19. "Labor exchange" means the following:

- (1) Those Wagner-Peyser services identified in subdivision (2) administered by the department and provided solely by the state merit employees to the full extent that funds are appropriated under the Wagner-Peyser Act, with no duplication of services by other entities. Labor exchange services may be provided by nondepartmental employees using non-Wagner-Peyser resources if Wagner-Peyser funds are insufficient to permit departmental employees to provide all the necessary and required services.
- (2) Wagner-Peyser services include the following:
  - (A) Assessment.
  - (B) Testing, including state merit testing.
  - (C) Employment counseling.
  - (D) Job referral, including job service matching and resume system.
  - (E) Job placement, including job service matching and resume system.
  - (F) Job development.
  - (G) Referral to job vocational education.
  - (H) Dissemination of labor market information.
  - (I) Meeting the unemployment insurance work test.
  - (J) Providing qualified job applicants.
  - (K) Mass recruitment.
  - (L) Job analysis.
  - (M) Statewide recruitment for hard to fill openings.
  - (N) Targeted job tax credit (TJTC) vouchering.
  - (O) Affirmative action and equal employment opportunity planning.
  - (P) Interstate job clearance.
- (3) Nothing in this section prohibits nondepartmental employees from providing those services defined in <del>JTPA,</del> **the Workforce Investment Act,** IMPACT, <del>JOBS,</del> SINGLE PARENT HOMEMAKER, or other appropriate federal, state, local, and private revenue source programs.

(Department of Workforce Development; 646 IAC 2-1-19; filed May 26, 1992, 5:00 p.m.: 15 IR 2225; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-19) to the Department of Workforce Development (646 IAC 2-1-19) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 4. 646 IAC 2-1-20 IS AMENDED TO READ AS FOLLOWS:

# 646 IAC 2-1-20 "Nondepartmental employees" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 20. "Nondepartmental employees" means employees under local merit-based personnel systems employed by **any of the following:** 

- (1) Grant recipients. administrative entities or
- (2) Regional workforce boards.
- (3) Other entities contracting with the department.

(Department of Workforce Development; 646 IAC 2-1-20; filed May 26, 1992, 5:00 p.m.: 15 IR 2225; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-20) to the

Department of Workforce Development (646 IAC 2-1-20) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 5. 646 IAC 2-1-24 IS AMENDED TO READ AS FOLLOWS:

### 646 IAC 2-1-24 "Regional workforce area" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

- Sec. 24. "Service "Regional workforce area" means an area of the state comprised of one (1) or more units of general local government that sets out the following:
  - (1) Promotes effective delivery of employment and training services including services for economically disadvantaged, displaced workers, and other targeted groups as designated by federal and state assistance programs.
  - (2) Is consistent with labor market areas or standard metropolitan statistical areas. This subdivision shall not be construed to require designation of an entire labor market area and is consistent with areas in which related services are provided under other state or federal programs.
  - (3) (2) Shares common boundaries for the delivery of related services administered by the department.
  - (4) Has the same meaning as service delivery areas (SDA) under Title II of the JTPA and substate area (SDA) under Title III of JTPA.

(Department of Workforce Development; 646 IAC 2-1-24; filed May 26, 1992, 5:00 p.m.: 15 IR 2225; errata filed Jul 16, 1992, 2:00 p.m.: 15 IR 2597; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-24) to the Department of Workforce Development (646 IAC 2-1-24) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 6. 646 IAC 2-1-27 IS AMENDED TO READ AS FOLLOWS:

## 646 IAC 2-1-27 "Employment and training office" or "employment and training center" defined

Authority: IC 22-4-18-1 Affected: IC 22-4.5

- Sec. 27. "Employment and training office" **or "employment and training center"** means the following: (1) that much of any local facility in a service regional workforce area and so designated in the local plan of service, for the express purpose of providing the department's:
  - (1) employment and training program;
  - (2) veterans services programs; and
- (3) unemployment insurance program;

where designated by the department.

(2) "Employment and training center" means the same as subdivision (1).

(Department of Workforce Development; 646 IAC 2-1-27; filed May 26, 1992, 5:00 p.m.: 15 IR 2226; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-1-27) to the Department of Workforce Development (646 IAC 2-1-27) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 7. 646 IAC 2-2-2 IS AMENDED TO READ AS FOLLOWS:

#### 646 IAC 2-2-2 Responsibilities

**Authority: IC 22-4-18-1** 

Affected: IC 4-15-1; IC 22-4-18-4; IC 22-4.5

- Sec. 2. (a) Under IC 22-4-18-4, there are established in the department two (2) coordinate sections. One shall administer employment and training services, and the other shall administer unemployment insurance services. Each section shall be responsible for the discharge of its distinctive functions under the direction of the executive director.
  - (b) Responsibilities of the department shall be as follows:
  - (1) The department:
  - (A) shall have all of the powers and duties as described in IC 22-4-18-1; and IC 22-4-18-5.
  - (2) The department (B) may create and issue policy and operational directives necessary for the administration of:

- (i) the unemployment insurance services; and
- (ii) all other employment and training services;
- administered directly by the department or contracted through private industry councils, regional workforce boards, grant recipients, or other entities directly contracting with the department; The department
- (C) will determine compliance in the instance of conflicting policy; The department and
- **(D)** will assume responsibility in instances where compliance with policy issued by the department conflicts and causes noncompliance with policy or directives issued by entities external to the department.
- (3) (2) Grant recipients, administrative entities, regional workforce boards, and any other entities contracting directly with the department may be subject to corrective actions for failure to meet performance standards established by the department.
- (4) (3) The corrective action may range from technical assistance to penalties for noncompliance with performance standards as defined by department policy and federal and state statutes and rules.
- (5) (4) The department shall **do the following:** 
  - (A) Adhere to the:
    - (i) policies;
    - (ii) principles;
    - (iii) procedures;
    - (iv) terms; and
    - (v) conditions;
  - of the state personnel system as contained in IC 4-15-1-1 et seq. for department personnel.
  - (6) The department shall (B) Require:
  - (i) each grant recipient; administrative entity,
  - (ii) each regional workforce board; and
  - (iii) other entities contracting directly with the department;

to assure that their personnel system adheres to the merit-based principles as defined by the U.S. Office of Personnel Management.

- (c) Planning functions of the department shall be as follows:
- (1) The department shall be responsible for the **following:** 
  - (A) Development of a state plan for the employment and training system that includes coordination between employment and training services and unemployment insurance services. This plan shall serve to meet all federal and state plan requirements for all department administered resources.
  - (2) The department shall be responsible for (B) Implementing the state plan for the employment and training system through the following:
  - (A) (i) Issuance of, and the establishment of, standards of performance.
  - (B) (ii) Reviewing and approving locally submitted plans of service including those provisions which that involve state merit employees.
- (3) (2) The department shall administer its resources through the employment and training system. Preferential consideration for the delivery of employment and training services shall be given to entities identified by private industry councils and chief local elected officials of each service regional workforce area unless the department determines that alternative entities would be more effective to achieve the state's goals as described in the state's employment and training plan. Contracts for the provision of Wagner-Peyser labor exchange services shall include requirements which that ensure department employees are:
  - (A) used exclusively in the provision of such the services; and that department employees are
  - **(B)** not displaced as a result of the contracts.

This subdivision shall not be interpreted to mean that the supplementation of labor exchange services through resources other than Wagner-Peyser shall be limited to department employees in the event Wagner-Peyser funds are inadequate to provide the necessary and required labor exchange services. If Wagner-Peyser funds are reduced below current levels, the department will do all that is reasonably possible to retain current local service delivery levels, and full utilization of state merit employees, from whatever funding sources are available.

- (4) Goals and objectives for the state plan shall be proposed by the Indiana workforce development coordinating council no later than the December before the beginning of the two (2) year planning cycle. The goals and objectives shall be consistent with the mission of the state's long range plan for vocational and technical education.
- (5) (3) The draft plan, or its modification, shall be submitted for review and comment to the commission for vocational and technical education and other appropriate entities as determined by the department and before the plan is recommended for approval to the governor. by the Indiana workforce development coordinating council. The department shall present the plan to the general public for comment no later than the month of April prior to before the start of the two (2) year planning cycle.

- (6) (4) At a minimum, the state plan for employment and training services shall provide the following:
  - (A) Experience of the employment and training system in the previous two (2) year planning cycle.
  - (B) The goals and objectives for the next two (2) year planning cycle.
- (C) Priorities and direction for use of resources.
- (7) (5) The department may coordinate with the Indiana department of commerce to develop a joint plan for the coordination of resources under the direction of both departments that results in employment opportunities for all citizens of the state with special emphasis for:
  - (A) economically disadvantaged individuals;
  - (B) displaced workers; and
  - **(C)** others with substantial barriers to employment;

as well as meets the hiring needs of the state's employers with special emphasis on the recruitment, placement, and training needs of indigenous, small scale employers.

(Department of Workforce Development; 646 IAC 2-2-2; filed May 26, 1992, 5:00 p.m.: 15 IR 2227; errata filed Jul 16, 1992, 2:00 p.m.: 15 IR 2597; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-2-2) to the Department of Workforce Development (646 IAC 2-2-2) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 8. 646 IAC 2-5-2 IS AMENDED TO READ AS FOLLOWS:

## 646 IAC 2-5-2 Service provider selection

Authority: IC 22-4-18-1 Affected: IC 22-4.5

- Sec. 2. (a) The department may issue policies for the selection of service providers or program services distinct from the procurement policies applicable to vendors of:
  - (1) supplies;
  - (2) equipment;
  - (3) construction; and
  - (4) services;

consistent with subsection (d).

