

Training and Employment Report of the Secretary of Labor



Covering the Period July 1992 - September 1993

Transmitted to Congress, 1996

U.S. Department of Labor
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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

AUG 13 1996

To the Congress of the United States:

I am transmitting to the Congress the annual report on training and employment programs for Program Year 1992 and Fiscal Year 1993. The report is required by Section 169(d) of the Job Training Partnership Act.

The report describes activities conducted under the Job Training Partnership Act, the Wagner-Peyser Act, the Unemployment Insurance program, the Trade Adjustment Assistance program, the National Apprenticeship Act, and the Job Training for the Homeless Demonstration Program during Program Year 1992 (July 1, 1992 - June 30, 1993), and Fiscal Year 1993. The report also summarizes research and demonstration projects carried out by the Employment and Training Administration that were completed during this period.

There were a number of significant accomplishments during the Report period. The Administration sent to Congress the Goals 2000: Educate America Act, which includes establishment of a national framework of voluntary skill standards to be administered by a National Skill Standards Board. The Act was signed into law on March 31, 1994. In close cooperation with the Department of Education, the Department of Labor (the Department) moved toward the development of a national school-to-work framework during the Report period, and in early 1993, staff began to develop school-to-work legislation that was later transmitted to Congress and eventually signed into law on May 4, 1994, as the School-to-Work Opportunities Act. Also during the Report period, the Job Training Reform Amendments of 1992 were signed into law, and the Office of the American Workplace was created in the Department of Labor. Each of these developments is described in the Report.

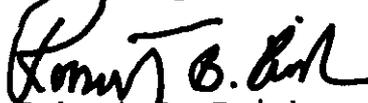
With respect to the Department's current employment and training agenda, it should be noted that a fundamental principle of Clinton Administration policy has been the need to help all Americans become better equipped with the education and training and skills they need to flourish in the competitive economy of the 21st century. The President's 1997 Budget continues to place investment in education and training at the top of the list for scarce Federal resources.

From the beginning of his Administration, President Clinton has recognized the need for substantial reform of Federal workforce education and training programs for adults and youth--to better address the needs of the American workforce and the States and local communities in which they reside, as well as the needs of the private sector. Last year, the President proposed a G.I. Bill for America's Workers which was based on the following principles:

- o Individual opportunity, by empowering workers who need skill training with the resources--Skill Grants--and high-quality labor market information and consumer reports on the performance of education and training service providers needed to make good choices.
- o Leaner government, by replacing scores of separate programs with streamlined systems for youth and adults, organized on the School-to-Work and One-Stop concepts.
- o Greater accountability, by ensuring a clear focus on results, not process, through Skill Grants that ensure accountability to workers, and through mutually agreed upon performance standards for the new systems for youth and adults.
- o State and local flexibility, by providing States, communities, and education and training systems with the freedom to tailor programs to real, locally determined needs.
- o Strong private sector role, by ensuring that business, labor, and community organizations are full partners in systems design and quality assurance.

The House and Senate have each passed legislation to consolidate and reform workforce education and training programs that embody key concepts of the President's G.I. Bill for America's Workers. However, issues have arisen in the House-Senate Conference Committee which are of concern to the Administration. I have indicated my willingness to work with the Congress to see that these concerns are addressed. Working together, I believe that we can forge a successful partnership among States, localities, the Federal Government, and the private sector to build better futures for our citizens and to sustain a strong economy.

Sincerely,



Robert B. Reich

August 1996

Acknowledgments

This edition of the *Training and Employment Report of the Secretary of Labor* was written under the direction of the Department of Labor's Employment and Training Administration (ETA), Office of Policy and Research. It was prepared under Department Contract No. J-9-A-1-0040 by Oliver & Associates: Frances Oliver and Michael Landini. The project managers for the contract were Abby Martin and Mary Vines.

The major components of ETA contributed material and valuable assistance. The text was reviewed by appropriate agencies within the Department and by the Office of Management and Budget.

Abbreviation and Acronym List

The following are abbreviations and acronyms used throughout the *Training and Employment Report of the Secretary of Labor*.

| | |
|--------|--|
| AFDC | Aid to Families with Dependent Children |
| AODA | Alcohol and Other Drugs of Addiction |
| BAG | Basic Assistance Grant |
| BAT | Bureau of Apprenticeship and Training |
| BLS | Bureau of Labor Statistics |
| BQC | Benefits Quality Control |
| CAETA | Clean Air Employment Transition Assistance |
| CETA | Comprehensive Employment and Training Act |
| CIDS | Career Information Delivery System |
| CMI | Computer-Managed Instruction |
| CY | Calendar Year |
| DCAP | Defense Conversion Adjustment Program |
| DDP | Defense Diversification Program |
| DOT | <i>Dictionary of Occupational Titles</i> |
| DUA | Disaster Unemployment Assistance |
| EB | Extended Benefits |
| EC | European Community |
| EDWAA | Economic Dislocation and Worker Adjustment Assistance |
| EEO | Equal Employment Opportunity |
| ENJSC | Employers' National Job Service Council |
| ES | Employment Service |
| ESA | Employment Standards Administration |
| ETA | Employment and Training Administration |
| EUC | Emergency Unemployment Compensation |
| FCA | Federal Committee on Apprenticeship |
| FY | Fiscal Year |
| GED | General Educational Development (also General Equivalency Degree) |
| GSA | General Services Administration |
| HHS | U.S. Department of Health and Human Services |
| HUD | U.S. Department of Housing and Urban Development |
| IG | Inspector General |
| IJB | Interstate Job Bank |
| INA | Indian and Native American |
| INRA | Immigration Nursing Relief Act |
| INS | Immigration and Naturalization Service |
| JOBS | Job Opportunities and Basic Skills Training Program |
| JTHDP | Job Training for the Homeless Demonstration Program |
| JTLS | Job Training Longitudinal Survey |
| JTPA | Job Training Partnership Act |
| JTQS | Job Training Quarterly Survey |
| NAFTA | North American Free Trade Agreement |
| NASTAD | National Association of State and Territorial Apprenticeship Directors |
| NCEP | National Commission for Employment Policy |
| NIST | National Institute for Standards and Technology |
| NOICC | National Occupational Information Coordinating Committee |
| NSW | National Supported Work |
| NTIS | National Technical Information Service |

Abbreviation and Acronym List (continued)

| | |
|-------|--|
| OIS | Occupational Information System |
| OJT | On-the-Job Training |
| OTI | Office of Treatment Improvement (HHS) |
| P&D | Pilot and Demonstration |
| PI | Program Improvement |
| PIC | Private Industry Council |
| P.L. | Public Law |
| PMR | Performance Measurement Review |
| PSID | Panel Study of Income Dynamics |
| PY | Program Year |
| QC | Quality Control |
| RQC | Revenue Quality Control |
| SCANS | Secretary's Commission on Achieving Necessary Skills |
| SCDB | Single Client Data Base |
| SCSEP | Senior Community Service Employment Program |
| SDA | Service Delivery Area |
| SESA | State Employment Security Agency |
| SJTCC | State Job Training Coordinating Council |
| SOICC | State Occupational Information Coordinating Committee |
| SST | Social Skills Training |
| STEP | Summer Training and Education Program |
| SYETP | Summer Youth Employment and Training Program |
| TAA | Trade Adjustment Assistance |
| TAR | Training Achievement Record |
| TJTC | Targeted Jobs Tax Credit |
| TRA | Trade Readjustment Allowance |
| UCFE | Unemployment Compensation for Federal Civilian Employees |
| UCX | Unemployment Compensation for Ex-servicemembers |
| UI | Unemployment Insurance |
| UIASA | Unemployment Insurance Automation Support Account |
| WARN | Worker Adjustment and Retraining Notification Act |
| YFC | Youth Fair Chance |
| YOU | Youth Opportunities Unlimited |



CHAPTER 1

PROGRAM ACTIVITIES

PROGRAM ACTIVITIES

INTRODUCTION

This chapter of the annual *Training and Employment Report of the Secretary of Labor* describes the programs operated by the Department of Labor's Employment and Training Administration (ETA) during Program Year 1992 (July 1992 through June 1993) and Fiscal Year 1993 (October 1992 through September 1993).¹ ETA is the Federal agency that oversees the Nation's major job training, employment, and unemployment compensation programs.

This introduction to Chapter 1 highlights special workforce-related activities of the Department during the period covered by the *Report*. It reviews the Department's efforts related to skill standards, school-to-work transition, assistance for workers affected by the North American Free Trade Agreement (NAFTA), the development of high-performance workplaces, training for incumbent workers, and special Job Training Partnership Act (JTPA) activities.

The remainder of the chapter reports on individual programs for which ETA is responsible: JTPA programs, the Job Training for the Homeless Demonstration Program, Apprenticeship, the Senior Community Service Employment Program, the Employment Service, Unemployment Insurance, Trade Adjustment Assistance, and the Labor Surplus Areas Program. It also summarizes the activities of two independent Federal organizations responsible for employment-related activities, the National Commission for Employment Policy and the National Occupational Information Coordinating Committee.

Skill Standards and Certification, and School-To-Work Initiatives

Over the past decade, both business leaders and educators have determined that greater attention must be fo-

cused on preparing workers to meet the demands of increasingly complex and challenging workplaces. As American companies strive to compete in international markets, they frequently find that available workers lack not only the basic skills (reading, mathematics, and basic communication skills) needed to perform effectively, but they lack the more advanced skills needed to improve productivity, ensure flexibility, and satisfy customer demands. These "higher-level" skills include reasoning and problem-solving skills, the ability to work in a group setting, and the ability to quickly learn new techniques and adapt to changing procedures.

In this context, business managers, working closely with researchers, educators, and Federal and State policymakers, have attempted to identify and define the skills needed for the new American workplace and design educational systems and worker training initiatives that teach these skills.

The Department has taken a lead role in the effort to develop a national system of voluntary skill standards and certification. This system is designed to enhance the efficiency of the labor and training markets and foster greater competitiveness of American industry. The Department's activities have been conducted in collaboration with the Department of Education and in consultation with Congress, organized labor, the National Governors' Association, industry and trade associations, and the education community.

During the *Report* period, the Administration sent to Congress the Goals 2000: Educate America Act,² which establishes a national framework of voluntary skill standards³ to be administered by a National Skill Standards

¹ The activities covered in Chapter 1 that operate on a program year (PY) basis are Job Training Partnership Act programs, the Senior Community Service Employment Program, some aspects of the Employment Service, the National Commission for Employment Policy, and the National Occupational Information Coordinating Committee. All others operate on a fiscal year (FY) basis.

² The Act was signed into law on March 31, 1994. Title V authorizes the establishment of a National Skill Standards Board.

³ The legislation defines *skill standards* as "standards that specify the level of knowledge and competence required to successfully perform work-related functions within an occupational cluster." *Certification* indicates the attainment of these skills and knowledge by an individual, usually through competency-based assessments.

Board. The Board will consist of 28 leaders from business, education, labor, and community-based and non-governmental organizations with a demonstrated history of successfully protecting civil rights and the rights of people with disabilities. Qualified human resource professionals will also serve on the Board, as will the Secretaries of Labor, Education, and Commerce.

The Board is charged with identifying broad clusters of major occupations that involve one or more industries, and will endorse standards, assessment, maintenance, and certification systems, with the endorsement criteria to be published and updated in the *Federal Register*. The legislation also requires that the Board coordinate with the National Education Standards and Improvement Council to promote the coordination of the development of skill standards with the development of voluntary national content standards and voluntary national student performance standards.

In cooperation with the Department of Education, the Department moved toward the development of a national school-to-work framework during the *Report* period, and in early 1993, staff began to develop school-to-work legislation. The proposal was introduced in September 1993.⁴

An important consideration in developing the language and specifications for the legislation was the provision of a large degree of flexibility for States and local areas in planning and implementing school-to-work systems. In order to effectively administer the initiative, staff members from both Departments were divided into work groups according to specific subject areas, such as grants management and procurement, research and evaluation, technical assistance, and Federal Administration.

To be effective, the proposed legislation had to respond to the needs of a variety of "stakeholders"—high school students, too many of whom enter the workforce with inadequate skills; their parents; academic and vocational teachers; employers, whose workplaces are rapidly being transformed and who often are unable to find adequately skilled entry-level workers; labor organizations; and others affected by the changing workplace. The work groups engaged in extensive consultations in order to understand how the school-to-work initiative would affect these stakeholders and to discuss how it could most appropriately meet their needs.

⁴ On May 4, 1994, President Clinton signed into law the School-to-Work Opportunities Act (P.L. 103-239). This legislation establishes a national framework in which States will create comprehensive school-to-work systems. These systems will offer young people the opportunity to participate in a high-quality, performance-based program resulting in a high school diploma, a degree or diploma certifying successful completion of one or two year(s) of postsecondary education (if appropriate), and an occupational skill certificate.

To jump start the initiative, the two Departments decided to use the existing legislative authority of JTPA and the Carl D. Perkins Vocational and Applied Technology Act. To this end, plans were developed to provide School-to-Work Opportunities Development Grants to all States, so that they could begin developing comprehensive statewide plans.

In addition, planning commenced for a national conference for key State education, training, and economic development officials to kick off the school-to-work initiative and provide assistance to the States. The conference was held in September 1993.

NAFTA-Related Activities

Toward the end of the *Report* period and preparatory to passage of the NAFTA Implementation Act,⁵ Department staff planned for implementation of the NAFTA provision authorizing the Transitional Adjustment Assistance program. The program is designed to provide assistance for workers in companies affected by imports from Mexico or Canada, or shifts in production to these two countries. The program combines aspects of two laws that have been in effect for many years—the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) and the Trade Adjustment Assistance (TAA) programs—both of which are discussed in Chapters 1 and 2 of this *Report*. By drawing on these models, the new program provides affected workers with a rapid response to the threat of unemployment and the opportunity to engage in long-term training while receiving income support. It covers workers who are laid off or who are forced to work part-time, as well as those who are at risk of job loss or reduced work hours.

The High-Performance Workplace

In recognition of the importance of high-performance workplaces to our Nation's competitive position in the global economy, the Department established a worker-management commission, sponsored a conference on the future of the American workplace, and created a new "Office of the American Workplace" to complement the activities of ETA. A description of these efforts follows.

In May 1993, the Secretaries of Labor and Commerce announced the formation of a panel to investigate methods to improve the productivity and global competitiveness of the American workplace. The Commission on the Future of Worker-Management Relations included three former cabinet Secretaries of Labor and a former

⁵ Enacted on December 8, 1993, NAFTA amended Chapter 2 of Title II of the Trade Act of 1974, which established the Department's Trade Adjustment Assistance program. NAFTA (P.L. 103-182) took effect on January 1, 1994.

Secretary of Commerce, as well as representatives from academia, business, and labor.

Among other things, the Commission found that where employee participation is sustained over a period of time and integrated with other policies and practices, it generally improves a firm's economic performance. However, such participatory workplaces are rare. Survey data suggest that between 40 and 50 million workers would like to participate in decisions affecting their jobs and how their work is performed, but lack the opportunity to do so. Other important findings focused on collective bargaining and workplace regulations.

The Commission reviewed comments on its initial report and issued a final report with recommendations to the Departments of Labor and Commerce early in FY 1995.

Another joint Labor-Commerce initiative was the "Conference on the Future of the American Workplace," held in Chicago in July 1993. The conference was convened to highlight the emerging revolution in workplace practices and to accelerate the pace of change. More than 600 leaders from business, labor, academia, and government, as well as front-line workers, attended the conference. Both Secretaries and the President participated in the conference which underscored the Administration's commitment to the reinvention of the American workplace.

The conferees noted that high-performance workplaces provide major responsibility to front-line workers, give employees a stake in the performance of the organization, make training and learning a priority for all workers, and create a supportive and safe work environment.

Workplace of the Future, a report summarizing the case presentations, roundtable discussions, and audience input at the conference, was published jointly by the two Departments.

Prior to the conference, in July 1993, the Secretary of Labor announced the formation of the Office of the American Workplace, a new agency to promote high-performance work practices and cooperative labor-management relations in partnership with business, labor, and government.

In addition to convening the conference in Chicago, the Office began a series of initiatives to promote high-performance work practices.

Incumbent Worker Training Initiatives

The Department continued a number of activities to provide training for currently employed workers,⁶ including a joint project launched in PY 1991 by the De-

partments of Labor and Commerce. The project is designed to improve the competitiveness of small businesses in the United States by assisting with a broad range of human resource development services.

As part of this effort, the Department established new partnerships and conducted several pilot and demonstration projects in PY 1992. Through an interagency agreement with Commerce's National Institute of Standards and Technology (NIST), the Department funded the development of a human resources assessment tool that will enhance the capability of NIST's manufacturing technology centers to assess the workforce skill development needs of small- and mid-sized companies, as well as their technology development needs.

The Department awarded a grant to the American Association of Community Colleges to develop a small business assistance training institute and provide regional forums to share information on exemplary training programs for incumbent workers and to learn about other workforce and workplace development resources. Under the pilot project, community college faculty are trained to assist small businesses in such areas as workforce literacy, technical training, quality management, continuous improvement, work restructuring, and labor-management relations.

The Department funded two demonstration projects to explore the effectiveness of company consortia to help small companies to define their training needs, access training providers, and share resources. In addition, it provided funding to the State of Maine to prepare a statewide plan to integrate workforce training and company modernization. The Department began planning for a National Workforce Assistance Collaborative to help those who provide business assistance in the areas of workforce literacy, technical training, workplace restructuring, and labor-management relations.

Special JTPA Initiatives

Other special Department initiatives involved staff work on the JTPA amendments and convening of the Summer Challenge conference with the Department of Education.

Early in the *Report* period, Department staff completed their work on issues related to the passage of the JTPA amendments, which were signed into law in September 1992. The Job Training Reform Amendments of 1992, which became effective July 1, 1993, targeted JTPA programs to those seriously in need or at risk of failure in the labor market, enhanced the quality of services, strengthened accountability, and promoted coordination of human resource programs serving the disadvantaged. (See the JTPA section in this chapter for further information.)

In April 1993, the Department jointly sponsored a conference with the Department of Education to encourage

⁶ These incumbent worker initiatives were formerly referred to as Technical Education and Assistance for Mid- and Small-Sized Firms.

partnerships to improve and expand summer jobs and education programs for youth and to help the States and local agencies that administer the programs. Entitled *Summer Challenge: A Program of Work and Learning for America's Youth*, the conference highlighted programs that provide high-quality work and educational experiences. It brought together State and local elected officials, as well as Private Industry Council and business representatives, school superintendents, coordinators for Head Start programs and programs of Chapter 1 of the Elementary and Secondary Education Act, JTPA officials, and representatives of community-based organizations.

The conference featured a national satellite town meeting to discuss ways to help students make the transition from school to work. Both Department Secretaries and the President participated in the conference. Early research confirmed the success of the 1993 summer jobs program in providing valuable workplace experience. (See the summary of JTPA Title II-B summer youth program activities in this chapter.)

JOB TRAINING PARTNERSHIP ACT PROGRAMS

In PY 1992, JTPA programs provided training and employment services to over two million persons, with expenditures totaling some \$4.3 billion.⁷ A breakdown of services by title, or program component, shows that for the major components:

- Title II-A, the basic block grant program for economically disadvantaged adults and youth, served over 955,000 individuals, with expenditures of over \$1.7 billion.
- Title II-B Summer Youth Employment and Training Programs served over 644,000 youth in the summer of 1993, in both Service Delivery Area and Indian and Native American youth programs, at an expenditure level of approximately \$866 million.
- Title III served nearly 312,000 dislocated workers with expenditures of over \$538 million.
- Title IV served some 25,100 Indian and Native Americans with expenditures of \$56.9 million; more than 40,000 migrant and seasonal farmworkers, at \$73 million; and nearly 101,000 Job Corps participants, at \$936.1 million.

⁷ The number of persons served by JTPA represents the total number of participants served under the individual titles (Titles II, III, and IV, including veterans' programs). Some participants were enrolled under more than one title. Expenditures cover costs of Titles II, III, and IV, including veterans' activities. Detailed data on JTPA funding and participants, by State, for Titles II-A, II-B, and III are provided in the "E Table" series in the Statistical Appendix of this Report.

The accompanying box describes how the JTPA system works. Detailed information on the services and programs authorized under Titles II, III, and IV is provided later in this section.

During the *Report* period, Department staff completed a four-year effort to improve the effectiveness of JTPA, providing technical assistance to Congressional members and staff on issues related to the JTPA amendments, which were enacted in September 1992 as the Job Training Reform Amendments of 1992 (P.L. 102-367). Effective on July 1, 1993, the amendments:

- Target the program to those disadvantaged persons with the most serious skill deficiencies and other barriers to employment.
- Improve the quality of services provided through participant assessment and the development of individual service strategies.
- Establish a separate year-round youth program (Title II-C), but retain the summer jobs program.
- Institute new, rigorous fiscal and procurement controls in order to strengthen program integrity and accountability.
- Create a new national capacity-building and replication program to improve program quality and the skills of staff who administer and deliver JTPA services.
- Authorize the creation of State Human Resource Investment Councils to provide Governors with an important new tool for planning and overseeing a coherent statewide system of vocational education and training.

Upon passage of the amendments in PY 1992, the Department developed interim regulations to implement the amendments, published them in the *Federal Register* for comment from individuals and groups, reviewed the public comments, and incorporated appropriate comments in draft regulations.⁸ The regulations are designed to focus services on the hardest-to-serve. They tighten enrollee eligibility requirements, require coordination with schools and human resource programs, and authorize a new grant program of comprehensive services for youth in high-poverty urban and rural areas.

The following sections explain the services and programs authorized under JTPA Titles II, III, and IV during PY 1992. They include a brief description of each program's operations, participant outcomes, and performance standards.

⁸ Final regulations were published in the *Federal Register* in September 1994.

The JTPA System

The Job Training Partnership Act authorizes a system of Federal job training and retraining programs. These programs prepare economically disadvantaged youth and adults and dislocated workers to compete in the labor market.

Under the JTPA legislation, the Department sets broad program policy; allocates funds to the States; prescribes standards for program performance; ensures program and fiscal integrity through monitoring and auditing; provides technical assistance to States and local program operators; evaluates programs and supports research; and directly administers programs for certain groups of workers.

State and local governments, in partnership with the private sector, manage and administer most JTPA programs. Governors approve locally developed plans and monitor programs to ensure compliance with Federal regulations and standards.

Job training services are delivered through the following administrative structures:

- **State Job Training Coordinating Councils (SJTCCs)** provide Governors with advice and counsel on training activities and recommend the designation of Service Delivery Areas. Members are appointed by Governors, and they represent business, State legislatures, State agencies, local government and educational agencies, labor, community-based organizations, and the general public.
- **Service Delivery Areas (SDAs)** are the administrative districts into which the Nation is divided for JTPA purposes. They are designated by the Governors to receive Federal job training funds. Among the areas automatically eligible to be SDAs are units of local government with populations of 200,000 or more. There were 647 SDAs in PY 1992.
- **Private Industry Councils (PICs)** are established by local elected officials in each SDA to provide guidance and oversight for JTPA programs at the SDA level. PICs bring representatives from various segments of the private sector into the active management of job training programs. PIC membership includes representatives from business, educational agencies, organized labor, rehabilitation agencies, community-based organizations, economic development agencies, and the Employment Service. The majority of a PIC's members must represent business and industry within the SDA, and the PIC chairperson must be a business representative.

The JTPA legislation mandates standards for program performance, reflecting its emphasis on training outcomes and State and local accountability. Through quantified measures, performance standards assess program outcomes and help gauge how well the JTPA system is meeting the Department's objectives.

Adult and Youth Programs, Title II-A

Title II-A is JTPA's basic block grant program for economically disadvantaged adults and youth, and others who face significant employment barriers (for example, people with disabilities, single parents with dependent children, and individuals with educational deficiencies). During PY 1992, Title II-A provided training and other services for over 955,000 participants. Expenditures during the period totaled more than \$1.7 billion.⁹ Most of the Title II-A projects were provided by the network of 647 SDAs across the Nation. These SDA programs served

over 748,000 people in PY 1992, or 78.3 percent of the Title's total enrollment.¹⁰

Title II-A services include classroom instruction, on-the-job training (OJT), job search assistance, work experience, remedial education, supportive services such as transportation and child care, and other types of job-related assistance such as counseling and skill assessment.

⁹ Title II-A expenditures are from the JTPA Semiannual Status Report. Title II-A participant data are from the JTPA Annual Status Report. Data on Title II-A funding and number of participants by State are included in the Statistical Appendix of this Report.

¹⁰ The funding formula for Title II-A was based on the relative shares of jobless and economically disadvantaged persons in each State, with funds made available for local programs through block grants to States. Seventy-eight percent of a State's Title II-A funds were allocated by formula to local SDAs. States retained the remaining 22 percent of funds for: (1) coordination with State education programs (eight percent); (2) incentive grants for programs exceeding performance standards or technical assistance (six percent); (3) training programs for older workers (three percent); and (4) State administrative responsibilities, including support for the SJTCC (five percent).

During PY 1992, the JTPA system continued to serve economically disadvantaged participants, with the added emphasis on hard-to-serve individuals. In preparing for the PY 1993 implementation of the JTPA amendments, which stress services to the hard-to-serve, States and SDAs continued to increase their focus on individuals with multiple barriers to employment.

Due to the difficulty of serving participants with greater needs, higher levels of supportive services and more intensive training strategies were required. The higher costs associated with providing longer and more intensive services resulted in a decrease in the total number of participants. The earlier recession no doubt contributed to a decline in the proportion of persons placed in jobs and in the entered employment rate.

The increased emphasis on providing services to those most in need carried with it a concomitant increase in the cost per entered employment. In PY 1991, the adult cost per entered employment was \$4,588. In PY 1992, it rose to \$5,049.

The average hourly wage at placement for adults rose from \$6.08 in PY 1991 to \$6.39 in PY 1992. Participant placement wage rates and the weekly earnings at followup increased faster than the rate of inflation. While the consumer price index for 1991 increased 3.1 percent, the PY 1992 placement wage rate increased 5.8 percent and the weekly earnings at followup increased 7.9 percent, indicating a net improvement.

Participant characteristics changed somewhat in PY 1992. The percentage of females in the program continued to rise, constituting 60 percent of the participants in programs for adults.¹¹ The percentage of participants from the Job Opportunities and Basic Skills Training Program (JOBS) also rose, as a result of increased coordination with welfare agencies. Thirteen percent of the adult participants were JOBS participants.

The percentage of adult participants receiving welfare remained constant at 33 percent. This figure included participants receiving food stamps and general assistance, as well as those receiving Aid to Families with Dependent Children (AFDC). The proportion of AFDC recipients in the adult programs increased slightly to 28 percent (from 27 percent in the year earlier), and the percentage of terminees who had multiple barriers to employment continued to rise. In PY 1990, 22.4 percent of all terminees had multiple barriers to employment; in PY 1992, they constituted 29.5 percent. Barriers to employment include one or more of the following: having basic skills deficiencies; being a school dropout; being a recipient of cash welfare

payments, including recipients under JOBS; being an offender; having disabilities; and being homeless.

Table 1 lists the selected characteristics of PY 1992 adult and youth Title II-A terminees in SDA programs. Highlights of Title II-A PY 1992 performance show that:

- Of the 510,671 terminations for PY 1992, 62 percent of the adults and 41 percent of the youth entered employment. Overall, 73 percent of the youth were positive terminations, indicating that they attained adult employability skills or PIC youth competencies; returned to school full-time; remained in school; completed a major level of education; or entered non-Title II training.
- The average length of participation increased from 27 weeks in PY 1991 to 28 weeks in PY 1992. These figures compare to 19 weeks in PY 1988.
- The percentage of adult single heads of households (single with a dependent under 18) increased one percentage point from the previous year to 35 percent.
- The percentage of adults reading below the seventh grade level declined slightly from 19 percent in PY 1991 to 18 percent in PY 1992. Conversely, the percentage of youth reading below the seventh grade level increased to 34 percent of participants, up one percentage point from the previous year.
- Among youth, the proportion of youngsters ages 14 and 15 increased from 16 percent in PY 1988 to 18 percent in PY 1992; the proportion of Hispanic participants increased from 19 to 21 percent during the same period.
- The proportion of homeless adult participants—two percent—remained constant from PY 1991 to PY 1992. Prior to PY 1990, information on homeless status was not collected.

A review of the annual performance of the JTPA program indicates that national performance standards were met or exceeded in all categories. Charts 1 and 2 compare the standards with national average program outcomes for the year.

The Department updates the JTPA Title II-A performance standards every two years, in consultation with the JTPA system, after examining recent performance data. For PY 1992, the Department kept the previous performance measures in place, but changed the numerical levels for the standards.

The two followup weekly earnings standards were set at higher levels to reflect the anticipated entry-level wage increases resulting from the changes in the Federal minimum wage and the effects of inflation.

The numerical levels for three of the nonearnings standards were reduced in PY 1992 to more accurately reflect the performance of the JTPA system. A review of PY

¹¹ The percentage of female participants in the Title II-A programs for youth remained the same, at 53 percent.

**Table 1. JTPA Title II-A Selected Terminee Characteristics (Percent Distribution),
PY 1991 and PY 1992**

| Characteristic | Adult | | Youth | |
|--|---------|---------|---------|---------|
| | PY 1991 | PY 1992 | PY 1991 | PY 1992 |
| Female | 58 | 60 | 53 | 53 |
| Male | 42 | 40 | 47 | 47 |
| Age 14–15 | — | — | 16 | 18 |
| Age 55 and over | 3 | 3 | — | — |
| White ^a | 54 | 52 | 43 | 39 |
| Black ^a | 29 | 30 | 35 | 36 |
| Hispanic | 13 | 15 | 19 | 21 |
| Welfare recipient | 33 | 33 | 26 | 27 |
| Disability | 10 | 10 | 15 | 15 |
| Single with dependents under 18 | 34 | 35 | 12 | 12 |
| Reading skills below seventh grade | 19 | 18 | 33 | 34 |
| Homeless | 2 | 2 | — | 1 |

^a Not Hispanic.

Source: JTPA Annual Status Report, U. S. Department of Labor, Employment and Training Administration.

1991 data indicated a trend since PY 1988 of declining SDA performance on employment-related standards—the adult and welfare followup employment rates¹² and the youth entered employment rate.¹³

Despite the Department's intent to set standards at levels that 75 percent of the SDAs can be expected to meet or exceed, only about 65 percent of the SDAs met or exceeded their employment-related standards in PY 1991. There is little reason to believe that outcomes declined because the quality of SDA services decreased. Rather, because the JTPA program is sensitive to the economic environment, the most likely explanation for the lower employment rates is the decline in job opportunities associated with slow economic growth.

Although economic conditions began to improve, they had not yet been accompanied by increased employment

during the *Report* period—and continued slow growth was forecast.¹⁴ Because it was anticipated that lower program outcomes for the employment-related standards would continue into PY 1992 and PY 1993, the numerical levels for these standards were reduced.

The standard for the youth employability enhancement rate, on the other hand, was raised to encourage appropriate nonemployment outcomes for youth.

In addition to collecting information on performance outcomes, the Department has an expanded reporting system which collects data on the characteristics and the levels of service provided to participants. These data are used by the Department to develop adjustments to the performance standards. Governors use these data to adjust their performance standards to account for changes which would lower expected levels of performance.

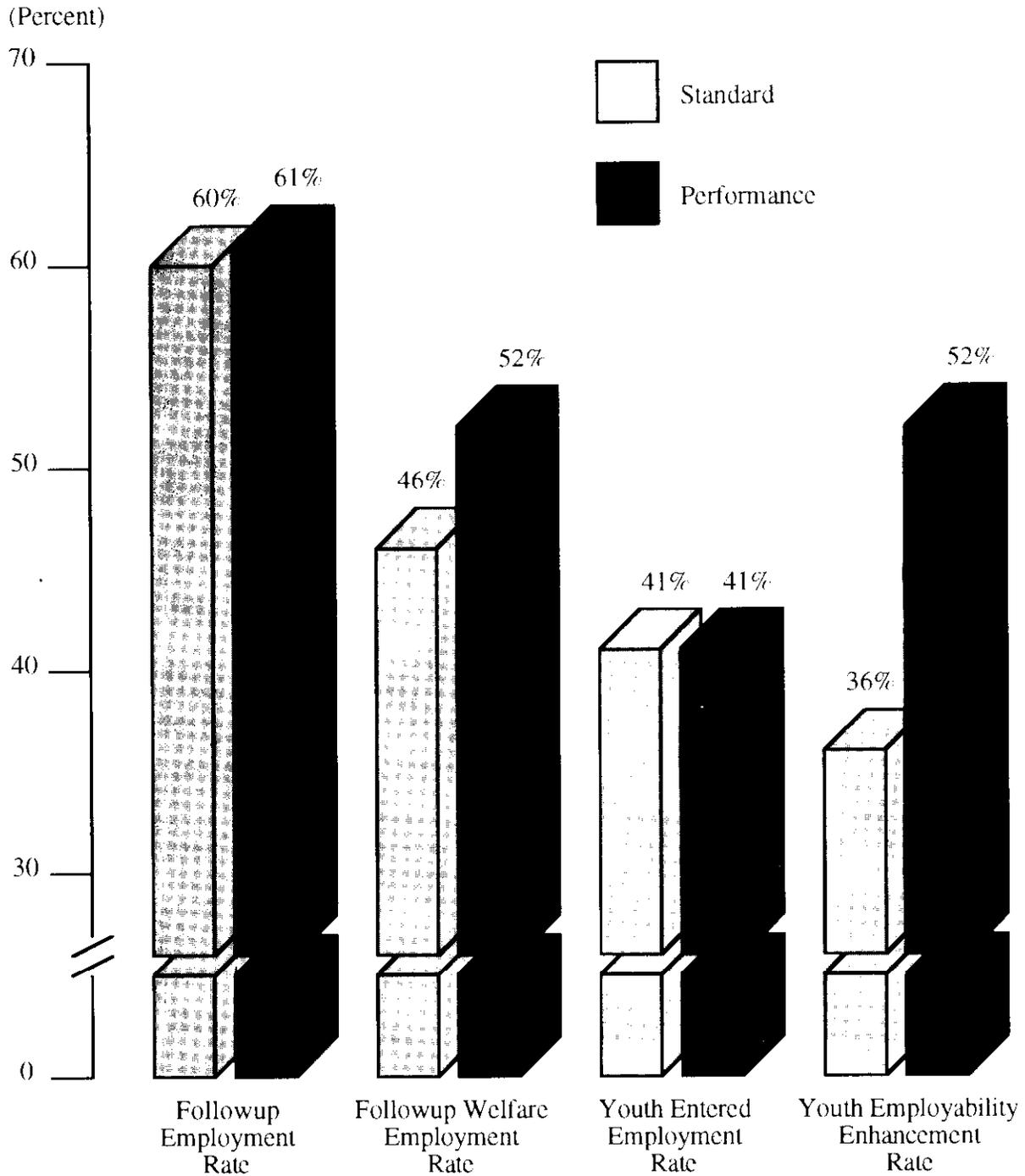
As part of an ongoing effort to provide technical assistance on performance standards to the JTPA system, the Department conducts national conferences annually and provides State and local policy guidance when necessary.

¹²The two followup standards indicate a program's ability to contribute to participants' long-term employability and economic self-sufficiency, as measured 13 weeks after leaving the program.

¹³ The youth standards—entered employment rate and employability enhancement rate—reinforce the Department's emphasis on dropout prevention and recovery and on developing employability skills and employment, including the acquisition of educational and vocational credentials.

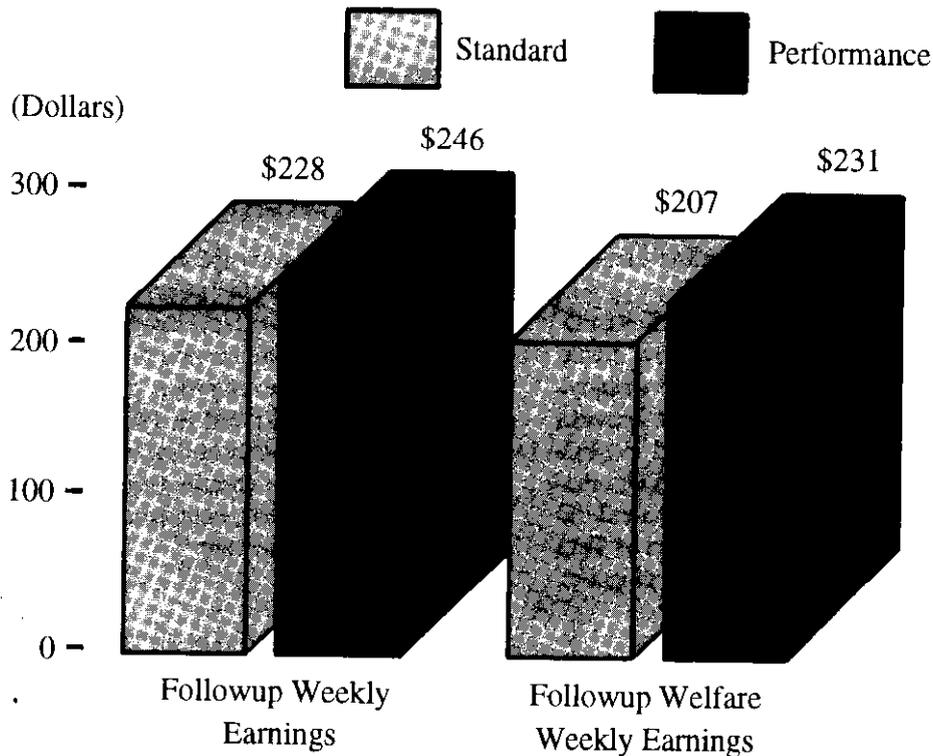
¹⁴ Detailed information on employment and earnings can be found in the Statistical Appendix of this *Report*.

Chart 1. JTPA Title II-A Performance Standards and Outcomes for Adult and Youth Employment Rates and Youth Employability Enhancement Rate, Program Year 1992



Source: U.S. Department of Labor, Employment and Training Administration.

Chart 2. JTPA Title II-A Performance Standards and Outcomes for Adult Weekly Earnings, Program Year 1992



Source: U.S. Department of Labor, Employment and Training Administration.

Summer Youth Programs, Title II-B

The 1993 Summer Youth Employment and Training Programs (SYETP) provided jobs, education, and training to over 633,000 participants ages 14 to 21.¹⁵ Regional offices estimated that up to 36 percent of these participants received academic enrichment services, a significant increase from prior years. In addition, results of a study of the 1993 program indicate that the participants were productive, interested, closely supervised by competent and motivated worksite supervisors; learned new

skills they could apply to their school work; and took pride in their employment. The study found that the youth wanted to work and were almost always engaged in real work, as opposed to "makework."¹⁶

Most Title II-B funds were distributed to the States and to SDAs in PY 1992 by the same formula used for

¹⁵ This Report discusses the Calendar Year (CY) 1993 summer program because funds for it were included in JTPA appropriations for PY 1992. The source of statistics on these programs is the JTPA Summer Youth Performance Report.

¹⁶ Westat, Inc.'s study of the 1993 program mirrors similar findings in a study by the Department's Office of the Inspector General (IG) of the 1992 summer program. Released in February 1993, the IG's report found the summer work program a success in that "participants were orderly, busy, and involved in productive work . . . interested in the work being performed, and closely supervised." The IG report stressed the importance of incorporating academic enrichment into the summer programs to ensure that youth do not lose the academic gains made during the previous year; it further provided guidance on how to craft such a program. This guidance was subsequently incorporated in the 1993 programs, resulting in increased academic enrichment services.

Summer Youth Programs

Title II-B provides economically disadvantaged youth with jobs and training services during the summer months. The SYETPs are conducted by SDAs, which are required to assess the reading and math levels of eligible Title II-B participants and provide basic remedial education services for enrollees who do not meet locally determined education standards. In addition to education services and work experience with public and private nonprofit agencies, summer participants may receive classroom and on-the-job training, counseling, and other supportive services.

Title II-A monies, with expenditures totaling close to \$850 million.¹⁷

Participant characteristics have not changed significantly from prior years in terms of age, gender, ethnic composition, educational status, and barriers to employment. (See Table 2.) A five-year trend shows an increase in the percentage of participants with limited English abilities and a slight decrease in white participants; other ethnic groups have shown slight increases or remained the same. Chart 3 shows the race/ethnic composition of Title II-B participants in PY 1992, the summer 1993 program.

¹⁷ Specific State funds and numbers of participants for Title II-B programs are shown in the "E Table" series in the Statistical Appendix of this Report.

The number of participants served in the summer of 1993 decreased from the prior year by 19 percent, for the following reasons: (1) a decrease of 15.7 percent in available funds; (2) an increase in the cost per participant due to inflation and an emphasis on academic enrichment activities (up from \$1,285 in 1992 to \$1,342 in 1993); and (3) delays in enactment of a supplemental appropriation for the program, contributing to a reduced expenditure rate of 81 percent, compared to the previous four-year average of 87 percent.¹⁸

¹⁸ As a result of similar delays in appropriations for the previous summer program, local service providers transferred more than \$23 million from the 1992 Title II-B summer program to Title II-A to provide year-round assistance to youth, ages 14 to 21.

Table 2. Selected Title II-B Participant Characteristics (Percentages)

| Characteristic | CY 1991 | CY 1992 | CY 1993 |
|--|---------|---------|---------|
| Female | 50 | 50 | 50 |
| White ^a | 30 | 26 | 29 |
| Black ^a | 40 | 42 | 41 |
| Hispanic | 26 | 27 | 25 |
| Other Ethnic Groups | 4 | 4 | 4 |
| School Dropout | 4 | 5 | 5 |
| Student | 87 | 85 | 86 |
| High School Graduate or Equivalent | 9 | 10 | 8 |
| Disability | 15 | 13 | 15 |
| Limited English | 6 | 11 | 8 |
| Single with Dependents | 3 | 5 | 3 |

^a Not Hispanic.

Source: U. S. Department of Labor, Employment and Training Administration.

Dislocated Worker Programs, Title III

Title III programs¹⁹ provided services in PY 1992 to nearly 312,000 individuals who lost their jobs, for such reasons as mass layoffs or plant closures, and were unlikely to return to their previous industries or occupations.

Of the total dislocated workers served, more than 170,000 were new entrants into the program during the 12-month period and some 183,000 terminated from the program. The entered employment rate for terminees was 69 percent, and the same percentage was still employed 13 weeks after leaving the program.

The average hourly wage at termination was \$8.90, up 5.2 percent from the previous year; at followup, the average hourly wage had increased to \$9.23. The average length of participation in the program increased 14.3 percent from PY 1991, to 32 weeks, and the cost per participant increased to \$1,726.²⁰

In PY 1992, approximately \$424 million was allotted by formula to the 50 States, the District of Columbia, and Puerto Rico. Expenditures of formula funds totaled almost \$417 million in PY 1992, an increase of almost \$3.9 million from the level in PY 1991. As required by

legislation, excess unexpended formula funds are recaptured and reallocated annually; funds recaptured in PY 1992 totaled nearly \$854,000.

Over \$129 million was awarded during PY 1992 for discretionary projects in 45 States, Puerto Rico, and Guam; expenditures of discretionary funds totaled almost \$122 million. A significant emphasis of such Title III projects in PY 1992 was responding to the needs of communities and workers affected by Hurricane Andrew in Florida and Louisiana and Hurricane Iniki in Hawaii. To this end, the Department provided the three States with a total of \$27 million from the National Reserve Account; the same States also received an additional \$30 million in supplemental funds appropriated by Congress for similar Title III activities.

Funding and participant levels for Title III, by State, are included in the Statistical Appendix of this *Report*.

Table 3 provides data on selected participant characteristics for Title III.

Title III performance standards remained unchanged since PY 1988, with the national standard for the entered employment rate set at 64 percent for PY 1992. Governors were encouraged to set an average wage at placement standard for dislocated worker programs.

Defense-Related Dislocations

During PY 1992, the Department awarded almost \$49 million for 33 projects under the Defense Conversion Adjustment Program (DCAP). Part of Title III, DCAP was authorized by Congress in 1990 to provide assistance

¹⁹ Title III programs are sometimes referred to as EDWAA programs, referring to the Economic Dislocation and Worker Adjustment Assistance Act which replaced the original Title III in PY 1989.

²⁰ The source of Title III participant data is the Worker Adjustment Annual Program Report; the source of the expenditure data is the Worker Adjustment Program Quarterly Financial Report.

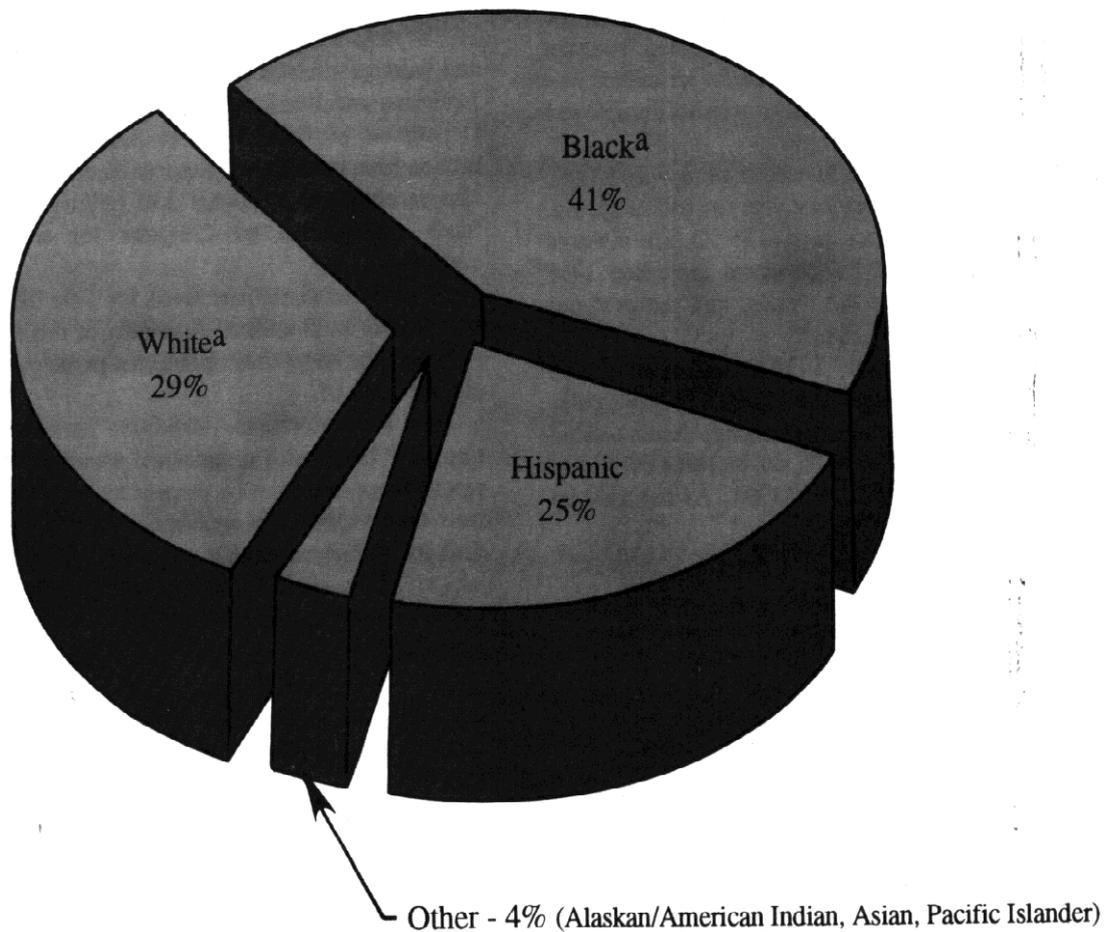
Dislocated Worker Programs

Title III provides retraining, basic readjustment, and supportive services for dislocated workers. Services include assessment, job search assistance, job development, and needs-related payments.

Eighty percent of the Title III annual appropriation is allotted by formula to the States. Up to 40 percent of each State's allotment must be used by the Governor for overall administration of the JTPA dislocated worker system, for the provision of rapid response to workers dislocated by plant closures and substantial layoffs, and, where funds are still available, for regular dislocated worker activities. The remainder (not less than 60 percent) of a State's allotment must be distributed to substate areas to provide retraining and other services at the local level.

The other 20 percent of the Title III appropriation is retained in the Secretary's National Reserve Account for discretionary projects serving workers affected by plant closings and mass layoffs, projects in areas of special need (including emergency response to natural disasters), technical assistance and training, and exemplary and demonstration programs. Discretionary funds are awarded in response to applications that Governors may submit at any time throughout a program year and may be spent during the two following program years.

Chart 3. JTPA Title II-B Participants by Race and Hispanic Origin, Calendar Year 1993



^aNot Hispanic.

Source: U.S. Department of Labor, Employment and Training Administration.

to workers who lose their jobs as a result of decreased defense spending. Under a memorandum of agreement with the Department of Defense, up to \$150 million could be transferred to the Department of Labor to fund DCAP projects. With this funding, the Department anticipated serving some 70,000 to 80,000 civilians specifically affected by defense-related cuts.

Eligible grantees for DCAP funds are States, sub-state area grantees designated under Title III, employers, employer associations, and representatives of em-

ployees. The funds are used exclusively for retraining and reemployment-related assistance, and include such services as counseling, job development, and relocation assistance.

In addition, the Department awarded almost \$5 million in DCAP funds to 12 demonstration projects to test innovative ways of helping workers dislocated due to military reductions and base closures. The projects focused on four areas: (1) averting layoffs; (2) increasing worker mobility; (3) community planning; and (4) locally

Table 3. JTPA Title III Selected Participant Characteristics, PY 1992

| Characteristic | Percent |
|------------------------------------|---------|
| Sex: | |
| Male | 55 |
| Female | 45 |
| Age: | |
| 29 and under | 22 |
| 30-54 | 70 |
| 55+ | 8 |
| Education: | |
| Less than high school | 11 |
| High school graduate | 47 |
| Post-high school attendee | 42 |
| College graduate and above | 13 |
| Race/Ethnicity: | |
| White ^a | 73 |
| Black ^a | 16 |
| Hispanic | 8 |
| Native American | 1 |
| Asian | 2 |
| Unemployment Insurance Claimant .. | 63 |
| Limited English | 3 |
| Individual with a Disability | 3 |
| Single Head of Household | 13 |

^a Not Hispanic.

Note: All data reflect characteristics/activities of termines.

Source: Worker Adjustment Annual Program Report, U.S. Department of Labor, Employment and Training Administration.

initiated projects.²¹ The latter projects allow local areas and firms to respond to their own workers' dislocation

²¹ The 12 grantees were New York State Department of Economic Development; Pima County (Ariz.) Community Services Department; State of South Carolina and Clemson University; International Association of Machinists (Calif.); McDonnell Douglas Missile Systems Company (Fla.); Commonwealth of Pennsylvania Department of Labor and Industry; Merced County (Calif.) Private Industry Council; Commonwealth of Massachusetts Industrial Services Program; State of Arizona Governor's Office for Women; The Research Foundation of the State University of New York at Binghamton; St. Louis County (Mo.); and San Diego, California, Consortium and Private Industry Council.

situations. They test carefully designed, but unsolicited, creative responses to defense-related layoffs, and may include:

- Retraining to apply defense-related skills to civilian occupations;
- Assistance to professional, technical, or managerial dislocated workers;
- Self-employment training;
- Appropriate early intervention strategies for workers whose layoff is reasonably certain;
- Critical skills programs;
- Nationwide job search assistance; and
- Other areas of inquiry with relevance to the national dislocated worker program.

In the first half of PY 1992, Congress amended JTPA by adding a new section to Title III, Section 325A, which authorized the Defense Diversification Program (DDP).²² The purpose of the program is to provide retraining and readjustment assistance to workers and military personnel dislocated by defense cutbacks and closures of military facilities, as well as planning support and conversion assistance for diversification of facilities within an area affected by reductions in military expenditures or closure of military facilities. As provided in the legislation, the Department of Defense transferred functions of the Secretary of Defense to the Secretary of Labor, and in April 1993 transferred \$75 million to the Department of Labor, which monies had been appropriated for the Secretary of Defense to carry out the functions of DDP.

Clean Air Employment Transition Assistance

During PY 1992, the Department awarded over \$2 million for projects in three States under the Clean Air Employment Transition Assistance (CAETA) program: (1) the Thomas Hill Energy Center Coal Mine in Missouri; (2) Southern Ohio Coal; and (3) Consolidation Coal Company in West Virginia.

CAETA was authorized by an amendment to JTPA that was contained in the Clean Air Act Amendments of 1990. Projects funded under this program provide retraining and readjustment assistance to workers dislocated by a firm's decision to reduce employment as a result of its compliance with the requirements of the Clean Air Act.

National Programs, Title IV

Title IV authorizes the Job Corps and other Department-administered programs that serve Indians and Native Americans, migrant and seasonal farmworkers, and

²² DDP was authorized in the National Defense Authorization Act for Fiscal Year 1993 (P.L. 102-484).

veterans. Title IV also authorizes the National Commission for Employment Policy (NCEP), the National Occupational Information Coordinating Committee (NOICC), and federally administered technical assistance efforts, labor market information activities, research and evaluation, and pilots and demonstrations.

Four categories of Title IV activities are described in this section: programs for Indians and Native Americans, programs for migrant and seasonal farmworkers, the Job Corps, and pilot and demonstration programs.²³

Indian and Native American Programs

To help eligible individuals prepare for and hold productive jobs, Indian and Native American (INA) programs provide job training, job referrals, counseling, and other employment-related services, such as child care, transportation, and training allowances. Those eligible for the programs include Indians, Eskimos, Aleuts, Hawaiians, and other persons of Native American descent who are economically disadvantaged, unemployed, or underemployed.

In PY 1992, 182 program grantees served 25,126 Native American participants in all 50 States and the District of Columbia. The grantees included Indian tribes, other Native American communities, and various related organizations. Their expenditures totaled \$56.9 million. Chart 4 shows the distribution of services provided to participants in INA programs in PY 1992.

Approximately 50 percent of the 20,002 participants who left the programs were placed in jobs. Another 32 percent attained an "employability enhancement," indicating that they returned to school, entered another training program or completed a major level of education, completed a worksite training objective, or attained basic or occupational skills proficiency. Of those who completed the program, 48 percent were male, 30 percent were 21 years or younger, and 22 percent were high school dropouts.

During the *Report* period, the Department continued to encourage grantees to coordinate their activities with those of other human resource programs.

In addition to programs authorized under JTPA Title IV-A, INA grantees also received JTPA Title II-B funds to operate summer programs for Native American youth. Approximately 11,200 Native American youths partici-

pated in such programs in the summer of 1993, at a cost of nearly \$16 million.

To respond to the JTPA program goal of emphasizing skill development for harder-to-service populations, the Department developed performance measures for INA programs that were based on the experience of those used for Title II-A programs. The INA measures, designed to encourage development of skills as well as employment goals, are Entered Employment Rate, Positive Termination Rate, and Employability Enhancement Rate.

In PY 1992, grantees were required to meet two out of the three standards. While a cost measure for INA programs was dropped in PY 1991, an upper limit of a \$4,000 average cost per participant was established for PY 1992 plan review and monitoring purposes only. Grantees exceeding this limit were required to justify and document the need for higher per-participant expenditures.

The performance standards levels are individually determined for each grantee using a statistical model and are objective and equitable. Adjustments are made to each grantee's standards to reflect comparative differences in the participants served and in local labor market conditions, such as the unemployment rate, percent of the workforce in manufacturing, and whether the population is urban or rural.

Among the 172 INA grantees whose reports were available, 81.4 percent met all three performance standards, the best program performance to date under the current system and standards. Some 89.5 percent met the minimum standard for entered employment; 92.4 percent met the minimum standard for positive terminations; and 95.9 percent met the minimum standards for enhancements. Very few grantees reported average costs per participant in excess of the \$4,000 guideline.²⁴

Migrant and Seasonal Farmworker Programs

In PY 1992, regular farmworker employment and training activities served more than 40,000 persons at a cost of \$73 million. There were 53 migrant and seasonal farmworker projects in 48 States and Puerto Rico during the period. Over 39,000 participants received services and left the program during the year.

Of that total, 15,846 individuals terminated from job skills training, and 9,328 of these individuals entered

²³ The activities of NCEP and NOICC are described at the end of this chapter. Veterans' services, administered by the Department of Labor's Office of the Assistant Secretary for Veterans' Employment and Training, are reviewed in the Secretary's annual report on veterans' activities. These programs are targeted to veterans with service-connected disabilities, veterans of the Vietnam era, and veterans recently separated from military service.

²⁴ The most frequent reasons given for exceeding the \$4,000 figure were the increased cost of the training itself, the need to send participants off-site to attend training (thus incurring travel and lodging costs), and increased amounts of supportive services to participants. Also cited was the Department's emphasis on long-term, in-depth training programs.

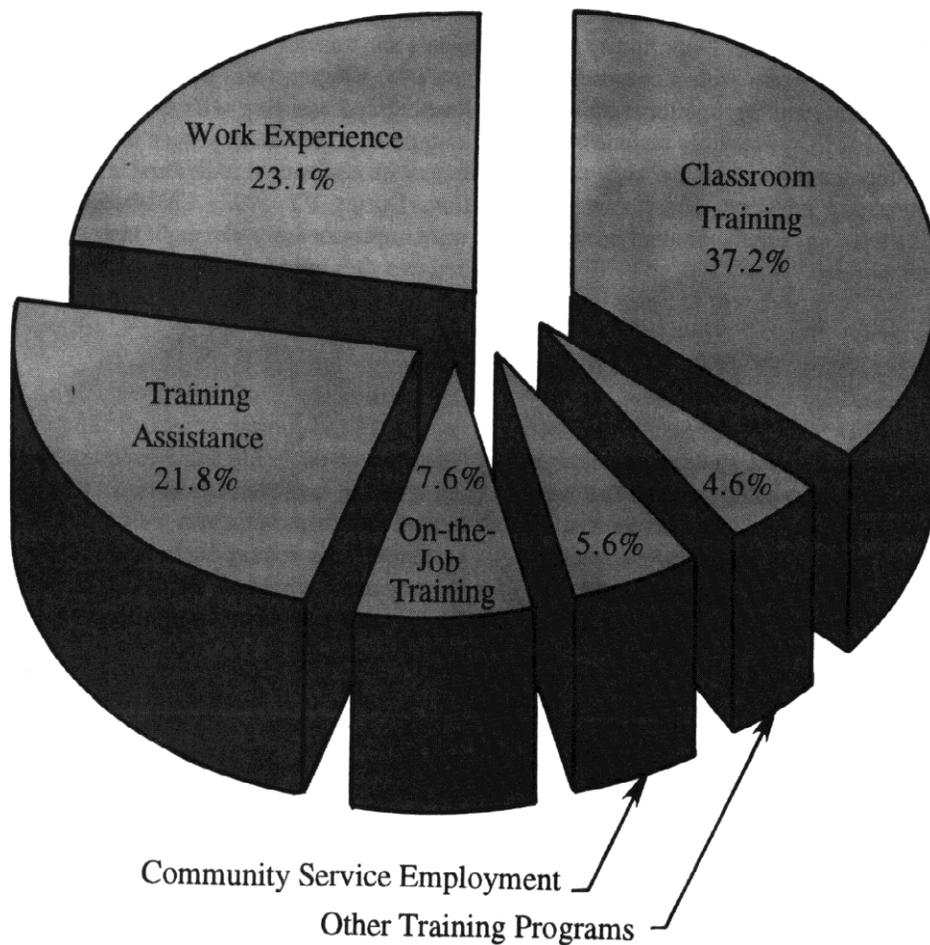
unsubsidized employment—for an entered employment rate of 58.9 percent. More than half of the terminees had received some type of supportive services, which included child care, medical services, or emergency housing. The balance of participants received educational or work skill enhancement or job search assistance, or left the program before significant intervention by the grantees.

Thirty-seven percent of those placed in jobs in PY 1992 were women, and 30 percent were school dropouts. The average annual income of participants prior to entering the program was \$3,964, while the average annu-

alized wage of participants who terminated during the *Report* period was \$11,600. Over 70 percent of those placed in jobs continued to be employed three months after leaving the program. The average hourly wage rate of participants after training in the program increased by two percent. Classroom and on-the-job training continued to be the main training strategies used by farmworker program grantees.

The Migrant and Seasonal Farmworker Program, like the Indian and Native American Program, serves a “harder-to-serve” population. The performance measures developed for this program are intended to reflect basic

Chart 4. Distribution of Services for Indian and Native American Programs, Program Year 1992



Source: U.S. Department of Labor, Employment and Training Administration.

educational and occupational skills development and to enhance the employability of migrants and seasonal farmworkers. The two performance measures are Entered Employment Rate and Average Wage at Placement.

These performance standards, adjusted for individual grantees, were developed using a statistical model that takes into account both participant characteristics and local labor market conditions. Each grantee met the individual performance standards which were set for it.

Job Corps

Job Corps is a major national training and employment program administered by the Department to address the multiple barriers to employment faced by disadvantaged youth, ages 16 through 24, throughout the United States. Its residential aspect distinguishes the Job Corps program from other employment and training programs and enables it to provide a comprehensive array of services in one setting 24 hours per day, seven days per week.

Established in 1964 by the Economic Opportunity Act, the program provides eligible youth with a comprehensive mix of services. In addition to occupational training and academic education, Job Corps services include entry diagnostic testing, occupational exploration and world of work training, intergroup relations, health care and education, social skills training, regular student progress reviews, and work experience.

One hundred eight Job Corps centers in 43 States and the District of Columbia served 100,926 enrollees, including some 61,762 new trainees, during PY 1992. Job Corps expenditures during the period totaled \$936.1 million.

Enrollee Characteristics and Outcomes. Approximately 80 percent of the PY 1992 students were high school dropouts. The average reading level at the time of enrollment was seventh grade. Over 72 percent of the students had never held a full-time job. Sixty-eight percent were minority youth, and 62 percent were male. The average length of enrollment was approximately eight months.

An analysis of the total number of students leaving Job Corps in PY 1992 who were available for placement during the six-month followup period during which placements were tracked indicates that 73.4 percent were either placed in jobs or went on to further education or other training programs. A breakdown by gender shows that approximately 60 percent of the men and 50 percent of the women available for placement were placed in jobs (including the military)—the men at an average hourly wage of \$5.18 and the women at an average hourly wage of \$5.33.

Job Corps Initiatives. Cognizant of the fact that the workplace of the 1990s, and beyond, requires additional

and advanced skills, Job Corps developed an expanded, comprehensive, competency-based preliteracy-to-precollege academic education program in Program Years 1989–90. Introduction of these comprehensive new curricula began in PY 1991 and continued in PY 1992.²⁵

In the areas of reading, math, “world of work,” and General Educational Development (GED), the new program stresses problem-solving and the learning of higher-level cognitive skills. Related programs that had been offered separately in the past became part of this integrated effort. These related programs include structured courses in writing and thinking skills, English-as-a-second language, and expanded health education.

Delivery of the new academic education program demands an innovative approach that meets the requirements of individual student needs through an open-entry/open-exit educational system. Attainment of this goal has been initiated through the introduction of a networked Computer-Managed Instructional (CMI) system.

CMI system databases contain all instructional assignments and answer keys for progress tests and computer-scorable assignments. By eliminating manual record-keeping and assisting with the scoring and recording of assignments, the system frees instructors to spend more time with students in individual and small group instruction. During PY 1992, CMI-based education systems were implemented in the eight largest Job Corps centers, and two sites began providing instruction for teachers and CMI administrators. Staff training and implementation of the new system for all centers were scheduled to be completed during PY 1994.

To ensure that vocational programs include the higher-level skills and competencies called for by the Secretary’s Commission on Achieving Necessary Skills (SCANS),²⁶ the training achievement records (TARs) for the nine largest Job Corps vocations were revised during PY 1992 to include the required academic skills and curricula. Review and revision of the TARs for the remaining Job Corps vocations continued during PY 1993 and thereafter.

²⁵ For a discussion of research about interventions that help young people develop cognitive and interpersonal skills, see the summary of *Strengthening Programs for Youth: Promoting Adolescent Development in the JTPA System*, which is included in Chapter 2 of this Report.

²⁶ These higher-level skill and workplace competencies are addressed in several reports produced by SCANS: *Learning a Living: A Blueprint for High Performance* (1992); *Skills and Tasks for Jobs* (1992); and *What Work Requires of Schools* (1991). The two previous *Training and Employment Reports of the Secretary of Labor*—covering PY 1990 and PY 1991—include summaries of the SCANS reports.

Job Corps Training

Most training for Job Corps participants is provided directly by Job Corps Center staff. However, national contracts are awarded to certain organizations to provide training, and in some cases, job placement activities for specific occupations at various centers throughout the country. The following is a list of occupations and the organizations that offer the specialized training.

| Occupation | Organization |
|---|---|
| Automotive repair | United Automobile Workers Labor Employment & Training Corporation |
| Brick/masonry trades | International Masonry Institute |
| Carpentry trades | United Brotherhood of Carpenters and Joiners |
| Clerical skills | Transportation-Community International Union |
| Culinary arts | National Maritime Union of America, AFL-CIO |
| Heavy equipment operators | International Union of Operating Engineers |
| Homebuilding trades | Home Builders Institute |
| Painting | International Brotherhood of Painters and Allied Trades |
| Plastering and cement masons trades ... | Operative Plasterers and Cement Masons International Association |

To verify that students have attained the competencies required for various occupations, the independent National Occupational Testing Institute administered student occupational competency achievement tests to 2,500 Job Corps vocational program completers. In addition, course guides, equipment lists, and other required course components were designed to help prepare new vocational instructors in 42 instructional areas.

Job Corps continued to emphasize the development of linkages for Job Corps students to child care. During PY 1992, programs for children of nonresidential students were operated by the Atlanta, San Jose, South Bronx, Pittsburgh, Potomac (Washington, D.C.), Albuquerque, Springdale (Portland, Ore.) and San Diego Job Corps centers. The Turner (Albany, Ga.) and Flint Hills (Manhattan, Kans.) Job Corps Centers operated residential single-parent programs in which young children lived on center in special dormitories with their parents and participated in on-center child development programs while their parents attended classes.

The comprehensive Social Skills Training Program (SST) implemented at all centers during PY 1991 was continued in PY 1992. SST is a structured program consisting of 50 skills which students are expected to master. Skills such as teamwork, how to ask a question, dealing with anger and embarrassment, self-control, and arriving on time for work or appointments are examples of those skills included in the SST program. All center staff are trained to work with students on social skills competencies.

During PY 1992, Job Corps continued a national prevention and intervention program to test for alcohol and other drugs of abuse (AODA). As part of this initiative, centers biochemically test all new students when they enroll, students who are suspected of using alcohol and/or other illegal drugs, and students who have a written intervention plan. Training was given to center staff on AODA implementation and on an expanded AODA unit in health education.

Performance Standards. Seven performance standards are used to measure the outcomes of Job Corps

Job Corps Academic Olympics

To acknowledge and reward academic achievement, the Department held the third annual Job Corps Academic Olympics in October 1992 in Washington, D.C. Nine teams of Job Corps students from around the country competed in math, language arts, social studies, and science skills by answering questions taken from the Job Corps curricula as well as bonus questions on current events. The students had competed within their individual Job Corp Centers to advance to regional and national competitions.

services. Three standards that measure placement and program retention have nationally established acceptable levels of performance. The other four standards are individually set by each center: two standards measure learning gains, one in reading and the other in math (based on pre- and post-test scores of the Test of Adult Basic Education); one standard measures GED attainment; and the fourth measures vocational program completion.

Pilot and Demonstration (P&D) Programs

P&D programs, authorized under Part D of Title IV, are designed to test innovative approaches and strategies for enhancing the employability skills of people who face particular labor force barriers. They are administered at the national level. A major goal of the P&D programs is the adoption or replication at the State and local levels of the successful approaches and models resulting from these efforts.

Funded at approximately \$35.8 million in PY 1992, the P&D program agenda included a number of new projects, as well as a continuation of ongoing efforts.

New Projects. Several new projects initiated during the *Report* period included:

- The High School Career Academies Demonstration, begun late in PY 1992 to test a school restructuring and school-to-work transition model. The demonstration provides an intensive three- to four-year educational experience for 2,500 to 3,000 at-risk youth in approximately 14 locations. The model integrates academic and occupational instruction with intensive involvement by employers in a "school-within-a-school." The setting involves a small cluster of students who take most of their classes together. They are taught by a small team of teachers who remain with the students throughout their high school years. A three-part study will be conducted to determine the effectiveness of Career Academies, with assessment of program impacts and analysis of implementation and cost-effectiveness. (This is a 10-year demonstration, with the Department participating in five of the years.)
- In cooperation with the Department of Education, 22 demonstration projects operated by national trade associations and education groups to pilot-test the development and implementation of voluntary skill standards and certification in a wide range of industries: hospitality and tourism; health sciences; biosciences; electronics; automotive; industrial laundry; retail; printing; air conditioning, refrigeration and power; and electrical construction. (Six of the projects were funded by the Department.)²⁷

- Ten local youth apprenticeship grants awarded in November 1992 for a two-year period.²⁸ The intent of these awards was to teach youth basic workplace skills in applied contexts in an effort to foster their effective transition from school to the world of work. Two grantee meetings for these sites were held in Washington, D.C., in December 1992 and in June 1993.
- Demonstration projects designed to test various models and approaches for streamlining and integrating Federal vocational education and training programs. The 10 projects are located in Georgia, Michigan, Minnesota, Indiana, California, Connecticut, Pennsylvania, New York, and Wisconsin, which is the only State that received two grants.
- Nontraditional Employment for Women, to encourage a broader range of training and job placement for women. These demonstration programs, operated in the District of Columbia, Louisiana, Texas, Maryland, Washington, and Wyoming, are a component of the Nontraditional Employment for Women Act, which amended JTPA. Through an interagency agreement, the Act and its programs are jointly administered by ETA and the Women's Bureau to guide and effect systemic change in the delivery of nontraditional training and employment opportunities to women through the JTPA system.

Ongoing Projects. Several projects initiated earlier were refunded in PY 1992. These included:

- Hispanic Supplement to the Panel Study of Income Dynamics (PSID), a longitudinal survey of 2,000 Hispanic households begun in 1990 as part of the overall PSID longitudinal survey of 5,000 U.S. families. The sample consists of 600 Puerto Ricans, 600 Cubans, and 800 Mexicans. The first interview in

²⁷ The Department is also providing and procuring research support and other technical assistance that meets the needs of the pilot projects. In June 1993, three contracts to provide this technical assistance were awarded to: (1) the Institute for Educational Leadership to provide overall guidance to ETA, and to deliver technical assistance to the pilot projects; (2) the National Alliance of Business to perform research in a variety of areas including benchmarking standards to world-class standards; and (3) CAL, Inc. to conduct evaluations of the ETA Skill Standards and Certification Pilot Projects.

²⁸ The grantees are the Boston Private Industry Council for Boston ProTech/Financial Services; Craftmanship 2000 in Tulsa, Oklahoma; the Flint, Michigan, Board of Education; Gwinnett County Public Schools in Georgia; Illinois State Board of Education; Middle Georgia Technical Institute; Oakland Unified School District in California; Scripps Ranch High School in San Diego, California; Seminole County School District and Siemens Stromberg-Carlson in Lake Mary, Florida; and Toledo, Ohio, Private Industry Council.

- 1990 was followed by two interviews in 1991 and 1992. The data collected in the survey pertain to labor force participation, employment and unemployment experience, family composition, poverty experience, welfare, and other socioeconomic experiences of the sample families and their members. The Hispanic supplement to the PSID is also funded by the Department of Health and Human Services (HHS), the National Science Foundation, and the Ford Foundation.
- Assessment of the Job Corps HIV/AIDS Program, a demonstration to evaluate the Job Corps program as related to its HIV/AIDS policy. Begun in April 1992 and completed in April 1994, the study: (1) determined if the assessment criteria contained in Job Corps medical protocols are being applied consistently across centers; (2) identified variations in the implementation of the evaluation process that may have influenced student outcomes, including the centers' ability to retain students until the assessment was complete; and (3) compared the program performance and incidence of antisocial behaviors among HIV-positive students retained in Job Corps with those of HIV-negative students.
 - The Geriatric Demonstration Project, designed to demonstrate innovative, comprehensive strategies and model approaches for providing job opportunities for disadvantaged adults and youth as certified geriatric nurse's aides, home health care aides, and personal home attendants. The programs, which were operated in Atlanta, Chicago, and San Francisco, developed career ladders to help participants upgrade their skills and advance in their occupations. Through Elder Care Councils representing segments of the elder care field, the programs provided an exact match between existing jobs and the types of training offered.
 - The Utah JTPA Demonstration Project, funded to develop quick implementation strategies for anticipated JTPA legislative changes in the areas of targeting, program quality, increased fiscal and program accountability, and data collection. The project established a local area network among the computer systems of two SDAs and local service providers to facilitate access to pertinent information on the 1992 JTPA amendments.
 - The Workplace Literacy Pilot Project, designed to provide instruction in workplace literacy skills for disadvantaged adults and youth. The project also tests the usefulness of integrating these skills into the operation of job training programs through a partnership between local employers, the community, and the New York City Department of Employment.
 - Immigrant Demonstration Projects, developed to test innovative, replicable, and effective approaches to help immigrants attain necessary basic education and occupational skills and long-term employment with career advancement potential. The four projects—in California, Massachusetts, Washington, and Michigan—are administered by PICs through subagreements with community-based organizations that traditionally serve the needs of newly arrived immigrants. All of the projects offer training in English-as-a-second-language, occupational skills training, case management, and necessary support services.
 - An interagency demonstration effort with the Department of Health and Human Services' Office of Treatment Improvement (OTI), which links ETA's local training and employment services with OTI residential substance abuse treatment programs in three localities—Atlanta, Baltimore, and Boston. The purpose of this effort is to enhance the effective rehabilitation of substance abusers by preparing them to reenter stable employment.
 - The nine-site Parents' Fair Share pilot demonstration project, a six-year effort conducted under the JOBS program. The effort is designed to investigate the feasibility and effectiveness of linking child support enforcement with training and employment services for noncustodial parents (usually fathers) of children receiving AFDC. The training and employment services are provided primarily by the JTPA system. The project also receives funds from HHS and several private foundations.
 - The Transition to Work Demonstration Projects Using a Natural Supports Model, a joint venture of the Department and HHS. Funded for the third and final year, this six-site project developed approaches that use coworkers and volunteers to help young people with moderate and severe disabilities make the transition from school or supported work environments into unsubsidized employment. The projects were located in Nashua, N.H.; Boston, Mass.; Portland, Ore.; Minneapolis, Minn.; San Francisco, Calif.; and Rockville, Md.
 - The Community-Based Employment and Service Integration Model Demonstration Project for Criminally At-Risk Youth, another joint project with HHS. In PY 1992, the demonstration, in its third and final year, used a service integration approach to move young people who were in the custody of the courts, were at risk of being incarcerated, or already had criminal records into jobs and independent living situations. The demonstration operated in Detroit, Mich.; San Diego, Calif.; and Monmouth, Ore.

- The National Center for Adult Literacy at the University of Pennsylvania, a five-year effort jointly funded by the Departments of Labor, Education, and Health and Human Services. The Center's primary mission is to conduct applied and basic research in the area of adult literacy and to examine ways of disseminating information on effective programs and techniques to schools, job training programs, business, labor, community organizations, and government at all levels.
- **Workplace Literacy Assessment: Meeting the Nation's Needs**, a two-phased project to: (1) survey JTPA and Unemployment Insurance/Employment Service program participants and profile their workplace literacy levels; and (2) produce a workplace literacy testing instrument to be used by the JTPA system and other employment and training programs. Phase 1 was completed in December 1992. The result of the survey is reported in *Profiling the Literacy Proficiencies of JTPA and ES/UI Populations* and in *Beyond the School Doors*, two studies which are summarized in Chapter 2 of this Report. Phase 2 started in July 1993.
- **Training Demonstrations**, which address industry-wide skill shortages. These programs provide skill training for economically disadvantaged persons, women, minorities, and others who need assistance. Groups that received funds for these purposes in PY 1992 were the National Tooling and Machining Association, the International Union of Operating Engineers, PREP, Inc., and the National Association of Home Builders.
- **The Youth Opportunities Unlimited (YOU) demonstration program**, begun in PY 1989 and aimed at high-poverty urban neighborhoods and rural counties.²⁹ This initiative provided an array of concentrated services to young people, including employment and training resources, in poor, inner-city neighborhoods and rural areas. It also created "model neighborhood" programs that combine other public and private resources into a comprehensive network of youth services. The program's effective-

²⁹ YOU was the prototype for the Youth Fair Chance (YFC) program, which was established under the Job Training Reform Amendments of 1992. YFC ensures access to education and training assistance for youth residing in high-poverty areas, provides a comprehensive range of services to eligible youth, and enables communities with high concentrations of poverty to establish and meet goals for improving opportunities available to youth. Seventeen Youth Fair Chance projects were funded in PY 1993. The YOU program in San Diego is included in *Strengthening Programs for Youth: Promoting Adolescent Development in the JTPA System*, which is summarized in Chapter 2 of this Report.

ness depended on successfully coordinating and linking a wide range of interventions, such as school restructuring, public health improvements, and child development programs.

Eleven YOU sites were funded in PY 1992. Individual three-year YOU grants of \$2.7 million were awarded to the State of Mississippi and the cities of Atlanta, Baltimore, Columbus, Los Angeles, San Diego, and Philadelphia. In February 1993, an additional \$500,000 was awarded to each of four additional YOU projects in Boston, Fresno (Calif.), Denver, and Pittsburgh.

The concentration of resources and services for at-risk youth living in specific high-crime and high-poverty geographic areas was at the core of the projects from the beginning. Among other activities, the YOU projects established alternative schools that enroll dropouts or potential dropouts, and learning centers that offer basic skill development, vocational training, and supportive services.

Partnership Programs. As in previous years, P&D efforts included "partnership programs" designed to increase the involvement in JTPA of key national business, labor, and community-based organizations that represent broad constituencies and can promote JTPA training and cooperation within their own organizations and with the private sector and local government. Six organizations in this category were funded in PY 1992: National Urban League, Inc.; SER-Jobs for Progress, Inc.; Opportunities Industrialization Centers of America, Inc.; National Alliance of Business; Human Resources Development Institute of the AFL-CIO; and National Council of La Raza.

Programs for People with Disabilities. P&D programs served approximately 7,000 people with disabilities in PY 1992, and close to 6,000 people were placed in unsubsidized employment during the period. Programs for persons with disabilities are designed to increase the number and quality of their job opportunities by providing these individuals with training and employment prospects that allow them to compete equitably in both the private and public sectors. Special services, tailored training, job development, and job placement are offered.

The programs provide ways to address conditions which constitute barriers to employment, such as blindness, hearing loss, epilepsy, mental retardation, and other physical and emotional impairments. Emphasizing that each participant is unique and has a special combination of abilities apart from the disability, the programs must provide equal pay for equal productivity, as well as job placement at the highest skill level commensurate with qualifications.

In PY 1992, the programs were operated by nine national organizations with expertise in working with people

with disabilities: Goodwill Industries of America, Inc., Association for Retarded Citizens, Electronic Industries Foundation, Epilepsy Foundation of America, Mainstream, Inc., Marriott Foundation for People with Disabilities, American Rehabilitation Association, National Federation of the Blind, and International Association of Machinists.

JOB TRAINING FOR THE HOMELESS DEMONSTRATION PROGRAM

Program Objectives

The Job Training for the Homeless Demonstration Program (JTHDP) is the first comprehensive nationwide Federal effort specifically designed to train homeless people and to place them in jobs.³⁰ The Department is authorized to plan, implement, and evaluate JTHDP under Section 731 of the Stewart B. McKinney Homeless Assistance Act of 1987 (P.L. 100-77).

The purpose of JTHDP is to provide the knowledge and direction needed for future national job training policy for homeless people by: (1) gaining information about how to provide effective employment and training services for homeless individuals; and (2) learning how States, local public agencies, private nonprofit organizations, and businesses can develop effective systems of coordination, to address the cause of homelessness and meet the needs of homeless people.

Funding and Services

Assistance authorized under the McKinney Act includes institutional skill training, work experience, basic skills instruction, remedial education, basic literacy instruction, job search assistance, and other appropriate services that help homeless people find employment and remain in their jobs.

As in previous years, the program continued in FY 1993 to emphasize a case management approach in which individual needs for a wide variety of community services were assessed in order to better address the unique needs of homeless people and their families.

JTHDP began in October 1988 (FY 1989) with funding of \$7.7 million, which supported 32 grants to State and

local public agencies and private nonprofit organizations. Organizations receiving the grants designed and implemented innovative and replicable approaches for providing job training services for homeless people. In Fiscal Years 1990-91, the Department provided a total of \$17 million to fund 45 projects (15 of which had received funding the previous year).

In November 1990, the Departments of Labor and Housing and Urban Development (HUD) entered into a memorandum of understanding which placed increased emphasis on more structured service strategies designed to enhance long-term employment, housing, and economic self-sufficiency for homeless people. The agreement particularly strengthened the transitional and permanent housing component of the program by encouraging interagency coordination and participation in JTHDP by local public housing agencies, and by requesting that HUD field offices offer technical assistance to grant applicants and provide them with contacts with existing housing projects that could be linked to JTHDP efforts.

Under this new initiative, 12-month grants were awarded to 20 grantees selected from among the 45 existing grantees in May 1991. An additional award was made in September 1991 for a program for homeless Native Americans in Tucson, Ariz., bringing the total effort to 21 projects.

Each of these projects was refunded for Fiscal Years 1992-93 to continue refining and expanding services to homeless people with an increased emphasis on improving job retention, postplacement followup, and securing permanent housing for homeless people.³¹

Through April 30, 1993, approximately 36,000 homeless people had received services under JTHDP, with over 25,000 participants having been provided training, about 12,000 placed in unsubsidized jobs, and some 12,500 assisted in obtaining upgraded housing.

³¹ Grant recipients were American Indian Association, Tucson, Ariz.; Argus Community, Inc., Bronx, N.Y.; Boys & Girls Club, Wash., D.C.; Center for Independent Living, Berkeley, Calif.; Elgin Community College, Elgin, Ill.; Fountain House, New York, N.Y.; Friends of the Homeless, Columbus, Oh.; Hennepin County, Minneapolis, Minn.; Home Builders Institute, Wash., D.C.; Jefferson County Public Schools, Louisville, Ky.; Jobs for the Homeless, Wash., D.C.; Kentucky Domestic Violence Association, Frankfurt, Ky.; Knoxville/Knox Community Action Committee, Knoxville, Ky.; Massachusetts Career Development Institute, Springfield, Mass.; Pima County PIC, Tucson, Ariz.; City of San Diego, Calif.; Seattle-King PIC, Seattle, Wash.; Snohomish County PIC, Everett, Wash.; Southeast Tennessee PIC, Chattanooga, Tenn.; City of St. Paul, Minn.; and the City of Waterbury, Conn.

³⁰ For additional information based on JTHDP evaluations, see Lawrence N. Bailis, Margaret Blasinsky, Stephanie Chesnut, and Mark Tecco, *Job Training for the Homeless: Report on Demonstration's First Year* (Rockville, Md.: R.O.W. Sciences, Inc., 1991) and John W. Trutko, et al., *Employment and Training for America's Homeless: Report on the Job Training for the Homeless Demonstration Program* (Arlington, Va.: James Bell Associates, Inc., 1993).

APPRENTICESHIP

In FY 1993, apprenticeship programs provided employment opportunities for over 421,000 civilian and military workers in the skilled trades. The apprenticeship system, which combines structured OJT with related theoretical instruction usually in a classroom, has long been recognized as an effective method for preparing people to enter and succeed in a variety of occupations.

The Federal role in apprenticeship is defined by the National Apprenticeship Act of 1937 (P.L. 75-308), known as the Fitzgerald Act. Through the Bureau of Apprenticeship and Training (BAT), the Federal Government establishes and promotes the adoption of labor standards necessary to safeguard the welfare of apprentices. The Bureau registers apprenticeship programs and apprentices that meet the standards and provides assistance to employers and organized labor to help plan and promote quality apprenticeship programs.

Employers or groups of employers and unions design, organize, manage, and finance apprenticeship training under the standards developed and registered with BAT or State Apprenticeship Agencies. They also select apprentices, who are trained to meet certain predetermined occupational standards.

In 27 States, the District of Columbia, the Virgin Islands, and Puerto Rico, programs are registered by State Apprenticeship Agencies or Councils which are recognized by the Department. Most State agencies receive policy guidance from apprenticeship councils composed of employers, labor groups, and public representatives.

BAT maintains staff in all States and registers programs in States where there is no State Apprenticeship Agency or Council.

FY 1993 Highlights

During FY 1993, approximately 344,000 civilian apprentices received training in about 36,000 civilian apprenticeship programs registered with BAT or State Apprenticeship Agencies. About 22.7 percent of these apprentices were minorities and 7.6 percent were women.

An additional 77,000 uniformed military apprentices were registered in 17 programs. About 34 percent of these military apprentices were minorities and seven percent were women. Table 4 shows selected apprenticeship program data for Fiscal Years 1990-93.

At the end of FY 1993, the Department recognized 824 apprenticeable occupations, including three new ones: Carpenter, Interior Systems; Hydraulic Repairer; and Transportation Clerk. The total number of apprenticeable occupations reflect occupations that were combined with other occupations or deleted from the revised fourth edition of the *Dictionary of Occupational Titles*.

Promoting equal opportunity in apprenticeship has been a function of the Department for many years. Equal employment opportunity (EEO) in apprenticeship is pursued through promotion and technical assistance efforts and compliance reviews. During the fiscal year, the Bureau conducted 1,800 field reviews of federally serviced apprenticeship programs for EEO compliance.

As part of an ongoing effort to ensure high-quality programs, Federal staff conducted about 1,500 on-site quality reviews during the *Report* period. These reviews help to ensure that apprentices successfully learn all aspects of the trade needed to gain journeyworker status and to produce high-quality goods and/or services. Reviews also ensure that the curriculum and instruction are current, the training is responsive to actual job needs, and the program is in conformance with regulatory standards.

Federal Committee on Apprenticeship

In FY 1993, the Department requested the General Services Administration (GSA) to approve a new charter to reestablish the Federal Committee on Apprenticeship (FCA). Subsequently approved by GSA, the new charter reduces the number of FCA representatives from labor, employers, and the public from 26 to 21. (There are seven representatives from each sector.) Under the new charter, the ex-officio members of the FCA are the president of the National Association of State and Territorial Apprenticeship Directors (NASTAD), the president of the National Association of Governmental Labor Officials, a representative of the Department of Education, and the Assistant Secretary of Labor for Employment and Training.

Federal-State Liaison Committee

In an effort to strengthen cooperative Federal-State relationships on all matters related to registered apprenticeship, the director of BAT and the president of NASTAD agreed, in March 1993, that their two organizations would meet regularly to address the effectiveness of the national apprenticeship system and the individual State systems.

In June of that year, representatives of both groups met to discuss apprenticeship issues, establish guiding principles, and plan for long-term activities. They developed a memorandum of understanding that was signed by the director of BAT and the president of NASTAD. They also developed a letter of reaffirmation to be sent by the director of BAT to each labor commissioner or secretary in States that had requested recognition to approve apprenticeship programs for Federal purposes. This letter, sent in September, emphasized the important partnership role State officials play with BAT and the Department to ensure a high-quality, equitable State apprenticeship program that is consistent with Federal standards.

Table 4. Selected Apprenticeship Program Data, Fiscal Years 1990-93

| Item | Fiscal Year | | | |
|--|-------------|---------|---------|---------|
| | 1993 | 1992 | 1991 | 1990 |
| Total Civilian Apprentices: | | | | |
| Receiving Training ^a | 342,000 | 300,000 | 374,000 | 361,000 |
| Percent Minority | 22.7 | 22.2 | 22.5 | 22.5 |
| Percent Women | 7.6 | 7.6 | 7.1 | 7.1 |
| Number of Civilian Apprenticeship Programs | 36,000 | 41,000 | 42,000 | 44,000 |
| Military Apprentices:^b | | | | |
| Receiving Training | 69,952 | 64,000 | 45,000 | 41,500 |
| Percent Minority | 34.0 | 34.0 | 35.6 | 35.8 |
| Percent Women | 7.0 | 7.0 | 6.7 | 6.5 |
| Number of Reviews Conducted: | | | | |
| EEO Compliance Reviews | 1,800 | 1,200 | 1,700 | 1,600 |
| On-Site Quality Reviews | 1,500 | 1,200 | 2,000 | 1,857 |
| Apprenticeship Actions: | | | | |
| New Registrations | 79,000 | 63,000 | 99,500 | 98,200 |
| Completions | 44,000 | 41,000 | 40,000 | 39,400 |

^a Includes new registrations, cancellations, and completions; excludes military apprentices.

^b Data are for the number of apprentices at the end of the year.

Source: U. S. Department of Labor, Employment and Training Administration.

The joint group also initiated development of a model working agreement that can serve as a guide to help State and Federal staff make their day-to-day apprenticeship activities more efficient and effective. This renewed emphasis on a Federal-State apprenticeship partnership will be a continuing effort.

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM

Program Objectives

The Senior Community Service Employment Program (SCSEP), authorized in Title V of the Older Americans Act of 1965, as amended (P.L. 102-375), finances the creation of part-time jobs in community service for low-income individuals who are at least 55 years old, have poor employment prospects, or are unemployed. SCSEP has provided employment and other services for eligible participants for 27 consecutive years.

The program offers an array of community services to the elderly, including nutrition programs, recreation,

health and home care, and transportation. It also provides valuable services to local communities because participants work part-time at nonprofit organizations, schools, hospitals, or other community facilities. Participants receive annual physical examinations, personal and job-related counseling, job training if necessary, and, in some cases, placement into unsubsidized jobs. Participants may work up to 1,300 hours per year (about 20 to 25 hours per week).

The SCSEP program is operated by State and territorial governments and 10 national sponsors.³² In PY 1992, most States operated the program through their own

³² The national sponsors are the U.S. Forest Service (Department of Agriculture) and nine nonprofit organizations: the American Association of Retired Persons; the Asociacion Nacional Pro Personas Mayores; Green Thumb, Inc.; the National Caucus and Center on Black Aged, Inc.; the National Council on the Aging; the National Council of Senior Citizens; the National Indian Council on Aging, Inc.; the National Asian Pacific Center on Aging; and the National Urban League.

agencies on aging, with the exception of seven,³³ which assigned administrative responsibility for their grants to one or more of the 10 national sponsors.

Funding and Services

In PY 1992, SCSEP allocations totaled over \$395 million, an increase of over \$23 million from the previous year. Of this amount, \$308 million went to national sponsors and \$87 million went to the State agencies.

SCSEP provided over 97,000 part-time subsidized jobs during the year. As Table 5 shows, nearly one-third of the program's participants were 70 years old or older, over two-fifths had less than a 12th grade education, and almost four-fifths were from families with incomes below the poverty level.

Consistent with the Department's policy to help older workers find unsubsidized employment, over one-fifth of the program's participants were placed in unsubsidized jobs during PY 1992.

As followup to passage of amendments to the Older Americans Act and the JTPA amendments, SCSEP sponsors began the process of developing agreements with JTPA program operators to coordinate eligibility criteria for both SCSEP and JTPA programs to make better use of JTPA training services for older individuals. In addition, efforts were undertaken by program sponsors to improve the geographical distribution of their program resources, so that all eligible individuals have the same opportunity to participate in the program.

EMPLOYMENT SERVICE

During the *Report* period, the Employment Service (ES) conducted a variety of labor exchange activities, administered both the Alien Labor Certification and the Targeted Jobs Tax Credit programs, and conducted a number of related activities. These efforts are described below. The accompanying box provides an overview of ES operations.

Labor Exchange and Other Activities

Labor Exchange

In PY 1992, over 21 million people registered with local ES offices and received a wide variety of employment-related services. These jobseekers were interviewed and—based on experience, education, training, and aptitude—assigned one or more occupational codes

³³ The States were Alabama, Arizona, Florida, Montana, New Jersey, North Dakota, and South Dakota.

to help match their job skills with employers' job orders. Nearly 42 percent of the jobseekers were women and 15.8 percent were economically disadvantaged.

Local ES offices referred approximately eight million jobseekers to interviews with employers who had listed some 5.8 million job openings with ES. Nearly 2.7 million persons (34 percent of those referred to employers) were placed in jobs in PY 1992. ES offices also referred over 402,000 individuals to training and provided some 671,000 with employment-related counseling during the year.