- (b) These policies shall apply to:
- (1) the department;
- (2) grant recipients; administrative entities, and
- (3) regional workforce boards;
- (4) other entities directly contracting with the department, contracted by the department for the provisions of employment and training services; and
- (5) all subcontractors of those entities;

who provide employment and training services in an assistance relationship for programs for which the department has administrative responsibility.

- (c) The department shall require that grant recipients and other entities directly contracting with the department have written policies and procedures to assure that primary consideration in selecting agencies or organizations to deliver services within a service regional workforce area shall be based upon the effectiveness of the agency or organization in delivering comparable or related services based on the following:
  - (1) Demonstrated performance goals.
  - (2) Costs or price.
  - (3) Quality of training. and
  - (4) Characteristics of participants.

Organizations or agencies so selected must be entities which that are legally authorized to enter into contractual relationships.

(d) The department shall require grant recipients, and other entities directly contracting with the department for funds other than Wagner-Peyser, to have written procurement policies which that include prohibition against the duplication of facilities or services available in the area (with or without reimbursement) from federal, state, or local services, unless it is demonstrated that the alternate services or facilities would be more:

- (1) effective; or more
- (2) likely to achieve the service area's performance goals.

(Department of Workforce Development; 646 IAC 2-5-2; filed May 26, 1992, 5:00 p.m.: 15 IR 2231; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-5-2) to the Department of Workforce Development (646 IAC 2-5-2) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 9. 646 IAC 2-6-1 IS AMENDED TO READ AS FOLLOWS:

## 646 IAC 2-6-1 Reports and record keeping

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 1. (a) The department shall be required to keep records that are sufficient to permit the following:

- (1) Preparation of reports required by federal and state funding sources. and to permit the
- (2) Tracing of funds to a level of expenditure adequate to ensure that funds have not been spent unlawfully.
- (b) Each grant recipient shall make reports in the form and manner determined by the executive director to enable the department to **do the following:** 
  - (1) Assure adherence to fiscal requirements.
  - (2) Determine program effectiveness and integrity.
  - (3) Conform to requirements of the JTPA following:
    - (A) The Workforce Investment Act.
    - (B) The Wagner-Peyser Act. and
    - (C) Corresponding regulations. and
  - (4) Fulfill other requirements of programs which that it administers.
  - (c) Each grant recipient, and other entities directly contracting with the department, shall do the following:
  - (1) Keep fiscal programmatic and participant records that are sufficient to permit the following:
    - (A) Preparation of reports required by the department. and the
    - **(B)** Tracing of funds to a level of expenditure adequate to ensure that the funds have not been spent unlawfully.
  - (d) Each grant recipient, and other entities directly contracting with the department, shall,
  - (2) As specified by the director:
    - (A) maintain such the records; and
    - **(B)** submit such the reports in such the form and containing such the information;

as the department requires regarding the performance of its programs.

(Department of Workforce Development; 646 IAC 2-6-1; filed May 26, 1992, 5:00 p.m.: 15 IR 2232; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-6-1) to the Department of Workforce Development (646 IAC 2-6-1) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 10. 646 IAC 2-7-3 IS AMENDED TO READ AS FOLLOWS:

### 646 IAC 2-7-3 Programmatic incentives or remedies

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 3. (a) The department shall determine applicable remedies for noncompliance with the law, regulations, and department policy.

- (b) Remedies may include, but are not limited to, the following:
- (1) Withholding of funds.
- (2) Technical assistance as part of corrective action.
- (3) Reorganization of the private industry council workforce investment board or regional workforce board, or both.
- (4) Redesignation of the service regional workforce area.
- (c) The department shall establish an incentive system based on performance measures for the purpose of:
- (1) oversight;

- (2) evaluation; and
- (3) monitoring the performance:

of an integrated employment and training system. (Department of Workforce Development; 646 IAC 2-7-3; filed May 26, 1992, 5:00 p.m.: 15 IR 2233; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-7-3) to the Department of Workforce Development (646 IAC 2-7-3) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 11. 646 IAC 2-7-4 IS AMENDED TO READ AS FOLLOWS:

## 646 IAC 2-7-4 Oversight Authority: IC 22-4-18-1 Affected: IC 22-4-5

## Sec. 4. (a) The department shall do the following:

- (1) Perform evaluation, monitoring, and audits at intervals and depth of scope in such a manner as determined by the department and consistent with requirements of the Indiana state board of accounts.
- (b) The department shall (2) Determine and communicate the oversight responsibilities and activities of the following:
  - (A) Grant recipient. administrative entity, and
  - (B) Regional workforce boards.
  - **(C)** Other entities directly contracting with the department.
- (c) (b) The department may periodically:
- (1) review;
- (2) rescind; and/or or
- (3) reissue;

policy as it deems necessary.