Over 3.5 million transactions, including multiple placements of individuals, occurred in PY 1992, with expenditures totaling \$782 million.

During the *Report* period, SESAs listed about 221,000 openings in the Interstate Job Bank (IJB)³⁴ to publicize job opportunities and to help people find jobs in other States. About 39 percent of the listings were in professional and managerial occupations.

The IJB, established to list job openings that are not readily filled locally, is a composite of job vacancy information which employers have submitted to State-operated employment services, and for which the States or the employers request nationwide publicity. Employers telephone their job requests to a State ES agency and then request that their jobs be included on the IJB.

Microfiche listings of interstate orders are mailed by the IJB each week to ES local offices in 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands and to some 303 libraries and universities. State ES agencies may also include the interstate orders in the automated systems which job seekers use for job searches. While job listings are received primarily from private sector employers, job information is also provided on Federal job opportunities nationwide, including Armed Services recruitment notices, Forest Service seasonal and temporary recruitment, and Federal Senior Executive Service vacancies.

Workforce Development Forums

In FY 1993, the Employment Service, in a cooperative agreement with the Texas Employment Commission and the Interstate Conference of Employment Security Agencies, sponsored three Workforce Development Forums which were held in Boston, Des Moines, and Albuquerque. Entitled "The Workforce Development Challenge," the forums showcased successful employment and training projects and models of promising workforce

³⁴ Subsequent to the *Report* period, on November 10, 1993, the IJB was redesignated as America's Job Bank.

Table 5. Selected Characteristics of Senior Community Service Employment Program Participants, Program Years 1988–92 (Percent Distribution)

| Characteristic | Program Year | | | | |
|---|--------------|------|------|------|------|
| | 1992 | 1991 | 1990 | 1989 | 1988 |
| Sex: | | | | | |
| Male | 28.9 | 28.9 | 28.7 | 29.2 | 29.7 |
| Female | 71.1 | 71.1 | 71.3 | 70.8 | 70.3 |
| Age: | | | | | |
| 55–69 | 18.5 | 17.1 | 17.4 | 17.4 | 18.5 |
| 60–64 | 24.8 | 25.0 | 25.4 | 26.1 | 27.3 |
| 65–69 | 25.6 | 26.2 | 26.3 | 26.7 | 26.4 |
| 70–74 | 18.6 | 18.7 | 18.1 | 17.3 | 16.3 |
| 75 and over | 12.5 | 12.9 | 12.7 | 12.5 | 11.5 |
| Ethnic Group: | | | | | |
| White ^a | 61.4 | 61.3 | 62.2 | 62.3 | 63.3 |
| Black ^a | 23.8 | 23.9 | 23.8 | 23.9 | 23.3 |
| Hispanic | 9.5 | 9.4 | 9.1 | 9.0 | 8.8 |
| Indian/Alaskan | 1.6 | 1.6 | 1.6 | 1.7 | 1.6 |
| Asian/Pacific Islander | 3.6 | 3.7 | 3.3 | 3.1 | 3.1 |
| Veteran | 13.5 | 13.2 | 13.3 | 13.4 | 13.1 |
| Education: | | | | | |
| 8th grade and under | 22.5 | 24.3 | 25.1 | 26.4 | 27.4 |
| 9th–11th grade | 20.3 | 20.6 | 21.3 | 21.6 | 27.4 |
| High school | 37.3 | 36.1 | 35.4 | 34.8 | 34.2 |
| 1–3 years of college | 14.0 | 13.5 | 13.0 | 12.4 | 12.3 |
| 4 years of college | 5.9 | 5.6 | 5.1 | 4.8 | 4.7 |
| Family income below the poverty level ... | 79.0 | 78.7 | 80.2 | 80.9 | 79.9 |

^a Not Hispanic.

Note: Numbers may not add to 100 percent due to rounding.

Source: U. S. Department of Labor, Employment and Training Administration.

development strategies; described projects that can be replicated; and enhanced recognition for ES as a network leader and catalyst for change. More than 700 persons, who constituted broad representation from the employment and training community, participated in each Forum.

A video on the forums was produced and disseminated to SESAs. The tape highlighted the ES role in formulating workforce development strategies to meet the challenges of a competitive, global economy. A compendium of successful workforce development projects and initia-

tives, some of which were presented at the forums, was updated and published.

Employers' National Job Service Council

In PY 1992, the Department continued to fund the Employers' National Job Service Council (ENJSC), a volunteer organization of approximately 35,000 employers who work with ES through 1,400 local Job Service Employer Committees. ENJSC helps ES improve its labor exchange system and informs employers of the IJB

Employment Service

The Employment Service helps place jobseekers in appropriate jobs listed by employers. Local ES offices also offer individuals and employers a wide range of employment-related services, including testing, counseling, job search workshops, resume-writing instruction, interviewing techniques, job fairs, labor market information, mass screening, restructuring jobs analysis, outplacement assistance, and specialized recruitment to meet affirmative action plans.

Authorized by the Wagner-Peyser Act (29 U.S.C. Section 49 *et seq.*), ES is a joint effort of the Department of Labor and 54 affiliated State Employment Security Agencies (SESAs), with their network of over 1,700 local offices.

ES also responds to many other Federal and State mandates. These responsibilities, directly financed with Federal and State funds, include certifying the need for alien workers; providing vouchers to jobseekers in connection with the Targeted Jobs Tax Credit (TJTC) program and certifying employer eligibility for TJTC; recruiting domestic migrant and seasonal farmworkers, and monitoring ES services to this group of workers for regulatory compliance; and certifying individual eligibility for such programs as Federal guaranteed loans and work programs.

system and other related programs. It also helps employers understand the processes for hiring and training special groups of workers, including the disadvantaged, at-risk youth, veterans, and individuals with disabilities.

Test Research

In early FY 1993, the Department awarded grants to five States for continued improvement of testing and assessment measures used by the ES. Research and development centers in California, Michigan, New York, North Carolina, and Utah provided scientific and technical support to ES, helping to improve its job counseling and referral services to benefit both employers and jobseekers.

In addition, the General Aptitude Test Battery Improvement Project continued throughout the year. When completed, the project will provide a more comprehensive job-related measurement tool.

Automation Grants

More than \$12 million in grants was awarded in FY 1993 to help automate ES in 17 States. The grants are designed to encourage State employment agencies to help jobseekers gain access to job information and help employers fill job vacancies. Grantees were selected based on criteria such as plans to automate job search delivery and IJB systems, innovative enhancements to existing automated systems, and the implementation of self-search employment systems.

Migrant and Seasonal Farmworker Activities

The Department awarded a grant to the National Council of La Raza to identify and analyze employment and

training issues for migrant and seasonal farmworkers throughout the United States. During PY 1992, the research and demonstration project brought together migrant and seasonal farmworker advocates and rural organizations. In a conference setting, past issues and successful initiatives were addressed and evaluated for future applications in service to this target population.

Dictionary of Occupational Titles

During FY 1993, ETA completed a comprehensive review of the *Dictionary of Occupational Titles (DOT)* and the system that produces it. The result was a new information system that includes concise, accurate, and up-to-date occupational (job content) and labor market (wages, supply, demand) information that can be used at home, in school, and on the job. The system will offer users data on the increasing cognitive demands of jobs and new ways of thinking and managing that focus on quality, variety, speed, and customer service—hallmarks of productivity and competitiveness in the workplace. The new *DOT* will help identify and describe the skills, knowledge, and competencies needed to produce a high-performance workplace.

The new information system will also assist educators to better prepare students to meet the challenges of the 1990s and beyond; help *employers* to better select, train, and place workers in appropriate jobs; and assist *workers* in identifying the skills needed to maintain livable wages and achieve their career goals. In PY 1993, the Department began the process of developing a prototype of the new system, which is expected to be completed by the spring of 1996.

Targeted Jobs Tax Credit

The Targeted Jobs Tax Credit, first authorized by the Revenue Act of 1978 (P.L. 95-600), provided tax credits to employers who hired individuals from nine target groups.³⁵ The TJTC program expired December 31, 1994.

For most target groups, employers could claim a credit of 40 percent of the first \$6,000 of an employee's first year wages, for a maximum of \$2,400. For economically disadvantaged summer youth employees, employers could claim a credit of 40 percent of wages up to \$3,000, for a maximum credit of \$1,200.

Individuals from the designated targeted groups received vouchers indicating their eligibility. Employers who hired persons with vouchers could then obtain certifications from SESA offices to document their eligibility to receive the tax credit. While most vouchers were issued by local ES offices, other agencies authorized to issue vouchers included qualified cooperative education programs, local welfare offices, and local offices of the Department of Veterans Affairs. Certifications were issued only by SESAs. During PY 1992, over 681,900 TJTC vouchers were issued to individuals, designating them as eligible for the program; 471,500 certifications were issued to employers who had hired "vouchered" individuals, allowing the employers to claim the tax credit.

Alien Labor Certification

Alien labor certification programs are designed to ensure that the admission of aliens to work in this country on a permanent or temporary basis will not adversely affect the job opportunities, wages, and working conditions of U.S. workers. With a few exceptions, these programs are jointly administered by the Department and

the SESAs. A synopsis of each of the seven alien labor certification programs follows.³⁶

Permanent Labor Certification

An alien seeking to immigrate to the United States on the basis of employment must obtain an offer of permanent full-time employment from an employer in the United States. The alien cannot be admitted as a permanent resident unless, among other things, the employer obtains a labor certification from the Department acknowledging that qualified U.S. workers are not available for the employment offered to the alien, and that the wages and working conditions offered will not adversely affect those of similarly employed U.S. workers.

The labor certification process requires the employer to recruit U.S. workers at prevailing wages and working conditions through the State Employment Service, by advertising, posting a notice of the job opportunity, and by other appropriate means. A regional Labor Department certifying officer makes a decision to grant or deny the labor certification based on the results of the employer's recruitment efforts and compliance with the Department's regulations. In FY 1993, the Department received 30,067 applications from employers to allow foreign workers to fill permanent jobs and certified 24,411 jobs.

H-2B Temporary Labor Certification

Under the H-2B nonimmigrant visa classification, aliens may come temporarily to the United States to perform nonagricultural work. The process for obtaining an H-2B labor certification is very similar to that required for permanent labor certification, but is not as extensive or time-consuming. The certification may be issued for a period of up to one year, renewable for a maximum of three years. The Department of Justice's Immigration and Naturalization Service (INS) places an annual limit of 66,000 on the number of aliens who can be admitted to the United States on H-2B visas. In FY 1993, the Department of Labor received 2,225 applications from employers requesting certification for 13,433 temporary nonagricultural job opportunities and approved approximately 1,600 of these applications.

H-2A Temporary Labor Certification

The H-2A temporary agricultural program establishes a means for agricultural employers who anticipate a

³⁵ These groups were people with disabilities who were referred to employers from the vocational rehabilitation programs of either a State or the U.S. Department of Veterans Affairs; youth ages 18 to 22 from economically disadvantaged families; youth ages 16 to 19 from economically disadvantaged families who participated in a qualified cooperative education program; economically disadvantaged youth 16 to 17 years old on the hiring date, who had not previously worked for the employer, and were hired for a summer job; economically disadvantaged Vietnam-era veterans; recipients of Federal Supplemental Security Income (SSI); recipients of State and local general assistance payments for at least 30 days; economically disadvantaged ex-convicts who were hired no later than five years after their date of release from prison or the date of conviction, whichever is more recent; and recipients of AFDC who were eligible for AFDC on the hiring date and had received it for 90 days immediately prior to being hired.

³⁶ Some of the applications/attestations approved in FY 1993 covered applications/attestations submitted by employers in previous fiscal years.

shortage of domestic workers to bring nonimmigrant aliens to the United States to perform temporary or seasonal agricultural labor or services. Before the INS can approve an employer's petition for such workers, the employer must file an application with the Department of Labor stating that there are not sufficient workers who are able, willing, qualified, and available for the work, and that the employment of aliens will not adversely affect the wages and working conditions of similarly employed U.S. workers.

Legislation and Department regulations provide for numerous worker protections and employer requirements with respect to the wages and working conditions of workers in this program that do not apply to nonagricultural programs. The Department's Employment Standards Administration (ESA) has the responsibility for enforcing the provisions of H-2A worker contracts.

In CY 1992, the Department received an estimated 3,583 applications requesting certification to fill an estimated 22,995 job openings with temporary agricultural foreign workers. During the same time period, it certified 3,125 applications for almost 19,000 jobs.

H-1A Nurses

The Immigration Nursing Relief Act of 1989 (INRA) established a new H-1A nonimmigrant classification for registered nurses for a five-year period. In order for a health care facility to access and employ foreign nurses under INRA, it must take "timely and significant" steps to develop, recruit, and retain U.S. registered nurses, while simultaneously ensuring the protection of their wages and working conditions. H-1A attestations are filed with and processed by ETA regional offices in Boston, Chicago, Dallas, and Seattle. As required by Federal law, records are maintained for public disclosure in the national office. In FY 1993, 1,433 health care facilities filed 1,884 attestations, of which the Department approved 1,199.

H-1B Specialty (Professional) Workers

Employers who intend to temporarily employ alien workers in professional occupations or as fashion models must file a labor condition application with the Department stating that: (1) they will pay the appropriate wage rate to the alien; (2) they have notified the bargaining representative or otherwise posted notice of their intent to employ alien workers; and (3) there is no strike or lockout at the place of employment. Aggrieved parties may file complaints with the Department for misrepresentation or the failure of employers to comply with the statements attested to in the application.

Where the complaint is successful, ESA may assess penalties, and the employer will be barred from filing

petitions for permanent and temporary workers for at least one year. H-1B applications may be approved for periods of up to six years, the maximum allowable period of stay in the United States under H-1B status. Statute limits the number of aliens that may be admitted to the United States on H-1B visas to 65,000 per year. In FY 1993, the Department received 72,850 applications covering 127,652 job openings. Of the applications received, the Department approved 62,285.

F-1 Students

Under the pilot F-1 program, foreign students may work off-campus after their first year of study for up to 20 hours per week. They may work full-time during vacation periods and between academic terms.

In order to hire these students, employers must file a document with the Department attesting that: (1) they have made appropriate efforts to recruit U.S. workers for at least 60 days; (2) the efforts have been unsuccessful; and (3) they will pay the appropriate wage rate to F-1 students and similarly employed workers. Employers may be disqualified from hiring foreign students if the Department finds misrepresentation or noncompliance with the attestation.

In FY 1993, the Department received 2,385 F-1 student attestations, and it approved 1,176. This pilot program for off-campus employment of foreign students expires on September 30, 1996.

D-1 Crewmembers

Performance of longshore work at U.S. ports by D-1 crewmembers on foreign vessels is prohibited, with few exceptions. One such exception requires an employer to file an attestation with the Department stating that: (1) it is the prevailing practice for the activity at the port; (2) there is no strike or lockout at the place of employment; and (3) notice has been given to U.S. workers or their representatives. Violations may produce penalties of up to \$5,000 for each alien crewmember wrongfully performing longshore work, and vessels owned or chartered by the employer may be prohibited from entering all U.S. ports for up to one year. The Department received 205 such attestations in FY 1993 (all of which were filed by Japanese shippers covering ports in Alaska) and approved 175.

UNEMPLOYMENT INSURANCE PROGRAM

The Federal-State unemployment insurance (UI) system provides cash payments directly to unemployed persons who were engaged in work covered by State UI

laws, lost their jobs through no fault of their own, and are looking for new employment. It covers about 106 million people working for wages in the Nation. The UI program was established under the tax credit and grant incentives enacted in the original Social Security Act of 1935.

Benefits are financed through State taxes paid by employers on the wages of their covered workers, although four States also collect small taxes from employees. Benefits are also financed through reimbursements. Funds collected are held for the States in the Unemployment Trust Fund in the U.S. Treasury.

State agencies take applications for and administer the UI program. Regular benefits (cash payments to laid-off workers) are payable for up to 26 weeks in most States, and extended benefits (EB) are payable in individual States when "triggered on" by periods of high unemployment in a State. EB payments increase a claimant's benefit entitlement by half of their entitlement to regular benefits, for a combined total of up to 39 weeks. The EB program is funded on a shared basis—approximately half from State funds and half from Federal funds.

As agents of the Federal Government, States also pay benefits to veterans with recent service in the Armed Forces, former civilian Federal employees, and workers who lose their jobs as a result of the Nation's trade policies or as a result of a natural disaster.

In nationally adverse economic climates, when most States are experiencing periods of high and sustained unemployment, federally funded programs have been adopted for the provision of supplemental benefits. In November 1991, the Emergency Unemployment Compensation (EUC) program was enacted and subsequently modified and extended several times. A November 1993 extension of EUC included legislation that amended the Social Security Act by adding a subsection which required States to establish and utilize a system of "profil-

ing" new claimants for regular compensation. The term "profiling" is based on the premise that a set of characteristics—a profile—can be developed to identify, at an early stage of their unemployment spell, UI claimants who are likely to be permanently laid off, likely to exhaust their regular UI benefits, and be in need of reemployment services, such as job search assistance, in order to make a quicker transition to new employment.³⁷

FY 1993 Highlights

Initial claims for regular UI benefits fell off sharply in FY 1993, averaging 1.5 million per month, down from 1.9 million the previous fiscal year. The decline reflected, in part, the continuing economic recovery, as the average total unemployment rate fell from 7.3 percent in FY 1992 to 7.0 percent in FY 1993. In addition, State UI initial claims were affected by the provision in the EUC legislation which allowed many claimants to file for EUC in lieu of regular UI. These optional claims averaged 130,000 per month.

In FY 1993, approximately 7.8 million workers received benefits totaling \$21.9 billion under regular State UI programs. This was down significantly from FY 1992, when 9.6 million workers were paid \$25.6 billion. The difference was partially offset by an increase in benefits paid under the EUC program from \$11.1 billion in FY 1992 to \$13.2 in FY 1993. Table 6 shows the number of beneficiaries and amount of benefits paid under all unemployment compensation programs in FY 1993.

During this period, grants of \$18.3 million were awarded to 24 States on a competitive basis to assist them in automating their UI operations. A similar amount

³⁷ Though the EUC program expired March 30, 1994, the worker profiling and reemployment services initiative is ongoing.

Department Improves Weekly UI Data

In March 1993, the Department began releasing its UI weekly claims report with a one-week lag instead of a two-week lag, thus reducing the amount of time between the filing of claims and the reporting of the number of claims filed. The intent was to enhance the Department's ability to spot emerging trends and monitor the Nation's economy.

Widely watched by economic and financial analysts, the initial claims data provide up-to-date information about the strength of the labor market, which can be translated into future economic activity. It is one of the 11 components of the government's index of leading economic indicators, a key measure used to predict the direction of the U.S. economy.

To implement the new reporting procedure, the Department modified the automated process used to collect weekly claims data and put in place a faster way to report the number of individuals filing claims.

Table 6. Unemployment Compensation Benefits Paid and Beneficiaries by Program, FY 1993

| Program | Amount (In Millions) | Beneficiaries (In Thousands) |
|---|-------------------------|---------------------------------|
| Regular State Unemployment Benefits | 21,902 | 7,817 |
| Federal-State Extended Benefits | 0 | 0 |
| Emergency Unemployment Compensation Benefits | 13,173 | 4,315 |
| Unemployment Compensation for Federal Employees (UCFE) ¹ | 306 | 102 |
| Unemployment Compensation for Ex-servicemembers (UCX) ¹ | 598 | 159 |
| Trade Readjustment Allowances (TRA) ² | 64 | 10 |
| Disaster Unemployment Assistance (DUA) ³ | 33 | 20 (Est.) |
| Total ⁴ | \$36,076 | 8,059 |

¹ The UCFE program provides benefits to jobless former Federal employees, and the UCX program provides benefits to unemployed ex-servicemembers. Both programs are financed with Federal funds, with States—through agreements with the Secretary of Labor—determining benefit amounts, terms, and conditions of receipt. Figures above include joint claims.

² TRAs are provided to workers laid off by firms affected by import competition. Claimants must exhaust eligibility for regular UI and EB before collecting TRA. (See the section on TAA in this Chapter.)

³ DUA aids workers made jobless by a major disaster as declared by the President. Benefit payments are funded out of the Federal Emergency Management Agency's appropriation. Individuals eligible for regular UI benefits are not eligible for DUA.

⁴ To avoid duplication, EUC and TRA recipients are not included in the total, and the estimated UCFE/UCX beneficiaries with joint claims are counted only once. There were approximately 39,000 joint claims.

Source: U. S. Department of Labor, Employment and Training Administration.

had been awarded each year for the past eight fiscal years. The UI Automation Support Account (UIASA) provides grants to SESAs to meet automation needs that cannot be financed from available funds. All SESAs are eligible to compete for UIASA funds. Awards are made through a departmental panel review process, according to criteria disseminated annually to the SESAs. Priority is given to SESAs which have an urgent need and have shown that basic UI services are, or will soon be, in jeopardy. The remaining funds are awarded to SESAs which produce the best proposal based on effective planning, projected savings, anticipated program improvements, and sound technical design.

FY 1993 projects included voice response systems, imaging and optical character recognition equipment, laptop computers for employees who work off-site, software design, and local area network systems.

During FY 1993, the Department continued a number of reemployment and self-employment demonstration programs and initiated a work search demonstration project, all designed to accelerate reemployment of jobless workers. The Department also continued activities to ensure that the UI system is both fiscally sound and equita-

bly administered. These activities included the Performance Measurement Review project, the Quality Control program, and other integrity-enhancing initiatives.

Reemployment Demonstration Projects

In FY 1993, the Department continued to conduct a series of demonstration projects designed to test innovative ways of using UI to help claimants who have lost their jobs through plant closures or mass layoffs to make the transition to new employment. These UI Reemployment Demonstration Projects have three primary objectives:

- To identify those UI recipients who meet the profile of a dislocated worker and refer them to reemployment services early in their spell of unemployment;
- To test different reemployment service options designed to help targeted UI recipients become reemployed (either self-employed or in a wage and salary job);
- To create effective service delivery networks for dislocated worker UI recipients through improved program linkages between UI and related activities,

including the ES, the EDWAA program, and economic development agencies.

The District of Columbia and five States—Florida, Massachusetts, Maryland, Washington, and Wisconsin—participated in such demonstration projects during the *Report* period.

Reemployment Bonus Demonstration Results

In FY 1993, the Department reviewed the results of several projects designed to test a reemployment bonus—a monetary incentive for early return to work. The results of earlier projects in New Jersey and Illinois had indicated that such bonuses appeared to be a promising option for accelerating the reemployment of UI claimants.

Two additional projects in the States of Pennsylvania and Washington subsequently identified the most promising type of bonus offer. The projects tested a variety of employment bonuses, including different bonus amounts and different eligibility periods. These demonstrations had required participants to obtain a new job (no recalls) within a specified eligibility period and remain employed for between three and four months in order to receive a bonus payment. Final reports on the two projects were released late in FY 1992.³⁸ The Department concluded that while the results of the different bonus options tested in the projects varied significantly, the following major findings were common across all of them:

- Reemployment bonuses had a statistically significant impact on the job search behavior of eligible unemployed workers. The offer of a reemployment bonus shortened these workers' unemployment spells and accelerated their return to work, as compared to a control group.
- Reemployment bonuses had no adverse impact on the subsequent labor market experience of those workers who received bonuses. Specifically, bonus recipients did not experience a reduction in wage levels and became employed in jobs similar to those of the control group.
- Most reemployment bonus offers tested provided net benefits both to eligible unemployed workers and to society as a whole. However, only a few of the options tested were cost-effective to the Federal Government because reemployment bonuses were offered to a broad range of UI beneficiaries, whose

average duration of unemployment was relatively short even without the bonus, rather than targeted to those most likely to experience long periods of unemployment.

Self-Employment Demonstration Projects

During the *Report* period, the Department continued to study the viability of self-employment as a reemployment option for some portion of the UI claimant population, and sponsored a UI Self-Employment Demonstration Project in Massachusetts. The project provided UI recipients who were on permanent layoff and were interested in becoming self-employed with a package of assistance designed to help them start their own microbusinesses. Typically, these businesses were sole proprietorships with one or a few employees.

Called the Enterprise Project, the demonstration provided eligible UI recipients with biweekly self-employment allowance payments, equal to their regular UI benefits, to supplement their earnings while they were planning and establishing their new businesses. It also provided participants with a series of business training workshops, one-on-one business counseling and technical assistance, and peer support. In May 1993, the project completed its third and final year of operations.

Over the three years, 614 UI claimants were selected into the demonstration and 608 UI claimants were placed in a control group. Project participants received biweekly self-employment allowances of approximately \$530 to \$540 while working full-time on planning and operating their businesses. Nearly half of the participants started their own microbusinesses, the vast majority of which were in the services industry.

The early results from the UI self-employment project in Massachusetts, and an earlier one in Washington State,³⁹ indicate that the potential target population for a self-employment assistance program for jobless workers appears to be between two and four percent of all UI recipients. Of those individuals who are interested in

³⁸ Summaries of the *Pennsylvania Reemployment Bonus Demonstration Final Report* (Unemployment Insurance Occasional Paper 92-1) and the *Washington Reemployment Bonus Experiment Final Report* (Unemployment Insurance Occasional Paper 92-6) were included in Chapter 2 of the previous *Training and Employment Report of the Secretary of Labor*, which covered the periods PY 1991 and FY 1992.

³⁹ The Washington demonstration provided selected claimants with self-employment allowances in the form of lump-sum payments of business startup capital; these payments were equal to the remainder of their entitlement for UI benefits. Completed in FY 1991, the project also provided participants with a series of business training seminars, one-on-one business counseling and technical assistance, and regular meetings of a peer support group. A total of 755 eligible UI recipients were randomly selected into the demonstration project over the period of project operations, with another 752 selected into a control group. Of those individuals selected for the demonstration, 450 received lump-sum payments averaging \$4,225 each to start microenterprises. Business starts were primarily in the services and retail trade, with some small-scale manufacturing and construction activity.

becoming self-employed, about half actually start a business, primarily home-based in services or (to a lesser extent) retail trade. These results are consistent with the experiences of self-employment programs for the unemployed in other industrialized nations, and indicate that self-employment is likely to be a viable reemployment option for a small subgroup of unemployed workers.

Evaluation reports on the net impacts of the project (i.e., business formation and survival rates; claimants' employment, earnings, assets, and receipt of UI benefits; and job creation) based on one-year followup data were completed by the end of CY 1993 and were published in early 1994.⁴⁰ The results presented in these evaluation reports indicate that self-employment programs represent viable policy tools for promoting the rapid reemployment of small subgroups of unemployed workers. (Final reports on both projects were completed in early 1995. These final reports include project impacts based on a second round of followup data [two and one-half to three years after random selection] and a benefit-cost analysis.)

Work Search Demonstration Project

The area of work search represents a complex issue for the UI system. While one purpose of UI is to provide financial support to unemployed persons who lose their jobs through no fault of their own, another important purpose is to promote workers' reemployment. Ways of promoting the reemployment of UI recipients include both the provision of reemployment services and requirements that claimants actively search for suitable work.

The Department is conducting a demonstration project in the State of Maryland to test the effects of alternative work search requirements on UI recipients' return to work. The demonstration draws on the findings of several previous studies, including the Washington Alternative Work Search Experiment. Its overall purpose is to determine how work search requirements can be made more effective and efficient, and the project is testing four variations: no required work search contacts; regular work search requirements (two work search contacts) plus increased verification of those contacts; regular work search requirements plus a job search workshop; and an increased number of required work search contacts (four) with potential employers.

The Maryland Work Search Demonstration began, in June 1993, as a pilot project in five sites, covering seven local offices. The demonstration enrolled participants

⁴⁰ Early information on the two projects appeared in *Self Employment Programs for Unemployed Workers*, Unemployment Insurance Occasional Paper 92-2, summarized in Chapter 2 of the previous *Training and Employment Report of the Secretary of Labor*.

through December 1994. Participants were tracked for 12 months.

Job Search Assistance Demonstration Projects

Title II of the Emergency Unemployment Compensation Act of 1991 required the Department to enter into agreements with three States to test the feasibility of providing intensive job search assistance programs for dislocated workers and thus help UI recipients return to work quickly. These projects were to examine job search assistance efforts and explore the suitability of providing workers with alternative arrays of such services.

In FY 1993, three jurisdictions were competitively selected to operate the Job Search Assistance Demonstration Projects—the District of Columbia, Florida, and Wisconsin. A research contractor was also selected to design and evaluate the projects. Demonstration operations began on a pilot basis first in Florida, in December 1994.

A comprehensive range of job search assistance services will be provided to workers enrolled in the demonstration projects: orientation, vocational testing, a workshop on job search skills, individual assessment and counseling, and followup assistance. The purpose is to: (1) assess workers' skills, interests, and aptitudes; (2) assist workers in developing a customized reemployment plan that will serve as a road map to focus their efforts toward a specific job goal; and (3) provide workers with ongoing support in their job search efforts. Additional assistance may include intensive placement assistance, job clubs, and classroom or on-the-job training services provided through the EDWAA program.

In authorizing the job search demonstration, Congress was following up on a successful project the Department sponsored in New Jersey. The New Jersey UI Reemployment Demonstration Project⁴¹ showed conclusively that the UI program could effectively identify dislocated workers early in their unemployment spell; it also demonstrated that providing early job search assistance to dislocated workers is cost-effective—producing net benefits to workers, the government, and society as a whole.

Integrity Initiatives

Performance Measurement Review Project

In FY 1993, the Department continued to examine, evaluate, and improve the mechanisms for measuring

⁴¹ This project is described in *The New Jersey Unemployment Insurance Reemployment Demonstration Project Follow-Up Report* (Unemployment Insurance Occasional Paper 91-1) and summarized in the *Training and Employment Report of the Secretary of Labor*, covering PY 1990 and FY 1991.

performance related to Federal UI oversight of State Employment Security Agency UI programs.

The intent of the Performance Management Review (PMR) project is to produce a comprehensive and integrated performance measurement system to support the Secretary's statutory oversight responsibilities and to assist SESAs in improving their UI program performance. Because of the size of the task and cost considerations, the project is being conducted in phases. Coordination with several other UI initiatives—Benefits Quality Control, Revenue Quality Control, and Cash Management—is an integral part of the project.

The first phase, completed in January 1992, provided several recommendations which will improve the existing Quality Appraisal process. Specifically, they: (1) strengthen the measurement of the quality of the adjudication and appeals process; (2) measure the timeliness of the universe of payment, adjudication, and appeals decisions, rather than measuring only part of the universe, as is currently done; and (3) improve the statistical validity of data and provide more reports to ensure that information about performance is timely. The first phase also produced a field test design.

The field test was initiated in October 1993, as Phase II of PMR. Completed in September 1994, it examined alternative performance measures to determine whether they can be obtained and whether modifications are necessary. The six field-test SESAs—New Hampshire, Wisconsin, Illinois, Kansas, Missouri, and California—reported data for PMR measures and tracking implementation costs.

Phase III, which is expected to begin late in 1995 and continue through 1996, will involve a phased-in, nationwide implementation of revised measures. As part of Phase III, SESA and Federal staff will receive training in performance measurement methods.

Quality Control

The Quality Control (QC) program, a system for determining the quality of State operations, focuses on benefit and revenue operations in the UI program. It uses different methodologies, and assesses different dimensions of quality, depending on the aspect of UI operations covered. Its measurements both enable SESAs to identify and correct operational problems, and provide a means by which the Secretary can monitor and assist them in this effort.

Benefits Quality Control (BQC) provides statistically sound estimates of the accuracy of SESA benefit payment activities through its comprehensive verification of small random samples of benefit payments. Special State staff operate the program; quality assurance is provided by periodic reviews by Federal regional and national office

staff. During the first four full years of the program, the weighted average overpayment rate for the UI system declined steadily, from 10.1 percent in CY 1988, to 8.8 percent in CY 1989, 8.0 percent in CY 1990, and 7.4 percent in CY 1991. It rebounded somewhat to 8.0 percent in CY 1992, and to 8.8 percent in CY 1993. (The CY 1993 figure would have been 8.1 percent if Michigan had been excluded as in CY 1992.)

One of the reasons for the drop in overall overpayment rates since 1988 has been program improvement actions taken by the SESAs in response to BQC findings. Some actions can be taken directly, on the basis of what is contained in the extensive data record compiled on each BQC case. The Department has provided each State with software that enables staff to analyze and display the QC findings in a variety of ways so that they can determine the causes, responsibilities, and magnitude of payment errors, and make appropriate improvements.

Because QC data often indicate only where errors are occurring and their probable magnitude, it is important to develop program improvement plans, other management information, or specially targeted studies. The Department has encouraged this activity by allowing States to reduce sampling levels temporarily so that they can conduct such studies. Since late 1988, 31 States have undertaken one or more program improvement studies. Twenty-seven States submitted final reports on 133 such efforts through October 1993. Information on study findings has been provided to all States via periodic clearinghouse issuances.

The Department also provided resources for States to implement UI improvements based on QC findings. For FY 1993, QC Program Improvement (PI) Grants were awarded to five States on a competitive basis for the implementation of QC recommendations into ongoing UI operations. The total dollar amount for FY 1993 was \$400,000. A similar amount had been awarded for the previous three fiscal years.

All SESAs are eligible to compete for the available funds. Using guidelines and criteria provided to the States earlier in the year, a panel of UI program staff rate the proposals. Projects are funded in the order of their scores until available grants are exhausted.

PI grants made for FY 1993 included awards for the development of a computer database for the storage, retrieval, and analysis of the State program review data, and the design and development of a new hire program directed at early identification of employment and hidden income.

Unlike BQC which assesses only accuracy, Revenue Quality Control (RQC) assesses the accuracy, timeliness, and completeness of tax operations. Due to the complexity of revenue operations, RQC is being developed in

four separate components or modules—the Core RQC, Benefit Charging, Employer Compliance, and Validation of Reports modules. Each employs different evaluation methodologies and examines different aspects of tax quality.

Both the Core RQC and Benefit Charging modules were pilot-tested during FY 1992. During Fiscal Years 1993–94, States implemented the core program voluntarily, while the issue of including RQC in an amended QC regulation was considered. The Benefit Charging pilot led to the development of options for assessing benefit charging accuracy. After obtaining State comment on these options, the decision was made to use Core RQC to review this function. The design for the Validation of Reports module was further refined and field tested in FY 1994 as part of a UI-wide validation design effort. The Employer Compliance module is under consideration for future pilot testing.

Other Integrity Initiatives

In addition to the PMR and QC programs, the Department supported a number of ongoing efforts to improve the integrity of the UI system. For example, staff identified approximately \$495.5 million in FY 1993 in State UI benefit overpayments, and as of September 30, 1993, recovered \$311.1 million.

All States operated systems that allowed them to more easily identify potential fraud cases and to increase the amount of overpayments recovered. The most widely used detection and recovery systems used by States are the Model Crossmatch System and the Model Recovery System. All States participated in the Systematic Alien Verification for Entitlements program, a verification system to ensure that aliens meet immigration status requirements for UI program eligibility.

TRADE ADJUSTMENT ASSISTANCE FOR WORKERS

The TAA Program, Chapter 2 of Title II of the Trade Act of 1974 (P.L. 93-618)⁴² as amended, authorizes an array of reemployment services for workers who lose their jobs, experience a reduction in the number of hours of work, or receive reduced wages because of increased imports of articles which are like or directly competitive with those produced by the workers' firm.

Under the Act, workers whose job loss, or the threat of job loss, is the result of import competition, may file

a petition for TAA with the Department. The Department then conducts an investigation to determine if the worker separations from their firms are linked to import competition.

The requirements for certification of eligibility to apply for TAA are: (1) a significant number or proportion of workers of the firm were totally or partially separated from their jobs, or threatened with job loss; (2) sales or production (or both) at the workers' firm decreased absolutely; and (3) increases of imports of articles like or directly competitive with articles produced by the workers' firm have contributed importantly to worker separations and to decreased company sales or production. Chart 5 illustrates the TAA application and certification process.

Workers certified by the Secretary of Labor as eligible to apply for TAA may receive training in new occupational skills, a job search allowance when suitable employment is not available in their normal commuting area, a relocation allowance if they obtain permanent employment outside their commuting area, and weekly cash TRAs. Workers may file for TRA at any time in their unemployment spell. However, they cannot begin collecting TRA until all UI benefits (including EUC) have been exhausted.

Workers from a wide variety of industries have been certified under the TAA program. Since the program's inception in 1975, the seven industries with the largest concentration of certified workers have been automotive equipment; apparel and other finished products made from fabrics and similar materials; primary metal industries; leather and leather products; electrical and electronic machinery equipment and supplies; oil and gas production and services; and fabricated metal products.

In FY 1993, 1,221 worker petitions were filed with the Department's Office of Trade Adjustment Assistance, and the Department certified 590 petitions which covered approximately 71,200 workers. Six hundred and ninety-seven petitions were denied and 49 petitions were terminated during the year. At the end of the year, 178 petitions were being processed by the Department.

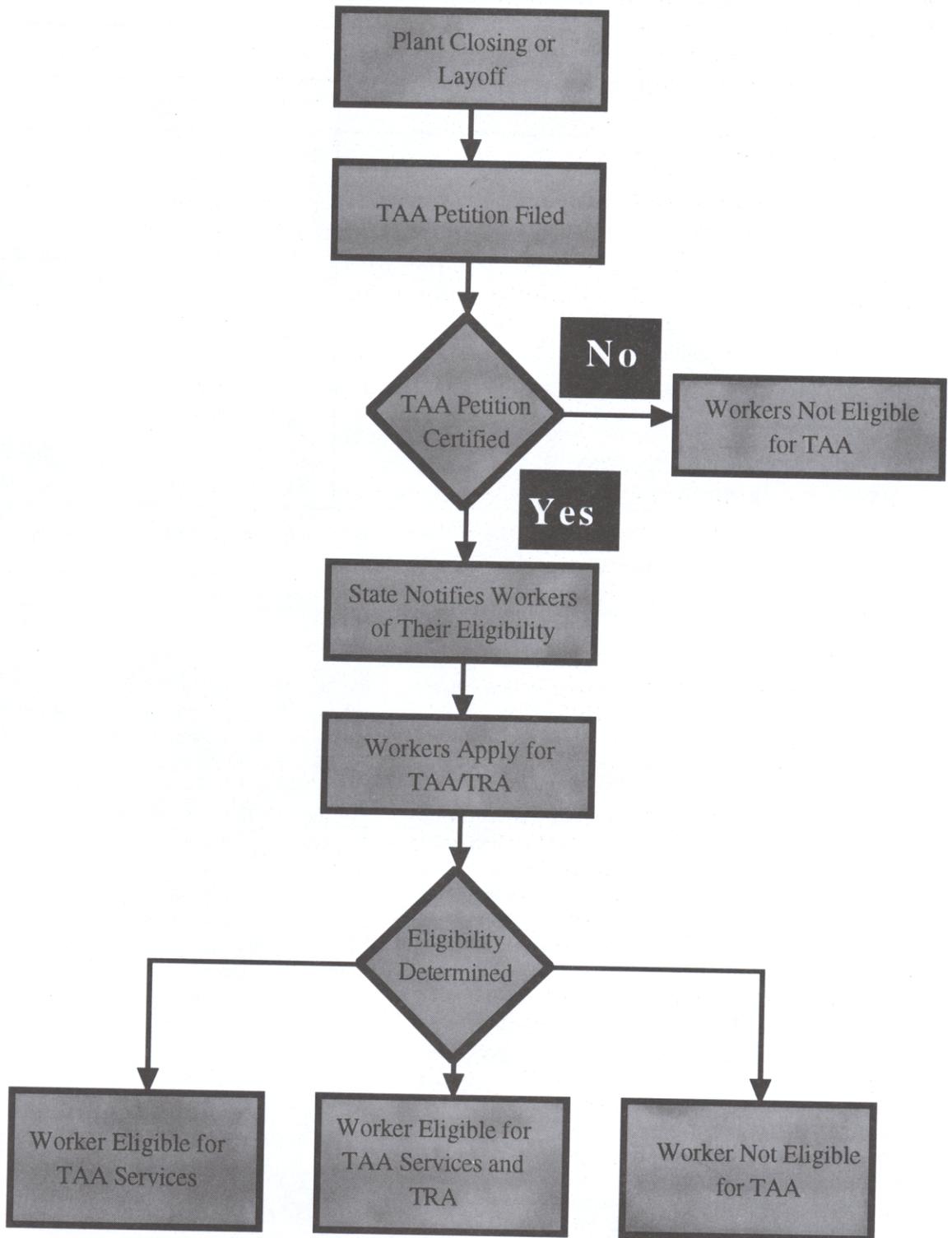
State agencies paid \$50.5 million in TRA benefits to 9,600 certified workers in FY 1993, reflecting an increase from the \$42.7 million paid to 8,700 individuals certified during the previous year.

Some \$80 million in TAA funds were allocated to States for training, job search, and relocation allowances, and for administering TAA program services to certified workers. Table 7 shows TAA activity and services for Fiscal Years 1990–93.

An evaluation of the TAA program was completed and released during the *Report* period. The evaluation focused on the prelayoff characteristics and postlayoff

⁴² The Omnibus Budget Reconciliation Act of 1993 (P.L. 103–66) extended the termination date of TAA for three years through September 30, 1996.

Chart 5. Trade Adjustment Assistance Certification and Application Process



Source: *International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program* (Princeton, N.J.: Mathematica Policy Research, Inc., 1993).

Table 7. Trade Adjustment Assistance Program Activities Fiscal Years 1990–93

| Activity | Fiscal Year | | | |
|---|-------------|----------|----------|----------|
| | 1990 | 1991 | 1992 | 1993 |
| Program services: | | | | |
| Application for reemployment services | 38,459 | 35,872 | 31,628 | 38,765 |
| Placed directly in jobs by ES | 12,199 | 12,881 | 10,460 | 11,464 |
| Entered training | 18,057 | 20,093 | 18,582 | 19,467 |
| Job searches ^a | 565 | 525 | 594 | 802 |
| Relocations ^a | 1,245 | 759 | 751 | 2,063 |
| State allocations (in millions) | \$57.6 | \$64.9 | \$70.2 | \$80.0 |
| Trade Readjustment Allowances: | | | | |
| Workers filing for TRA | 42,704 | 45,099 | 34,836 | 44,896 |
| Workers receiving first TRA payments | 19,545 | 25,221 | 8,727 | 9,575 |
| Average weekly benefit paid | \$164.09 | \$168.72 | \$163.16 | \$157.00 |

^a Number of workers who receive allowances to conduct job searches and to move to another area to obtain suitable employment.

See also chart on benefits and beneficiaries in the UI section of this chapter.

Source: U. S. Department of Labor, Employment and Training Administration.

labor market experiences of TAA recipients. (See Chapter 2 for a summary of the TAA study.)

LABOR SURPLUS AREAS PROGRAM

Since the early 1950s, the Department has supported efforts to direct government procurement funds into areas with the greatest economic need by designating local jurisdictions that experience high unemployment as “labor surplus areas.”⁴³ Employers located in these areas receive preference when they bid on Federal procurement contracts.

The Department issues a list of labor surplus areas annually and adds jurisdictions to the list throughout the year under an “exceptional circumstances” provision. This permits the addition of areas which did not meet

the high unemployment criterion for the initial list, but subsequently experienced major disruptions in their local economies due to natural disasters, plant closings, major layoffs, or contract cancellations.

The list of labor surplus areas for FY 1993 included jurisdictions that had an average unemployment rate of 7.4 percent or higher during the period January 1990 through December 1991. A total of 1,574 areas were designated initially, and six areas were added under the exceptional circumstances provision during the year.⁴⁴ This compares with 1,565 areas initially identified in FY 1992 and 11 more added under the exceptional circumstances provision during the year.⁴⁵

The labor surplus area listing and a complete description of the classification criteria, as well as updates to the annual listing, are published in *Area Trends in Employment and Unemployment*, a monthly publication prepared by ETA.

NATIONAL COMMISSION FOR EMPLOYMENT POLICY

Structure and Objectives

The National Commission for Employment Policy is an independent Federal agency, originally authorized by

⁴³ The labor surplus areas program is authorized by P.L. 99–272, P.L. 96–302, and P.L. 95–89.

⁴⁴ These areas were Houma City and Balance of Iberia Parish, La.; Wicomico County, Md.; Mercer County, New Castle City, and Balance of Lawrence County, Pa.

⁴⁵ The jurisdictions initially included as labor surplus areas in FY 1992 had an average unemployment rate of 6.6 percent or higher for the specified period, compared to 7.4 percent for FY 1993.

the Comprehensive Employment and Training Act of 1973 and subsequently reauthorized under the Job Training Partnership Act of 1982. The Commission examines broad questions of development, coordination, and administration of training and employment programs, and advises the President and the Congress on a variety of national training and employment issues.

The Commission's 15 members are appointed by the President and are broadly representative of agriculture, business, labor, commerce, education, veterans' groups, current State and local elected officials, community-based organizations, public assistance programs, and the public at large. Commissioners are uncompensated and serve three-year, staggered terms. The President appoints one of the members as Chair.

To assist the Commissioners in their work, the Commission has a permanent staff of economists, program experts, and support personnel, whose expertise can be supplemented as needed through personnel loan arrangements with universities and Federal, State, and local government agencies.

PY 1992 Activities

During PY 1992, the Commission pursued research in the following five categories: (1) anticipating economic change; (2) improving coordination of government-sponsored public assistance programs; (3) overseeing implementation of JTPA; (4) enhancing the scope of employment and training programs; and (5) linking job training and welfare reform.

Anticipating Economic Change

During PY 1992, two new studies were issued by the Commission on how the U.S. labor market is affected by changes in the international economy. The first, entitled *The Employment Effects of the North American Free Trade Agreement: Recommendations and Background Studies* (October 1992), looked at the likely employment effects of NAFTA, which were generally determined to be positive, and made several recommendations for addressing the worker displacement and immigration issues associated with NAFTA. The second study, entitled *The Employment Effects of European Economic Integration: Background Study* (March 1993), considered the effects of the European Community's (EC) 1992 economic integration effort, as well as the possible merger of EC countries with the newly democratic Eastern European countries.

In the area of domestic economic issues, the Commission investigated the employment impacts of Federal regulations and published its findings in a report entitled *Measuring Employment Effects in the Regulatory Pro-*

cess: Recommendations and Background Study (January 1993).

Improving Coordination of Federally Sponsored Employment and Training Programs

For several years, the Commission has examined the linkages between job training and other public assistance programs. In PY 1989, it began a multiphase project that examined Federal and State program coordination problems in government-sponsored programs for the economically disadvantaged. One aspect of the project was a series of NCEP-sponsored seminars across the country that addressed Federal, State, and local coordination issues. Although the Commission did not publish the papers prepared for those seminars, it did support the 1993 publication of the book entitled, *Welfare System Reform: Coordinating Federal, State, and Local Public Assistance Programs*, which contained these seminar papers and other original papers.

During the year, the Commission developed a survey and computer program that the States could use to collect and categorize information on employment and training programs operating within their jurisdiction. The methodology was published and distributed widely through a report, *Assessing State-Level Job Training Coordination: A Survey Design and Methodology Based upon the Massachusetts Experience* (December 1992).

Commission members also visited two public housing sites in Baltimore to observe the integration of a variety of social services, including job training.

Overseeing Implementation of JTPA

In 1988, the Commission began examining the technical and administrative feasibility of using UI wage-record data for determining the effectiveness of JTPA programs. The Commission recommended in PY 1991 that States be given the option of using a linked JTPA/UI database, instead of the 13-week followup survey required by the Department of Labor, for performance management of their JTPA Title II adult programs. The Job Training Reform Amendments of 1992 recognized the work of the Commission and required the Department's Bureau of Labor Statistics to determine appropriate procedures for establishing a nationwide UI database.

During PY 1992, the first in a series of scheduled assessment-related projects was completed. *Evaluating JTPA Programs for Economically Disadvantaged Adults: A Case Study of Utah and General Findings* (June 1993) demonstrated that Utah and other States have the tools to evaluate their own JTPA programs with UI data. *Using Unemployment Insurance Wage-Record Data for JTPA Performance Management* (June 1992) summarizes

some of the issues, including "timing," that must be addressed by States that elect to use UI wage records as an evaluation tool.

The Commission completed its study of the Nation's Private Industry Councils during the program year. The goal of this project was to recommend policies aimed at ensuring stronger and more productive partnerships between the private and public sectors in providing training programs for economically disadvantaged individuals. The study was based on mail and telephone surveys of PICs throughout the country, a series of nationwide roundtable discussions, and a separate review of the relationship between State and local councils established by JTPA. The final report is entitled *Private Industry Councils: Examining Their Mission Under the Job Training Partnership Act* (March 1993).

As a continuation of its study of coordination under JTPA, an in-house study of SJTCCs and their potential for developing into State Human Resource Investment Councils was also begun.

Enhancing the Scope of Employment and Training Programs

In PY 1992, the U.S. Senate requested that the Commission undertake a study of the labor market prospects for disadvantaged youth and young adults and the effectiveness of employment and training programs serving these groups.

During the year, Commissioners visited ProTech and Youth Build (two Boston projects which provided training for inner city youth in health care and home construction occupations) to obtain information about effective program designs for disadvantaged youth.

Linking Job Training and Welfare Reform

Several studies were initiated to address issues related to the Administration's efforts to make employment a viable alternative to welfare. One major such study focuses on the experience of AFDC recipients in JTPA training programs.

NATIONAL OCCUPATIONAL INFORMATION COORDINATING COMMITTEE

Structure and Objectives

The National Occupational Information Coordinating Committee is an independent Federal interagency committee authorized by JTPA and the Perkins Vocational and Applied Technology Education Act. For 18 years, NOICC and its network of State Occupational Information Coordinating Committees (SOICCs) have developed

methods to coordinate, integrate, and deliver occupational, educational, and labor market information that is collected by Federal and State agencies.

NOICC/SOICC activities are based on three integrated themes: (1) developing, delivering, and using occupational, labor market, and career information; (2) linking education and work through career development; and (3) providing training in developing, delivering, and using data for planning, guidance, and career development programs. The NOICC/SOICC network supports employment, training, and vocational and technical program planning at the State and local levels, and career development and exploration by youth and adults. NOICC and SOICC initiatives support school-to-work transition teams and workforce investment strategies that help prepare the Nation's workers to meet the needs of employers, both now and in the future.

NOICC members represent 10 Federal agencies and include officials of the Departments of Labor, Education, Commerce, Defense, and Agriculture. SOICC members represent vocational rehabilitation, employment security, job training, economic development, higher education, vocational and technical education, and other organizations involved in preparing workers to enter and succeed in the labor market.

PY 1992 Activities

The NOICC/SOICC network is a customer-driven program that focuses on State and local information needs. Major initiatives for PY 1992 are summarized below.

Support for SOICCs

NOICC allocated \$6.9 million to SOICCs, about the same level as in PY 1991. This represented over three-fourths of the basic funding that NOICC received from the Departments of Labor and Education. Averaging \$123,000 per State, these funds helped support SOICC staff, State and local occupational and career information systems and career development services, and collaborative efforts among SOICC member agencies. Table 8 shows grants for State activities and funding for special projects in PY 1992.

Occupational Information System Support

In PY 1992, NOICC initiated the first major redesign of the Occupational Information System (OIS) since the development of the microcomputer OIS. The objectives are to: (1) improve the delivery of occupational information to support State and local JTPA and vocational technical education program planning and design; (2) provide training and technical support to assist States in maintaining the OIS system; and (3) develop training

Table 8. Total NOICC Grants for State Activities, PY 1992

| State | Grant Total | State | Grant Total |
|----------------------------|----------------------|--------------------------------|----------------------|
| Alabama | \$138,773 | Nebraska | 118,152 |
| Alaska | 110,845 | Nevada | 113,530 |
| American Samoa | 44,568 | New Hampshire | 113,784 |
| Arizona | 130,305 | New Jersey | 207,235 ^c |
| Arkansas | 125,889 | New Mexico | 119,227 |
| California | 250,403 | New York | 240,768 |
| Colorado | 127,697 | North Carolina | 164,730 |
| Connecticut | 123,025 | North Dakota | 112,670 |
| Delaware | 111,974 | Northern Mariana Islands | 78,700 |
| District of Columbia | 110,713 | Ohio | 177,940 |
| Florida | 176,210 | Oklahoma | 566,725 ^d |
| Georgia | 152,307 | Oregon | 133,265 |
| Guam | 86,920 | Pennsylvania | 190,395 |
| Hawaii | 114,054 | Puerto Rico | 140,208 |
| Idaho | 115,704 | Rhode Island | 113,859 |
| Illinois | 172,976 | South Carolina | 734,764 ^e |
| Indiana | 145,478 | South Dakota | 113,160 |
| Iowa | 269,389 ^a | Tennessee | 143,684 |
| Kansas | 125,849 | Texas | 224,476 |
| Kentucky | 136,417 | Utah | 255,604 ^f |
| Louisiana | 140,144 | Vermont | 114,605 |
| Maine | 195,281 ^b | Virginia | 142,485 |
| Maryland | 133,583 | Virgin Islands | 86,860 |
| Massachusetts | 138,930 | Washington | 135,406 |
| Michigan | 141,500 | West Virginia | 126,520 |
| Minnesota | 134,474 | Wisconsin | 138,778 |
| Mississippi | 128,626 | Wyoming | 114,452 |
| Missouri | 143,443 | | |
| Montana | 113,628 | TOTAL | 8,961,087 |

^a Includes Basic Assistance Grant (BAG) funding of \$129,389 and \$140,000 in funding for the National Crosswalk Service Center.

^b Includes BAG funding of \$116,281 and \$79,000 for Career Development Portfolio activities.

^c Includes BAG funding of \$147,235 and \$60,000 for the State Training Inventory Program.

^d Includes BAG funding of \$133,765 and \$432,960 for the NOICC Training Support Center.

^e Includes BAG funding of \$134,764 and \$600,000 for the Career Development Training Institute.

^f Includes BAG funding of \$130,604 and \$125,000 for Occupational Information System redesign.

Source: National Occupational Information Coordinating Committee Administrative Report No. 19, December 1993.

programs for different user groups to help them better use the OIS to meet their needs.

A grant was awarded to the Utah SOICC to develop the system software and establish an OIS design team representing State and local producers and users of occupational information.

The first component of the new OIS training package, the *OIS Casebook* publication, was developed in PY 1992 and released in PY 1993. The *Casebook* includes five major case studies that demonstrate different sequences for accessing the information in the OIS. The five studies cover targeting occupations for training, targeting industries, evaluating existing programs, reviewing a suggested occupation, and reviewing a suggested industry.

The *Casebook* helps States to develop training programs for JTPA and vocational technical education personnel in planning local programs based on labor market and skill needs. It is available in printed form and on computer disks so that SOICCs can customize the document to fit their information resources and training needs.

Career Information Delivery

The NOICC/SOICC network supports Career Information Delivery Systems (CIDS) throughout the Nation, in almost 19,000 sites, serving over seven million users each year. CIDS contains information about hundreds of occupations and related education and training programs. It helps individuals relate personal characteristics, interests, aptitudes, and goals to compatible job and career possibilities. During PY 1992, 35 States also published and distributed almost four million copies of career tabloid newspapers.

Other Information Delivery Systems

The NOICC/SOICC network supports a number of information delivery systems to meet both general and specific customer needs. During the year, work was completed on the Economic Development and Employer Planning System, a computerized information system that provides national, State, and area information for economic development and business and industry planning.

Also during the program year, the Transition Opportunities System was distributed to all SESAs for use in ES (or Job Service) offices. This computerized information system was developed for the Department of Labor's Veterans' Employment and Training Service and for the Department of Defense to help military personnel who are considering leaving the military. It provides summaries of occupational and labor market information by State,

county, and local area, and was pilot-tested at 12 military bases as part of the military's transition services.

The State Training Inventory, a computerized educational database that allows States and local users to identify schools and the programs they offer by selected geographical area, was operating in all States and territories during PY 1992. The Inventory facilitates multistate regional use and sharing of information across State boundaries because it includes information about schools and programs in a particular State as well as similar information for neighboring States.

Career Development Activities

The Career Development Portfolio was developed by NOICC, the American School Counselor Association, and the Maine SOICC. Pilot-tested with over 5,000 students in five States during PY 1992, the program was expanded to eight demonstration sites in PY 1993. The portfolio entitled *Get a Life: Your Personal Planning Portfolio* and accompanying materials make up a comprehensive guide that helps students relate their education to career interests and aptitudes.

During the year, the NOICC-supported Career Development Training Institute conducted a summer institute in curriculum development for counselor-educators. It also developed a model for integrating career development into a comprehensive career guidance program, and conducted training for counselors through the Improved Career Decision Making Project and the Employee Career Development Program.

NOICC provided grants to 12 SOICCs during the year to pilot-test the Employee Career Development program, a training program for counselors, advisers, and human resource professionals who assist adult workers in career transition. The program is useful in connection with JTPA, ES, and community college programs, and development efforts of community organizations and businesses and industry.

A new career development video training package for use in counselor education programs was also produced. Entitled *Technology, Innovation & Change: A New Reality, A Career Development Training Program for the Professional Counseling Community*, the training package is based on a satellite teleconference conducted by NOICC in PY 1992.

Additional information about these and other NOICC/SOICC network accomplishments and programs can be found in *NOICC Administrative Report No. 19, Status of the NOICC/SOICC Network*, June 30, 1993, which covers PY 1992.

CHAPTER 2

**RESEARCH AND
EVALUATION
FINDINGS**

RESEARCH AND EVALUATION FINDINGS

INTRODUCTION

This chapter summarizes the findings of major research and evaluation projects completed in PY 1992, which covers the period July 1992 through June 1993. Full or partial funding for these projects was provided by ETA.

The projects discussed in this chapter focus on specific aspects of a variety of issues of interest to the Department. Because many of these issues are complex, readers are cautioned that no single study can provide a complete picture of any particular subject area. Furthermore, the context in which a study is conducted often has an impact on the applicability of its findings. In addition, these summaries are not intended to represent all of the information provided in the full study reports; more information can be found in the reports referenced in the footnotes.

Finally, because organizations undertaking research projects sponsored by the Department are encouraged to state their findings and express their judgments freely, all conclusions described in this section are those of the researchers and evaluators and do not necessarily represent the views of the Department of Labor.

The reports summarized in this chapter focus on program development and improvement, including enhancement of services to targeted groups of program participants. They cover youth programs, dislocated worker programs, TAA, UI programs, literacy issues, and coordination of housing and job training services. The annotated bibliography lists all reports covered in this and previous editions (dating to PY 1985) of the *Training and Employment Report of the Secretary of Labor*. Information about how to obtain copies of the publications is provided in the introduction to the annotated bibliography which follows this chapter.

HELPING YOUNG PEOPLE SUCCEED IN TRAINING AND EMPLOYMENT PROGRAMS

Most jobs—both current ones and those in the future—require skills and attributes that go beyond good

work habits, literacy, and job-specific technical skills. Quality jobs demand cognitive and interpersonal skills, as well as emotional and moral attributes. Unfortunately too many of the Nation's young people grow up in environments where these skills and attributes are not formed early in their lives. Thus, initiatives that compensate for early developmental disadvantages, by promoting the skills and attributes that employers require, are becoming increasingly important in preparing young people for productive careers.

The new JTPA amendments increased the system's focus on helping youth who face multiple barriers to employment to gain the broad range of competencies required to succeed in the workforce. However, youth program interventions must incorporate the understanding that the traits and skills that youth need cannot be simply taught and transferred; they must be developed, according to a recent study on ways to strengthen youth programs.¹

The report is part of a two-phase study initiated in 1990. Phase one consisted of a synthesis and analysis of research in a broad range of areas that offer insight into youth employment problems.²

Methodology

Under the second phase, a panel of experts in the areas of youth programming and adolescent development was convened to identify the critical developmental areas which exist in the lives of young people and which must be addressed by interventions in order to increase these

¹ Michelle Alberti Gambone, *Strengthening Programs for Youth: Promoting Adolescent Development in the JTPA System* (Philadelphia, Pa.: Public/Private Ventures, 1993).

² The results of this review are published in two volumes of research papers, entitled *Dilemmas in Youth Employment Programming: Findings From the Youth Research and Technical Assistance Project*.

people's prospects for success. The panel established a list of criteria against which programs could be measured in order to identify existing developmentally appropriate interventions.

After establishing the critical developmental areas and identifying program features, a group was commissioned to produce background papers that reviewed relevant research and made recommendations about how these areas could be addressed by youth programs. Four papers were completed, and they:

- Discussed how a developmental framework can be used to inform programs about the needs of young people, analyzed how interventions can be expected to affect the developmental growth of adolescents, and reviewed existing measures for assessing the developmental levels of youth who enter programs.
- Outlined the characteristics of adult/youth relationships essential for providing program settings that support the developmental growth of participants and addressed the type of staff training necessary for creating and maintaining this type of environment.
- Discussed the organizational characteristics of program settings that can enhance the social-psychological development of adolescent participants and examined how the organizational climate of service organizations can be addressed along these dimensions.
- Reviewed the kinds of work experiences that young people have during their high school years and the changes in the characteristics of the youths' work over time. The paper compared the work experiences of minority and nonminority youth and examined discernable effects on other areas of these youths' development.

The researchers also reviewed successful programs that enhanced the overall development of disadvantaged adolescents. Programs were identified through consultation with knowledgeable individuals in the field of youth programming and through a search of published program evaluations. From these efforts, an initial list of 35 successful programs was identified.

Following this activity, the researchers used the critical program characteristics identified by the expert panel and conducted telephone interviews with program directors and staff to document whether the 35 programs contained these features. The information was used to select five of the programs for further study.

The five programs that were studied were: (1) the Youth Opportunities Unlimited demonstration in San Diego, which provides comprehensive programming through community-based initiatives; (2) the Young Adult Learning Academy in New York, an alternative school and occupational training program; (3) Manhattan

Valley, an independent, community-based, youth-serving organization in New York with a wide range of program initiatives; (4) DeLaSalle Education Center, an alternative school with occupational training components located in Kansas City which is being widely replicated through the National Diffusion Network; and (5) the Milwaukee Community Service Corps, an urban youth corps based in Milwaukee, which is a work-based program and part of a larger demonstration of the Youth Service Corps.

Using information from the panel of experts, background papers, and case studies, the researchers examined the role that development plays in youth employability, identified specific program features considered critical for providing environments that can enhance youth development, reviewed various aspects of the JTPA system in light of these critical features, and recommended ways to begin incorporating practices into the JTPA system that could improve their effectiveness by more directly promoting youth development.

Social-Psychological Development and Long-Term Labor Market Success

In order for JTPA programs to help young people enter and succeed in the labor market, policymakers and program operators need to understand the skills and attributes that individuals must obtain, and how they are acquired. This can be accomplished by identifying the changing skill and other requirements placed on the labor force and developing effective strategies that meet those requirements.

The researchers point out that much progress has been made in recent years in identifying the skills and competencies that workers need. These include not only basic literacy skills, but competencies/attributes such as problem-solving, reasoning, transferable learning skills, decision-making, interpersonal skills (oral communication, listening, and working on teams), and personal maturity (self-esteem, responsibility, reliability, and self-discipline).

The researchers also note that because past strategies for increasing the occupational success of young people were based on adult training programs (which use an instrumental approach to teaching concrete, basic skills that are related to employment rates and wages), they may have failed to help young people most at risk of persistent employment problems. The report suggests that a broader approach for intervening in the lives of disadvantaged young people is needed if they are to acquire the characteristics needed for long-term success in the labor market. In this regard, the report presents a framework to be used in examining employment and training programs for their potential to assist young people in developing appropriate skills and attributes.

The researchers suggest that the social environment plays a critical role in shaping an individual's path to a healthy, productive adulthood and that young people need certain types of support as they grow up. They further point out that youth from impoverished environments face certain unique factors which may put constraints on their development, and therefore have a negative impact on their future employability. These risk factors include physical, cognitive, emotional, interpersonal/social, and moral development.

The report describes three essential features for programs helping young people make the transition into the workforce. The programs should be designed and operated with a basic understanding of how adolescents make sense of the world and their experiences, and have varied levels of targeting depending upon the situation of each participant. Programs must be based upon the recognition that the single most critical source of the support adolescents must have is stable, caring relationships with adults. Finally, they should be structured and managed so as to enhance or boost the process of adolescent development.

Structuring Programs to Strengthen Participants

In order to provide an appropriate balance of supporting the strengths of participants and challenging them to overcome their weaknesses, interventions must be ongoing and assess adolescents' individual levels of maturity in all areas of their development (emotional, cognitive, intrapersonal, interpersonal, and moral) and use this knowledge to inform and shape the program's goals and expectations for each youth. Easily administered developmental assessment tools must be created if this assessment process is to be used widely throughout the JTPA system.

The report describes the process in one of its papers, and provides examples from the five exemplary programs. The report also uses the examples to outline how augmenting traditional education (such as in families or schools) enhances development. Such augmentation includes alternative education and various in-school programs.

Improving Staffing

The researchers suggest that program staff should be capable of implementing several elements essential for program success, including: (1) conducting comprehensive assessments of developmental maturity; (2) recognizing when youth are making developmental gains and providing additional support when they fall behind; (3) having the ingenuity and insightfulness to structure and implement work and education components that satisfy

youth's immediate needs while encouraging growth in skills, values, and maturity in judgment; (4) creativity in structuring and using incentives to foster growth; (5) empathy and sensitivity to youth's social and emotional concerns and difficulties; (6) incorporation of youth participation into program governance; (7) balancing the need to guide youth with the need to allow them to practice self-determination; and (8) exhibiting the persistence needed to guide youth through paperwork and a complex social service system.

Because these skills are essential in operating successful programs, the report, using examples from the exemplary programs included in the study, describes how relationships between staff and youth should be structured. The researchers also offer criteria and a systematic approach to staff selection and training.

Promoting Youth Development in the JTPA System

The report suggests that JTPA programs, which are designed to address the labor market difficulties of at-risk youth, do not necessarily focus on their need for activities and approaches that promote personal development, although the 1992 JTPA amendments incorporate a number of new features that should enable the system to better address the developmental needs of youth. These include the mandate for comprehensive assessments of youth that outline their needs, the design of individualized service strategies that identify goals and services for participants based on these assessments, the inclusion of a new set of developmental competencies (teamwork, problem-solving ability, self-esteem, initiative, leadership, commitment to life-long learning, and social responsibility), and a separate youth title with year-round programming.

In reviewing the staff/youth relationships in JTPA, the researchers suggest that the programs that are most successful for youth in the JTPA system are those that use committed, qualified staff to provide case management, mentoring, and counseling to participants.

Finally, in assessing the organizational support for youth development in the JTPA system, the researchers indicate that the best SDA efforts reflect care and resources for planning youth programming and establishing objectives. Their requests for proposals reflect their objectives and goals, and they carefully monitor program activities and performance in achieving these objectives.

Recommendations

The report includes several recommendations designed to assist the Department in developing standards, incentives, and model strategies for increasing developmental interventions in JTPA programs. These recommendations are as follows:

- Establish “adolescent programming” as both a policy theme and a programmatic focus, and as a subsequent focus on technical assistance efforts;
- Produce and implement measures, tailored to the JTPA program environment, that are needed to conduct developmentally useful assessments of youth;
- Provide expanded direction and technical assistance in helping SDAs adopt the youth employment competency system more fully and effectively;
- Make more central use of work experience and education both to attract youth, and as frameworks for increasing the developmental potential of programs;
- Encourage SDAs to contract with sound, experienced community-based organizations that work with out-of-school youth and already implement some of the features noted in the report; and
- Consider using the YOU demonstration sites as testing grounds for full implementation of the features and practices cited in the report.

THE IMPACT OF THE SUMMER TRAINING AND EDUCATION PROGRAM ON AT-RISK YOUTH

Initiated in 1984, the Summer Training and Education Program (STEP) research demonstration tested the effects of a two-summer remediation, work, and life skills intervention on the lives of 14- and 15-year-olds from poor urban families who were seriously behind academically.³ The program combined half-days of summer jobs under the federally funded Summer Youth Employment and Training Program with half-days of remedial reading and math instruction which used specially designed curricula and innovative teaching approaches. One-half day of instruction each week was devoted to issues related to decision-making and responsible sexual and social behavior.

An evaluation of STEP revealed that the program increased reading and math test scores, increased scores on tests that measured knowledge about responsible sexual and social behavior, and had high attendance rates. These positive impacts, however, did not hold up once the youth left the summer program and returned to their regular school and life routines.⁴

³ For an overview of the SYETP, see Summer Youth Programs under the JTPA section in Chapter 1 of this Report.

⁴ Gary Walker and Frances Vilella-Velez, *Anatomy of a Demonstration: The Summer Training and Education Program (STEP) from Pilot through Replication and Postprogram Impacts* (Philadelphia, Pa.: Public/Private Ventures, 1992).

The Need for Intervention

In 1989, more than four million—12.6 percent of the Nation’s 16- to 24-year-olds—were dropouts.⁵ Because research has confirmed the importance of a high school education in escaping poverty, increasing the educational attainment of youth at risk of dropping out of school should improve their employment opportunities and their ability to become economically self-sufficient.

The report describes the factors that should be considered in designing an effective drop-out prevention program. These include available information and research on causes of dropping out and factors that are associated with this behavior, operational feasibility, and the amount of financial resources available to fund an intervention effort. All these factors contributed to the design of STEP.

The program’s creators selected two risk factors associated with dropping out for special intervention: the summer months when learning loss for poor adolescents is high, and early parenting, which is associated with dropping out of school and poor labor market prospects for young mothers and fathers. Indeed, pregnancy prevention was an important factor in program design.

The choice of the summer months allowed STEP’s creators to build on the SYETP authorized under JTPA for carrying out the research demonstration and later replication efforts. The STEP program also provided paid work experience for participants and connected young people with the labor market’s practices and expectations. The program’s designers relied on local employment and training agencies to secure the cooperation of local schools.

Eligibility criteria were determined, in part, on the perceived need for early intervention combined with the youngest allowable age for participation in SYETP. Thus, program eligibility was restricted to 14- and 15-year-olds whose families met the SYETP income guidelines. It was also determined that participants must be at least one grade level behind in either math or reading.

Specific Program Features

Because STEP designers did not want to overextend the capabilities of SYETP, they decided that the program would operate for two consecutive summers. This required summer jobs program administrators to commit to allowing some youth to return and get a second publicly supported summer job.

The STEP model consisted of five days per week of work and classes for six to eight weeks in two consecutive

⁵ National Center for Education Statistics, 1990.

summers. Each summer's program included approximately 200 hours of program activities, broken down into 90 hours of work; 90 hours of remediation in such areas as reading, math, and problem-solving—a component which by the second year of the demonstration had evolved into a "Practical Academics" curriculum combining specially tailored teaching modules, computer-assisted instruction, practical exercises, journal writing, and sustained silent reading; and 18 hours of "Life Skills and Opportunities" classes in decision-making, responsible social and sexual behavior, avoiding substance abuse, and maintaining good health.

Participants were paid for the time they spent in the classroom, as well as for their part-time jobs.

STEP research was geared toward determining: (1) the program's effectiveness in stemming summer learning loss and generating increases in conventional test scores in reading, math, and school performance, and in knowledge and behavior related to pregnancy prevention, good health practices, and other life skills; and (2) the extent to which increases in performance and knowledge, and changes in behavior, endure over time. The STEP research design is summarized in the accompanying box.

Testing the STEP Model

The study consisted of a treatment group (STEP participants) and a control group (regular SYETP program participants). Participants were randomly assigned to each group, and a variety of assessment mechanisms were developed to test the results of the SYETP initiative compared to the control group.

Because the STEP program was developed very quickly (from concept into two pilot programs in just over four months and into a five-site national demonstration one year later), the process of planning, developing materials, selecting sites, and providing training was quite compressed.

Two local employment and training agencies (in Boston, Mass. and Pinellas County, Fla.) served as the STEP pilot sites in the summer of 1984. The sites found that: (1) the remediation component proved difficult to implement with any degree of uniformity; (2) the Life Skills and Opportunities component was well-implemented and received enthusiastically by students and teachers; (3) the part work-experience component was well developed and implemented; (4) and the pre- and post-tests of reading and math skills were successfully implemented locally.

In PY 1985, STEP sites were selected based on a national competition. Fifteen of the 595 local employment and training agencies that were administering SYETP applied to operate STEP. Five sites were selected to implement the demonstration: Boston, Fresno,

San Diego, Portland (Ore.), and Seattle. At the time of selection, the sites had three months to prepare to operate STEP.

The STEP model was quite prescriptive in its time-frames and basic components, and local site operators accepted this high degree of central control, resulting in a program model which was quite uniform throughout the five sites. However, STEP's approach to school-year support did not provide for continuity between the summer and the school year.

The report points out that early research revealed that the program's short-term results were consistent and positive.

Program Replication

Based on early positive results, and the perception that it could be replicated nationally, the STEP model gained the attention of policymakers and administrators. Planning for a STEP replication effort began in 1987 when the second cohort's first summer results became known. The first phase of the replication effort began in the summer of 1988 in 11 sites in four States. In the summer of 1989, replication increased to 37 sites in nine States. In 1990 and 1991, replication was further expanded, bringing the program to more than 100 sites in 15 States.⁶

There were four central components to the large-scale replication strategy: (1) a State-focused marketing strategy, which offered the best potential for coordination between employment and training and the public schools; (2) a reduced-cost, multiple-source financing strategy, which achieved cost savings by eliminating the use of on-site central staff, reducing monitoring visits, relying more on training conferences and specialized assistance, seeking philanthropic, corporate, State, and Federal funds for marketing and early development, and asking local employment and training agencies to divert some operating funds from other programs and participants to STEP participants; (3) a streamlined training and technical assistance strategy featuring national and statewide conferences, frequently updated manuals and curricula, and the use of regional rather than on-site consultants; and (4) a quality control/performance feedback system whereby testing procedures and training were provided to each site, tests were processed by mail, and the results were disseminated to States, local operators, and national funders.

In discussing the results of the STEP replication effort, the researchers note that the program's operation in about

⁶ The 15 States were California, Florida, Illinois, Indiana, Massachusetts, Michigan, Mississippi, Nevada, New York, Ohio, Oregon, Pennsylvania, Tennessee, Texas, and Washington.

Summer Training and Education Program Research Design

General Strategy

- To assess the short-term and long-term impacts of the program on participants.
- To assess the feasibility of implementing the model in various settings and on a large scale.

Experimental Design

- Random assignment to treatment and control groups.
- Control group participates in the local SYETP program. At two sites (San Diego and Seattle) control group youth are also guaranteed a SYETP job for the second summer.

Sample Size

- 4,800 economically and educationally disadvantaged young people, ages 14 and 15 (2,400 in the treatment group and 2,400 in the control group).

Components

- **Implementation Analysis** (1984–88): Examines the process involved in planning, coordinating, and operating the program. Uses qualitative case studies and structured observations by evaluation staff and life skills and remediation experts. Quantitative data are obtained from application forms, questionnaires, and program records.
- **Impact Analysis** (1985–93): Employs an experimental design involving random assignment. Examines the effect of the program on schooling and academic performance, adolescent pregnancy and parenthood, and early labor market experience.
 - In-program** (1985–88): Examines results of summer tests (the Metropolitan Achievement Test) administered to all treatment and control group members the first summer, and to all treatment group members (and to control group members at the two sites that guaranteed them a job in the second summer); and participant questionnaires administered simultaneously with the Metropolitan Achievement Test, as well as a range of program records.
 - Long-term** (1987–93): Examines data from school records annually and from three waves of participant interviews.

one-third of all States represents a good penetration rate. Also, STEP replication reached three to five percent of those youth who would voluntarily participate in the program—a rate quite similar to the estimated coverage rate of national programs like JTPA and the JOBS program of the Family Support Act.

STEP's replication effort yielded some major operational features and themes that advanced knowledge about the practice of replication. These were the following:

- The controversy between local creativity in program design and implementation and well-packaged program structures and components did not arise. Most replication sites welcomed a well-packaged program, components, detailed training sessions, and operational manuals.

- It is possible to generate highly consistent implementation practices across multiple sites. Also, exceptional leaders or unusually dedicated individuals are not necessarily required to implement operationally complex human service programs.
- STEP is viewed, for the most part, as a discrete, effective summer program that, from the perspective of its participants, has little relationship to the school setting. Therefore, it is not anticipated that school-year performance of the program's replication site students would substantially improve over that of the program's demonstration students.

Long-Term Impacts

The report's analysis of the data obtained for each program cohort were consistent and clear. Despite

short-term positive results, STEP had no long-term impacts on its participants. This lack of long-term impacts was quite consistent across race/ethnicity, gender, site, initial grade level, and cohort subgroups.

Four conclusions are offered in the report for possible weaknesses in the STEP model:

- STEP was not preventive for its population. A modest, brief intervention such as STEP may not have been adequate for life and school performance problems that were already well-formed by its participants, who were ages 14 to 15 at the outset of participation.
- The model had weak or nonexistent reinforcement mechanisms to connect the summer experience to the school year, or to other key aspects of the participants' lives.
- It may not have been accurate to assume that summer learning gains and increased confidence would be enough to improve school-year performance.
- STEP did not seek to exert any major environmental influence on its participants. It did not have a significant interaction with the schools or with other major influences in participants' lives such as peers, neighborhood, family, family income, and perceived and real future job opportunities.

MEETING THE NEEDS OF DISLOCATED WORKERS: EDWAA'S RESPONSIVENESS OF SERVICES

In addition to training and other services for economically disadvantaged adults and youth, JTPA authorizes employment-related services for individuals who lose their jobs because of plant closings or economic cutbacks. These are provided through the Economic Dislocation and Worker Adjustment Assistance program which replaced the original Title III dislocated worker program of JTPA in July 1989.

A report on the second-phase of a study⁷ which focused on the implementation of the EDWAA legislation at the State, substate, and service-provider levels confirmed

⁷ Katherine P. Dickinson, Deborah J. Kogan, Kevin J. Rogers, and David Drury, *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act—Phase II: Responsiveness of Services* (Menlo Park, Calif.: Social Policy Research Associates; Oakland, Calif.: Berkeley Planning Associates; and Menlo Park, Calif.: SRI International, 1993). The report on the first phase of the study was summarized in the edition of the *Training and Employment Report of the Secretary of Labor* that covered PY 1991 and FY 1992: *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act* (Menlo Park, Calif.: SRI International, 1992).

that EDWAA programs were organized in ways consistent with the legislation's themes.

The report summarizes how well a variety of services, which were provided by ongoing EDWAA programs and special projects, responded to the needs of dislocated workers. The researchers: (1) examined how States had designed and organized their EDWAA programs; (2) reviewed how substate areas designed EDWAA programs and arranged for the delivery of services; (3) investigated the effectiveness of rapid response activities and early intervention services; (4) reviewed the assessment, service planning, and case management practices used in substate areas; (5) assessed the range of responsiveness of the basic readjustment services provided for dislocated workers in substate delivery systems; (6) examined the responsiveness of training and support services in meeting the needs of dislocated workers; and (7) investigated the design of plant-specific or industry-specific special dislocated worker projects.

Methodology

The report, based on the second phase of the study, focuses on EDWAA program operations. The researchers developed a conceptual model of responsive dislocated worker services. (See Chart 6.) The model provides a framework for describing the actual design and delivery of dislocated worker services and suggests design principles and elements of EDWAA services that are responsive to the needs of dislocated workers.

In order to assess the responsiveness of EDWAA services within the context of the model, the researchers conducted case studies of 10 States, 20 substate areas, and 10 special projects.

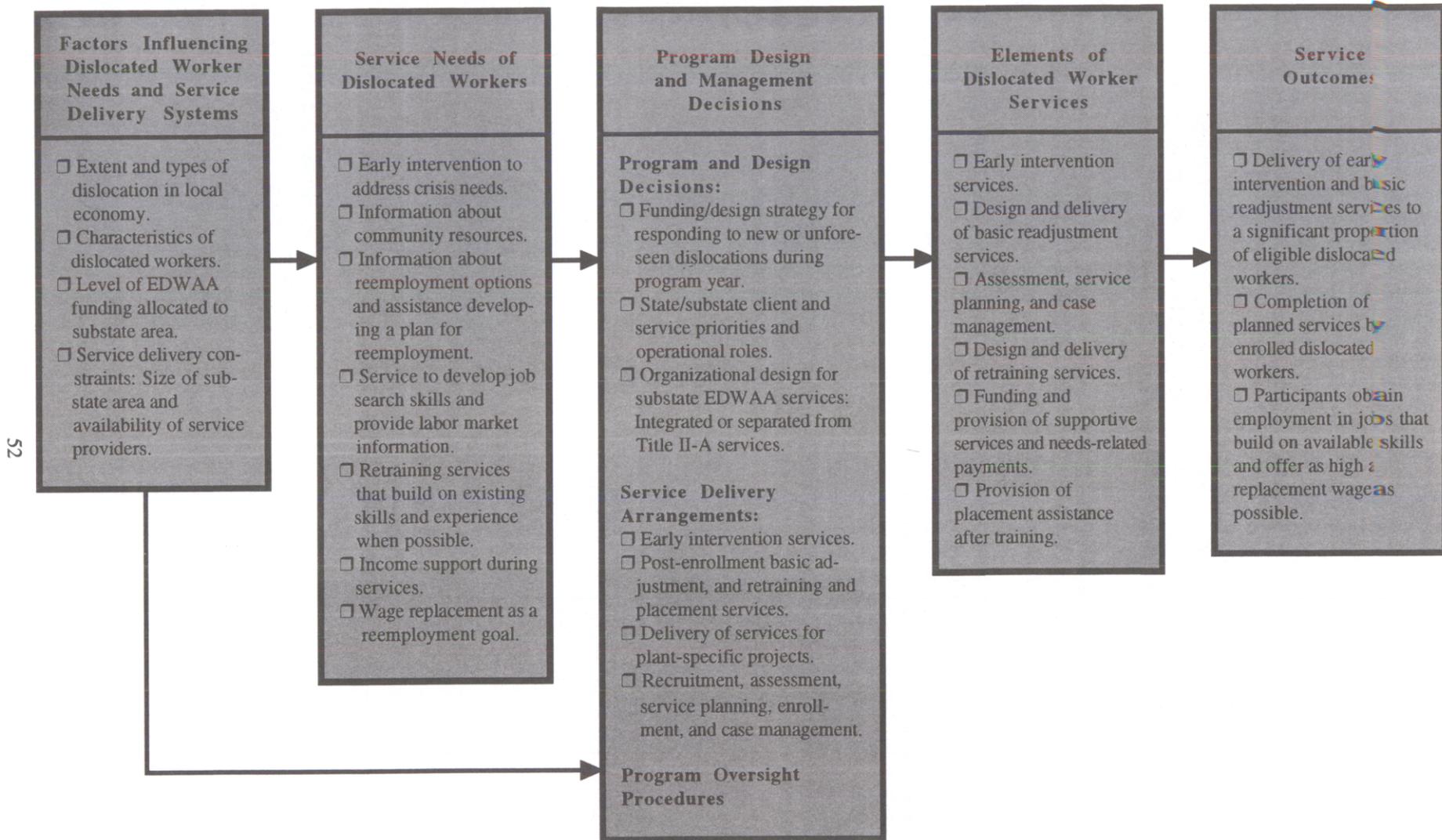
State and Substate Context for EDWAA Services

The report presents the following findings on how States and substate areas designed and organized their programs.

How States Designed and Organized EDWAA Programs. The researchers found that States indirectly influenced the design and delivery of services to dislocated workers through: (1) decisions about how to allocate EDWAA formula and discretionary funds; (2) policies that established client priorities and emphasized certain services over others; and (3) management practices that set performance goals, provided technical assistance, and monitored substate area performance.

How Substate Areas Designed and Organized EDWAA Programs. In reviewing substate influences on EDWAA services, the researchers found that substate designs for delivering EDWAA services were influenced by local labor market conditions and the level of funding available for dislocated worker services.

Chart 6. Conceptual Model of Responsive Dislocated Worker Services



Source: *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act:—Phase II: Responsiveness of Services* (Menlo Park, Calif.: Social Policy Research Associates; Oakland, Calif.: Berkeley Planning Associates; and Menlo Park, Calif.: SRI International, 1993).

Substate areas also influenced services to dislocated workers through decisions about how to organize the delivery of services, client targeting policies, procedures for recruitment and enrollment of dislocated workers, and the emphasis placed on basic readjustment versus retraining services in program budgets and service designs.

In reviewing substate EDWAA funding, the researchers found that initial EDWAA funding levels were adequate for only one-third of the study sites, and only a few substate areas had any difficulty spending their formula allocations. Therefore, discretionary grants were of increased importance to substate areas.

Half of the study sites administered EDWAA services directly and the remaining substate area grantees shared or delegated service delivery responsibilities to one or more subcontractors.

Also, about one-third of the substate areas operated EDWAA service systems that were totally separate from JTPA Title II-A services. Another third operated totally integrated services with Title II-A and the remaining one-third operated EDWAA service systems that integrated some services for EDWAA and Title II-A clients while offering other services specifically for dislocated workers.

Most substate areas used cost reimbursement contracts for the delivery of services. One-fourth of the substate areas studied used performance-based, fixed-unit-price contracts for service providers.

In reviewing substate client targeting and recruitment procedures, the researchers found that most substate areas did not give formal priority to any particular group of dislocated workers. Also, the type of services provided to dislocated workers varied substantially among the areas studied.

EDWAA Services in Substate Area Programs

The report presents findings on substate rapid response and early intervention services; assessment, service planning, and case management; basic readjustment services; and retraining and support services.

Rapid Response and Early Intervention Services. The researchers evaluated rapid response and early intervention efforts based on: (1) whether worker orientations were held soon after the notice of layoff was received and included information about EDWAA, other available services, and the local labor market; (2) whether appropriate prelayoff services were provided; and (3) whether substate EDWAA programs were successful in recruiting dislocated workers in ongoing basic adjustment and retraining services soon after the layoff.

The researchers rated seven of the 20 substate areas as highly responsive based on the above criteria. Most

sites used worker orientation meetings to inform dislocated workers about the full range of EDWAA services, as well as ES and UI services. In about one-half of the sites studied, workers also received information about other community services and programs that were available.

In reviewing the type of prelayoff services provided, the researchers found that about one-third of the sites provided prelayoff services beyond orientation for at least some dislocated workers. In most cases, prelayoff services were rated as very responsive to the needs of dislocated workers.

Nearly half of the substate areas linked rapid response services to early recruitment of dislocated workers into ongoing EDWAA programs soon after their layoffs.

Assessment, Service Planning, and Case Management. Three criteria were used to analyze the responsiveness of the assessment, service planning, and case management services provided by substate areas. These were: (1) whether programs assessed basic skills, vocational aptitudes and interests, and transferable occupational skills and used the results of the assessment to help participants set realistic employment goals; (2) whether service planning helped participants to identify immediate and longer-term objectives by providing accurate labor market information and information about career choices and training options as well as help in arranging for all needed services; and (3) whether case management procedures were used to monitor participants' progress.

The study found that almost three-fourths of the substate areas used a variety of methods to assess the basic skills and occupational interests and aptitudes of some or all EDWAA applicants (transferable skills were rarely assessed using formal assessment tools). Informal interviews were used in the remaining sites to assess skills and interests. In all sites, relatively little attention was paid to assessing the need for support services. About one-third of the substate areas were rated as having responsive assessment practices.

Approximately one-third of the substate areas offered formal service planning and career counseling only for individuals interested in retraining. The remaining sites developed individual service plans for participants interested in immediate employment and those interested in retraining. Six substate areas were rated as having exemplary service procedures.

In reviewing case management practices, the researchers found that they often differed for participants in training and for those who were looking for immediate employment.

Basic Readjustment Services. The researchers used the following criteria to assess the responsiveness of basic readjustment services: (1) whether the services were

available to workers who were seeking immediate employment as well as to participants seeking retraining; (2) whether the delivery of the services was coordinated with similar services from other programs; and (3) whether services were sensitive to the special characteristics of dislocated workers (e.g., their work maturity and need for reemployment at high wages).

The research revealed that just under half of the substate areas provided postlayoff personal counseling and financial counseling to address the trauma associated with job loss. About one-fourth of the sites provided services through individual counseling sessions, often using mental health professionals, and another fourth assisted with stress management and financial management in group settings. In cases where crisis adjustment services were provided, the researchers rated them as quite responsive to the needs of dislocated workers.

All substate areas provided career information. About one-third of the areas also used group workshops to provide information about opportunities in the local labor market and to assist individuals in exploring career options. The researchers found that the quality of career and labor market information varied substantially from area to area.

The researchers also found that relocation counseling and assistance were not generally emphasized in the substate areas studied.

Retraining and Support Services. Basic skills remediation, occupational skills classroom training, and OJT are provided under EDWAA. Support services may include transportation assistance, child care assistance, other instructional and work-related support, and needs-related payments.

Criteria used to assess the responsiveness of retraining services and support services included: (1) whether a broad range of services was available; (2) whether training choices targeted occupations in demand in the local economy; (3) whether training methods and context were appropriate for dislocated workers; (4) whether EDWAA training funds were coordinated with other training funds and programs; (5) whether participants received help in locating appropriate jobs after training; and (6) whether support services were available.

The researchers found that about one-third of the areas offered very responsive basic skills remediation.

Classroom training in occupational skills generally featured a mix of short-term training options for those who wanted quick reentry into the workforce and long-term training for those who wanted more extensive training. Training was available in a variety of occupational areas and skill levels.

In reviewing support services, the researchers found that they were generally targeted to EDWAA clients attending classroom training.

Services in Special Projects

The study also examined the responsiveness of training provided in 10 special projects, all of which received at least part of their funding from State 40 percent or 10 percent funds. Also, the service delivery arrangements in each project differed in some way from the substate area's ongoing service delivery system.

Characteristics of Special Projects. Eight of the projects were plant-specific and included three defense-related manufacturers, two military base closures, and timber, food processing, and textile plants. One of the projects targeted services to members of a single union working in a set of related industries, and one coordinated early services from a number of service agencies in the form of a "one-stop" client intake center.

Important factors in the decision to set up a separate delivery mechanism for dislocated workers in the special projects were the size and political visibility of the dislocation, which threatened to overwhelm the service capacities and resources of the substate area's formula-funded EDWAA program. These dislocations also tended to have relatively long advance warnings which made it worthwhile to invest in on-site service centers and also made project planning more feasible.

Special projects were generally characterized by unusually close cooperation among the substate area, the State rapid response team, the employer, local government, and community groups. Also, the participation of multiple organizations (employers, labor-management committees, and the community college system) in project design and the use of on-site service centers contributed to the success of special projects.

Special Projects Versus Ongoing Substate Services. The research revealed that special projects in the sample tended to serve a much higher proportion of their eligible populations than ongoing EDWAA programs.

Also, special projects generally offered early intervention services that were more intensive than those in ongoing substate programs, especially in cases where employers provided adequate advance notice. About half of the sample projects provided a full range of basic readjustment services both before and after layoff.

In addition, the researchers found that there was little difference between the special projects' and substate areas' ongoing EDWAA programs in the range and overall quality of classroom basic skills training.

Conclusions and Recommendations

The researchers conclude that the investigation of the responsiveness of services provided to dislocated workers under EDWAA indicated three patterns:

- The extent that EDWAA services were integrated with similar Title II-A services was not associated with whether those services were responsive to dislocated workers' needs;
- Substate areas experiencing high levels of dislocation and serving many dislocated workers tended to provide services that were consistently more responsive yet did not spend more EDWAA funds per participant primarily because they had more experience in operating such programs;
- Special projects tended to provide more responsive services, particularly basic readjustment and support services, because they were tailored to the distinct needs of their participant populations.

Based on the study's findings, the researchers recommend that the following should be emphasized at the Federal and State levels:

- Rapid response activities should result in the prompt delivery of services, through prelayoff services and/or early recruitment into ongoing EDWAA services;
- Basic readjustment services should be available to all dislocated workers, not just for those interested in retraining;
- Assessment and service planning should be viewed as important services rather than administrative functions;
- Basic skills remediation should be viewed as an appropriate service for dislocated workers who need to improve their basic skills;
- OJT should provide training, rather than just help in placement efforts.

Finally, the researchers recommend that model practices already in use in the EDWAA system be disseminated to other substate areas.