- (d) (c) The department shall do the following:
- (1) Evaluate its program according to applicable evaluation criteria established by the Indiana commission on vocational and technical education. and shall
- (2) Submit findings to the commission.
- (e) As used in this section, the "department's program" means the comprehensive service areawide program administered by the department's grant recipients. The department shall submit findings regarding its sixteen (16) grant recipients to the commission annually. The department shall not evaluate eligible recipients as defined by the Carl Perkins Act.
  - (f) (d) The department shall not do the following:
  - (1) Deny funding to grant recipients based on any effectiveness criteria which that is not a requirement of any act or rule pertinent to the department's funding sources.
  - (g) The department shall not (2) Utilize any effectiveness criteria which that are measurements of process rather than outcomes.
  - (h) The department shall not (3) Use funds from: JTPA,
    - (A) the Wagner-Peyser Act;
    - (B) Trade Adjustment Assistance;
    - (C) unemployment insurance; or
    - (D) any other current funding source;

for the purpose of carrying out any such evaluations which that are beyond the requirements of the department of labor for measuring program effectiveness.

(Department of Workforce Development; 646 IAC 2-7-4; filed May 26, 1992, 5:00 p.m.: 15 IR 2233; errata filed Jul 16, 1992, 2:00 p.m.: 15 IR 2597; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-7-4) to the Department of Workforce Development (646 IAC 2-7-4) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 12. 646 IAC 2-8-1 IS AMENDED TO READ AS FOLLOWS:

Authority: IC 22-4-18-1 Affected: IC 22-4.5

- Sec. 1. (a) The department shall designate an official logo, and employment and training offices shall incorporate the logo in signage and letterheads.
- (b) This section shall not preclude a service regional workforce area from utilizing any other logo in addition to that designated by the department. (Department of Workforce Development; 646 IAC 2-8-1; filed May 26, 1992, 5:00 p.m.: 15 IR 2233; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-8-1) to the Department of Workforce Development (646 IAC 2-8-1) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 13. 646 IAC 2-9-1 IS AMENDED TO READ AS FOLLOWS:

#### 646 IAC 2-9-1 Establishment of grievance procedures

Authority: IC 22-4-18-1 Affected: IC 22-4.5

Sec. 1. (a) The department shall:

- (1) formulate and maintain a state level grievance procedure; and shall
- (2) ensure the establishment of procedures at the service regional workforce area level;

for any complaint involving violation of rules and regulations of state and federal programs for which the department has responsibility.

- (b) Each grant recipient, administrative entity, regional workforce board, or other entities directly contracting with the department, shall establish and maintain a grievance procedure for grievances or complaints about its programs and activities from participants, subgrantees, subcontractors, and other interested persons.
- (c) Nothing in this section precludes or supersedes access to grievance procedures under state or local merit personnel policies and procedures.
- (d) At a minimum, a grievance procedure shall include those provisions identified in the JTPA and department policy. (Department of Workforce Development; 646 IAC 2-9-1; filed May 26, 1992, 5:00 p.m.: 15 IR 2233; errata filed Jul 16, 1992, 2:00 p.m.: 15 IR 2597; readopted filed Aug 31, 2001, 11:25 a.m.: 25 IR 203) NOTE: Transferred from the Department of Employment and Training Services (645 IAC 3-9-1) to the Department of Workforce Development (646 IAC 2-9-1) by P.L.105-1994, SECTION 5, effective July 1, 1994.

SECTION 14. THE FOLLOWING ARE REPEALED: 646 IAC 2-1-2; 646 IAC 2-1-9; 646 IAC 2-1-15; 646 IAC 2-1-16; 646 IAC 2-1-17; 646 IAC 2-1-21; 646 IAC 2-1-23; 646 IAC 2-3; 646 IAC 2-4; 646 IAC 2-5-1; 646 IAC 2-7-2.

## Notice of Public Hearing

Under IC 4-22-2-24, notice is hereby given that on November 29, 2005 at 8:30 a.m., at the Department of Workforce Development, 10 North Senate Avenue, Room 301A, Indianapolis, Indiana the Department of Workforce Development will hold a public hearing on proposed amendments and repeal of rules that were previously used in the administration of federal programs that are no longer in operation.

These changes will not add any additional costs to small businesses.

Copies of these rules are now on file at 10 North Senate Avenue, Room SE202 and Legislative Services Agency, One North Capitol, Suite 325, Indianapolis, Indiana and are open for public inspection.

Ron Stiver Commissioner Department of Workforce Development