MEETING THE NEEDS OF DISLOCATED WORKERS: EDWAA SUBSTATE AREAS

In addition to a study of the responsiveness of services provided to dislocated workers under the EDWAA program (summarized earlier in this chapter), a report was released during the program year that examines issues related to: (1) the way EDWAA programs are organized; (2) the types of dislocated workers served; (3) the services provided; and (4) the outcomes achieved by dislocated workers served by EDWAA.⁸

⁸ Katherine P. Dickinson, Suzanne D. Kreutzer, Deborah J. Kogan, and Richard W. West, *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act: Report on the Survey of EDWAA Substate Areas* (Menlo Park, Calif.: Social Policy Research Associates, 1993). See also immediately preceding study.

In investigating these issues, the researchers were guided by a conceptual framework (Chart 7) which describes hypothesized relationships among the four topics. Several sources of data were used: a survey of substate areas, a review of EDWAA State plans, the Worker Adjustment Annual Program Reports, and existing data sources on the characteristics of local areas. The period covered is PY 1990.

Substate Area Organization and Orientation

The report describes the organization and orientation of the substate system and a number of factors affecting organization and orientation, such as State policies and substate and local area characteristics.

Building a Substate Delivery System. Most States used their existing Title II-A delivery systems for the EDWAA program in order to take advantage of existing training capacity at the local level.

Promoting Labor-Management Cooperation. Several States and substate areas devised a variety of forms of labor-management cooperation (besides the model described in the legislation), such as standing labor-management task forces or local adjustment teams with broader membership.

Increasing Coordination. Coordination with the ES/UI system was well developed in most substate areas, but coordination with the TAA program was much less frequent. Coordination with schools was predominantly through contracting (two-thirds of the substate areas contracted with public schools for some EDWAA training). In about one-third of the substate areas, social service agencies made presentations at worker orientation meetings; some EDWAA agencies coordinated services through unions. Coordination with economic development agencies was not common.

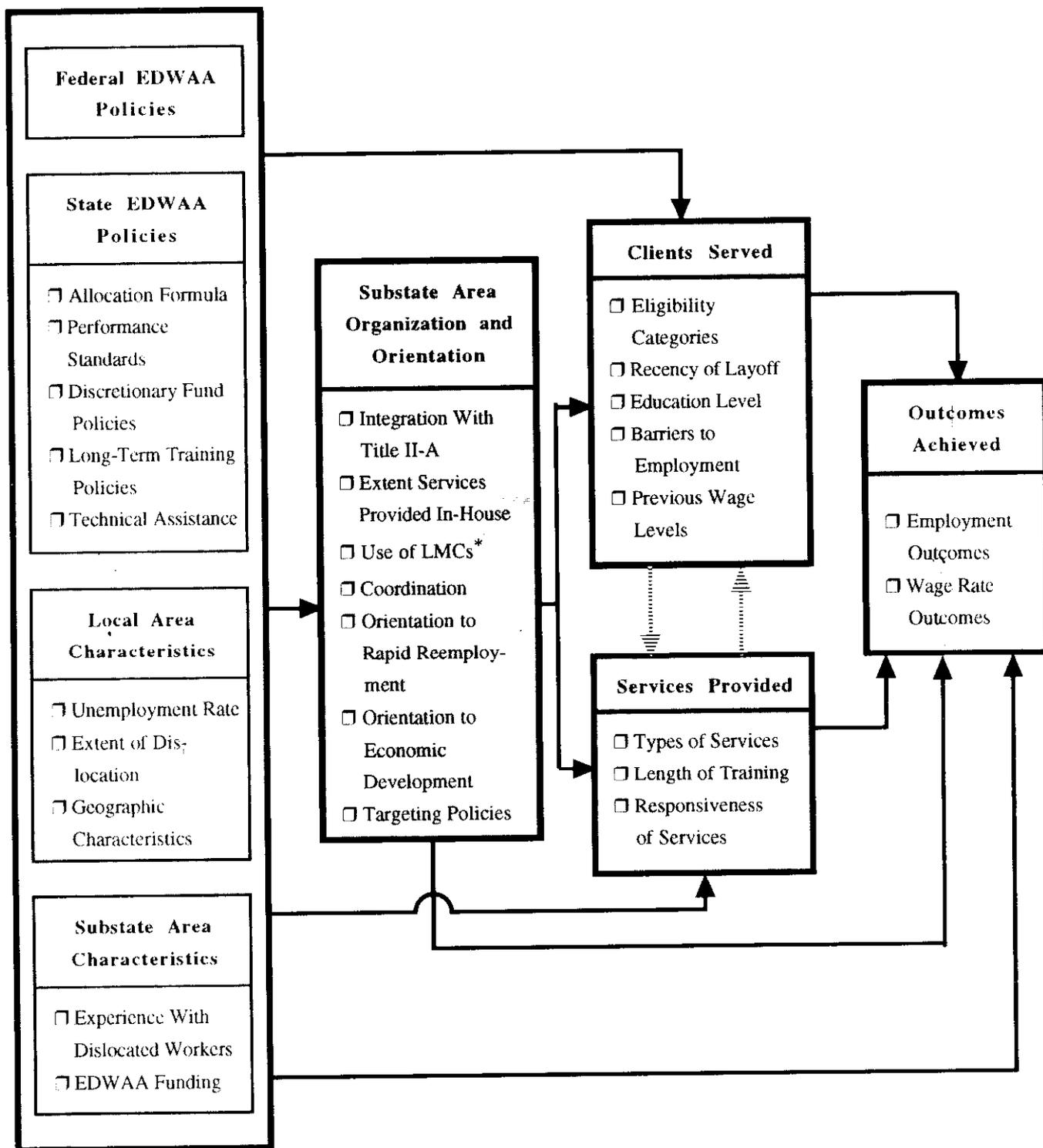
Serving a Broad Range of Dislocated Workers. Substate areas were encouraged by EDWAA to extend program coverage to broad segments of the eligible dislocated worker population.

Promoting Long-Term Training. Opinions about the interest of dislocated workers in long-term training versus rapid reemployment varied among substate areas. Overall, about 20 percent reported that they focused on rapid reemployment, whereas nearly 40 percent said they focused more on longer-term training.

Allocation Formulas. The researchers found that substate areas in States that allocated funds by weighting the rate of unemployment more heavily than other factors, such as the number or frequency of mass layoffs in the area, were more likely to have insufficient funds to fully meet their needs.

Performance Standards Policies. At the time the substate sites were visited for the study, performance

Chart 7. Conceptual Framework for Survey Analysis



*Labor-Management Committees.

Source: *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act: Report on the Survey of EDWAA Substate Areas* (Menlo Park, Calif.: Social Policy Research Associates, 1993).

standards had not yet received a great deal of emphasis in the EDWAA system. However, substate areas in States that adopted the optional wage rate at placement as a standard or goal were significantly more likely to provide EDWAA services in-house.

Discretionary Funds. Most States reserved some funds for substate areas in need.

Other State Policies. Most of the States also planned to provide technical assistance to their substate areas. Substate areas in States that provided specific technical assistance were significantly less likely to integrate EDWAA and Title II-A services, although substate areas in these States were more likely to be influenced by the need for economic development in designing their programs.

Unemployment and Extent of Dislocation. The only significant effect of high levels of worker dislocation on substate organization related to the formation of labor-management committees. Contrary to expectations, substate areas experiencing larger numbers of dislocations were less likely to form these committees.

Area Earnings Levels. Areas with higher levels of earnings were significantly less likely to integrate EDWAA with their Title II-A program, probably because these services were less relevant for higher-wage dislocated workers. Also, areas with higher earnings tended to develop more financial coordination with other agencies and to recruit dislocated workers from specific dislocated worker sources.

Experience with Dislocated Workers. About three-quarters of the EDWAA substate areas had received

funds from the previous Title III program and these more experienced substate areas may have been more likely to organize their programs in ways more consistent with the EDWAA legislation. In addition, substate areas with previous experience may have been better able to implement all of the EDWAA provisions, and experienced substate areas were also more likely to integrate their EDWAA and Title II-A programs.

EDWAA Funding. Although many substate areas received relatively low levels of funding, the amount of funding had little impact on the way in which programs were organized.

Influences on Program Design. Substate areas that reported being influenced by Federal and State retraining policies were more likely to have organized and oriented their programs to be consistent with the EDWAA legislation and more likely to develop nonfinancial coordination linkages and to coordinate with schools.

Effects on Clients Served

Included in this review was an investigation of whether substate areas served a broad range of dislocated workers, both in terms of extent of dislocation (substantial layoffs and closures or smaller-scale layoffs) and in terms of duration of unemployment (recently laid-off or longer-term unemployed).

EDWAA Clients' Qualifications and Terminations. The report reviews clients qualified for EDWAA services in a number of categories. Table 9 shows percentages of these categories in substate areas.

Table 9. Percentage of Substate Areas Enrolling Various Percentages of Dislocated Workers Under Different Eligibility Categories

| Eligibility Category | Percentage of Clients Enrolled | | | | |
|--|--------------------------------|------|------|------|------|
| | 0% | 1% | 26% | 51% | 76% |
| Laid off from a substantial layoff or permanent closure .. | 1.0 | 22.7 | 36.8 | 26.4 | 13.1 |
| Laid off and unlikely to return to their previous industry or occupation | 0.2 | 29.3 | 38.2 | 21.4 | 12.8 |
| Long-term unemployed with limited opportunities for employment in the same or a similar occupation | 5.1 | 57.4 | 27.9 | 8.1 | 1.5 |
| Self-employed (including farmers and ranchers) | 39.9 | 58.7 | 1.1 | 0 | 0.3 |
| Displaced homemakers | 51.1 | 47.4 | 1.6 | 0 | 0 |

Source: Data reported in *Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act: Report on the Survey of EDWAA Substate Areas.*

Effects of State Policies. State formulas that emphasized the extent of recent dislocation increased services to workers from companies with substantial layoffs. In addition, substate areas in States with substate allocation formulas that emphasized the overall level of unemployment (rather than the level of current dislocation) served a lower proportion of UI claimants. Substate areas in States with formulas that emphasized the long-term unemployed served a higher proportion of workers unemployed 15 weeks or longer.

State wage rate performance goals or standards had the unintended effect of reducing services to dislocated workers with substantial employment barriers, according to the report.

The availability of discretionary funds did not significantly affect the extent to which substate areas served different eligibility categories. Also, their availability did not affect the proportion of UI claimants or longer-term unemployed workers enrolled.

Effects of Local Area Characteristics. For the most part, substate areas with high levels of dislocation emphasized services to recently laid-off workers. In addition, substate areas with higher unemployment rates emphasized services to longer-term unemployed workers rather than recently laid-off workers.

The researchers also found that substate areas with high population density served a higher proportion of dislocated workers reading below the seventh grade level. Suburban substate areas with large service areas tended to enroll lower proportions of workers unemployed for 15 weeks or more, and multiple-county suburban substate areas served higher proportions of dropouts than other substate areas.

Substate areas with higher average earnings served a higher proportion of workers who had higher preprogram wages and a higher proportion of college graduates.

Effects of Substate Area Characteristics. Contrary to expectations, substate areas with experienced staff did not serve a higher proportion of recently laid-off workers than did less experienced substate areas.

Substate areas with lower funding levels served significantly lower proportions of individuals unemployed 15 weeks or more than did substate areas with higher funding levels. Areas that received a higher proportion of their total EDWAA funds through discretionary grants were more likely to enroll individuals in the "substantial layoff" category and to serve a lower proportion of workers unemployed 15 weeks prior to EDWAA enrollment.

Range of Workers Served by Substate Areas. Substate areas that used dislocated worker-specific sources to recruit clients enrolled more participants from substantial layoffs and fewer long-term unemployed.

Services Provided

The report describes the types and responsiveness of services, the factors affecting them, and the relationship between services and client characteristics.

Types and Responsiveness. Sixteen percent of the substate areas included in the study indicated that their States led rapid response efforts for both large-scale and smaller layoffs. Half of the substate areas reported that the responsibility was divided, with the State responding to large-scale layoffs and the substate area responding to smaller-scale layoffs. Over one-fourth of the substate areas took full responsibility for responding to all layoffs.

The report lists the prelayoff services provided most frequently and points out that the major factors that influenced whether prelayoff services were provided were the amount of advance warning, the size of the layoff, and whether the employer gave release time for workers to participate in the services.

Postlayoff services generally consisted of an assessment of occupational interests and aptitudes. However, many substate areas struggled to develop assessment procedures appropriate for dislocated workers.

About 90 percent of substate areas provided some type of support services to dislocated workers in PY 1990.

Factors Affecting Types and Responsiveness. Among State policymaking categories affecting services were: (1) allocation formulas; (2) wage rate standards; (3) discretionary funds; (4) State technical assistance efforts; (5) State incentives for long-term training; and (6) State encouragement of needs-related payments.

Relationship Between Services and Client Characteristics. Although the relationship between the types of clients served and the types of services offered was not clear, the researchers found that in client-centered programs, the types of services provided were determined by the specific needs of the clients. On the other hand, in more program-centered substate areas, the types of clients enrolled were strongly influenced by the types of services provided.

Outcomes Achieved

Although several State policies affect outcomes, most of these occur because these policies influence the way substate areas organize their programs, the types of clients served, and the types of services provided.

Performance standards had an important effect on program outcomes. Adoption of the wage rate as a standard or goal had some beneficial effects: it led substate areas to increase their nonfinancial coordination with other agencies and to develop more responsive basic readjustment services.

Although substate areas in States with the wage standard achieved higher wage rates, much of this was due

to their enrolling easier-to-serve clients, including more clients with higher previous wage rates. Thus, if the wage standard is adopted, States should be encouraged to adjust standards in light of clients' previous wages and other characteristics.

The characteristics of local areas strongly affected the outcomes achieved by substate areas. Substate areas with high levels of dislocation achieved significantly lower entered employment rates.

Also, substate areas that received low levels of funding achieved the same outcomes as did those with higher levels. Substate areas that had a lower ratio of EDWAA to Title II-A funding achieved lower outcomes for dislocated workers—particularly lower wage rates.

Substate areas that reported difficulty in spending their funds were substantially less likely to meet the intent of the EDWAA legislation; they achieved lower outcomes for their clients, particularly lower followup wage rates.

Recommendations

The report presents several recommendations for policymakers and program operators to develop responsive services, organizing services, and State policies.

Developing Responsive Services. Substate areas should be encouraged to provide the following services:

- Prelayoff services.
- Basic readjustment services that go beyond job search assistance.
- A wide range of classroom training options to meet the diverse needs of dislocated workers.

Substate areas need assistance to develop basic skills remediation options, in addition to GED preparation, for dislocated workers with more severe basic skills deficiencies.

Organizing Services. To help substate areas organize their services:

- Technical assistance should be provided to substate areas that integrate EDWAA and Title II-A services and to areas where EDWAA funds are low relative to Title II-A funds. Technical assistance in developing effective EDWAA programs should be targeted to substate areas that have difficulty spending their EDWAA funds.
- Coordination between EDWAA and other programs should continue to be encouraged, as should labor-management cooperation in designing prelayoff and basic readjustment services.

State Policies. To facilitate the operations of substate areas, States should:

- Be encouraged to develop allocation formulas that place greater weight on factors that measure the amount of current dislocation in each area.
- Provide financial incentives for performance if standards are adjusted for client characteristics (especially previous wage levels).

Those States that desire to increase the amount of long-term training for dislocated workers should be encouraged to provide incentives to substate areas to offer such training.

TRADE ADJUSTMENT ASSISTANCE FOR DISLOCATED WORKERS

The TAA program offers Trade Readjustment Allowances and readjustment services to workers who lose their jobs in the face of increased import competition. Established in 1962, the program initially emphasized compensating workers for their lost income, and relatively few workers received reemployment training, job search assistance, or relocation allowances to support their adjustment to new jobs.

Beginning in 1981, TRA benefits were restricted and targeted to the long-term unemployed, and more funds were made available for training, shifting the emphasis of the program toward providing adjustment services, particularly training. Further, major changes occurred in 1988 when training was made an entitlement for eligible workers and TRA recipients were required to participate in an approved training program, unless they received a waiver exempting them because training was inappropriate or unavailable.

A study examined the effect of these program changes on the characteristics of TAA recipients and the types of services they received, as well as the impacts of the program on their long-term employment and earnings and the costs of worker displacements.⁹ In the process, the study examined the operation of the TAA program since the early 1980s, and assessed the impacts of the 1988 program changes.

Among other things, the study findings show that TRA recipients held relatively high-paying, high-benefit jobs prior to their layoff, but that they suffered substantial earnings and employment losses after their layoff. Findings also show that the rate of training participation increased after the 1988 changes.

The study design was based on samples of TRA recipients and trainees in 10 States.¹⁰ Data on UI exhaustees from manufacturing industries who did not receive TRA were used for comparison purposes.

⁹ Walter Corson, Paul Decker, Phillip Gleason, Walter Nicholson, *International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program* (Princeton, N.J.: Mathematica Policy Research, Inc., 1993).

¹⁰ The States were Alabama, Illinois, Maryland, New York, Pennsylvania, Texas, Utah, Washington, West Virginia, and Wisconsin.

Characteristics of TRA Recipients

TRA recipients clearly exhibit the characteristics associated with displaced workers. In most cases, they had been separated permanently from their prelayoff employers, and the majority (70 percent) of the layoffs were due to plant closings. This finding contrasts with the situation in the 1970s, when the majority of workers served by the TAA program were job-attached.

More than 85 percent of TRA recipients came from the manufacturing sector, with major concentrations in the textile and apparel, rubber and leather, primary and fabricated metals, machinery, and transportation equipment industries. In contrast, most workers in the general population of displaced workers identified by the Bureau of Labor Statistics had not previously been employed in manufacturing.

The average prelayoff wages of TRA recipients were higher than those of both the general population of displaced workers identified by BLS and the population of displaced workers served under Title III of JTPA. Their average wages were also higher than those of UI exhaustees from the same manufacturing industries. This difference may be due to the fact that the job tenures of TRA recipients were considerably longer and their rates of unionization considerably higher than those of UI exhaustees—and, indeed, higher than those of the general population of displaced workers. TRA recipients also received more fringe benefits than did UI exhaustees.

Participation in Reemployment Services

Both prior to and after the 1988 amendments, a substantial proportion of TRA recipients received reemployment services through the TAA program. Prior to the 1988 amendments, 37 percent received TAA reemployment training—a proportion that rose significantly (to 47 percent) after the 1988 amendments. In addition, most TRA recipients received some other type of reemployment service from ES, and their rates of receipt for most services were higher than those of UI exhaustees. However, very few TRA recipients received either job-search payments for out-of-area job searches or moving expenses to take out-of-area jobs, because most recipients were not interested in moving.

TRA recipients who received TAA training differed from nontrainees. On average, TAA trainees were younger and better educated than nontrainees. Among pre-1988 recipients, the prelayoff wages of trainees were higher than those of nontrainees, but controlling for other factors, the reverse was true among post-1988 recipients.

The training provided to TAA participants sought generally to develop job-specific skills in new occupations. Much of the training was long-term (longer than a year),

and much of it was provided at vocational training centers or local community colleges. About half of the pre-1988 trainees entered training prior to receiving TRA benefits; this percentage rose to about 60 percent among trainees after the 1988 amendments. Seventy-two percent of pre-1988 trainees and 67 percent of post-1988 trainees completed training. The majority of trainees felt that their training both helped them find a job and provided useful experience for the job once they became reemployed.

Postlayoff Employment, Earnings, and Job Characteristics of TRA Recipients

Findings were consistent with the presumption that the TAA program serves unemployed workers who are likely to have difficulty in finding reemployment. The postlayoff jobless spells of TRA recipients were relatively long, and they clearly experienced longer jobless spells on average than did other UI exhaustees from the same industries. Jobless spells were about 23 percent longer among TRA recipients than among UI exhaustees prior to the 1988 legislative changes, and about 14 percent longer after the legislative changes. This difference in the length of the initial jobless spell between the pre-1988 and post-1988 samples was mirrored in the TRA benefit rates; the average pre-1988 TRA recipient received 18.4 weeks of basic TRA payments, and the average post-1988 TRA recipient received 15.3 weeks.

TRA recipients were employed less and earned less than UI exhaustees throughout most of the three years after their initial UI claim. The difference was larger before the 1988 legislative changes. Both before and after the 1988 legislative changes, TRA recipients experienced significant earnings losses due to their layoff.

Even TRA recipients who held a job three years after their initial UI claim experienced significant wage and benefit losses. More than three-quarters of reemployed TRA recipients earned less in their new job three years after their initial UI claim than they did in their prelayoff job. Wage losses were significantly higher among TRA recipients than among UI exhaustees, although much of the difference is explained by the fact that the prelayoff wages of TRA recipients were higher than those of UI exhaustees. The average level of postlayoff wages among reemployed TRA recipients and reemployed UI exhaustees was similar.

Many of the reemployed TRA recipients also did not receive the same amount or types of fringe benefits on their new job that they received on their old job. This rate of fringe benefit loss was significantly higher among TRA recipients than among UI exhaustees, although TRA recipients still received as many or more fringe benefits on their new job on average. The majority of TRA recipients became reemployed in a different

industry or different occupation, and these industry- and occupation-switchers experienced greater wage losses than those who did not switch.

The Postlayoff Employment, Earnings, and Job Characteristics of TAA Trainees

As expected, TAA trainees remained unemployed longer and earned less after their initial UI claim than did other TRA recipients. The employment rates and average earnings of TAA trainees were lower than those of other TRA recipients throughout most of the first 12 quarters after their initial UI claim, although the measures for the two groups tended to converge near the end of the period. The differences partly reflect the investment decision made by trainees—to forego employment and earnings in the short run by training for a new job that they hoped would enhance their earning potentials in the future. In addition, many trainees chose to enter training only after they were jobless for a substantial period of time.

If training had a positive effect on employment and earnings, trainees could be expected to eventually have higher employment and earnings than nontrainees, other things being equal. When employment and earnings were examined at the end of 12 quarters, researchers found that trainees tended to be employed more and to earn more than other TRA recipients in quarter 12. But these differences are attributable largely to differences in the observable characteristics of the two groups. After controlling for these characteristics, the outcomes of trainees and other TRA recipients were similar.

Alternative estimates derived for trainees who had exited training within two years after their initial UI claim provide some indication that, at least for the post-1988 sample, TAA training had a positive effect on those trainees. However, it was not possible to isolate the impact of training on the remaining trainees. To do so would have required a longer observation period. Nevertheless, findings imply that, if training has a substantial positive effect on employment or earnings among all trainees, it is realized not earlier than three years after the initial UI claim.

Among the TRA recipients who found a job, those who had participated in TAA training received slightly lower wages on average than those who had not participated in training, but the differences are generally not significant. TAA trainees also lost more fringe benefits than did these other TRA recipients. These results are not surprising: TAA trainees were more likely to have switched industries or occupations on their new jobs, and industry- and occupation-switchers suffered greater wage and benefit losses than did stayers. Training thus appears to be part of a transition process, in which workers move

from their old industries or occupations to a new industry or occupation. Among those respondents who switched industries or occupations on their new jobs, estimates put the average wages of trainees slightly higher than those of nontrainees. Although these estimates are not statistically significant, they provide some indication that TAA training may have had a positive effect on the wage rates of TRA recipients who switched to a new industry or occupation.

The Costs of Worker Dislocation and TAA Expenditures

The costs of displacement among TRA recipients, as measured by earning losses, equaled approximately \$46,000 during the first three years after the initial UI claim. Quarterly earning losses tended to fall toward zero over time, but the losses were still large even three years after the initial claim. In quarter 12, the earning losses averaged nearly \$3,000.

Because TRA recipients must exhaust UI benefits before they can collect TRA benefits, these earning losses are higher than those found for more general populations of displaced workers, some of whom will become reemployed prior to exhaustion. But TRA recipients had even higher average losses than UI exhaustees—about \$10,000 higher during the three years after the initial UI claim, after which they declined gradually.

TRA recipients receive assistance from the Federal Government in the form of UI benefits, TRA payments, TAA job-search allowances, TAA relocation allowances, and TAA training. The total value of these benefits was about \$10,603 per TRA recipient in the post-1988 sample, which falls far short of the average earnings losses, or total costs of displacement, among TRA recipients. However, the TAA program provided more than half the assistance received by TRA recipients, demonstrating the importance of TAA benefits for those who qualify.

Policy Implications

During the 1980s, the TAA program evolved from a program that emphasized compensating trade-impacted workers for lost income to a program that emphasized providing adjustment services, particularly training. This evolution encompassed three major changes in the structure of the program that were examined in the evaluation study.

The first major change in the TAA program in the 1980s was the change in the TRA benefit structure, instituted in 1981, which reduced the TRA weekly benefit amount to the level of the worker's regular weekly UI benefit and specified that a worker could receive TRA payments only after exhaustion of the UI entitlement.

After this change, only the long-term unemployed were eligible for financial benefits from the TAA program.

Findings imply that this policy change had its intended effect—to improve the targeting of the TAA program. Contrary to the 1970s, the TAA program in the 1980s began to serve workers displaced *permanently* from their jobs. In addition, findings show that TRA recipients have greater difficulty becoming reemployed than do similar UI exhaustees. Part of the reason that targeting appears more effective is that employment in the industries served by the TAA program declined in the 1980s relative to the 1970s, but researchers believe that the change in the TAA program structure also contributed to this outcome. In particular, laid-off workers who were job attached and likely to be recalled to their former job before they exhausted UI were made ineligible for TRA payments.

The second major change in the 1980s encompassed both changes in the TAA program and the enactment of two additional pieces of legislation. Specifically, the 1988 amendments to the TAA program required that States use several mechanisms for providing information on the program to potentially eligible individuals. States were required to coordinate the TAA service delivery system with the delivery system of the new displaced worker program—EDWAA—established under Title III of JTPA. In turn, the EDWAA legislation required States to establish a rapid-response capability to react to mass layoffs and plant closings. Further, the Worker Adjustment and Retraining Notification Act (WARN), also passed in 1988, required that employers of 100 or more workers give the affected workers and the appropriate State displaced worker unit at least 60 days' advance notice of a plant closing or layoff.

The purpose of these changes was to ensure that displaced workers were informed about available services as early in their jobless spell as possible to hasten their adjustment process. These initiatives (combined with a third major program change that made training an entitlement) succeeded at enhancing TAA service provisions: post-1988 TRA recipients were offered services and began training earlier in their jobless spells than did pre-1988 recipients.

The third major change in the program, also in 1988, made training an entitlement, yet it also required that TRA recipients participate in an approved training program unless they received a waiver exempting them under certain circumstances. A training requirement might affect TRA recipients in at least two ways. First, it might increase the training participation rate among TRA recipients. Findings show that, while participation in training prior to the training requirement had expanded considerably relative to the 1970s, the requirement increased

training participation even further, to approximately half of all TRA recipients.

A training requirement can also affect TRA recipients by targeting payments to those who need training and discouraging long spells of TRA receipt among recipients who have no need or desire to participate in training. Findings are consistent with this. The findings suggest that the training requirement reduced weeks of TRA receipt among the average recipient, despite the fact that the average duration of training increased. In addition, the training requirement led to a decline in the duration of the initial jobless spell and to an increase in earnings due to more rapid reemployment.

Findings do not indicate that making training mandatory had a significant impact on the estimated employment and earnings differences of TAA trainees and other TRA recipients. However, researchers also did not find strong evidence that training had a substantial positive effect on employment and earnings, at least in the first three years after the initial UI claim.

UNEMPLOYMENT INSURANCE RESEARCH EXCHANGE

The Unemployment Insurance Research Exchange provides a means of communication among researchers and policymakers and is intended to increase the effectiveness of research throughout the UI program. The ninth issue of the Exchange presents eight papers on a variety of UI-related topics and other information, including UI research project summaries; information about seminars, meetings, and other significant activities; research data and information sources; research methods and tools; financial and legislative developments; and a summary of UI Occasional Papers published since 1977.¹¹

Contributed Papers

Papers contributed to the 1992 *Research Exchange* covered a wide variety of topics of interest to UI researchers and policymakers, including effective ways to help dislocated workers; coordination between UI, the Job Service, and JTPA; automating services to clients; UI quality control; Utah Quality Control Program Improvement; the Disaster Unemployment Assistance Expert System; and short-time compensation. These are briefly discussed below.

Coordination in Employment and Training Programs. A paper entitled "Interprogram Coordination and Linkages in Employment and Training Programs"

¹¹ *UI Research Exchange*, Unemployment Insurance Occasional Paper 92-4 (Washington, D.C.: U.S. Department of Labor, 1992).

focuses on services to dislocated workers and examines linkages among JTPA, UI, and ES programs designed to best serve this population. The paper discusses five key elements necessary for establishing interprogram linkages: (1) a procedure for identifying those claimants who should be targeted for reemployment assistance ("profiling"); (2) a mechanism in the UI program to refer targeted claimants to ES and/or JTPA; (3) a mechanism in ES and/or JTPA for accepting the referrals made by UI; (4) reemployment services appropriate for targeted claimants that are available on a timely basis; and (5) a mechanism for exchanging information on the current status of targeted claimants among the UI, ES, and JTPA programs.

The analysis provides information about coordination and linkage programs implemented by selected States, an overview of the basic components of such systems, and information about how these components fit together as a system.

UI, Job Service, and JTPA Linkages. A brief paper entitled "Coordination and Linkages Between Unemployment Insurance, Job Service, and the Job Training Partnership Act Network" presents, among other items, an overview of the different roles carried out by UI, the Job Service, and JTPA in serving their clients. It provides examples of successful coordination efforts in Washington State, New Jersey, and Florida. It also provides suggestions for policymakers and program operators on ways to better coordinate and link UI and Job Service responsibilities and initiatives with JTPA. The paper notes that all successful programs seem to have basically similar components for improving coordination: (1) an integrated system (one-stop or monitored referral); (2) in-depth assessment; and (3) a strategy for early intervention and continuous tracking.

Single Client Data Base. A paper entitled "Employment Development Department—Single Client Data Base" describes the benefits of the Single Client Data Base (SCDB) which is designed to more efficiently handle the California Employment Development Department's client-related programs—UI, Job Service, and Disability Insurance. It briefly describes how SCDB works and how it will be implemented. The paper notes that the SCDB is an important step in the automation of services to clients. Having the three client-oriented programs sharing the same database will help staff solve operational problems and help keep better track of clients. It will also help staff to better assist claimants in their search for work and facilitate employer interaction with programs.

UI Quality Control. A paper entitled "UI Quality Control Program Improvement Study" summarizes the findings of a study that assessed the relationship between ES and UI in two disparate local offices (a small rural office and a large urban office) to determine if inferences could

be made about overall local office operations. It sought to determine: (1) to what extent ES was serving and placing claimants; (2) if claimant information was correctly recorded on job orders and work applications; (3) the amount and effectiveness of communication between ES and UI; (4) the accuracy of information on job orders concerning referral results; and (5) if nonmonetary issues and hires (and claimants' earnings) were being reported. The study included a list of recommendations for program operations specific to the two offices.

Utah Quality Control. An abstract entitled "Utah Quality Control Program Improvement Study" summarizes a study of the effects of differing work-search requirements on UI claims, based on 2,089 individuals who filed initial claims in the Salt Lake UI office.

Claimants were given different instructions regarding the number of employer contacts they would be required to make and report on their weekly claim cards in an attempt to determine the impact of a variety of claimants' work search reporting requirements. Claimants were divided into four groups. The first group was a control group in which claimants were required to make and report two employer contacts on their weekly claim cards. In the second group, claimants were required to make and report the same number of contacts as the control group but were told that the employers would be called to verify that contacts were made. The third group of claimants were required to make four employer contacts each week, and the fourth group of claimants were not required to report employer contacts on their claim cards.

The study concluded that a work-search reporting requirement provides a savings to the UI Trust Fund because claimants are paid fewer weeks of benefits. The percent of those who return to work is also higher for the groups required to report their work-search contacts.

Utah Quality Control Program Improvement. "1990 Utah Quality Control Program Improvement Study: Executive Summary" presented findings from a review and analysis of the UI Deferral Program in Utah. The program eliminates ES registration and work search requirements for selected claimants who have seasonal, job-attached, union, and/or three-week back-to-work deferrals. The study reviewed benefit transcripts and documents to determine if the deferrals were appropriate and if they were adequately documented.

The investigation revealed that a majority of the claim records did not show adequate documentation for the original deferral and that 87 percent of deferral extensions were not adequately documented. Seasonal deferrals and extensions of seasonal deferrals were considered adequate far more often than other types of deferrals. The paper provides policy and program recommendations based on the study's findings.

Disaster Unemployment Assistance. "DUA Expert System As Developed by the Texas Employment Commission" briefly describes the Disaster Unemployment Assistance expert system which was developed in Texas. The Federal DUA program is called into action infrequently, but requires a rapid and expert response from employers who are unfamiliar with complex laws and other pertinent factors. The idea was to develop a mechanism that would bring State employees up to speed quickly following a disaster, while using all of the right criteria contained in legislation and Department directives. The expert system emphasized consistency and accuracy in making monetary determinations of entitlement to DUA benefits. The paper describes the structure of the expert system and explains how it resulted in the improvement of factfinding and the collection of wage information.

Short-Time Compensation. A paper entitled "An Essay on Short Time Compensation," taken from a chapter of a 1990 report to the National Commission for Employment Policy entitled "Alternatives for Managing Production Cutbacks," describes short-time compensation programs, generally known as "worksharing." These programs allow employers to retain workers who might otherwise be separated by reducing the weekly hours of their firm's workforce.

Under worksharing, a larger number of employees work fewer hours and experience a reduction in weekly earnings which is partially compensated by UI benefits. The paper describes the basic components of short-time compensation programs and presents analytic and policy issues related to these programs. The paper suggests that experiences with short-time compensation programs in selected States have shown them to be administratively feasible and to be viewed favorably by participating workers and employers.

INTERNATIONAL PROGRAMS THAT ENCOURAGE SELF-EMPLOYMENT

In many countries, self-employment programs for the unemployed can have a substantial impact on the rate of new business formation, according to a study that analyzed the provisions of programs in 16 countries that help unemployed workers to become self-employed, to set up new enterprises, or to take over existing businesses.¹²

¹² *New Forms of Activity for the Unemployed and Measures to Assist the Creation of Self-Employment: Experiences and Opportunities in Combatting Unemployment*, Unemployment Insurance Occasional Paper 93-2 (Washington, D.C.: U.S. Department of Labor, 1993). [Preliminary report delivered on November 24, 1992 at the General Assembly of the International Social Security Association in Acapulco, Mexico.]

Background

At its 23rd meeting held in Vienna in September 1989, the General Assembly of the International Social Security Association agreed to support a study of programs in several countries that help unemployed people start their own businesses or to become self-employed.

Guidelines for preparing national monographs were sent to industrial countries that had self-employment programs. The report is based on information contained in the monographs that were submitted and, in some cases, from secondary source material.

Self-Employment Programs by Country

Initiatives highlighted in the study were from Australia, Belgium, Canada, Denmark, Finland, France, Germany, Great Britain, Ireland, Israel, the Netherlands, Norway, Portugal, Spain, Sweden, and the United States. The following is a brief highlight of the self-employment and local employment initiatives for each country.

Australia. The New Enterprise Incentive Scheme assists unemployed workers in Australia who receive Social Security benefits. It helps them establish self-employment ventures by providing them with a comprehensive package of assistance and with income support for the first 52 weeks of business operation. The program is delivered through Managing Agents (private sector and nongovernmental organizations) in order to ensure local participation and support.

Belgium. Loans are made available by a fund established within the National Occupational Credit Bank for unemployed persons receiving unemployment benefits who wish to become self-employed or establish a new business. Under specific conditions, an unemployed individual can obtain a loan of up to 450,000 francs (U.S. \$15,000) for new business startup activities.

Local employment initiatives in Belgium include a national initiative that encourages the establishment of new businesses by reducing employer social security contributions for eight quarters, and providing funds for non-profit groups that employ unemployed individuals to provide assistance to small- and medium-sized businesses.

Canada. The Self-Employment Incentive Option is part of the Canadian Jobs Strategy Community Futures Program, introduced in 1985 by the Canadian Employment and Immigration Commission. It provides a taxable allowance for up to 52 weeks to unemployed people who want to start their own businesses and who would normally lose their unemployment or social assistance benefits by doing so. It also provides access to free business counseling. A three-month followup survey of Canadian Jobs Strategy clients found that over 87 percent

were employed or in further training and over three-fourths remained self-employed.

In addition to self-employment efforts, there have been several local employment initiatives in Canada, including a direct job creation program; a program to help restructure, consolidate, and modernize textile, clothing, footwear, and tanning industries; and a program to provide jobs for those experiencing chronic, long-term unemployment.

Denmark. Under the Job Offer Scheme, people unemployed and receiving benefits for two years are entitled to a job offer of seven months duration in the public sector or nine months in the private sector. Participants who are 25 years old after the initial period may receive either a second job offer, a training allowance, or an enterprise allowance to help them set up their own businesses. The enterprise allowance may be granted for up to three-and-a-half years after termination of the initial job-offer period.

Finland. The Ministry of Labor administers a business startup allowance program for unemployed individuals who express an interest in creating their own businesses. Program applications are reviewed by local manpower offices, some of which have a placement officer who specializes in enterprise creation. The program pays an unemployed entrepreneur the equivalent of a normal unemployment benefit plus a supplement of 50 percent of this amount for days worked full-time on the enterprise (up to five days per week). The combined allowance is paid during the business' startup period, up to a maximum of 15 months.

France. Self-employment programs for unemployed workers in France are open to those who are receiving benefits, have exhausted them, or are attempting to enter the labor force. The programs allow eligible participants to create new enterprises or buy existing ones. The French government also offers a series of premiums both for the creation of new enterprises and the creation of new jobs within new and existing businesses. France's regional governments may offer up to 150,000 FF (U.S. \$36,000) to new manufacturing firms, depending on the industry, area, and amount of initial capitalization.

Germany. Since January 1986, German Labor Administration authorities have been promoting the transition from unemployment to self-employment through a self-employment allowance. Startup payments for new businesses equal the payments that individuals would normally receive from unemployment, disability, or old age benefits.

Participation in the program cannot begin until a worker receives at least four weeks of unemployment compensation or unemployment assistance. Potential participants must also receive approval of a self-employment

proposal by an approved organization. Self-employment assistance can be received for 13 weeks and extended for up to 26 weeks under some circumstances.

In East Germany, local employment initiatives were supported by independent organizations that encourage employment and/or training and other activities relevant to the labor market. They also encourage time-limited work or training, thereby preparing individuals to meet future work requirements that may arise from structural changes in the economy.

Great Britain. The self-employment program in Great Britain is known as the Enterprise Allowance Scheme. It consists of biweekly payments provided as a form of income support while unemployed workers develop and operate new small businesses. For the most part, the payment is made in lieu of the regular unemployment benefit and payments are generally available for up to one year. According to a program evaluation, the initiative appears to have had substantial positive impacts on economic activity and employment generation in Great Britain.

Local employment initiatives include an "incubator" concept in which plants and facilities that are no longer economically profitable develop workshops that rent space to entrepreneurs. Businesses may share common facilities and services such as parking, security, telephone switchboards, meeting rooms, exhibition rooms, etc.

Ireland. The Enterprise Scheme encourages unemployed individuals to establish their own businesses, either as sole ventures, partnerships, or cooperatives. The program is operated by the Employment Service. Local placement officers determine who is eligible based on a review of business proposals. The program provides a weekly allowance for up to 52 weeks, which is paid in lieu of unemployment benefits, and participants must be unemployed for 13 weeks or more and receive unemployment or disability benefits.

Israel. Self-employment efforts generally focus on providing loans for small businesses, vocational training of potential entrepreneurs, an entrepreneurship information network, business advisory services, and mentoring. Most programs do not require the recipients to be unemployed, although many programs focus on absorption of immigrants into the workforce.

Netherlands. Legislation for unemployed workers to create their own businesses is aimed at helping recipients of social welfare to become self-sufficient and eventually independent of the welfare benefit system. Provisions include an allowance—in the form of an income supplement up to the level of social assistance—and a loan of up to approximately U.S. \$16,000.

Norway. Assistance for unemployed people who want to become self-employed emphasizes the creation of jobs

in sectors of the economy where there is an unmet demand. Applicants must provide labor market authorities with a business plan, and county employment boards and sometimes "Job Service" officials determine participant acceptance. A subsidy is offered for each job created under the program. Once the subsidy is received, the recipient is not entitled to other forms of labor market assistance for at least six months.

Portugal. A self-employment program for unemployed workers encourages unemployment benefit recipients to create their own economically viable enterprises by combining capitalization of their benefits with lump-sum payments of up to 120,000 escudos (U.S. \$1,100) each. These payments make participants ineligible to receive further unemployment benefits or unemployment assistance until entitlement is reestablished. Participants also receive business startup training.

Spain. In 1986, a program was implemented to promote and assist in the financing of projects that help unemployed people become self-employed. Eligibility is limited to unemployed workers and preferential treatment is given to individuals with disabilities, the long-term unemployed, workers over 45 years old, and returning emigrants. Spain's Local Employment Initiatives helps set up enterprises which are generally private in nature but which have the support of local or regional public authorities in the form of cofinancing or sponsorship.

Sweden. In a nationwide self-employment program, eligible participants who register as unemployed with the Employment Service can receive a business startup grant for up to six months. The size of the grant is determined by the benefit that would have otherwise been paid from an unemployment insurance fund.

United States. At the time of the study, the Department of Labor was conducting two self-employment demonstration projects for unemployed workers.¹³

The Washington State project followed the French model of providing lump-sum self-employment allowances and business training and counseling, and the Massachusetts project followed the British model by providing periodic payments to project participants.

Summary of Findings

The report summarizes findings of the available information about self-employment and employment creation programs in the 16 countries. These findings are as follows:

- Since the late 1970s, self-employment programs for unemployed workers have been established in many countries. In the 1980s, the programs spread rapidly, particularly in the Western countries of the Organization for Economic Cooperation and Development. Many countries in Eastern Europe have recently become interested in, or have adopted, self-employment programs.
- Self-employment programs for the unemployed are microenterprise programs. Participating workers create a job for themselves. If the new entrepreneurs hire other employees, the numbers tend to be small.
- There are generally three objectives for self-employment programs. They are: (1) a component of a country's reemployment strategy; (2) a component of economic development strategies; and (3) in many countries, designed to instill a spirit of enterprise among participants.
- The programs tend to be small. In no case do more than five percent of the unemployed in a country participate in these programs.
- Programs can have a substantial impact on the rate of new business formation in a country.
- The scope of self-employment programs for the unemployed, as measured by enrollment, peaked throughout much of Western Europe in the late 1980s.
- Some countries include procedures to avoid selecting potential businesses that may not succeed.
- Most countries support only the establishment of new businesses, although some allow the purchase of an existing business or the entry into an existing business as a partner.
- The targeting of self-employment programs is mainly toward unemployed workers who are collecting unemployment compensation or unemployment assistance, although in some countries, others can participate.
- Eligibility criteria vary widely.
- Countries provide self-employment payments in the form of lump-sum payments or periodic payments. Some countries also subsidize private sector loans, guarantee private sector loans, or provide loans directly.
- Many countries provide self-employment training, counseling, and other business support services.
- Financing is usually provided by government general revenues.
- Self-employment programs usually have limited monitoring, largely to minimize their administrative costs.
- Evaluations of self-employment programs tend to be limited in scope.

¹³ See the Unemployment Insurance section in Chapter 1 of this Report for more information on these programs.

LITERACY TRAINING

The vast majority of people entering JTPA, ES, and UI programs without a high school diploma have serious literacy deficiencies, according to summaries of results obtained from a literacy assessment of nearly 6,000 adults representing some 20 million people participating in these programs.

As the Nation's economy becomes increasingly complex, workers must possess greater basic skills as well as more sophisticated "thinking" skills if they are to experience sustained career growth with minimal employment disruptions. More than ever, labor market success requires information processing, reasoning, and critical thinking capabilities, together with basic reading, writing, and mathematics skills. "Workplace literacy" is the term used to describe the comprehensive skills essential to effectively function in the workplace.

In an attempt to learn more about the relationship between workplace literacy and various characteristics, as well as the labor market performance of participants in major federally funded training and employment programs, the Department surveyed the workplace literacy levels of JTPA participants and jobseekers in the ES and UI programs in 1990.

This survey generated two reports. The first report describes the workforce literacy proficiencies of the two populations assessed and of various subgroups. The second report is an analysis of the relationship between workplace literacy and the labor market experiences of jobless workers and of factors that determine these workers' literacy.¹⁴

Literacy Definition

Literacy, for the survey, was defined as "using printed and written information to function in society, to achieve one's goals, and to develop one's knowledge and potential." This definition had been adopted previously by a panel of experts.¹⁵

The literacy score in the assessment ranged from zero to 500. For convenience in some analyses, this score range was divided into five levels—Level I (zero to 225), Level II (226 to 275), Level III (276 to 325), Level

IV (326 to 375), and Level V (376 to 500). Literacy proficiency at Level I or II is generally considered insufficient for functioning fully in today's workplace.

The assessment instrument used for the client populations measured proficiency in three categories of literacy: prose comprehension, document literacy, and quantitative literacy.

Prose comprehension tasks pertained to the knowledge and skills associated with understanding and using information from texts that included editorials, newspaper articles, stories, poems, etc.

Document literacy tasks pertained to the knowledge and skills associated with locating and using information contained in job applications, payroll forms, bus schedules, maps, tables, indexes, etc.

Quantitative literacy assessment tasks were designed to assess the ability to perform different arithmetic operations (either alone or sequentially) using information embedded in both prose and document formats. Included were such tasks as entering cash and check amounts onto a bank deposit slip, balancing a checkbook, completing an order form, and determining the amount of interest from an advertisement for a loan.

Comparing Literacy Proficiencies

The survey compared literacy proficiency scores for JTPA and ES/UI participants across the literacy scales based on: (1) demography (gender, age, and race/ethnicity); (2) educational attainment (including alternative high school certification); and (3) labor market status (weeks worked, and employment and labor force status during the week prior to the assessment).

The survey found no significant difference between the JTPA and the ES/UI participants studied in terms of mean scores on the prose scale. However, on the document and quantitative scales, the mean scores for the ES/UI participants were significantly higher than the scores for JTPA participants. There were no significant differences in mean scores between men and women in either group.

Except in the case of individuals reporting eight years or less of education, there were no significant differences in the mean literacy proficiencies between the JTPA and ES/UI participants within any schooling level. However, proficiency increased by educational level.

Avoidance of long unemployment, higher wages, and working in jobs requiring relatively complex skills are associated with high levels of literacy proficiency. On average, individuals who were out of the labor force (being out of work and not seeking employment) had lower mean literacy proficiencies than did individuals who had been employed the week before participating in the assessment.

¹⁴ *Profiling the Literacy Proficiencies of JTPA and ES/UI Populations* (Princeton, N.J.: Educational Testing Service, 1992); Mamoru Ishikawa, *Workplace Literacy and the Nation's Unemployed Workers* (Washington, D.C.: U.S. Department of Labor, Employment and Training Administration, 1993). The first report, "Profiling," was condensed into a shorter version—*Beyond the School Doors: The Literacy Needs of Job Seekers Served by the U.S. Department of Labor* (Princeton, N.J.: Educational Testing Service, 1992).

¹⁵ I.S. Kirsch and A. Jungeblut, *Literacy: Profiles of America's Young Adults* (Princeton, N.J.: Educational Testing Service, 1986).

Significantly larger percentages of ES/UI participants reported some postsecondary training (27 percent) or a college degree or higher (19 percent) than did JTPA participants (with percentages of 17 and six percent, respectively). Fifty-eight percent of the JTPA participants reported having a high school diploma, compared to 77 percent of the ES/UI participants.

Of those in the survey who did not graduate from high school, 56 percent of JTPA participants and 46 percent of the ES/UI participants reported studying for the GED. Sixty percent of each group who reported studying for the GED indicated that they received the certificate.

Findings of First Report

The major findings and conclusions included in the first report are the following:

- In both programs, literacy skills are positively correlated with favorable labor market experience in terms of employment, wages, and type of work.
- Demonstrated literacy skills differ considerably by occupation.
- Sixty-five percent of the JTPA participants and 60 percent of the ES/UI participants perceived that they could get a better job if their reading or writing skills were improved. About 80 percent of the JTPA participants and 70 percent of the ES/UI participants thought their job opportunities would improve with increased math skills.
- On each of the three literacy scales, some 40 to 50 percent of the eligible JTPA applicants and about 40 percent of the ES/UI program participants demonstrated proficiency at Levels I or II (i.e., a score of 275 or below), and about 15 to 20 percent of the JTPA and 20 to 25 percent of the ES/UI participants demonstrated proficiencies at Levels IV or V (i.e., a score of 326 or above).
- Black and Hispanic JTPA and ES/UI participants were not statistically different from each other in terms of their average proficiency scores on the three literacy scales.
- About 75 to 95 percent of program participants with zero to eight years of education and 65 to 70 percent of those with nine to 12 years of education, but no high school diploma, scored in the lowest two levels on each of the three literacy scales.
- The demonstrated literacy proficiencies of GED certificate holders were similar to the proficiencies of high school graduates in both the JTPA and ES/UI populations.

Literacy and Labor Market Performance: Second Report

The second study based on the survey looked at how a variety of strategic variables, of which literacy is one,

are related to the outcome of workers' labor market activity.¹⁶ The study used earnings, wages, and employment as indicators of workers' economic achievement. The investigation pointed to the fact that in both the JTPA and ES/UI populations, literacy scores were a powerful predictor of worker achievement in the labor market. Some of the findings that emerged from these comparisons included:

- For the ES/UI population, a 50-point difference in the prose-comprehension score made as much as a 34 percent difference in annual earnings; and for the JTPA population, a 50-point difference made over a 63 percent difference in annual earnings.
- Among ES/UI jobseekers, literacy was reflected primarily in the hourly wages of workers. A one-point increase in the proficiency score for prose comprehension or document or quantitative literacy for both populations was associated with about a 0.1 percent increase in hourly wages.
- There was a striking difference between the ES/UI and JTPA populations in the way literacy affected worker achievement in the labor market. For the JTPA population, higher literacy was associated with greater labor force attachment. Weeks worked, hours worked, and hourly wages were all relevant avenues through which literacy operates to help improve a workers' labor market performance. By contrast, for the ES/UI population, the major impact of literacy is on hourly wages.
- Labor market achievement is far more closely correlated with the level of workplace literacy for JTPA participants than for ES/UI jobseekers. For this reason, literacy training should be particularly helpful for JTPA clients.
- In both population groups, the achievement in the labor market of individuals with little past employment is far more responsive to improved literacy than those with steady employment.
- Much of the advantageous effect of occupational skills on wages and employment is attributable to broad workplace literacy skills that coexist with firm- and job-specific skills.
- A high school diploma serves as an important "credential," thus giving credence to the importance for many young people of the high school diploma itself—over and above being an indicator of substantive knowledge and skills acquired in school.

Determinants of Literacy Levels: Second Report

The second study also attempted to identify factors that determine the workplace literacy of an individual,

¹⁶ Other variables are occupation, high school diploma, work experience, and personal and family characteristics.

and to draw some ideas about ways to improve the literacy of unemployed workers. The study found that:

- Formal schooling was by far the most important factor in determining literacy proficiency.
- There is a strong relationship between the attainment of a high school diploma or GED and labor market achievement.
- Factors that influence the workplace literacy levels of JTPA and ES/UI populations include: (1) schooling; (2) literacy-related activities at home and at work; (3) literacy self-awareness; and (4) parents' educational levels and family involvement in literacy-related activities.
- The importance of family literacy activities at early ages is attested to by statistically significant relationships between literacy-proficiency scores and such factors as participants' mother's schooling and the extent of available reading materials at home in childhood.
- Both the home environment and the workplace offer opportunities to use and improve literacy skills. A general pattern of positive correlation between newspaper reading frequency at home and proficiency scores was noted, along with a negative correlation between intensity of television watching and proficiency scores.

Conclusions and Recommendations

The following conclusions and recommendations are drawn from the two studies:

- Large proportions of both the JTPA and ES/UI populations surveyed demonstrated very limited literacy skills. Unless an attempt is made to upgrade the level of literacy skills of these individuals, their success in job training programs may be limited, thus denying them access to the job market.
- The effectiveness of literacy education and training practices can be increased greatly by the use of literacy, as well as "numeracy," training materials that are tied to workplace and real-life contexts.
- Workplace literacy plays a critical role in determining the labor market experience of the workers in both the JTPA and ES/UI population groups. It should be made an integral part of job training.
- Although the level of workplace literacy did not have much impact on the number of weeks worked in a one-year period of ES/UI jobseekers, it did have an impact on those who worked less than a full year. This suggests that there is a need for a targeted workplace literacy training policy for ES/UI jobseekers who had irregular past employment.
- The economic gaps between whites and blacks, and whites and Hispanics, are likely to be reduced by

workplace literacy improvements among minority workers.

- Workplace literacy gains should be considered as a performance measure of individual job training programs. Furthermore, integration of workplace literacy training in job training programs should be accompanied by periodic assessment of program participants, using the Department's recently developed Workplace Literacy Test instrument.
- We need to learn more about the literacy requirements of key job groups or related occupations. By comparing requirements with the literacy levels of the workforce, the need for basic skills training can be determined.

COORDINATING HOUSING AND JOB TRAINING SERVICES

Among a variety of needs, low-income families often face two particularly critical problems: (1) the need for training in skills that will enable them to secure stable and gainful employment; and (2) the need to obtain decent, safe, and affordable housing. Although job training and housing programs address both of these needs, their delivery is often fragmented because of separate legislative authorizations administered by different agencies at the Federal, State, and local levels.

In response to the need for service coordination, the Secretaries of the Departments of Labor and Housing and Urban Development signed a memorandum of understanding in November 1990 that provided a framework for the two Departments to develop and implement cooperative interagency efforts to help homeless and other low-income families and individuals attain independent living and achieve economic self-sufficiency. Among the specific provisions of the agreement was an understanding to develop linkages between public and Indian housing services and job training services.

As a first step in this initiative, the Departments decided to identify and describe existing cooperative efforts that link JTPA and other services with local housing initiatives.

A review of these efforts revealed that there are many ways to successfully link the job training and housing assistance needs of low-income families.¹⁷

Methodology

In order to identify local efforts to be considered for inclusion in a "best practices" report, regional offices of

¹⁷ *Coordination of Housing and Job Training Services: A Review of Best Practices in 12 Cities* (Rockville, Md.: Westat, Inc., 1992).

the two Departments identified a number of noteworthy programs that linked JTPA Title II-A services with local public housing and other housing assistance programs financed by HUD. The Departments also asked employment and training and housing professionals for their suggestions regarding examples of effective coordination. As a result of these efforts, 30 local programs were selected for further consideration as best practice models.

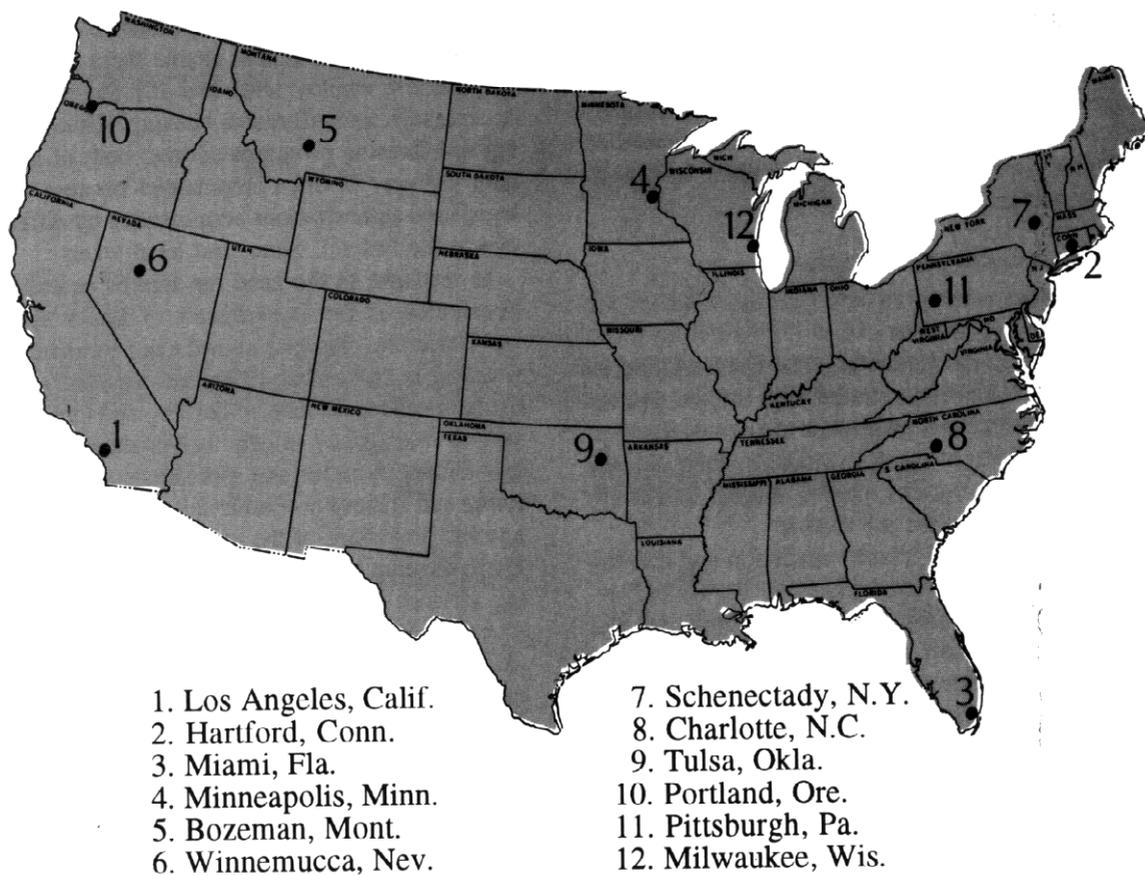
The two Departments subsequently selected 12 of these programs as best practice examples and compiled information about their background, mission, clients, activities and services, linkage arrangements, funding, man-

agement, results, local factors, and lessons for the future for each program.

Site Profiles

The 12 site profiles in the report represent a wide variety of "best practice" approaches to job training and housing coordination for low-income families and individuals. The sites ranged from major cities, which tend to have larger, more complex programs, to smaller rural areas that may have more limited resources. Chart 8 shows the location of the programs highlighted in the report.

Chart 8. Location of Best Practice Sites



Source: *Coordination of Housing and Job Training Services: A Review of Best Practices in 12 Cities* (Rockville, Md.: Westat, Inc., 1992).

Several of the programs offered a "one-stop shopping" approach that provided for the colocation of multiple service providers on-site at public housing projects, while other programs offered a combination of on-site and off-site services. Some programs actively targeted public housing residents, others featured "treatment contracts" between service providers and clients (an employability plan that serves as a contract specifying steps the applicant will take to qualify for employment, meeting the goals of both the program and the participant), and some developed less formal individualized service plans.

A variety of coordination arrangements were noted in the study—from formal contracts and memoranda of understanding among agencies, to informal agreements among various organizations.

In addition to using State and local funding, as well as some funds from the private sector and nonprofit organizations, a variety of Federal funding sources were used to operate housing and training coordination efforts. These included JTPA Title II-A funds and Community Development Block Grants, JOBS funds, the Perkins Vocational Education Act program funds, and in one case, Anti-Drug Act funds.

While programs profiled in the report shared the broad objective of achieving employment and economic self-

sufficiency for low-income families, they varied considerably in the way services are planned, coordinated, and delivered. Although "lessons learned" varied from project to project, certain themes recur:

- Child care is considered critical to success because clients are often women with dependent children. Transportation assistance is also important.
- People living in public housing face multiple barriers to employment. As a result, coordinated programs enlist the participation of service-providing agencies in many fields. Many believe that case management helps to ensure that clients receive an appropriate mix of services in a coherent fashion.
- On-site service delivery enhances the success of programs located at public housing developments. Several of the programs studied offered a "one-stop shopping" approach for providing services which appeared to be more effective in meeting clients' needs.
- Commitment and communication among service providers is important in bringing a variety of resources to bear on the problems of this target group. The most successful programs were characterized by the extensive resources which were made available to clients.

**ANNOTATED BIBLIOGRAPHY
OF RESEARCH AND
EVALUATION REPORTS
COMPLETED DURING
PROGRAM YEARS 1985-92**

ANNOTATED BIBLIOGRAPHY

The following is a bibliography of research and evaluation reports completed or reviewed by ETA from PY 1985 through PY 1992 (July 1985 through June 1993). Each report is listed by title, contractor/grantee, and contract/grant number (as appropriate).

Many of the reports are available free from ETA's Office of Policy and Research, Room N-5637, 200 Constitution Avenue, N.W., Washington, D.C. 20210. Most are also available in paper or microfiche through the National Technical Information Service (NTIS), Operations Division, Springfield, Va. 22151, (703) 487-4650. NTIS numbers are provided for reports.

Access of Female Workers to On-the-Job Training—University of Kentucky, 1989. Examines the impact of OJT on gender wage differences.
Grant Number: 99-8-3435-75-002-02
NTIS Number: PB 90-205352/AS

Administrative and Policy Studies of Unemployment Insurance Qualifying Requirements—The Policy Research Group, Inc., 1985. Analyzes various State UI qualifying requirements in terms of distribution of benefits, costs, and paperwork burden.
Contract Number: 20-11-82-26
NTIS Number: PB 86-104544/AS

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Contract Number: 99-6-0584-77-066-01

Alternative Methods for Evaluating the Impact of Training on Earnings—Economics Research Center, University of Chicago, 1983. Considers the problems of estimating the impact of training on earnings.
Contract Number: 20-17-82-20

America and the New Economy—American Society for Training and Development, 1991. Examines the impact of changing competitive standards, new technologies,

and emerging organizational structures on jobs and skill requirements in the American workplace.
Grant Number: 99-6-0705-75-079-02
NTIS Number: PB 91-219527

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Contract Number: 20-06-82-22

An Analysis of the Impact of CETA Programs on Participants' Earnings—SRI International, 1984. Estimates the net impact of CETA programs on participants' post-program earnings.
Contract Number: 20-06-82-21

An Analysis of Pooled Evidence from the Pennsylvania and Washington Reemployment Bonus Demonstrations (Unemployment Insurance Occasional Paper 92-7)—Mathematica Policy Research, Inc., 1992. Analyzes the experience of a merged sample of unemployment insurance claimants in two demonstrations that tested reemployment bonuses for unemployed workers.
Contract Number: 99-7-0805-04-137-01
NTIS Number: PB 93-160703

An Analysis of UI Trust Fund Adequacy—ICF Incorporated, 1987. Analyzes State benefit financing in the unemployment insurance system and suggests alternative measures of adequacy of the UI Trust Fund.
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An Assessment of Alternative Comparison Group Methodologies for Evaluating Employment and Training Programs—Mathematica Policy Research, Inc., 1984. Provides an empirical assessment of the reliability of net program impact estimates.

Contract Number: 20-11-82-15

Assessment of the Implementation and Effects of the JTPA Title V Wagner-Peyser Amendments—Phase II Final Report—Macro Systems, Inc., 1985. Process study assessing the effects of the Job Training Partnership Act Title V amendments during PY 1984. The report is based primarily upon interviews with officials in 16 States and 31 SDAs.

Contract Number: 99-4-576-77-081-01

NTIS Number: PB 86-169604/AS

An Assessment of the JTPA Role in State and Local Coordination Activities—James Bell Associates, 1990. Assesses the role of program coordination in enhancing JTPA program effectiveness and efficiency. The report identifies major strategies and characteristics of coordination; assesses relative advantages and disadvantages of coordination; identifies factors which are effective in promoting and enhancing coordination; and assesses legal, administrative, and other barriers to coordination.

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tions—The Urban Institute, 1990. Incorporates a literature review, employer interviews, and an assessment of all available skill-measurement tests. Identifies skills that employers highly value.

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Grant Number: 99-6-0705-75-079-02

NTIS Number: PB 89-181754/AS

Best Practices: What Works in Training and Development (Basic Skills Manual)—American Society for Training and Development, 1989. Companion manual to the Basic Skills text (above). Provides practical information for employers and trainers on how to set up workplace basics programs. The model identified in the text is the basis for the step-by-step process that is the "blueprint for success" in the manual.

Grant Number: 99-6-0705-75-079-02

NTIS Number: PB 89-181747/AS

Best Practices: What Works in Training and Development (Organization and Strategic Role)—American Society for Training and Development, 1989. Identifies who receives training in America and how training is structured, financed, and connected to the strategic goals of employers. Suggests practical methods for connecting training to employer goals and for influencing strategic decision-making.

Grant Number: 99-6-0705-75-079-02

NTIS Number: PB 89-181762/AS

Best Practices: What Works in Training and Development (Technical Training)—American Society for Training and Development, 1989. Provides an understanding

of America's technical workforce, the learning systems that keep the workforce well-skilled, and how corporations are managing their technical training needs.
Grant Number: 99-6-0705-75-079-02
NTIS Number: PB 89-223713/AS

Beyond the School Doors: The Literacy Needs of Job Seekers Served by the U.S. Department of Labor—Educational Testing Service, 1992. Describes the literacy needs of participants in ETA-administered programs—JTPA, Employment Service, and unemployment insurance.

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Building a Job Service for the Year 2000: Innovative State Practices—Interstate Conference of Employment Security Agencies, 1989. Analyzes innovative State Job Service practices in four general areas: improving the job match process, developing applicant jobseeking skills, recruiting workers in a labor-short economy, and improving the efficiency of public training and employment programs through a cooperative service delivery system.

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Case Studies of Exemplary Dislocated Worker Programs—CSR Incorporated, 1986. Provides descriptions of 10 projects operated under Title III of JTPA.

Contract Number: 9-5-2224-61-019-01

Case Studies of JTPA Title III Projects Serving Workers Dislocated from the Steel and Copper Industries—CSR Incorporated, 1986. Describes five JTPA Title III projects serving workers dislocated from the steel and copper industries.

Contract Number: 99-5-2224-61-019-01

Child Care and the Labor Supply of Married Women—David Christopher Ribar (Doctoral Dissertation), Brown University, 1990. Uses information from the Survey of Income and Program Participation to provide labor supply and cross-section child care data. Examines family demands for child care services and presents a conceptual child care and labor supply model.

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The Decline in Unemployment Insurance Claims Activity in the 1980s (Unemployment Insurance Occasional Paper 91-2)—The Urban Institute, 1991. Analyzes the decline in unemployment insurance reciprocity during the 1980s. Presents background information about the decline, reviews previous literature, describes new survey data on UI receipt, presents a statistical analysis of new survey data, and discusses some of the reasons for the decline in benefit reciprocity.

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Development of Employment Service Performance Standards for Sub-State Areas—Abt Associates, Inc., 1985. Concerned with updating the existing State-level performance standards model and applying the model to substate areas.

Contract Number: 20-25-82-09
NTIS Number: PB 86-144896/AS

Dilemmas in Youth Programming: Findings from the Youth Research and Technical Assistance Project—Volumes I and II—Brandeis University and Public/Private Ventures, 1992. Two-volume report presents findings of 10 studies of youth programs. Provides insight into the types of programs, services, and techniques that best prepare young people for jobs and careers; discusses strategies of governance and management that offer the greatest opportunity for effective delivery of training and

employment services for young people; and lists factors regarding youth, their environment, and the labor market that must be addressed in providing services to youth.
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Contract Number: 82-39-72-21
NTIS Number: PB 86-144995/AS

Economic Change and the American Workforce—Jobs for the Future, Inc., 1992. An executive summary of findings from a three-volume study of the economic and employment dynamics in four States that are broadly representative of the United States. Defines specific employment and training issues associated with the new economic era and provides suggestions for meeting new workplace demands.
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Employer-Supported Child Care: Measuring and Understanding Its Impacts on the Workplace—Berkeley Planning Associates, 1989. Investigates the relationship between child care and productivity and includes a review of the literature. Contains case studies of seven firms deciding to provide child care for employees, traces the decision-making process leading firms to become involved in child care, and provides an evaluation design by which to assess results.
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Enhancing Literacy for Jobs and Productivity—Council of State Policy and Planning Agencies (now known as the Council of Governors' Policy Advisors), 1989. Provides guidance to States and organizations interested in developing statewide coordinated policies aimed at raising workforce literacy levels.
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NTIS Number: PB 86-163144/AS

Evaluation of the Impacts of the Washington Alternative Work Search Experiment (Unemployment Insurance Occasional Paper 91-4)—Battelle Human Affairs Research Centers, 1991. Describes findings from an experimental evaluation of the effectiveness of four alternative work search approaches in the UI program.

Contract Numbers: 91-PS-067 and 86-PS-29

NTIS Number: PB 91-198127/AS

Evaluation of the Implementation of Performance Standards Under JTPA Title II-A—Centaur Associates, Inc., 1987. Describes the standards used to evaluate program management and the strengths and weaknesses of the performance management system, among other items.

Contract Number: 99-5-3348-77-050-01

Evaluation of Job Corps' Pilot Project to Include 22- to 24-Year Olds—Executive Resource Associates, Inc., 1987. Studies the value of serving 22- to 24-year-olds in Job Corps.

Contract Number: 99-6-2746-35-011-01

An Evaluation of Short-Time Compensation Programs—Mathematica Policy Research, Inc., 1986. Analyzes the effects of short-time compensation programs on employment stability of workers and demands on the Unemployment Insurance Trust Fund.

Contract Number: 99-3-0805-77-117-01

NTIS Number: PB 86-167616/AS

Evaluation Study of the Senior Community Service Employment Program—Centaur Associates, Inc., 1986.

Assesses the ability of the SCSEP program to reach and serve target groups, provides a process description of the program, and describes satisfaction of participants and host agencies.

Contract Number: 99-5-3333-77-021-01

An Examination of Declining UI Claims During the 1980s (Unemployment Insurance Occasional Paper 88-3)—Mathematica Policy Research, Inc., 1989. Describes factors contributing to the decline in the number of initial claims in the 1980s.

Contract Number: 99-6-0805-04-097-01

NTIS Number: PB 89-160048/AS

Experience Rating in Unemployment Insurance: Some Current Issues (Unemployment Insurance Occasional Paper 89-6)—U.S. Department of Labor, Unemployment Insurance Service, 1989. Looks at experience rating in unemployment insurance by defining important experience rating concepts, reviewing four associated issues, examining the degree of experience rating, and critiquing an analysis of the system conducted by the Department of Labor.

NTIS Number: PB 90-216656

The Extent and Pattern of Joblessness Among Minority Men—SRI International, 1989. Documents and analyzes the disparity in the labor market performance of black and Hispanic men vis-a-vis white men, focusing specifically on labor force participation, unemployment, and hours of work during a year.

Contract Number: 99-8-3055-75-080-01

NTIS Number: PB 89-218671/AS

Fairness in Employment Testing: Validity Generalization, Minority Issues, and the General Aptitude Test Battery—National Research Council, 1989. Investigates various aspects of the General Aptitude Test Battery related to accuracy and fairness.

Contract Number: 99-7-3239-98-101-01

Fifty Years of Unemployment Insurance—A Legislative History: 1935-1985—U.S. Department of Labor, Employment and Training Administration, 1986. Provides the background, framework, and detailed legislative history of the Federal-State unemployment insurance system.

NTIS Number: PB 87-179834/AS

Financial Incentives for Employer-Provided Worker Training: A Review of Relevant Experience in the U.S. and Abroad—The Urban Institute, 1990. Explores several incentives, such as tax credits, direct government

grants, and mandatory training programs, that could be used to encourage employers to provide additional training for their employees.

Contract Number: 99-9-0421-75-081-01

NTIS Number: PB 91-212373

Finishing Up with Pride: A Case Study in Early Intervention Assistance for Tennessee Copper Miners—Annapolis Economic Research, 1989. Describes advance notification in connection with the Tennessee Chemical Company's mass layoff in 1987. The case study shows that early intervention assistance, when coupled with union and company support, can significantly increase the number of workers who can be assisted in their reemployment efforts.

Contract Number: 99-8-4521-75-007-04

FIRMSTART: An Examination of Self-Employment—Corporation for Economic Development, 1989. Provides research on and policy analysis of the viability of self-employment for people who are unemployed or have low incomes. Produced as a joint effort of three States—Massachusetts, Michigan, and New Jersey.

Grant Number: 99-8-3394-98-001-02

Flexible Employment, Contingent Work: Implications for Workers' Benefits—Columbia University, 1990. Presents findings from research on whether, and how, employers modify work schedules, the terms of employment, and nonwage benefits in response to changes in labor demand and labor supply conditions. Discusses various aspects of "contingent" work, which is defined as self-employment, part-time work, and temporary work.

Contract Number: 99-8-0422-75-067-01

NTIS Number: PB 92-236033

A Guide to Assessing the Benefits and Costs of Employer Child Care Assistance—Berkeley Planning Associates, 1989. Assists employers and managers to reach decisions about whether child care benefits are appropriate for their organizations and, if so, which types of benefits are most appropriate. For employers who already provide support for child care, the guidebook assists in determining the best approach to evaluating employer efforts.

Contract Number: 99-8-3229-075-01

NTIS Number: PB 90-225285/AS

A Guide to High School Redirection—High School Redirection, 1991. Provides information about High School Redirection, an alternative high school in New York that helps dropouts or potential dropouts complete their education. Discusses the school's philosophy, student popu-

lation, admissions policies, staff, administrative structure, budget, operations, and discipline. Provides information on replication efforts in seven sites.

Purchase Order Number: 99-8-4671-75-010-04

NTIS Number: PB 91-219501

Health Status and Work Activity of Older Men: Events-History Analyses of Selected Social Policy Issues—The Ohio State University, 1985. Describes the effects of health, longevity, ethnicity, inherited factors, occupation, and job satisfaction on decisions to retire or remain employed.

Contract Number: 82-39-72-21

NTIS Number: PB 85-235497/AS

Hispanics and the American Dream: An Analysis of Hispanic Male Labor Market Wages. Part of a two-volume report. See *The Emerging Hispanic Underclass*.

How Workers Get Their Training—U.S. Department of Labor, Bureau of Labor Statistics, 1985. Describes sources and uses of training to obtain jobs. Contains information useful in career guidance and planning education and training programs.

ICD Survey II: Employing Disabled Americans—International Center for the Disabled, 1987. Describes the responses of top managers and line supervisors to questions on hiring policy and practices, experiences with disabled employees, and attitudes concerning reasons for not hiring disabled workers; the survey also suggests further actions to promote their hiring.

Grant Number: 99-6-3396-98-073-02

Impact of Advance Notice Provisions on Postdisplacement Outcomes—Boston University, 1990. Examines the extent to which advance notice eases adjustment problems for workers displaced from their jobs due to plant closings and permanent layoffs.

Contract Number: 99-8-2152-95-082-01

NTIS Number: PB 90-226648/AS

Impact Study of the Implementation and Use of the Targeted Jobs Tax Credit Program—Macro Systems, Inc., 1986. Five volumes plus overview and summary. Looks at the effectiveness of the Targeted Jobs Tax Credit and describes its short-term net impact on four target groups: disadvantaged youth, welfare recipients, veterans, and handicapped persons.

Contract Number: 99-4-576-77-091-01

Implementation of the Job Training Partnership Act: Final Report—Westat, Inc., 1985. Studies the imple-

mentation period of JTPA Titles II-A and III during the first nine months of PY 1984.

Contract Number: 99-3-0584-75-104-01

NTIS Number: PB 85-198661

Implementing the National JTPA Study—Manpower Demonstration Research Corporation, 1990. Reviews various technical aspects of the implementation of the National JTPA Study.

Contract Number: 99-6-3356-77-061-01

Improving the Quality of Training Under JTPA—Berkeley Planning Associates and SRI International, 1989. Examines the quality of training provided to adults under JTPA Title II-A. Forty-three occupational training programs were visited in 15 randomly selected SDAs.

Contract Number: 99-8-3229-75-087-01

NTIS Number: PB 91-212143

Intake Systems for Dislocated Worker Programs: Matching Dislocated Workers to Appropriate Services—CSR Incorporated, 1986. Concerned with intake systems for controlling the flow of eligible applicants for programs funded under Title III of JTPA.

Contract Number: 99-5-2224-61-019-01

International Trade and Worker Dislocation: Evaluation of the Trade Adjustment Assistance Program—Mathematica Policy Research, Inc., 1993. Offers findings from a study of the prelayoff characteristics and postlayoff labor market experiences of Trade Readjustment Allowance recipients and describes the training provided under the program based on data obtained from nationally representative samples of Trade Adjustment Assistance trainees.

Contract Number: 99-9-0805-75-071-01

Interorganizational Partnerships in Local Job Creation and Job Training Efforts: Six Case Studies—Cosmos Corporation, 1989. Presents examples of best practices in linking local resources and organizations to job creation and job training initiatives.

Contract Number: 99-8-4700-75-064-01

NTIS Number: PB 90-131392/AS

Issues for Active State Management of the JTPA Title III Grant—Westat, Inc., 1986. A guide for State planners and managers on the grant management process for Title III.

Contract Number: 99-5-2224-61-019-01

The Jacksonville Experience: Building on Success—MDC, Inc., 1988. Examines the JTPA summer youth

program operated by the City of Jacksonville, Fla., during 1986 and 1987. The city's program was one of the first summer programs to combine classroom basic education and work experience.

Grant Number: 99-6-3393-77-068-02

Job Corps: Evaluation of Computer-Assisted Instruction Pilot Project—Shugoll Research, Inc., 1989. Assesses the impact of computer-assisted instruction on Job Corps members' academic performance and behavior.

Contract Number: 99-6-4524-77-073-01

NTIS Number: PB 89-218580/AS

Job Corps Process Analysis—Macro Systems, Inc., and Mathematica Policy Research, Inc., 1985. Pulls together information on components of, and services associated with, the program, and documents how they operate at specific centers and support agencies.

Contract Number: 99-4-805-75-64-01

Job Development for Dislocated Workers—CSR Incorporated, 1986. Provides Title III program operators with guidance regarding the technical issues entailed in the design and implementation of dislocated worker programs.

Contract Number: 99-5-2224-61-019-01

Job Displacement and Labor Market Mobility—University of Massachusetts, 1990. Examines labor market mobility of dislocated workers using an analysis of matching data from the 1984, 1986, and 1988 Displaced Worker Supplements to the Current Population Surveys of the same years.

Contract Number: 99-8-3481-75-085-01

NTIS Number: PB 90-218660/AS

Job Placement Systems for Older Workers—National Caucus and Center on Black Aged, Inc., 1987. Two volumes. Describes participant characteristics, services provided, and employment outcomes for a sample of JTPA three percent set-aside programs. The study also provides 23 case studies of training and employment programs for older workers, and advice on designing and managing a job placement system for older workers. Interagency agreement with the U.S. Department of Health and Human Services, Office of Human Development Services, Administration on Aging.

NTIS Number: PB 90-205311/AS

Job Training for the Homeless: Report on Demonstration's First Year—R.O.W. Sciences, Inc., 1991. Describes and analyzes the first year of operations of the Job Training for the Homeless Demonstration Program.

Emphasizes the need for a diversified and coordinated approach to serving the needs of the homeless population.
Contract Number: 99-9-4806-79-023-01
NTIS Number: PB 92-163765

JOBSTART: Net Impact Study—Manpower Demonstration Research Corp., 1991. Identifies results of a followup of JOBSTART participants over a three-year period. Assesses the impact of JOBSTART projects which provided remedial education, skills training, job counseling, and placement assistance within the JTPA system to dropout youths.

Grant Number: 99-6-3356-75-003-02

JTPA Staffing and Staff Training at the State and SDA Levels—Berkeley Planning Associates, 1991. Summarizes the educational background, experience, and skills of JTPA staff at the State and local levels and examines JTPA staff capabilities, the adequacy of existing staff training, and unmet staff training needs.

Contract Number: 99-8-3229-75-079-01

NTIS Number: PB 91-219543/AS

JTPA Title II-A Participants Who Were Receiving Public Assistance at Program Application: New Enrollees and Terminees During PY 1984—Westat Inc., 1986. Describes the new enrollees and terminees who were receiving public assistance at the time of entry into JTPA Title II-A programs.

Contract Number: 99-6-0584-75-083-01

JTPA Title II-A Participants Who Were School Dropouts at Program Application: Program Year 1986—Westat, 1988. Summarizes the characteristics and experiences of dropouts who participated in JTPA programs.

Contract Number: 99-6-0584-75-083-01

JTPA Title II-A and III Enrollments and Terminations During Program Year 1988—Westat, Inc., 1990. Summarizes the characteristics and experiences of persons who participated in training programs authorized under Title II-A and Title III of JTPA during PY 1988. Data were obtained from the Job Training Quarterly Survey.

Contract Number: 99-0-0584-75-013-01

The Jump Start to Language Power Program Pilot Study (Phase II: Gary Job Corps Center and Clements Job Corps Center)—Helen G. Cappleman, 1988. Compares Job Corps' Jump Start experimental reading program with the regular program, and offers evidence that the Jump Start program enhances Corps members' reading performance and attitude toward reading.

Contract Number: 99-6-4488-35-014-01

Kansas Nonmonetary Expert System Prototype (Unemployment Insurance Occasional Paper 90-1)—Evaluation Research Corporation, 1990. Reviews various steps involved in developing the Nonmonetary Expert System Prototype in Kansas.

Contract Number: 99-7-4646-04-142-01

NTIS Number: PB 90-232711

Labor Market Information: An Agenda for Congress—Northeast-Midwest Institute, 1988. Evaluates the adequacy of currently available labor market information as the basis for lawmaking and policy decisions.

Grant Number: 99-8-3436-75-003-02

NTIS Number: PB 91-111690/AS

Labor Market Information: A State Policymaker's Guide—Northeast-Midwest Institute, 1988. Describes and assesses labor market information sources and programs of interest to State policymakers.

Grant Number: 99-8-3436-75-003-02

NTIS Number: PB 91-111740

Labor Shortage Case Studies: Final Report—James Bell Associates and Lewin-ICF, 1992. Provides case studies of supply and demand in four occupations—special education teachers, home health care workers, electrical/electronic engineers, and tool and die workers. Indicates why labor shortages may develop in these occupations; discusses adjustments that employers and workers make in response to the shortages; describes symptoms and likely consequences of labor shortages; and explains why they may persist for extended periods.

Contract Number: 99-9-4710-75-077-01

NTIS Number: PB 94-144334

Launching JOBSTART: A Demonstration for Dropouts in the JTPA System—Manpower Demonstration Research Corporation, 1987. Describes the initial results of the JOBSTART demonstration in 13 sites, all of them funded primarily through the JTPA system.

Grant Number: 99-6-3356-75-003-02

Leadership in Appellate Administration: Successful State Unemployment Insurance Appellate Operations (Unemployment Insurance Occasional Paper 89-7)—U.S. Department of Labor, Employment and Training Administration, 1989. Presents findings of a project which reviewed 15 State UI appeals units to document the administrative practices and procedures used to promptly decide unemployment insurance appeals.

NTIS Number: PB 90-161183/AS

Learning a Living: A Blueprint for High Performance. A SCANS Report for America 2000—U.S. Department

of Labor, Secretary's Commission on Achieving Necessary Skills, 1992. Calls for a reorganization of education and work to close the skills gap and prepare the workforce for the future. Identifies three areas that must change, and lists several recommendations to bring about this change. Final report of commission.

Government Printing Office Stock Number: 029-000-00440-4

NTIS Number: PB 93-107449

The Learning Disabled in Employment and Training Programs—The Urban Institute, 1991. Provides estimates of the extent to which adults eligible for JTPA and other education, employment, and training programs normally identified as "functionally illiterate" are learning disabled. Discusses methods of testing and assessment to identify learning disabilities in adults and presents policy recommendations for serving this population in training and employment programs.

Contract Number: 99-9-0421-75-081-01

NTIS Number: PB 92-163781

The Learning Enterprise—American Society for Training and Development, 1989. Summarizes information obtained from a 30-month research effort which explored public and private training practices. Summarizes diverse data that were obtained during the research effort.

Grant Number: 99-6-0705-75-079-02

NTIS Number: PB 89-218721/AS

Literacy Audit of Maintenance Workers—Interactive Training, Inc., 1990. Reviews findings of a national literacy audit of maintenance worker jobs in multifamily apartment complexes. Presents findings from mail surveys, site visits, and telephone interviews.

Contract Number: 99-8-4704-75-077-01

NTIS Number: PB 90-218785/AS

Long-Term Earnings Effects of the National Supported Work (NSW) Experiment: Evidence for the Youth and AFDC Target Groups—University of Wisconsin, 1991. Investigates the long-term earnings effect of the National Supported Work experiment on recipients of Aid to Families with Dependent Children. Extends prior evaluations of the NSW's earnings effect by seven years.

Contract Number: 99-1-3605-75-001-04

NTIS Number: PB 92-239664

Low-Wage Jobs and Workers: Trends and Options for Change—Institute for Women's Policy Research for Displaced Homemakers Network, 1989. Analyzes the characteristics of low-wage jobs and workers by industry,

occupation, ethnicity, gender, family status, and other factors over a 10-year period from 1975-1984.

Contract Number: 99-8-2438-75-081-01

NTIS Number: PB 90-204595/AS

Measuring the Effect of CETA on Youth and the Economically Disadvantaged—The Urban Institute, 1984. Describes research using the Continuous Longitudinal Manpower Survey to measure the effect of employment and training programs on youth and the economically disadvantaged.

Contract Number: 20-11-82-19

Measuring the Performance of Job Training Programs in Reducing Welfare Dependency—New York City Department of Employment, 1985. Studies the impact of job training programs on reducing welfare grants.

Contract Number: 21-36-82-04

A Micro Assessment of the Determinants of Productivity in the U.S. Manufacturing Industry—Massachusetts Institute of Technology, 1985. Assesses industry-related productivity factors beyond the control of workers.

Contract Number: 21-25-82-09

NTIS Number: PB 86-154028/AS

Micro Consequences of Macro Policies: Employment Effects of Federal Business Tax Incentives—Duke University, 1985. Analyzes varying effects of Federal taxes across industries and geographic locations.

Contract Number: 21-37-82-19

The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months—Abt Associates, Inc., 1992. Reports on findings from a large-scale study of JTPA in which 20,000 applicants were randomly assigned to participant and control groups. Provides interim estimates of program impact on the employment and earnings of adults and out-of-school youth during the first 18 months after their acceptance into the program.

Contract Number: 99-6-0803-77-068-01

NTIS Number: PB 94-142122

A Net Impact Analysis of Differential Earnings of CETA Participants and Current Population Survey Matched Comparison Groups—College of William and Mary, Department of Economics, 1982. Analyzes the pattern of earnings of CETA participants entering adult-oriented programs in FY 1976.

Grant Number: 24-51-79-02

New Chance: Implementing a Comprehensive Program for Disadvantaged Young Mothers and Their Children—

Manpower Demonstration Research Corp., 1991. Deals with the early experiences of the 16 New Chance sites, factors associated with project implementation, and early results.
Contract Number: 99-9-3356-98-003-02

New Forms of Activity for the Unemployed and Measures to Assist the Creation of Self-Employment; Experiences and Opportunities in Combatting Unemployment (Unemployment Insurance Occasional Paper 93-2)—U.S. Department of Labor, Unemployment Insurance Service, 1993. Presented at a meeting of the General Assembly of the International Social Security Association, examines a variety of programs in 16 countries that combat unemployment by encouraging unemployed workers to become self-employed.
Department of Labor Publication
NTIS Number: PB 94-145299

New Jersey Unemployment Insurance Reemployment Demonstration Project (Unemployment Insurance Occasional Paper 89-3)—New Jersey Department of Labor and Mathematica Policy Research, Inc., 1989. Details the results of a demonstration that provided three different packages of reemployment services to UI recipients to accelerate their return to work.
Cooperative Agreement Number: 99-2325-04-055-05
NTIS Number: PB 90-216714/AS

The New Jersey Unemployment Insurance Reemployment Demonstration Project: Follow-Up Report (Unemployment Insurance Occasional Paper 91-1)—Mathematica Policy Research, Inc., 1990. Summarizes the purpose and features of the New Jersey Unemployment Insurance Reemployment Demonstration, describes the impacts of the program on UI receipt and earnings, and presents a cost-benefit analysis of the demonstration's components.
Contract Number: P31948
NTIS Number: PB 91-160838

On the Use of Expectations Data in Micro Surveys: The Case of Retirement—The Ohio State University, 1985. Tests the accuracy of a retirement prediction model as compared with workers' self-prediction of age of retirement.
Contract Number: 82-39-72-21
NTIS Number: PB 85-235497/AS

Operating Effective Reemployment Strategies for Dislocated Workers—CSR Incorporated, 1986. Addresses the question of what training and employment interventions work best for dislocated workers.

Contract Number: 99-5-2224-61-019-01

Papers and Materials Presented at the Unemployment Insurance Expert System Colloquium, June 1991 (Unemployment Insurance Occasional Paper 92-5)—U.S. Department of Labor, Unemployment Insurance Service, 1992. Presents papers prepared for the Unemployment Insurance Expert System Colloquium in June 1991 which describe demonstration efforts to test and evaluate expert system software to enhance UI services.
NTIS Number: PB 93-202695

Pathways to the Future, Volume 6: A Report on the National Longitudinal Surveys of Labor Market Experience of Youth in 1984—The Ohio State University, 1986. Describes youth training and employment experiences with the Comprehensive Employment and Training Act programs and explores the effects of education and training on earnings.
Contract Number: 82-39-72-21
NTIS Number: PB 86-198918/AS

Pennsylvania Reemployment Bonus Demonstration Final Report (Unemployment Insurance Occasional Paper 92-1)—Mathematica Policy Research, Inc., 1991. Analyzes various aspects of the Pennsylvania Reemployment Bonus Demonstration which tested the effect of alternative reemployment bonuses on the reemployment and unemployment receipts of UI claimants.
Contract Number: 99-7-0805-04-137-01
NTIS Number: PB 93-152684

Policy Evaluation and Review of the Targeted Jobs Tax Credit—TvT Associates, 1991. Based on a review and synthesis of Targeted Jobs Tax Credit literature available as of mid-1991, presents information about the goals of TJTC from various viewpoints; assesses the appropriateness of TJTC as a means of accomplishing identified goals; reviews what is known about the benefits of TJTC; outlines which groups benefit the most and the least from TJTC; reviews the administration of the program; and examines the costs of the program.
Contract Number: 99-0-3588-75-027-01

The Potential Role of Volunteerism in JTPA—The Urban Institute, 1989. Reviews literature and presents information from informal interviews with individuals representing national agencies, associations, and selected JTPA Service Delivery Areas to provide insight into the most promising areas for volunteer involvement in JTPA and methods for and sources of recruitment of volunteers.
Contract Number: 99-9-0421-75-081-01
NTIS Number: PB 91-212365

Practical Guidance for Strengthening Private Industry Councils—CSR, Inc., 1990. Reviews the elements which make an effective Private Industry Council and strategies used by effective PICs in relating their JTPA programs to other organizations and segments of their communities.

Contract Number: 99-8-2224-75-078-01
NTIS Number: PB 91-219535/AS

Productive America—The National Council for Occupational Education, 1990. Focuses on two-year colleges and the role they play in improving workforce productivity and increasing national economic vitality. Examines potential problems of special populations of the future workforce and proposes models for defining workforce needs of employers and for improving two-year college education delivery systems to meet employer needs.

Grant Number: 99-9-3513-75-013-02
NTIS Number: PB 90-226648/AS

Productivity Effects of Worker Participation in Decision-Making and Profits: Statistical Estimation from the Example of Worker-Owned Firms in Plywood Manufacturing—University of Idaho, 1984. Compares productivity of employee-owned and managed plywood plants with similar plants having traditional ownership and management.

Contract Number: 21-16-80-28
NTIS Number: PB 86-144797/AS

A Profile of JTPA Enrollments—Westat, Inc., 1989. Presents information from the longitudinal interview component of the Job Training Quarterly Survey to describe characteristics of persons served by JTPA and to compare these individuals with subgroups of participants, with persons served by earlier programs, and with the population eligible for JTPA.

Contract Number: 99-6-0584-75-083-01

Profiling the Literacy Proficiencies of JTPA and ES/UI Populations—The Educational Testing Service, 1992. Captures detailed information on individuals in JTPA and ES/UI programs and measures literacy skills in three areas: prose comprehension, document literacy, and quantitative skills.

Contract Number: 99-8-3458-75-052-01
NTIS Number: PB 93-169209

Referral of Long-Term Unemployment Insurance (UI) Claimants to Reemployment Services (Unemployment Insurance Occasional Paper 89-2)—Macro Systems, Inc., 1989. Addresses the feasibility of identifying and targeting services to long-term UI claimants who need

reemployment services and have reached the later stages of their UI benefit period.

Contract Number: 99-6-0576-04-096-01
NTIS Number: PB 89-153100/AS

Reemployment Services to Unemployed Workers Having Difficulty Becoming Reemployed (Unemployment Insurance Occasional Paper 90-2)—U.S. Department of Labor, Employment and Training Administration, 1990. Compiles information about State programs that utilize the unemployment insurance system to provide reemployment services or benefits to unemployed workers having difficulty becoming reemployed.

NTIS Number: PB 91-106849

A Report Card on Special Education: International Center for the Disabled Survey III—Louis Harris and Associates for the International Center for the Disabled, 1989. Presents results of a survey of public school educators, handicapped students, and parents of handicapped students designed to determine how well the Nation's special education system serves the needs of handicapped students.

Grant Number: 99-7-3396-98-021-02

Report on Benefits to Employers Providing On-Site Child Care Centers, Flexible Spending Accounts for Dependent Child Care Costs or Child Care Resource and Referral Services—State of Wisconsin, 1989. Contains selected data related to Wisconsin's Response to Families and Work report.

Contract Number: 99-8-3482-75-086-01
NTIS Number: PB 90-218728

Report on Policy Academy on Families and Children At Risk—Council of Governors' Policy Advisors, 1992. Describes the Family Academy and its purpose, reviews the results of the efforts of Family Academy teams established in 10 States, discusses challenges associated with collaborative, strategic policy development and how States meet these challenges, and provides guidance to Governors in designing policies to improve outcomes for people in health, education, training and employment, self-sufficiency, and family functioning.

Contract Number: 99-9-3415-98-022-01
NTIS Number: PB 92-226364

Review of Participant Characteristics and Program Outcomes for the First Eleven Quarters of JTPA Operation (October 1983-June 1986)—Westat, Inc., 1987. Identifies patterns in JTPA Titles II-A and III program participation and outcomes over 11 quarters, starting with Transition Year 1984.

Contract Number: 99-6-0584-75-083-01

The St. Louis Metropolitan Reemployment Project: An Impact Evaluation—Abt Associates, 1991. Estimates the net impacts of the St. Louis Metropolitan Reemployment Project, a JTPA Title III program, on participants' subsequent earnings, receipt of unemployment insurance benefits, and reemployment. Describes differences in the project's impacts based on the types of services received by program participants.

Contract Number: 99-6-0803-77-074-01

SCANS Blueprint for Action: Building Community Coalitions—U.S. Department of Labor, Employment and Training Administration, 1992. Provides more than 100 examples of how recommendations of the Secretary's Commission on Achieving Necessary Skills are being implemented around the country.

School-to-Work Connections: Formulas For Success—U.S. Department of Labor, Employment and Training Administration, 1992. Offers guidelines on how to set up school-employer partnerships based on how others have planned, organized, operated, promoted, and funded their programs.

NTIS Number: PB 92-199231

The Secretary's Seminars on Unemployment Insurance (Unemployment Insurance Occasional Paper 89-1)—Mathematica Policy Research, Inc., 1989. Contains background documents and summaries of discussions at three Secretary's seminars held in 1988 which addressed the widening gap between total and insured unemployment; the tradeoffs between the income maintenance and reemployment goals of the UI system as they pertain to choosing potential UI duration policies; and alternative uses of UI.

Contract Numbers: 99-6-0805-04-097-01; 99-7-0805-04-138-01 and 99-7-3434-04-006-05

NTIS Number: PB 90-216649/AS

Sectoral Change and Worker Displacement—National Bureau of Economic Research, 1990. Provides a comprehensive view of worker displacement and its role in the evolution of unemployment patterns over the past 25 years.

Contract Number: 99-8-4518-75-083-01

NTIS Number: PB 90-21923/AS

Self-Employment Programs for Unemployed Workers (Unemployment Insurance Occasional Paper 92-2)—U.S. Department of Labor, Employment and Training Administration, 1992. Provides an overview of the self-

employment option for unemployed workers who receive unemployment insurance payments, reviews two self-employment demonstration projects to test the feasibility of implementing self-employment programs for the unemployed, and analyzes policies related to self-employment.

NTIS Number: PB 92-191626/AS

Shifts in Income Segmentation by Education Level—Boston University, 1989. Uses Current Population Survey data for May 1973 and March 1987 to analyze the changing inequality of wage rates and of shifts in the education-income stratification of workers.

Contract Number: 99-8-2152-75-081-01

NTIS Number: PB 90-219221/AS

Short-Time Compensation: A Handbook of Basic Source Material—U.S. Department of Labor, Employment and Training Administration, 1987. Provides a ready reference for persons interested in short-time compensation programs.

NTIS Number: PB 88-163589

Skills and Tasks for Jobs: A SCANS Report for America 2000—U.S. Department of Labor, Secretary's Commission on Achieving Necessary Skills, 1991. Serves as a resource for educators and employers to use in developing curriculum to teach the SCANS competencies and foundation skills and to understand how SCANS know-how is used in specific jobs.

Government Printing Office Stock Number: 029-000-00433-1

NTIS Number: PB 92-181379

Strengthening Programs for Youth: Promoting Adolescent Development in the JTPA System—Public/Private Ventures, 1993. Describes the findings of an investigation of methods for strengthening youth programs. Presents findings of a panel of experts on critical developmental areas in the lives of young people, provides an overview of four background research papers on various youth issues, and describes some exemplary youth programs.

Contract Number: 99-0-1879-75-053-01

Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act—Phase II: Responsiveness of Services—Social Policy Research Associates, Berkeley Planning Associates, and SRI International, 1993. A followup to a Phase I study of how States and substate areas implemented the key features of the Economic Dislocation and Worker Adjustment Assistance Act. Presents findings on how EDWAA

programs operated at the State, substate, and service provider levels during PY 1990.

Contract Number: 99-9-3104-98-084-01

Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act—Report on the Survey of Substate Areas—Social Policy Research Associates and SRI International, 1993. Presents findings of a survey of substate areas conducted as part of a study of EDWAA. Provides information about how EDWAA programs are organized, the types of dislocated workers served, the services provided to participants, and the outcomes achieved by EDWAA participants.

Contract Number: 99-9-3104-98-084-1

Study of Federal Funding Sources and Services for Adult Education: Final Report—COSMOS Corporation, 1992. Synthesizes information about adult education programs within the Federal Government that support literacy, basic skills, English-as-a-second language, or adult secondary education. Provides recommendations regarding Federal, State, and local level program coordination.

Contract Number: LC 89-058001 (Department of Education)

Study of the Implementation of the Economic Dislocation and Worker Adjustment Assistance Act—SRI International, 1992. Examines the design and operations of the EDWAA program at the State and substate levels during PY 1989, the year in which the EDWAA legislation was implemented. Provides program information and recommendations to help program operators run more effective programs.

Contract Number: 99-9-3104-98-084

Study of Selected Aspects of Dislocated Worker Programs: Final Report—CSR Incorporated, 1986. Summarizes the principal findings from 15 case studies of JTPA Title III projects.

Contract Number: 99-5-2224-61-019-01

Study of State Management of the Job Training Partnership Act—National Governors' Association, 1988. Examines how States have used the policy and management tools available under JTPA to exert influence on the delivery of employment and training services throughout the Nation. The study focuses on Title II-A programs and the Wagner-Peyser 10 percent set-aside.

Grant Number: 99-6-2189-77-064-01

A Study of Unemployment Insurance Recipients and Exhaustees: Findings from a National Survey (Unem-

ployment Insurance Occasional Paper 90-3)—Mathematica Policy Research, Inc., 1990. Examines the characteristics and behavior of UI exhaustees and nonexhaustees and explores the implications of this examination for policy formulation.

Contract Number: 99-8-0805-75-071-01

NTIS Number: PB 91-129247

Summary of the JTLS Data for JTPA Title II-A Enrollments and Terminations During Program Year 1984—Westat, Inc., 1985. Summarizes the characteristics and experiences of persons who participated in training programs authorized under Title II-A of JTPA. Data were obtained from the Job Training Longitudinal Survey (JTLS).

Contract Number: 99-3-0584-77-137

Summary of the JTLS Data for JTPA Title II-A and III Enrollments and Terminations During Program Year 1985—Westat, Inc., 1986. Summarizes the characteristics and experiences of persons who participated in training programs authorized under Title II-A and Title III of JTPA. Data were obtained from the JTLS.

Contract Number: 99-6-0584-75-083-01

Summary of the JTQS Data for JTPA Title II-A and III Enrollments and Terminations During PY 1986—Westat, Inc., 1987. Summarizes the characteristics and experiences of persons who participated in training programs authorized under Title II-A and Title III of JTPA. Data were obtained from the Job Training Quarterly Survey (JTQS), formerly the JTLS.

Contract Number: 99-6-0584-75-083-01

Summary of the JTQS Data for JTPA Title II-A and III Enrollments and Terminations During PY 1987—Westat, Inc., 1988. Summarizes the characteristics and experiences of persons who participated in training programs authorized under Title II-A and Title III of JTPA during PY 1987. Data were obtained from the JTQS.

Contract Number: 99-6-0584-75-083-01

Summary of Net Impact Results—Westat, Inc., 1984. Summarizes the research done by Westat on the estimation of the net impact of CETA on the postprogram earnings of participants.

Contract Number: 23-24-75-07

Summer Training and Education Program (STEP): Report on the 1986 Experience—Public/Private Ventures, 1987. Describes the results of STEP in five demonstration cities in 1986.

Grant Number: 99-6-3372-75-004-02

The Temporary Help Supply Industry in the U.S.A.—Jewish Employment and Vocational Service, 1989. Focuses on the changing programs and policies in the temporary help supply industry. Considers occupational trends, pay and benefits, recruiting and retention, and industry's ability to provide employment for several targeted groups.

Contract Number: 99-8-3146-75-072-01

NTIS Number: PB 90-218694

Training Partnerships: Linking Employers & Providers—American Society for Training and Development, 1989. Summarizes research conducted by the American Society for Training and Development about partnerships in training and provides an overview of various aspects of training published in four reports.

Grant Number: 99-6-0705-75-079-02

UI Research Exchange (Unemployment Insurance Occasional Paper 88-2)—U.S. Department of Labor, Employment and Training Administration, 1988. Contains a variety of UI research information, including summaries of projects planned, in progress, and completed; financial and legislative developments; a paper on quality control; and a paper which provides an analysis of benefit payments for positive and negative balance employers, by industry, for Fiscal Years 1983 and 1986.

NTIS Number: PB 89-160030/AS

UI Research Exchange (Unemployment Insurance Occasional Paper 89-4)—U.S. Department of Labor, Employment and Training Administration, 1989. Contains a variety of UI research information, including three papers on developing and implementing a form of advanced computer software, called expert systems, in a UI operating environment; the probability that a State unemployment reserve fund will remain solvent; and the work search error claimant profile.

NTIS Number: PB 90-11425/AS

UI Research Exchange (Unemployment Insurance Occasional Paper 90-4)—U.S. Department of Labor, Employment and Training Administration, 1990. Includes announcements and reports on seminars, UI personnel, legislative and financial developments, and descriptions of research projects conducted by State agencies and the UI Service.

UI Research Exchange (Unemployment Insurance Occasional Paper 92-4)—U.S. Department of Labor, Employment and Training Administration, 1992. Contains eight papers on a variety of UI-related topics. Also presents summaries of planned and in-progress research

projects; brief descriptions of seminars, meetings and significant activities; research data and information sources; and financial and legislation developments. Includes a listing of personnel involved in UI research in State Employment Security Agencies, a national and regional UI directory, and a listing of UI Occasional Papers published since 1977.

NTIS Number: PB 93-117968

Unemployment Insurance and Employer Layoffs (Unemployment Insurance Occasional Paper 93-1)—Arizona State University, 1992. Presents findings of the first micro data set which used detailed information from matched firm-worker records to analyze the behavior of firms regarding decisions to lay off workers.

NTIS Number: PB 93-205573

The Washington Reemployment Bonus Experiment Final Report (Unemployment Insurance Occasional Paper 92-6)—W.E. Upjohn Institute for Employment Research, 1992. Analyzes various aspects of the Washington Reemployment Bonus Experiment, which tested the effect of alternative reemployment bonuses on the reemployment and unemployment receipt of UI claimants.

NTIS Number: PB 93-159499

What Work Requires of Schools—Secretary's Commission on Achieving Necessary Skills, U.S. Department of Labor, Employment and Training Administration, 1991. Sets forth the foundation skills and competencies—workplace know-how—that high-performance workplaces require and that high-performance schools should produce.

Government Printing Office Stock Number: 029-000-0433-1

What Works for Dislocated Workers; Final Report—Sociometrics, Inc., 1991. Describes 10 quality JTPA Title III projects considered exemplary based on tailored training, early intervention/voluntary advance notification, labor management cooperation, linkages to trade adjustment assistance and unemployment insurance, and services for female dislocated workers.

Contract Number: 99-8-4690-75-058-01

Wisconsin's Response to Families and Work—State of Wisconsin, 1989. Includes a comparison of three types of child care benefits used in the State of Wisconsin. These include child care centers linked with employer establishments; an employee benefit enabling pretax dollars to be used to purchase child care services; and a child care resource and referral service. Authors describe each model and assess results.

Contract Number: 99-8-3482-75-086-01
NTIS Number: PB 90-218728

Women's Relative Pay: The Factors That Shape Current and Future Trends—The Urban Institute, 1989. Identifies factors that contribute to the improvement in women's pay relative to that of men in the 1980s; analyzes the potential of high-wage, high-growth jobs for increasing women's relative pay; and provides an analysis of the influence of women's intermittent labor force participation as it relates to relative pay.

Contract Number: 99-8-0421-75-066-01
NTIS Number: PB 90-218710/AS

Women's Work, Men's Work: Sex Segregation on the Job—National Academy of Sciences, 1986. Describes wage differentials and occupational segregation of men and women and looks into causes and possible short- and long-range solutions.

Interagency Agreement
National Academy Press Publication

Work Search Among Unemployment Insurance Claimants: An Investigation of Some Effects of State Rules and Enforcement (Unemployment Insurance Occasional Paper 88-1)—Mathematica Policy Research, Inc., 1988. Looks at the effects of work-search rules on the work-search behavior of UI claimants, their job-finding success, and payment error rates.

Contract Number: J-9-M-5-0052
NTIS Number: PB 89-160022/AS

“Worker Displacement in a Period of Rapid Job Expansion: 1983-1987”—U.S. Department of Labor, Bureau of Labor Statistics, *Monthly Labor Review*, May 1990. Presents findings of a survey of displaced workers which was conducted by the Bureau of the Census. Notes that since the

mid-1980s, fewer workers were displaced from their jobs and the reemployment rate among them was higher.

Workforce Quality: Perspectives from the U.S. and Japan—U.S. Department of Labor, Employment and Training Administration, 1990. Summarizes proceedings of a major symposium of Japanese and American officials. Examines successful Japanese practices used to prepare workers for a technologically advanced workplace and discusses ways to apply these practices in the United States.

NTIS Number: PB 92-146539

Workforce 2000: Work and Workers for the Twenty-First Century—Hudson Institute, 1987. Identifies key trends that will characterize the remainder of the 20th century, changes in the composition of the workforce and of jobs, and the major policy challenges ahead.

Grant Number: 99-6-3370-75-002-02

Workplace Basics: The Skills Employers Want—American Society for Training and Development, 1988. Describes six basic skill groups, in addition to reading, writing, and computation, which employers look for in successful workers.

Grant Number: 99-6-0705-079-02
NTIS Number: PB 92-116276

Workplace Literacy and the Nation's Unemployed Workers—U.S. Department of Labor, Office of Strategic Planning and Policy Development, 1993. Offers findings from an analysis of the effects of workplace literacy on the labor market performance of unemployed workers who were studied in the Department's Workplace Literacy Survey in 1990 and identifies the determinants of workplace literacy.

NTIS Number: PB 94-150513

STATISTICAL APPENDIX

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EXPLANATORY NOTES AND HISTORICAL COMPARABILITY OF DATA

This narrative provides explanatory notes for the A, B, C, and D tables of the statistical appendix and explains factors affecting the historical comparability of data.

Introduction

Statistics in the A, B, and C tables of the statistical appendix are compiled from two major sources: (1) household interviews and (2) reports from employers.

Data in the A tables are based on household interviews which are obtained from a sample survey of the civilian noninstitutional population 16 years of age and over. The survey is conducted each month by the Bureau of the Census for the U.S. Department of Labor's Bureau of Labor Statistics (BLS) and provides comprehensive data on the labor force, the employed, and the unemployed, including such characteristics as age, sex, race, family relationship, marital status, occupation, and industry attachment. The survey also provides data on the characteristics and past work experience of those not in the labor force. The information is collected by trained interviewers from a sample of about 60,000 households, representing 729 areas in 1,973 counties and independent cities, with coverage in 50 States and the District of Columbia. The data collected are based on the activity or status reported for the calendar week including the 12th of the month.

Data in the B and C tables are based on establishment records which are compiled each month by the BLS, in cooperation with State agencies. The establishment survey is designed to provide data on nonfarm wage and salary employment, hours, and earnings by industry for the Nation, States, and metropolitan areas. These data are currently based on payroll reports from a sample of about 390,000 establishments employing over 47 million nonfarm wage and salary workers. The data relate to all workers, full- or part-time, who receive pay during the payroll period which includes the 12th day of the month.

Data in the D tables present projections of the U.S. labor force for the period 1992–2005. BLS offers three possible labor force outlooks, based on low-, moderate-, and high-growth assumptions. Although several tables presented in this publication focus on the middle of the three alternatives, which assumes moderate growth, this should not be interpreted as suggesting any greater expectation that the moderate-growth scenario is more likely.

Relationship Between the Household and Establishment Series

The household and establishment data supplement one another, each providing significant types of information that the other cannot suitably supply. Population characteristics, for example, are readily obtained only from the household survey whereas detailed industrial classifications can be readily derived only from establishment reports.

Data from these two sources differ from each other because of differences in definitions and coverage, sources of information, methods of collection, and estimating procedures. Sampling variability and response errors are additional reasons for discrepancies. The major factors which have a differential effect on the levels and trends of the two series are described below.

Employment

A number of factors must be taken into consideration when reviewing statistics on employment: coverage, multiple jobholding, and unpaid absences from jobs.

Coverage. The household survey definition of employment comprises wage and salary workers (including domestics and other private household workers), self-employed persons, and unpaid workers who worked 15 hours or more during the reference week in family-operated enterprises. Employment in both agricultural and nonagricultural industries is included. The payroll survey covers only wage and salary employees on the payrolls of nonfarm establishments.

Multiple jobholding. The household survey provides information on the work status of the population without duplication, since each person is classified as employed, unemployed, or not in the labor force. Employed persons holding more than one job are counted only once and are classified according to the job at which they worked the greatest number of hours during the reference week. In the figures based on establishment reports, persons who worked in more than one establishment during the reporting period are counted each time their names appear on payrolls.

Unpaid absences from jobs. The household survey includes among the employed all persons who had jobs but were not at work during the survey week—that is, were not working but had jobs from which they were temporarily absent because of illness, bad weather, child-care problems, vacation, labor-management disputes, or various other reasons, even if they were not paid by their employers for the time off. In the figures based on payroll reports, persons on leave paid for by the company are included, but not those on leave without pay for the entire payroll period.

For a comprehensive discussion of the differences between household and establishment survey data, see Gloria P. Green's article, "Comparing Employment Estimates from Household and Payroll Surveys," *Monthly Labor Review*, December 1969.

Hours of Work

The household survey measures hours actually worked by all employed persons, whereas the payroll survey measures hours for private production or nonsupervisory workers paid for by employers. In the household survey data, all persons with a job but not at work are excluded from the hours distributions and the computations of average hours. In the payroll survey, production or nonsupervisory employees on paid vacation, paid holiday, or paid sick leave are included and assigned the number of hours for which they were paid during the reporting period.

Earnings

The household survey measures median earnings of wage and salary workers in all occupations and industries in both the private and public sectors. Data refer to the usual earnings received from the worker's sole or primary job. Data from the establishment survey generally refer to average earnings of production and related workers in mining and manufacturing, construction workers in construction, and nonsupervisory employees in the private service-producing industries. For a comprehensive discussion of the various earnings series available from the two surveys, see *BLS Measures of Compensation*, BLS Bulletin 2239.

Historical Comparability

This section describes factors that affect the historical comparability of data.

Change in Lower Age Limit

The lower age limit for official statistics on the labor force, employment, and unemployment was raised from 14 to 16 years of age in January 1967. Insofar as possible, historical series were revised to provide consistent information based on the population 16 years and over. For a detailed discussion of this and other definitional changes introduced at that time, including estimates of their effect on the various series, see "New Definitions for Employment and Unemployment," *Employment and Earnings and Monthly Report on the Labor Force*, February 1967.

Noncomparability of Labor Force Levels

In addition to the changes introduced in 1967, several other periods of noncomparability occurred in the labor force data. Major periods since 1960 are as follows:

(1) Beginning in 1960, the inclusion of Alaska and Hawaii resulted in an increase of about 500,000 in the population and about 300,000 in the labor force. Four-fifths of this increase was in nonagricultural employment; other labor force categories were not appreciably affected. (2) Beginning in 1962, the introduction of data from the 1960 census reduced the population by about 50,000 and labor force and employment by about 200,000; unemployment totals were virtually unchanged. (3) Beginning in 1972, information from the 1970 census was introduced into the estimation procedures, increasing the population by about 800,000; labor force and employment totals were raised by a little more than 300,000; unemployment levels and rates were essentially unchanged. (4) A subsequent population adjustment based on the 1970 census was introduced in March 1973. This adjustment added 60,000 to the labor force and employment totals; unemployment levels and rates were not significantly affected. (5) Beginning in January 1978, the introduction of an expansion in the sample and revisions in the estimation procedures resulted in an increase of about 250,000 in the civilian labor force and employment totals; unemployment levels and rates were essentially unchanged. (6) Beginning in January 1982, the second-stage ratio adjustment methodology was changed in the Current Population Survey estimation procedure. In addition, current population estimates used in the second-stage estimation procedure were derived from information obtained from the 1980 census, rather than the 1970 census. This change caused substantial increases in total population and estimates of persons in all labor force categories. Rates for labor force characteristics, however, remained virtually unchanged. Some 30,000 labor force series were adjusted back to 1970 to avoid major breaks in series. (7) Beginning in January 1986, the introduction of revised population controls added 400,000 to the population and labor force estimates and 350,000 to the employment total. Unemployment levels and rates were not significantly affected. (8) Data for 1994 are not directly comparable with data for 1993 and earlier years because of the introduction of a major redesign of the Current Population Survey (household survey) questionnaire and collection methodology and the introduction of 1990 census-based population controls, adjusted for the estimated undercount. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Labor Force Projections

The D tables in this publication present projections of the U.S. labor force for the period 1992–2005. BLS

offers three possible labor force outlooks, based on low-, moderate-, and high-growth assumptions. Although several tables presented in this publication focus on the middle of the three alternatives, which assumes moderate growth, this should not be interpreted as suggesting any greater expectation that the moderate-growth scenario is more likely. Past evaluations have shown that some elements of the projections will follow one growth path, while other variables will follow another. Some assumptions will certainly fall outside the range shown in the tables. It is impossible to know which of the three outcomes is more likely, either completely or for any particular element in the projections.

Users of the BLS projections should keep in mind that economic and employment projections are filled with uncertainty. Many assumptions must be made regarding the probable behavior of a broad range of variables that

will affect the future course of the U.S. economy. We may be reasonably certain about some of these assumptions, such as the size of the youth population cohort. Other assumptions, such as net annual immigration which has a significant effect on population estimates, are subject to a considerable amount of uncertainty. BLS alternative projections for net immigration range from 880,000 persons to 1,370,000 persons annually over the 1992–2005 period. The projection of women's labor force participation rates—which has been a major source of error in previous projections—assumes a range of 61.4 percent to 65.0 percent in the current alternative scenarios.

What effects do these alternative assumptions have on the projection results? The range in the size of the labor force in 2005 between the low and high projections is nine million.

Table A-1. Employment status of the civilian noninstitutional population 16 years and over, 1960–94 annual averages (numbers in thousands)

| Year | Civilian noninstitutional population | Civilian labor force | | | | | | | Not in labor force |
|----------------------|--------------------------------------|----------------------|-----------------------|----------|--------------|-----------------------------|------------|------------------------|--------------------|
| | | Total | Percent of population | Employed | | | Unemployed | | |
| | | | | Total | Agri-culture | Nonagri-cultural industries | Number | Percent of labor force | |
| 1960 ^a .. | 117,245 | 69,628 | 59.4 | 65,778 | 5,458 | 60,318 | 3,852 | 5.5 | 47,617 |
| 1961 ... | 118,771 | 70,459 | 59.3 | 65,746 | 5,200 | 60,546 | 4,714 | 6.7 | 48,312 |
| 1962 ^a .. | 120,153 | 70,614 | 58.8 | 66,702 | 4,944 | 61,759 | 3,911 | 5.5 | 49,539 |
| 1963 ... | 122,416 | 71,833 | 58.7 | 67,762 | 4,687 | 63,076 | 4,070 | 5.7 | 50,583 |
| 1964 ... | 124,485 | 73,091 | 58.7 | 69,305 | 4,523 | 64,782 | 3,786 | 5.2 | 51,394 |
| 1965 ... | 126,513 | 74,455 | 58.9 | 71,088 | 4,361 | 66,726 | 3,366 | 4.5 | 52,058 |
| 1966 ... | 128,058 | 75,770 | 59.2 | 72,895 | 3,979 | 68,915 | 2,875 | 3.8 | 52,288 |
| 1967 ... | 129,874 | 77,347 | 59.6 | 74,372 | 3,844 | 70,527 | 2,975 | 3.8 | 52,527 |
| 1968 ... | 132,028 | 78,737 | 59.6 | 75,920 | 3,817 | 72,103 | 2,817 | 3.6 | 53,291 |
| 1969 ... | 134,335 | 80,734 | 60.1 | 77,902 | 3,606 | 74,296 | 2,832 | 3.5 | 53,602 |
| 1970 ... | 137,085 | 82,771 | 60.4 | 78,678 | 3,463 | 75,215 | 4,093 | 4.9 | 54,315 |
| 1971 ... | 140,216 | 84,382 | 60.2 | 79,367 | 3,394 | 75,972 | 5,016 | 5.9 | 55,834 |
| 1972 ^a .. | 144,126 | 87,034 | 60.4 | 82,153 | 3,484 | 78,669 | 4,882 | 5.6 | 57,091 |
| 1973 ^a .. | 147,096 | 89,429 | 60.8 | 85,064 | 3,470 | 81,594 | 4,365 | 4.9 | 57,667 |
| 1974 ... | 150,120 | 91,949 | 61.3 | 86,794 | 3,515 | 83,279 | 5,156 | 5.6 | 58,171 |
| 1975 ... | 153,153 | 93,775 | 61.2 | 85,846 | 3,408 | 82,438 | 7,929 | 8.5 | 59,377 |
| 1976 ... | 156,150 | 96,158 | 61.6 | 88,752 | 3,331 | 85,421 | 7,406 | 7.7 | 59,991 |
| 1977 ... | 159,033 | 99,009 | 62.3 | 92,017 | 3,283 | 88,734 | 6,991 | 7.1 | 60,025 |
| 1978 ^a .. | 161,910 | 102,251 | 63.2 | 96,048 | 3,387 | 92,661 | 6,202 | 6.1 | 59,659 |
| 1979 ... | 164,863 | 104,962 | 63.7 | 98,824 | 3,347 | 95,477 | 6,137 | 5.8 | 59,900 |
| 1980 ... | 167,745 | 106,940 | 63.8 | 99,303 | 3,364 | 95,938 | 7,637 | 7.1 | 60,806 |
| 1981 ... | 170,130 | 108,670 | 63.9 | 100,397 | 3,368 | 97,030 | 8,273 | 7.6 | 61,460 |
| 1982 ... | 172,271 | 110,204 | 64.0 | 99,526 | 3,401 | 96,125 | 10,678 | 9.7 | 62,067 |
| 1983 ... | 174,215 | 111,550 | 64.0 | 100,834 | 3,383 | 97,450 | 10,717 | 9.6 | 62,665 |
| 1984 ... | 176,383 | 113,544 | 64.4 | 105,005 | 3,321 | 101,685 | 8,539 | 7.5 | 62,839 |
| 1985 ... | 178,206 | 115,461 | 64.8 | 107,150 | 3,179 | 103,971 | 8,312 | 7.2 | 62,744 |
| 1986 ^a .. | 180,587 | 117,834 | 65.3 | 109,597 | 3,163 | 106,434 | 8,237 | 7.0 | 62,752 |
| 1987 ... | 182,753 | 119,865 | 65.6 | 112,440 | 3,208 | 109,232 | 7,425 | 6.2 | 62,888 |
| 1988 ... | 184,613 | 121,669 | 65.9 | 114,968 | 3,169 | 111,800 | 6,701 | 5.5 | 62,944 |
| 1989 ... | 186,393 | 123,869 | 66.5 | 117,342 | 3,199 | 114,142 | 6,528 | 5.3 | 62,523 |
| 1990 ... | 188,049 | 124,787 | 66.4 | 117,914 | 3,186 | 114,728 | 6,874 | 5.5 | 63,262 |
| 1991 ... | 189,765 | 125,303 | 66.0 | 116,877 | 3,233 | 113,644 | 8,426 | 6.7 | 64,462 |
| 1992 ... | 191,576 | 126,982 | 66.3 | 117,598 | 3,207 | 114,391 | 9,384 | 7.4 | 64,593 |
| 1993 ... | 193,550 | 128,040 | 66.2 | 119,306 | 3,074 | 116,232 | 8,734 | 6.8 | 65,509 |
| 1994 ^b .. | 196,814 | 131,056 | 66.6 | 123,060 | 3,409 | 119,651 | 7,996 | 6.1 | 65,758 |

^a Not strictly comparable with data for prior years. For an explanation, see the section "Noncomparability of Labor Force Levels" in the note on "Historical Comparability" at the beginning of this Appendix.

^b Data for 1994 are not directly comparable with data for 1993 and earlier years because of the introduction of a major redesign of the Current Population Survey (household survey) questionnaire and collection methodology and the introduction of 1990 census-based population controls, adjusted for the estimated undercount. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-2. Employment status of the civilian noninstitutional population 16 years and over by sex, 1981-94 annual averages (numbers in thousands)

| Year | Civilian noninstitutional population | Civilian labor force | | | | | | | | Not in labor force |
|-----------------------|--------------------------------------|----------------------|-----------------------|----------|-----------------------|-------------|----------------------------|------------|------------------------|--------------------|
| | | Total | Percent of population | Employed | | | | Unemployed | | |
| | | | | Total | Percent of population | Agriculture | Nonagricultural industries | Number | Percent of labor force | |
| Men | | | | | | | | | | |
| 1981 | 80,511 | 61,974 | 77.0 | 57,397 | 71.3 | 2,700 | 54,697 | 4,577 | 7.4 | 18,537 |
| 1982 | 81,523 | 62,450 | 76.6 | 56,271 | 69.0 | 2,736 | 53,534 | 6,179 | 9.9 | 19,073 |
| 1983 | 82,531 | 63,047 | 76.4 | 56,787 | 68.8 | 2,704 | 54,083 | 6,260 | 9.9 | 19,484 |
| 1984 | 83,605 | 63,835 | 76.4 | 59,091 | 70.7 | 2,668 | 56,423 | 4,744 | 7.4 | 19,771 |
| 1985 | 84,469 | 64,411 | 76.3 | 59,891 | 70.9 | 2,535 | 57,356 | 4,521 | 7.0 | 20,058 |
| 1986 ^a ... | 85,798 | 65,422 | 76.3 | 60,892 | 71.0 | 2,511 | 58,381 | 4,530 | 6.9 | 20,376 |
| 1987 | 86,899 | 66,207 | 76.2 | 62,107 | 71.5 | 2,543 | 59,564 | 4,101 | 6.2 | 20,692 |
| 1988 | 87,857 | 66,927 | 76.2 | 63,273 | 72.0 | 2,493 | 60,780 | 3,655 | 5.5 | 20,930 |
| 1989 | 88,762 | 67,840 | 76.4 | 64,315 | 72.5 | 2,513 | 61,802 | 3,525 | 5.2 | 20,923 |
| 1990 | 89,650 | 68,234 | 76.1 | 64,435 | 71.9 | 2,507 | 61,928 | 3,799 | 5.6 | 21,417 |
| 1991 | 90,552 | 68,411 | 75.5 | 63,593 | 70.2 | 2,552 | 61,041 | 4,817 | 7.0 | 22,141 |
| 1992 | 91,541 | 69,184 | 75.6 | 63,805 | 69.7 | 2,534 | 61,270 | 5,380 | 7.8 | 22,356 |
| 1993 | 92,620 | 69,633 | 75.2 | 64,700 | 69.9 | 2,438 | 62,263 | 4,932 | 7.1 | 22,987 |
| 1994 ^b ... | 94,355 | 70,817 | 75.1 | 66,450 | 70.4 | 2,554 | 63,896 | 4,367 | 6.2 | 23,538 |
| Women | | | | | | | | | | |
| 1981 | 89,618 | 46,696 | 52.1 | 43,000 | 48.0 | 667 | 42,333 | 3,696 | 7.9 | 42,922 |
| 1982 | 90,748 | 47,755 | 52.6 | 43,256 | 47.7 | 665 | 42,591 | 4,499 | 9.4 | 42,993 |
| 1983 | 91,684 | 48,503 | 52.9 | 44,047 | 48.0 | 680 | 43,367 | 4,457 | 9.2 | 43,181 |
| 1984 | 92,778 | 49,709 | 53.6 | 45,915 | 49.5 | 653 | 45,262 | 3,794 | 7.6 | 43,068 |
| 1985 | 93,736 | 51,050 | 54.5 | 47,259 | 50.4 | 644 | 46,615 | 3,791 | 7.4 | 42,686 |
| 1986 ^a ... | 94,789 | 52,413 | 55.3 | 48,706 | 51.4 | 652 | 48,054 | 3,707 | 7.1 | 42,376 |
| 1987 | 95,853 | 53,658 | 56.0 | 50,334 | 52.5 | 666 | 49,668 | 3,324 | 6.2 | 42,195 |
| 1988 | 96,756 | 54,742 | 56.6 | 51,696 | 53.4 | 676 | 51,020 | 3,046 | 5.6 | 42,014 |
| 1989 | 97,630 | 56,030 | 57.4 | 53,027 | 54.3 | 687 | 52,341 | 3,003 | 5.4 | 41,601 |
| 1990 | 98,399 | 56,554 | 57.5 | 53,479 | 54.3 | 679 | 52,800 | 3,075 | 5.4 | 41,845 |
| 1991 | 99,214 | 56,893 | 57.3 | 53,284 | 53.7 | 682 | 52,602 | 3,609 | 6.3 | 42,321 |
| 1992 | 100,035 | 57,798 | 57.8 | 53,793 | 53.8 | 673 | 53,121 | 4,005 | 6.9 | 42,237 |
| 1993 | 100,930 | 58,407 | 57.9 | 54,606 | 54.1 | 636 | 53,970 | 3,801 | 6.5 | 42,522 |
| 1994 ^b ... | 102,460 | 60,239 | 58.8 | 56,610 | 55.3 | 855 | 55,755 | 3,629 | 6.0 | 42,221 |

^a Not strictly comparable with data for prior years. For an explanation, see note on "Historical Comparability" at the beginning of this Appendix.

^b Data for 1994 are not directly comparable with data for 1993 and earlier years because of the introduction of a major redesign of the Current Population Survey (household survey) questionnaire and collection methodology and the introduction of 1990 census-based population controls, adjusted for the estimated undercount. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table A-3. Unemployed men by marital status, race, and age,
1993 and 1994 annual averages**

| Marital status, race, and age | Thousands of persons | | Unemployment rates | |
|---------------------------------------|----------------------|-------|--------------------|------|
| | 1993 | 1994 | 1993 | 1994 |
| Total, 16 years and over | 4,932 | 4,367 | 7.1 | 6.2 |
| Married, spouse present | 1,878 | 1,592 | 4.4 | 3.7 |
| Widowed, divorced, or separated | 707 | 594 | 9.0 | 7.4 |
| Single (never married) | 2,347 | 2,181 | 12.3 | 11.0 |
| White, 16 years and over | 3,753 | 3,275 | 6.2 | 5.4 |
| Married, spouse present | 1,549 | 1,288 | 4.1 | 3.4 |
| Widowed, divorced, or separated | 542 | 451 | 8.3 | 6.8 |
| Single (never married) | 1,662 | 1,535 | 10.7 | 9.6 |
| Black, 16 years and over | 954 | 848 | 13.8 | 12.0 |
| Married, spouse present | 229 | 195 | 7.2 | 6.0 |
| Widowed, divorced, or separated | 135 | 114 | 12.8 | 10.6 |
| Single (never married) | 590 | 540 | 21.9 | 19.4 |
| Total, 25 years and over | 3,396 | 2,859 | 5.8 | 4.8 |
| Married, spouse present | 1,769 | 1,484 | 4.3 | 3.6 |
| Widowed, divorced, or separated | 678 | 568 | 8.9 | 7.3 |
| Single (never married) | 949 | 806 | 9.5 | 8.0 |
| White, 25 years and over | 2,644 | 2,180 | 5.2 | 4.3 |
| Married, spouse present | 1,463 | 1,200 | 4.0 | 3.3 |
| Widowed, divorced, or separated | 519 | 430 | 8.2 | 6.7 |
| Single (never married) | 663 | 550 | 8.3 | 6.9 |
| Black, 25 years and over | 592 | 509 | 10.5 | 8.8 |
| Married, spouse present | 211 | 183 | 6.9 | 5.9 |
| Widowed, divorced, or separated | 130 | 110 | 12.5 | 10.4 |
| Single (never married) | 252 | 216 | 16.3 | 13.6 |

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table A-4. Unemployed women by marital status, race, and age,
1993 and 1994 annual averages**

| Marital status, race, and age | Thousands of persons | | Unemployment rates | |
|---------------------------------------|----------------------|-------|--------------------|------|
| | 1993 | 1994 | 1993 | 1994 |
| Total, 16 years and over | 3,801 | 3,629 | 6.5 | 6.0 |
| Married, spouse present | 1,465 | 1,352 | 4.6 | 4.1 |
| Widowed, divorced, or separated | 850 | 791 | 7.2 | 6.6 |
| Single (never married) | 1,487 | 1,486 | 10.2 | 9.7 |
| White, 16 years and over | 2,793 | 2,617 | 5.7 | 5.2 |
| Married, spouse present | 1,225 | 1,129 | 4.3 | 3.9 |
| Widowed, divorced, or separated | 619 | 569 | 6.6 | 6.0 |
| Single (never married) | 950 | 920 | 8.3 | 7.8 |
| Black, 16 years and over | 842 | 818 | 12.0 | 11.0 |
| Married, spouse present | 165 | 133 | 7.0 | 5.4 |
| Widowed, divorced, or separated | 195 | 185 | 9.8 | 8.9 |
| Single (never married) | 482 | 499 | 18.0 | 17.3 |
| Total, 25 years and over | 2,621 | 2,444 | 5.4 | 4.9 |
| Married, spouse present | 1,302 | 1,190 | 4.3 | 3.8 |
| Widowed, divorced, or separated | 784 | 726 | 6.9 | 6.3 |
| Single (never married) | 534 | 528 | 7.5 | 7.2 |
| White, 25 years and over | 1,968 | 1,801 | 4.8 | 4.3 |
| Married, spouse present | 1,093 | 994 | 4.1 | 3.6 |
| Widowed, divorced, or separated | 572 | 522 | 6.3 | 5.7 |
| Single (never married) | 303 | 285 | 5.9 | 5.3 |
| Black, 25 years and over | 531 | 506 | 9.1 | 8.3 |
| Married, spouse present | 141 | 117 | 6.3 | 5.0 |
| Widowed, divorced, or separated | 178 | 169 | 9.2 | 8.4 |
| Single (never married) | 212 | 220 | 12.9 | 12.7 |

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table A-5. Unemployed persons by reason for unemployment, sex, and age,
1993 and 1994 annual averages
(numbers in thousands)**

| Reason | Total, 16 years and over | | Men, 20 years and over | | Women, 20 years and over | | Both sexes, 16 to 19 years | |
|--|--------------------------------|-------|------------------------------|-------|--------------------------------|-------|----------------------------------|-------|
| | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 |
| NUMBER OF UNEMPLOYED | | | | | | | | |
| Total unemployed | 8,734 | 7,996 | 4,204 | 3,627 | 3,234 | 3,049 | 1,296 | 1,320 |
| Job losers and persons who completed temporary jobs | 4,769 | 3,815 | 2,947 | 2,296 | 1,601 | 1,334 | 220 | 185 |
| On temporary layoff | 1,104 | 977 | 712 | 579 | 349 | 330 | 43 | 69 |
| Not on temporary layoff | 3,664 | 2,838 | 2,235 | 1,717 | 1,252 | 1,004 | 177 | 116 |
| Permanent job losers | (¹) | 2,090 | (¹) | 1,252 | (¹) | 771 | (¹) | 68 |
| Persons who completed temporary jobs | (¹) | 748 | (¹) | 466 | (¹) | 234 | (¹) | 49 |
| Job leavers | 946 | 791 | 417 | 367 | 387 | 339 | 143 | 84 |
| Reentrants | 2,145 | 2,786 | 732 | 898 | 1,078 | 1,253 | 335 | 634 |
| New entrants | 874 | 604 | 108 | 65 | 168 | 122 | 599 | 416 |
| PERCENT DISTRIBUTION | | | | | | | | |
| Total unemployed | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Job losers and persons who completed temporary jobs | 54.6 | 47.7 | 70.1 | 63.3 | 49.5 | 43.7 | 17.0 | 14.0 |
| On temporary layoff | 12.6 | 12.2 | 16.9 | 16.0 | 10.8 | 10.8 | 3.3 | 5.2 |
| Not on temporary layoff | 42.0 | 35.5 | 53.2 | 47.3 | 38.7 | 32.9 | 13.7 | 8.8 |
| Job leavers | 10.8 | 9.9 | 9.9 | 10.1 | 12.0 | 11.1 | 11.0 | 6.4 |
| Reentrants | 24.6 | 34.8 | 17.4 | 24.8 | 33.3 | 41.1 | 25.8 | 48.1 |
| New entrants | 10.0 | 7.6 | 2.6 | 1.8 | 5.2 | 4.0 | 46.2 | 31.5 |
| UNEMPLOYED AS A PERCENT OF THE CIVILIAN LABOR FORCE | | | | | | | | |
| Job losers and persons who completed temporary jobs | 3.7 | 2.9 | 4.5 | 3.4 | 2.9 | 2.4 | 3.2 | 2.5 |
| Job leavers | .7 | .6 | .6 | .5 | .7 | .6 | 2.1 | 1.1 |
| Reentrants | 1.7 | 2.1 | 1.1 | 1.3 | 2.0 | 2.2 | 4.9 | 8.5 |
| New entrants | .7 | .5 | .2 | .1 | .3 | .2 | 8.8 | 5.6 |

¹ Not available.

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-6. Unemployed persons by reason for unemployment, race, and Hispanic origin, 1993 and 1994 annual averages (numbers in thousands)

| Reason for unemployment | Total | | White | | Black | | Hispanic origin | |
|--|------------------|-------|------------------|-------|------------------|-------|------------------|-------|
| | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 |
| NUMBER OF UNEMPLOYED | | | | | | | | |
| Total, 16 years over | 8,734 | 7,996 | 6,547 | 5,892 | 1,796 | 1,666 | 1,104 | 1,187 |
| Job losers and persons who completed temporary jobs | 4,769 | 3,815 | 3,684 | 2,972 | 896 | 651 | 644 | 573 |
| On temporary layoff | 1,104 | 977 | 932 | 800 | 146 | 134 | 107 | 139 |
| Not on temporary layoff | 3,664 | 2,838 | 2,751 | 2,172 | 751 | 516 | 537 | 434 |
| Permanent job losers | (¹) | 2,090 | (¹) | 1,625 | (¹) | 354 | (¹) | 310 |
| Persons who completed temporary jobs | (¹) | 748 | (¹) | 547 | (¹) | 162 | (¹) | 123 |
| Job leavers | 946 | 791 | 740 | 638 | 166 | 116 | 114 | 89 |
| Reentrants | 2,145 | 2,786 | 1,541 | 1,898 | 501 | 729 | 215 | 402 |
| New entrants | 874 | 604 | 582 | 385 | 233 | 172 | 131 | 124 |
| PERCENT DISTRIBUTION | | | | | | | | |
| Total unemployed | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Job losers and persons who completed temporary jobs | 54.6 | 47.7 | 56.3 | 50.4 | 49.9 | 39.0 | 58.3 | 48.2 |
| On temporary layoff | 12.6 | 12.2 | 14.2 | 13.6 | 8.1 | 8.1 | 9.7 | 11.7 |
| Not on temporary layoff | 42.0 | 35.5 | 42.0 | 36.9 | 41.8 | 31.0 | 48.6 | 36.5 |
| Job leavers | 10.8 | 9.9 | 11.3 | 10.8 | 9.2 | 6.9 | 10.4 | 7.5 |
| Reentrants | 24.6 | 34.8 | 23.5 | 32.2 | 27.9 | 43.7 | 19.5 | 33.8 |
| New entrants | 10.0 | 7.6 | 8.9 | 6.5 | 13.0 | 10.3 | 11.8 | 10.5 |
| UNEMPLOYED AS A PERCENT OF THE CIVILIAN LABOR FORCE | | | | | | | | |
| Job losers and persons who completed temporary jobs | 3.7 | 2.9 | 3.4 | 2.7 | 6.4 | 4.5 | 6.2 | 4.8 |
| Job leavers | .7 | .6 | .7 | .6 | 1.2 | .8 | 1.1 | .7 |
| Reentrants | 1.7 | 2.1 | 1.4 | 1.7 | 3.6 | 5.0 | 2.1 | 3.4 |
| New entrants | .7 | .5 | .5 | .3 | 1.7 | 1.2 | 1.3 | 1.0 |

¹ Not available.

Note: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups. Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-7. Unemployed total and full-time workers by duration of unemployment, 1993 and 1994 annual averages

| Duration of unemployment | Thousands of persons | | Percent distribution | |
|---|----------------------|-------|----------------------|-------|
| | 1993 | 1994 | 1993 | 1994 |
| TOTAL, ALL WORKERS | | | | |
| Total, 16 years and over | 8,734 | 7,996 | 100.0 | 100.0 |
| Less than 5 weeks | 3,160 | 2,728 | 36.2 | 34.1 |
| 5 to 14 weeks | 2,522 | 2,408 | 28.9 | 30.1 |
| 5 to 10 weeks | 1,798 | 1,651 | 20.6 | 20.6 |
| 11 to 14 weeks | 723 | 757 | 8.3 | 9.5 |
| 15 weeks and over | 3,052 | 2,860 | 34.9 | 35.8 |
| 15 to 26 weeks | 1,274 | 1,237 | 14.6 | 15.5 |
| 27 weeks and over | 1,778 | 1,623 | 20.4 | 20.3 |
| 27 to 51 weeks | 761 | 645 | 8.7 | 8.1 |
| 52 weeks and over | 1,018 | 978 | 11.7 | 12.2 |
| Average (mean) duration, in weeks | 18.1 | 18.8 | — | — |
| Median duration, in weeks | 8.4 | 9.2 | — | — |
| FULL-TIME WORKERS | | | | |
| Total, 16 years and over | 7,146 | 6,513 | 100.0 | 100.0 |
| Less than 5 weeks | 2,285 | 2,008 | 32.0 | 30.8 |
| 5 to 14 weeks | 2,082 | 1,960 | 29.1 | 30.1 |
| 5 to 10 weeks | 1,459 | 1,317 | 20.4 | 20.2 |
| 11 to 14 weeks | 623 | 643 | 8.7 | 9.9 |
| 15 weeks and over | 2,780 | 2,544 | 38.9 | 39.1 |
| 15 to 26 weeks | 1,142 | 1,073 | 16.0 | 16.5 |
| 27 weeks and over | 1,638 | 1,471 | 22.9 | 22.6 |
| 27 to 51 weeks | 697 | 578 | 9.8 | 8.9 |
| 52 weeks and over | 940 | 893 | 13.2 | 13.7 |
| Average (mean) duration, in weeks | 19.9 | 20.4 | — | — |
| Median duration, in weeks | 9.8 | 10.2 | — | — |

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-8. Unemployed jobseekers by sex, age, race, and active jobsearch methods used, 1994 annual averages

| Sex, age, and race | 1994 | | | | | | | | | Average number of methods used |
|---------------------------------------|----------------------|------------------|---|---|------------------------|----------------------|--------------------------|---------------------------|-------|--------------------------------|
| | Thousands of persons | | Methods used as a percent of total jobseekers | | | | | | | |
| | Total unemployed | Total jobseekers | Employer directly | Sent out resumes or filled out applications | Placed or answered ads | Friends or relatives | Public employment agency | Private employment agency | Other | |
| Total, 16 years and over | 7,996 | 7,019 | 68.6 | 39.4 | 22.1 | 19.0 | 20.6 | 6.7 | 8.4 | 1.85 |
| 16 to 19 years | 1,320 | 1,251 | 68.2 | 41.3 | 13.4 | 13.2 | 10.3 | 2.4 | 5.9 | 1.55 |
| 20 to 24 years | 1,373 | 1,253 | 69.2 | 39.7 | 20.9 | 16.9 | 21.2 | 6.1 | 7.1 | 1.81 |
| 25 to 34 years | 2,067 | 1,794 | 68.7 | 39.5 | 24.0 | 20.2 | 22.6 | 7.8 | 8.7 | 1.92 |
| 35 to 44 years | 1,627 | 1,381 | 68.8 | 38.9 | 25.7 | 21.4 | 25.0 | 8.1 | 9.4 | 1.98 |
| 45 to 54 years | 971 | 829 | 69.0 | 41.4 | 25.8 | 23.5 | 24.4 | 9.4 | 10.3 | 2.04 |
| 55 to 64 years | 485 | 391 | 67.7 | 32.7 | 23.8 | 20.6 | 20.5 | 6.9 | 11.0 | 1.83 |
| 65 years and over .. | 153 | 119 | 62.8 | 27.1 | 22.2 | 20.6 | 13.5 | 4.1 | 9.7 | 1.60 |
| Men, 16 years and over | 4,367 | 3,746 | 69.6 | 37.1 | 21.9 | 21.5 | 21.8 | 6.8 | 9.4 | 1.88 |
| 16 to 19 years | 740 | 698 | 68.5 | 39.7 | 12.8 | 14.8 | 10.8 | 2.5 | 5.6 | 1.55 |
| 20 to 24 years | 768 | 683 | 70.5 | 36.7 | 20.6 | 19.2 | 22.7 | 6.2 | 7.7 | 1.84 |
| 25 to 34 years | 1,113 | 925 | 69.8 | 37.7 | 24.4 | 24.0 | 24.7 | 7.8 | 10.2 | 1.99 |
| 35 to 44 years | 855 | 705 | 70.2 | 35.7 | 26.4 | 24.6 | 26.8 | 8.7 | 10.7 | 2.04 |
| 45 to 54 years | 522 | 441 | 70.9 | 40.0 | 27.2 | 25.4 | 26.0 | 9.8 | 11.8 | 2.11 |
| 55 to 64 years | 281 | 226 | 66.3 | 29.5 | 20.7 | 22.3 | 20.0 | 6.6 | 13.9 | 1.79 |
| 65 years and over .. | 88 | 69 | 66.1 | 25.0 | 20.9 | 19.5 | 11.8 | 1.2 | 3.7 | 1.56 |
| Women, 16 years and over | 3,629 | 3,273 | 67.4 | 42.0 | 22.2 | 16.2 | 19.2 | 6.6 | 7.2 | 1.81 |
| 16 to 19 years | 580 | 553 | 67.9 | 43.3 | 14.1 | 11.2 | 9.5 | 2.3 | 6.2 | 1.55 |
| 20 to 24 years | 605 | 570 | 67.7 | 43.4 | 21.4 | 14.2 | 19.4 | 6.0 | 6.4 | 1.79 |
| 25 to 34 years | 954 | 869 | 67.5 | 41.4 | 23.5 | 16.2 | 20.4 | 7.9 | 7.1 | 1.84 |
| 35 to 44 years | 772 | 677 | 67.3 | 42.2 | 25.0 | 18.1 | 23.1 | 7.4 | 8.1 | 1.92 |
| 45 to 54 years | 449 | 388 | 66.8 | 43.0 | 24.3 | 21.3 | 22.6 | 8.9 | 8.5 | 1.96 |
| 55 to 64 years | 204 | 165 | 69.6 | 37.1 | 28.0 | 18.3 | 21.3 | 7.2 | 7.0 | 1.89 |
| 65 years and over .. | 66 | 49 | 58.2 | 29.9 | 24.1 | 22.1 | 15.9 | 5.2 | 10.0 | 1.66 |

See note at end of table.

Table A-8. Unemployed jobseekers by sex, age, race, and active jobsearch methods used, 1994 annual averages (continued)

| Sex, age, and race | 1994 | | | | | | | | | Average number of methods used |
|--------------------------------|----------------------|------------------|---|---|------------------------|----------------------|--------------------------|---------------------------|-------|--------------------------------|
| | Thousands of persons | | Methods used as a percent of total jobseekers | | | | | | | |
| | Total unemployed | Total jobseekers | Employer directly | Sent out resumes or filled out applications | Placed or answered ads | Friends or relatives | Public employment agency | Private employment agency | Other | |
| White, 16 years and over | 5,892 | 5,093 | 68.9 | 40.6 | 22.9 | 19.7 | 19.7 | 6.5 | 9.2 | 1.88 |
| Men | 3,275 | 2,765 | 70.0 | 38.2 | 22.7 | 16.7 | 21.3 | 6.6 | 10.3 | 1.92 |
| Women | 2,617 | 2,328 | 67.7 | 43.5 | 23.2 | 22.2 | 17.8 | 6.4 | 7.8 | 1.83 |
| Black, 16 years and over | 1,666 | 1,532 | 68.6 | 36.0 | 19.2 | 15.1 | 24.0 | 7.1 | 5.6 | 1.76 |
| Men | 848 | 766 | 69.5 | 33.9 | 18.8 | 17.1 | 24.3 | 7.2 | 5.9 | 1.77 |
| Women | 818 | 766 | 67.7 | 38.2 | 19.7 | 13.2 | 23.7 | 7.1 | 5.2 | 1.75 |

Note: The jobseekers total is less than the total unemployed because it does not include persons on temporary layoff. The percent using each method will always total more than 100 because many jobseekers use more than one method. Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-9. Unemployed jobseekers by sex, reason for unemployment, and active jobsearch methods used, 1994 annual averages

| Sex and reason | 1994 | | | | | | | | | Average number of methods used |
|--|----------------------|-------------------|---|---|------------------------|----------------------|--------------------------|---------------------------|-------|--------------------------------|
| | Thousands of persons | | Methods used as a percent of total jobseekers | | | | | | | |
| | Total unemployed | Total job-seekers | Employer directly | Sent out resumes or filled out applications | Placed or answered ads | Friends or relatives | Public employment agency | Private employment agency | Other | |
| Total, 16 years and over | 7,996 | 7,019 | 68.6 | 39.4 | 22.1 | 19.0 | 20.6 | 6.7 | 8.4 | 1.85 |
| Job losers and persons who completed temporary jobs ^a ... | 3,815 | 2,838 | 71.5 | 39.7 | 26.8 | 23.1 | 26.7 | 8.9 | 9.1 | 2.06 |
| Job leavers | 791 | 791 | 69.0 | 42.9 | 24.9 | 17.8 | 21.7 | 7.0 | 7.7 | 1.91 |
| Reentrants | 2,786 | 2,786 | 65.9 | 38.4 | 18.2 | 15.6 | 15.9 | 5.1 | 8.5 | 1.68 |
| New entrants | 604 | 604 | 67.3 | 37.8 | 13.7 | 17.3 | 11.8 | 2.8 | 5.7 | 1.56 |
| Men, 16 years and over | 4,367 | 3,746 | 69.6 | 37.1 | 21.9 | 21.5 | 21.8 | 6.8 | 9.4 | 1.88 |
| Job losers and persons who completed temporary jobs ^a ... | 2,416 | 1,795 | 72.3 | 36.6 | 25.9 | 24.5 | 26.9 | 8.6 | 10.0 | 2.05 |
| Job leavers | 408 | 408 | 70.4 | 41.7 | 25.5 | 21.2 | 24.1 | 6.4 | 8.6 | 1.98 |
| Reentrants | 1,265 | 1,265 | 66.2 | 36.2 | 17.2 | 18.4 | 16.2 | 5.1 | 9.7 | 1.69 |
| New entrants | 278 | 278 | 67.0 | 37.4 | 13.0 | 17.0 | 11.1 | 3.2 | 4.9 | 1.54 |
| Women, 16 years and over | 3,629 | 3,273 | 67.4 | 42.0 | 22.2 | 16.2 | 19.2 | 6.6 | 7.2 | 1.81 |
| Job losers and persons who completed temporary jobs ^a ... | 1,399 | 1,043 | 70.1 | 45.0 | 28.4 | 20.7 | 26.5 | 9.5 | 7.4 | 2.08 |
| Job leavers | 383 | 383 | 67.4 | 44.2 | 24.4 | 14.3 | 19.2 | 7.7 | 6.7 | 1.84 |
| Reentrants | 1,521 | 1,521 | 65.6 | 40.3 | 19.0 | 13.3 | 15.6 | 5.2 | 7.4 | 1.67 |
| New entrants | 326 | 326 | 67.5 | 38.2 | 14.2 | 17.5 | 12.4 | 2.5 | 6.4 | 1.59 |

^a Data on the number of jobseekers and the jobsearch methods used exclude persons on temporary layoff.

Note: The jobseekers total is less than the total unemployed because it does not include persons on temporary layoff. The percent using each method will always total more than 100 because many jobseekers use more than one method. Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-10. Persons not in the labor force by desire and availability for work, age, and sex, 1994 annual averages (numbers in thousands)

| Category | 1994 | | | | | |
|---|--------|----------------|----------------|-------------------|--------|--------|
| | Total | Age | | | Sex | |
| | | 16 to 24 years | 25 to 54 years | 55 years and over | Men | Women |
| Total not in the labor force | 65,758 | 10,937 | 18,720 | 36,101 | 23,538 | 42,221 |
| Do not want a job now ¹ | 59,540 | 8,635 | 15,790 | 35,116 | 21,089 | 38,452 |
| Want a job ¹ | 6,218 | 2,302 | 2,930 | 985 | 2,449 | 3,769 |
| Did not search for work in previous year | 3,588 | 1,263 | 1,611 | 714 | 1,311 | 2,277 |
| Searched for work in previous year ² | 2,630 | 1,040 | 1,319 | 272 | 1,138 | 1,492 |
| Not available to work now | 823 | 400 | 379 | 44 | 308 | 515 |
| Available to work now | 1,807 | 639 | 939 | 228 | 830 | 977 |
| Reason not currently looking: | | | | | | |
| Discouragement over job prospects ³ .. | 500 | 143 | 278 | 79 | 296 | 204 |
| Reasons other than discouragement .. | 1,307 | 496 | 661 | 149 | 534 | 772 |
| Family responsibilities | 213 | 44 | 153 | 17 | 31 | 183 |
| In school or training | 267 | 213 | 52 | 1 | 137 | 129 |
| Ill health or disability | 150 | 21 | 92 | 36 | 69 | 81 |
| Other ⁴ | 677 | 219 | 364 | 94 | 298 | 379 |

¹ Includes some persons who are not asked if they want a job.

² Persons who had a job in the prior 12 months must have searched since the end of that job.

³ Includes believes no work available, could not find work, lacks necessary schooling or training, employer thinks too young or old, and other types of discrimination.

⁴ Includes those who did not actively look for work in the prior 4 weeks for such reasons as child care and transportation problems, as well as a small number for which reason for nonparticipation was not ascertained.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-11. Multiple jobholders by selected demographic and economic characteristics, 1994 annual averages (numbers in thousands)

| Characteristic | 1994 | | | | | |
|--|------------|-------------------|--------|-------------------|--------|-------------------|
| | Both sexes | | Men | | Women | |
| | Number | Rate ¹ | Number | Rate ¹ | Number | Rate ¹ |
| AGE | | | | | | |
| Total, 16 years and over ² | 7,260 | 5.9 | 3,924 | 5.9 | 3,336 | 5.9 |
| 16 to 19 years | 307 | 5.0 | 129 | 4.1 | 178 | 5.9 |
| 20 years and over | 6,953 | 5.9 | 3,795 | 6.0 | 3,158 | 5.9 |
| 20 to 24 years | 880 | 6.9 | 428 | 6.3 | 452 | 7.6 |
| 25 years and over | 6,073 | 5.8 | 3,367 | 6.0 | 2,706 | 5.7 |
| 25 to 54 years | 5,478 | 6.1 | 3,016 | 6.2 | 2,462 | 6.0 |
| 55 years and over | 595 | 4.0 | 351 | 4.3 | 244 | 3.6 |
| 55 to 64 years | 509 | 4.5 | 295 | 4.8 | 215 | 4.2 |
| 65 years and over | 85 | 2.3 | 57 | 2.7 | 29 | 1.8 |
| RACE AND HISPANIC ORIGIN | | | | | | |
| White | 6,392 | 6.1 | 3,462 | 6.0 | 2,930 | 6.1 |
| Black | 630 | 4.9 | 337 | 5.4 | 293 | 4.4 |
| Hispanic origin | 394 | 3.7 | 243 | 3.7 | 151 | 3.6 |
| MARITAL STATUS | | | | | | |
| Married, spouse present | 4,096 | 5.6 | 2,516 | 6.1 | 1,580 | 5.0 |
| Widowed, divorced, or separated | 1,159 | 6.2 | 407 | 5.5 | 752 | 6.7 |
| Single (never married) | 2,005 | 6.4 | 1,001 | 5.7 | 1,003 | 7.2 |
| FULL- OR PART-TIME STATUS | | | | | | |
| Primary job full time, secondary job part time ... | 4,182 | — | 2,509 | — | 1,673 | — |
| Primary and secondary jobs both part time | 1,602 | — | 513 | — | 1,089 | — |
| Primary and secondary jobs both full time | 242 | — | 179 | — | 63 | — |
| Hours vary on primary or secondary job | 1,193 | — | 705 | — | 488 | — |

¹ Multiple jobholders as a percent of all employed persons in specified group.

² Includes a small number of persons who work part time on their primary job and full time on their secondary job(s), not shown separately.

Note: Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-12. Employment status of male Vietnam-era veterans and nonveterans by age, race, and Hispanic origin, 1993 and 1994 annual averages (numbers in thousands)

| Employment status and age | Veterans | | | | | | Nonveterans | | | | | |
|--|----------|-------|-------|------|-----------------|------|-------------|--------|-------|-------|-----------------|-------|
| | White | | Black | | Hispanic origin | | White | | Black | | Hispanic origin | |
| | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 |
| Total, 40 to 54 years | | | | | | | | | | | | |
| Civilian noninstitutional population | 5,719 | 5,812 | 520 | 597 | 214 | 260 | 13,006 | 13,605 | 1,603 | 1,722 | 1,455 | 1,616 |
| Civilian labor force | 5,352 | 5,383 | 454 | 514 | 197 | 239 | 11,981 | 12,435 | 1,285 | 1,395 | 1,286 | 1,414 |
| Employed | 5,111 | 5,181 | 421 | 480 | 181 | 228 | 11,424 | 11,986 | 1,164 | 1,291 | 1,169 | 1,303 |
| Unemployed | 241 | 202 | 34 | 34 | 15 | 11 | 557 | 449 | 122 | 104 | 118 | 111 |
| Unemployment rate | 4.5 | 3.7 | 7.5 | 6.7 | 8.3 | 4.5 | 4.6 | 3.6 | 9.5 | 7.5 | 9.2 | 7.8 |
| 40 to 44 years | | | | | | | | | | | | |
| Civilian noninstitutional population | 2,036 | 1,610 | 197 | 202 | 91 | 93 | 5,756 | 6,328 | 703 | 800 | 626 | 737 |
| Civilian labor force | 1,914 | 1,494 | 175 | 174 | 83 | 86 | 5,428 | 5,937 | 588 | 694 | 570 | 674 |
| Employed | 1,814 | 1,426 | 157 | 157 | 76 | 82 | 5,188 | 5,740 | 532 | 637 | 523 | 630 |
| Unemployed | 100 | 68 | 19 | 17 | 7 | 1 | 240 | 198 | 56 | 57 | 48 | 44 |
| Unemployment rate | 5.2 | 4.5 | 10.6 | 9.7 | 8.8 | 10.8 | 4.4 | 3.3 | 9.5 | 8.2 | 8.3 | 6.5 |
| 45 to 49 years | | | | | | | | | | | | |
| Civilian noninstitutional population | 2,653 | 2,886 | 224 | 269 | 94 | 127 | 3,879 | 3,963 | 457 | 510 | 466 | 510 |
| Civilian labor force | 2,492 | 2,694 | 196 | 234 | 88 | 118 | 3,569 | 3,626 | 366 | 395 | 405 | 440 |
| Employed | 2,389 | 2,601 | 187 | 222 | 81 | 112 | 3,402 | 3,491 | 329 | 367 | 367 | 405 |
| Unemployed | 103 | 93 | 10 | 13 | 6 | 6 | 167 | 135 | 37 | 28 | 38 | 35 |
| Unemployment rate | 4.1 | 3.4 | 5.1 | 5.4 | 7.3 | 5.2 | 4.7 | 3.7 | 10.1 | 7.0 | 9.4 | 8.0 |

See footnotes at end of table.

**Table A-12. Employment status of male Vietnam-era veterans and nonveterans by age, race, and Hispanic origin, 1993 and 1994 annual averages (continued)
(numbers in thousands)**

| Employment status and age | Veterans | | | | | | Nonveterans | | | | | |
|--|----------|-------|-------|------|------------------|------|-------------|-------|-------|------|-----------------|------|
| | White | | Black | | Hispanic origin | | White | | Black | | Hispanic origin | |
| | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 | 1993 | 1994 |
| 50 to 54 years | | | | | | | | | | | | |
| Civilian noninstitutional population | 1,031 | 1,315 | 99 | 125 | 29 | 40 | 3,371 | 3,314 | 443 | 412 | 363 | 369 |
| Civilian labor force | 947 | 1,195 | 83 | 105 | 26 | 35 | 2,984 | 2,872 | 331 | 306 | 311 | 300 |
| Employed | 909 | 1,154 | 77 | 101 | 24 | 34 | 2,834 | 2,755 | 303 | 286 | 279 | 268 |
| Unemployed | 38 | 41 | 6 | 5 | 2 | — | 150 | 117 | 28 | 20 | 32 | 32 |
| Unemployment rate | 4.0 | 3.4 | 6.7 | 4.6 | (¹) | 1.1 | 5.0 | 4.1 | 8.6 | 6.4 | 10.3 | 10.6 |

¹ Data not shown where base is less than 35,000.

Note: Male Vietnam-era veterans are men who served in the Armed Forces between August 5, 1964 and May 7, 1975. Nonveterans are men who have never served in the Armed Forces. Detail for the above race and Hispanic-origin groups will not sum to totals because data for the "other races" group are not presented and Hispanics are included in both the white and black population groups. Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table A-13. Persons at work in agriculture and nonagricultural industries
by hours of work, 1994 annual averages
(numbers in thousands)**

| Hours of work | 1994 | | | | | |
|--|----------------------|-------------|----------------------------|----------------------|-------------|----------------------------|
| | Thousands of persons | | | Percent distribution | | |
| | All industries | Agriculture | Nonagricultural industries | All industries | Agriculture | Nonagricultural industries |
| Total, 16 years and over | 117,441 | 3,208 | 114,233 | 100.0 | 100.0 | 100.0 |
| 1 to 34 hours | 30,851 | 1,063 | 29,788 | 26.3 | 33.1 | 26.1 |
| 1 to 4 hours | 1,271 | 84 | 1,187 | 1.1 | 2.6 | 1.0 |
| 5 to 14 hours | 4,992 | 262 | 4,730 | 4.3 | 8.2 | 4.1 |
| 15 to 29 hours | 15,115 | 493 | 14,623 | 12.9 | 15.4 | 12.8 |
| 30 to 34 hours | 9,473 | 225 | 9,248 | 8.1 | 7.0 | 8.1 |
| 35 hours and over | 86,590 | 2,144 | 84,445 | 73.7 | 66.9 | 73.9 |
| 35 to 39 hours | 8,684 | 168 | 8,516 | 7.4 | 5.2 | 7.5 |
| 40 hours | 40,587 | 624 | 39,963 | 34.6 | 19.4 | 35.0 |
| 41 hours and over | 37,319 | 1,352 | 35,966 | 31.8 | 42.2 | 31.5 |
| 41 to 48 hours | 14,075 | 242 | 13,832 | 12.0 | 7.6 | 12.1 |
| 40 to 59 hours | 13,366 | 381 | 12,985 | 11.4 | 11.9 | 11.4 |
| 60 hours and over | 9,878 | 729 | 9,149 | 8.4 | 22.7 | 8.0 |
| Average hours, total at work | 39.2 | 41.9 | 39.1 | — | — | — |
| Average hours, persons who usually work full time | 43.4 | 49.9 | 43.3 | — | — | — |

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table A-14. Persons at work 1 to 34 hours in all and nonagricultural industries by reason for working less than 35 hours and usual full- or part-time status, 1994 annual averages (numbers in thousands)

| Reason for working less than 35 hours | 1994 | | | | | |
|--|----------------|------------------------|------------------------|----------------------------|------------------------|------------------------|
| | All industries | | | Nonagricultural industries | | |
| | Total | Usually work full-time | Usually work part-time | Total | Usually work full-time | Usually work part-time |
| Total, 16 years and over | 30,851 | 9,980 | 20,871 | 29,788 | 9,680 | 20,017 |
| Economic reasons | 4,625 | 1,392 | 3,232 | 4,414 | 1,314 | 3,100 |
| Slack work or business conditions ... | 2,432 | 1,128 | 1,304 | 2,311 | 1,077 | 1,235 |
| Could only find part-time work | 1,871 | — | 1,871 | 1,824 | — | 1,824 |
| Seasonal work | 135 | 77 | 58 | 95 | 54 | 41 |
| Job started or ended during week | 188 | 188 | — | 183 | 183 | — |
| Noneconomic reasons | 26,226 | 8,588 | 17,638 | 25,374 | 8,367 | 17,007 |
| Child-care problems | 819 | 68 | 751 | 805 | 67 | 738 |
| Other family or personal obligations .. | 5,531 | 721 | 4,810 | 5,349 | 697 | 4,652 |
| Health or medical limitations | 673 | — | 673 | 639 | — | 639 |
| In school or training | 6,022 | 75 | 5,947 | 5,875 | 72 | 5,803 |
| Retired or Social Security limit on earnings | 1,822 | — | 1,822 | 1,665 | — | 1,665 |
| Vacation or personal day | 2,971 | 2,971 | — | 2,919 | 2,919 | — |
| Holiday, legal or religious | 1,087 | 1,087 | — | 1,077 | 1,077 | — |
| Weather-related curtailment | 1,005 | 1,005 | — | 938 | 938 | — |
| All other reasons | 6,295 | 2,660 | 3,635 | 6,106 | 2,596 | 3,511 |
| Average hours: | | | | | | |
| Economic reasons | 22.6 | 23.8 | 22.0 | 22.6 | 23.9 | 22.1 |
| Noneconomic reasons | 21.5 | 26.0 | 19.3 | 21.6 | 26.1 | 19.4 |

Note: Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|--|----------------|-------------------|-------|-----------------|
| | | Women | Black | Hispanic origin |
| Total, 16 years and over | 123,060 | 46.0 | 10.4 | 8.8 |
| Agriculture | 3,409 | 25.1 | 4.0 | 16.4 |
| Agricultural production, crops | 1,011 | 23.4 | 4.2 | 25.4 |
| Agricultural production, livestock | 1,319 | 27.3 | 1.5 | 5.5 |
| Veterinary services | 164 | 69.6 | 3.4 | .9 |
| Landscape and horticultural services | 750 | 8.9 | 8.4 | 25.2 |
| Agricultural services, n.e.c. | 165 | 47.7 | 3.1 | 24.0 |
| Mining | 669 | 15.7 | 4.5 | 5.5 |
| Metal mining | 61 | 10.0 | .9 | 10.8 |
| Coal mining | 116 | 5.6 | 6.8 | .1 |
| Oil and gas extraction | 387 | 21.3 | 3.7 | 6.6 |
| Nonmetallic mining and quarrying, except fuel | 106 | 9.7 | 6.1 | 4.3 |
| Construction | 7,493 | 9.6 | 6.4 | 10.5 |
| Manufacturing | 20,157 | 32.1 | 10.1 | 9.9 |
| Durable goods | 11,792 | 26.3 | 8.5 | 8.4 |
| Lumber and wood products, except furniture | 732 | 15.0 | 12.9 | 7.0 |
| Logging | 145 | 7.4 | 17.0 | .9 |
| Sawmills, planing mills, and millwork | 386 | 16.2 | 12.7 | 7.7 |
| Wood buildings and mobile homes | 60 | 6.1 | 3.2 | 7.8 |
| Miscellaneous wood products | 141 | 21.3 | 11.4 | 10.5 |
| Furniture and fixtures | 662 | 30.2 | 9.1 | 12.0 |
| Stone, clay, glass, and concrete products | 557 | 22.9 | 8.9 | 10.5 |
| Glass and glass products | 189 | 29.0 | 7.9 | 8.3 |
| Cement, concrete, gypsum, and plaster products | 185 | 10.4 | 8.8 | 10.7 |
| Structural clay, pottery, and related products | 83 | 30.4 | 7.8 | 19.3 |
| Miscellaneous nonmetallic mineral and stone products | 100 | 27.9 | 11.9 | 7.3 |
| Metal industries | 2,039 | 18.8 | 8.3 | 10.2 |
| Primary metal industries | 760 | 14.4 | 11.4 | 7.3 |
| Blast furnaces, steelworks, rolling, and finishing mills | 354 | 10.9 | 16.5 | 6.8 |
| Iron and steel foundries | 111 | 11.2 | 8.0 | 3.5 |
| Primary aluminum industries | 143 | 16.6 | 6.6 | 7.9 |
| Other primary metal industries | 152 | 23.0 | 6.3 | 9.0 |
| Fabricated metal industries | 1,279 | 21.4 | 6.4 | 12.0 |
| Cutlery, hand tools, and general hardware | 110 | 30.4 | 5.6 | 9.4 |
| Fabricated structural metal products | 494 | 17.2 | 6.4 | 12.3 |
| Screw machine products | 55 | 19.5 | 8.0 | 8.3 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|---|----------------|-------------------|-------|-----------------|
| | | Women | Black | Hispanic origin |
| (Durable goods-Continued) | | | | |
| Metal forging and stampings | 146 | 27.1 | 4.0 | 8.1 |
| Ordnance | 59 | 33.1 | 5.3 | 1.2 |
| Miscellaneous and not specified fabricated metal products | 416 | 20.5 | 7.3 | 14.9 |
| Machinery and computing equipment | 2,385 | 22.9 | 5.4 | 5.3 |
| Engines and turbines | 66 | 22.9 | 11.2 | 2.7 |
| Farm machinery and equipment | 114 | 21.8 | 7.7 | 1.9 |
| Construction and material handling machines | 235 | 13.5 | 2.2 | 2.2 |
| Metal working machinery | 295 | 17.5 | 3.5 | 3.6 |
| Computers and related equipment | 535 | 35.6 | 6.1 | 7.3 |
| Electrical machinery, equipment, and supplies | 1,815 | 40.0 | 8.3 | 9.7 |
| Household appliances | 125 | 40.0 | 13.3 | 7.1 |
| Radio, TV, and communication equipment | 412 | 37.8 | 7.5 | 7.3 |
| Electrical machinery, equipment, and supplies, n.e.c. and not specified | 1,278 | 40.7 | 8.1 | 10.7 |
| Transportation equipment | 2,256 | 21.2 | 11.9 | 5.8 |
| Motor vehicles and motor vehicle equipment | 1,212 | 22.4 | 14.1 | 5.0 |
| Aircraft and parts | 437 | 19.6 | 8.9 | 6.2 |
| Ship and boat building and repairing | 197 | 16.3 | 17.0 | 2.5 |
| Guided missiles, space vehicles, and parts | 321 | 24.2 | 5.9 | 10.1 |
| Cycles and miscellaneous transportation equipment | 57 | 17.7 | 2.3 | 11.6 |
| Professional and photographic equipment, and watches | 690 | 37.8 | 6.3 | 9.6 |
| Scientific and controlling instruments | 213 | 30.3 | 4.9 | 6.8 |
| Medical, dental, and optical instrument and supplies | 357 | 44.0 | 6.4 | 12.7 |
| Photographic equipment and supplies | 111 | 29.9 | 8.2 | 4.9 |
| Toys, amusements, and sporting goods | 169 | 46.1 | 4.8 | 16.9 |
| Miscellaneous and not specified manufacturing industries | 489 | 39.8 | 6.4 | 14.0 |
| Nondurable goods | 8,365 | 40.2 | 12.3 | 12.1 |
| Food and kindred products | 1,749 | 33.7 | 14.1 | 18.3 |
| Meat products | 475 | 35.8 | 20.8 | 25.0 |
| Dairy products | 161 | 25.3 | 5.1 | 11.9 |
| Canned, frozen, and preserved fruits and vegetables | 220 | 43.0 | 9.7 | 24.9 |
| Grain mill products | 141 | 21.5 | 5.4 | 7.7 |
| Bakery products | 240 | 31.8 | 16.4 | 13.0 |
| Sugar and confectionary products | 104 | 44.7 | 16.6 | 16.1 |
| Beverage industries | 203 | 24.6 | 10.7 | 9.7 |
| Miscellaneous and not specified food and kindred products | 204 | 39.9 | 16.4 | 24.1 |
| Tobacco manufactures | 50 | 30.2 | 23.1 | 4.2 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|---|-------------------|-------------------|-------|--------------------|
| | | Women | Black | Hispanic origin |
| (Nondurable goods-Continued) | | | | |
| Textile mill products | 643 | 47.1 | 25.1 | 6.6 |
| Knitting mills | 108 | 64.3 | 15.6 | 11.1 |
| Carpets and rugs | 67 | 37.2 | 35.4 | 6.3 |
| Yarn, thread, and fabric mills | 403 | 46.0 | 27.4 | 4.7 |
| Apparel and other finished textile products | 1,009 | 71.4 | 15.2 | 21.4 |
| Apparel and accessories, except knit | 834 | 73.6 | 14.3 | 23.1 |
| Miscellaneous fabricated textile products | 175 | 60.8 | 19.3 | 13.3 |
| Paper and allied products | 703 | 25.0 | 10.6 | 8.3 |
| Pulp, paper, and paperboard mills | 293 | 17.2 | 9.2 | 3.9 |
| Miscellaneous paper and pulp products | 194 | 35.8 | 9.2 | 7.4 |
| Paperboard containers and boxes | 217 | 26.1 | 13.6 | 15.0 |
| Printing, publishing, and allied products | 1,848 | 42.1 | 6.8 | 7.6 |
| Newspaper publishing and printing | 504 | 43.3 | 5.9 | 5.8 |
| Printing, publishing, and allied industries, except newspapers | 1,344 | 41.6 | 7.1 | 8.3 |
| Chemicals and allied products | 1,259 | 33.3 | 11.7 | 8.0 |
| Plastics, synthetics, and resins | 154 | 26.3 | 8.7 | 15.5 |
| Drugs | 297 | 46.3 | 11.9 | 5.5 |
| Soaps and cosmetics | 190 | 47.6 | 20.0 | 12.0 |
| Paints, varnishes, and related products | 70 | 22.4 | 11.9 | 14.2 |
| Industrial and miscellaneous chemicals | 499 | 24.5 | 8.9 | 5.1 |
| Petroleum and coal products | 175 | 23.5 | 9.7 | 10.1 |
| Petroleum refining | 151 | 24.0 | 9.0 | 10.8 |
| Rubber and miscellaneous plastics products | 795 | 32.2 | 10.4 | 11.0 |
| Tires and inner tubes | 79 | 12.6 | 5.2 | 6 |
| Other rubber products, and plastics footwear and belting | 158 | 31.3 | 10.9 | 8.8 |
| Miscellaneous plastics products | 558 | 35.1 | 10.6 | 13.2 |
| Leather and leather products | 135 | 51.2 | 6.3 | 16.8 |
| Footwear, except rubber and plastic | 71 | 50.8 | 1.9 | 16.0 |
| Transportation, communications, and other public utilities | 8,692 | 28.4 | 13.7 | 7.8 |
| Transportation | 5,587 | 26.0 | 14.1 | 8.7 |
| Railroads | 288 | 9.3 | 11.3 | 5.9 |
| Bus service and urban transit | 560 | 30.0 | 25.7 | 8.8 |
| Taxicab service | 132 | 8.4 | 26.8 | 12.4 |
| Trucking service | 2,184 | 15.2 | 10.8 | 8.2 |
| Warehousing and storage | 150 | 25.3 | 11.7 | 16.8 |
| U.S. Postal Service | 883 | 38.2 | 21.0 | 8.0 |
| Water transportation | 187 | 15.5 | 13.8 | 5.9 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|---|-------------------|-------------------|-------|--------------------|
| | | Women | Black | Hispanic origin |
| (Transportation-Continued) | | | | |
| Air transportation | 801 | 35.7 | 11.3 | 8.4 |
| Services incidental to transportation | 386 | 57.7 | 5.7 | 12.7 |
| Communications | 1,560 | 45.3 | 13.5 | 6.1 |
| Radio and television broadcasting and cable | 397 | 42.0 | 9.7 | 6.5 |
| Telephone communications | 1,134 | 46.6 | 14.9 | 6.0 |
| Utilities and sanitary services | 1,545 | 20.0 | 12.5 | 6.2 |
| Electric light and power | 635 | 21.7 | 8.4 | 4.1 |
| Gas and steam supply systems | 183 | 22.2 | 13.2 | 9.3 |
| Electric and gas, and other combinations | 155 | 25.1 | 17.4 | 4.3 |
| Water supply and irrigation | 233 | 16.8 | 12.1 | 7.8 |
| Sanitary services | 329 | 15.3 | 16.9 | 8.2 |
| Wholesale and retail trade | 25,699 | 47.2 | 8.5 | 9.7 |
| Wholesale trade | 4,713 | 28.9 | 6.5 | 9.2 |
| Durable goods | 2,499 | 27.2 | 5.0 | 7.7 |
| Motor vehicles and equipment | 226 | 26.0 | 3.3 | 9.9 |
| Furniture and home furnishings | 106 | 25.4 | 11.3 | 15.6 |
| Lumber and construction materials | 176 | 20.2 | 4.5 | 5.5 |
| Professional and commercial equipment and supplies | 396 | 35.1 | 6.0 | 6.2 |
| Metals and minerals, except petroleum | 74 | 25.8 | 5.3 | 7.9 |
| Electrical goods | 305 | 33.0 | 5.0 | 5.1 |
| Hardware, plumbing and heating supplies | 268 | 26.7 | 4.0 | 5.9 |
| Machinery, equipment, and supplies | 614 | 24.9 | 2.2 | 5.5 |
| Scrap and waste materials | 206 | 16.5 | 11.4 | 15.3 |
| Miscellaneous wholesale trade, durable goods | 129 | 33.2 | 5.6 | 9.7 |
| Nondurable goods | 2,214 | 30.8 | 8.1 | 10.9 |
| Paper and paper products | 122 | 40.1 | 4.9 | 8.1 |
| Drugs, chemicals, and allied products | 194 | 37.1 | 7.6 | 7.1 |
| Apparel, fabrics, and notions | 124 | 45.0 | 8.9 | 17.0 |
| Groceries and related products | 867 | 25.7 | 10.6 | 13.5 |
| Farm products-raw materials | 89 | 24.6 | 1.0 | 5.6 |
| Petroleum products | 134 | 29.3 | 6.3 | 7.1 |
| Alcoholic beverages | 126 | 14.2 | 10.4 | 7.8 |
| Farm supplies | 151 | 29.5 | 5.9 | 5.8 |
| Miscellaneous nondurable goods and not specified wholesale trade | 407 | 39.2 | 5.8 | 11.3 |
| Retail trade | 20,986 | 51.3 | 8.9 | 9.9 |
| Lumber and building material retailing | 551 | 26.4 | 6.5 | 5.7 |
| Hardware stores | 219 | 37.0 | 4.7 | 3.9 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|--|-------------------|-------------------|-------|--------------------|
| | | Women | Black | Hispanic origin |
| (Retail trade-Continued) | | | | |
| Retail nurseries and garden stores | 110 | 34.3 | 2.5 | 8.3 |
| Department stores | 2,202 | 69.4 | 11.6 | 10.2 |
| Variety stores | 134 | 66.8 | 13.8 | 9.6 |
| Miscellaneous general merchandise stores | 138 | 59.9 | 11.7 | 12.2 |
| Grocery stores | 3,071 | 50.5 | 9.2 | 9.3 |
| Retail bakeries | 183 | 59.5 | 8.4 | 11.9 |
| Food stores, n.e.c. | 206 | 47.8 | 7.3 | 13.1 |
| Motor vehicle dealers | 1,121 | 19.3 | 5.4 | 8.6 |
| Auto and home supply stores | 424 | 17.1 | 7.0 | 8.7 |
| Gasoline service stations | 374 | 32.1 | 6.8 | 9.3 |
| Miscellaneous vehicle dealers | 102 | 23.5 | .3 | 2.1 |
| Apparel and accessory stores, except shoe | 831 | 73.1 | 11.1 | 12.6 |
| Shoe stores | 154 | 61.5 | 20.4 | 11.4 |
| Furniture and home furnishings stores | 613 | 37.2 | 7.2 | 6.6 |
| Household appliance stores | 116 | 26.9 | 6.6 | 8.1 |
| Radio, TV, and computer stores | 388 | 30.4 | 7.2 | 7.6 |
| Music stores | 141 | 39.1 | 5.5 | 8.6 |
| Eating and drinking places | 6,333 | 53.2 | 11.0 | 12.8 |
| Drug stores | 559 | 64.1 | 6.9 | 5.5 |
| Liquor stores | 131 | 36.6 | 12.2 | 6.7 |
| Sporting goods, bicycles, and hobby stores | 402 | 50.9 | 3.3 | 6.8 |
| Book and stationery stores | 233 | 52.8 | 8.1 | 6.0 |
| Jewelry stores | 169 | 59.0 | 3.5 | 9.4 |
| Gift, novelty, and souvenir shops | 193 | 82.2 | 3.2 | 4.2 |
| Sewing, needlework, and piece goods stores | 60 | 82.0 | 7.2 | 7.6 |
| Catalog and mail order houses | 168 | 69.1 | 8.0 | 5.0 |
| Vending machine operators | 85 | 30.9 | 5.0 | 8.5 |
| Direct selling establishments | 349 | 75.4 | 4.4 | 9.7 |
| Fuel dealers | 130 | 27.5 | 1.6 | 2.9 |
| Retail florists | 186 | 72.7 | 3.5 | 6.3 |
| Finance, insurance, and real estate | 8,141 | 58.9 | 9.1 | 6.7 |
| Banking | 1,959 | 70.3 | 11.8 | 7.6 |
| Savings institutions, including credit unions | 320 | 78.1 | 5.8 | 8.2 |
| Credit agencies, n.e.c. | 545 | 64.3 | 10.7 | 7.2 |
| Security, commodity brokerage, and investment companies | 737 | 38.7 | 6.7 | 3.7 |
| Insurance | 2,472 | 61.2 | 8.9 | 4.6 |
| Real estate, including real estate-insurance offices .. | 2,108 | 48.6 | 7.6 | 8.9 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|---|----------------|-------------------|-------|-----------------|
| | | Women | Black | Hispanic origin |
| Services | 42,986 | 61.8 | 11.9 | 7.8 |
| Private households | 976 | 89.3 | 17.5 | 25.4 |
| Other service industries | 42,009 | 61.2 | 11.7 | 7.3 |
| Business, automobile, and repair services | 7,304 | 36.3 | 11.2 | 10.0 |
| Advertising | 272 | 52.6 | 5.6 | 4.2 |
| Services to dwellings and other buildings | 849 | 49.2 | 16.4 | 20.3 |
| Personnel supply services | 804 | 61.3 | 20.5 | 6.7 |
| Computer and data processing services | 1,017 | 34.5 | 7.1 | 3.8 |
| Detective and protective services | 477 | 17.6 | 24.0 | 10.6 |
| Business services, n.e.c. | 1,645 | 51.5 | 8.2 | 7.6 |
| Automotive rental and leasing, without drivers ... | 165 | 28.8 | 10.5 | 7.6 |
| Automobile parking and carwashes | 196 | 16.1 | 22.1 | 22.5 |
| Automotive repair and related services | 1,185 | 10.9 | 6.5 | 12.2 |
| Electrical repair shops | 126 | 13.3 | 5.6 | 12.5 |
| Miscellaneous repair services | 569 | 15.7 | 5.5 | 10.6 |
| Personal services, except private household | 3,363 | 63.2 | 12.5 | 12.3 |
| Hotels and motels | 1,328 | 54.7 | 16.1 | 17.8 |
| Lodging places, except hotels and motels | 136 | 56.2 | 5.1 | .7 |
| Laundry, cleaning, and garment services | 480 | 55.7 | 13.6 | 15.7 |
| Beauty shops | 863 | 89.4 | 9.8 | 7.4 |
| Barber shops | 96 | 22.4 | 23.7 | 10.0 |
| Funeral service and crematories | 97 | 31.7 | 5.3 | 5.4 |
| Entertainment and recreation services | 2,134 | 42.6 | 8.4 | 7.9 |
| Theaters and motion pictures | 539 | 39.6 | 8.7 | 8.0 |
| Video tape rental | 141 | 58.0 | 4.7 | 8.2 |
| Bowling centers | 53 | 43.4 | 1.7 | 7.6 |
| Miscellaneous entertainment and recreation services | 1,402 | 42.2 | 8.9 | 7.9 |
| Professional and related services | 29,030 | 68.8 | 12.0 | 6.0 |
| Hospitals | 5,009 | 76.5 | 16.4 | 5.5 |
| Health services, except hospitals | 5,579 | 78.9 | 13.3 | 6.8 |
| Offices and clinics of physicians | 1,404 | 74.9 | 5.3 | 7.8 |
| Offices and clinics of dentists | 596 | 77.4 | 2.2 | 7.2 |
| Offices and clinics of chiropractors | 105 | 59.8 | .2 | 4.5 |
| Offices and clinics of optometrists | 71 | 65.0 | .6 | 7.4 |
| Offices and clinics of health practitioners, n.e.c. | 117 | 69.6 | 6.5 | 2.8 |
| Nursing and personal care facilities | 1,692 | 84.7 | 23.2 | 5.9 |
| Health services, n.e.c. | 1,593 | 79.5 | 15.9 | 7.3 |

See note at end of table.

**Table A-15. Employed persons by detailed industry, sex, race, and Hispanic origin,
1994 annual averages (continued)
(numbers in thousands)**

| Industry | Total employed | Percent of total: | | |
|---|----------------|-------------------|-------|-----------------|
| | | Women | Black | Hispanic origin |
| Educational services | 9,703 | 68.2 | 11.1 | 6.3 |
| Elementary and secondary schools | 6,447 | 74.6 | 11.8 | 7.1 |
| Colleges and universities | 2,743 | 52.3 | 9.7 | 4.7 |
| Vocational schools | 102 | 53.6 | 13.7 | 5.7 |
| Libraries | 196 | 84.2 | 12.1 | 3.6 |
| Educational services, n.e.c. | 216 | 71.6 | 7.0 | 3.6 |
| Social services | 3,046 | 81.3 | 17.5 | 7.8 |
| Job training and vocational rehabilitation services | 241 | 51.9 | 15.2 | 4.2 |
| Child day care services | 902 | 95.8 | 16.8 | 6.1 |
| Family child care homes | 433 | 98.6 | 10.8 | 8.9 |
| Residential care facilities, without nursing | 442 | 73.0 | 18.4 | 9.7 |
| Social services, n.e.c. | 1,027 | 71.7 | 21.2 | 9.0 |
| Other professional services | 5,694 | 46.3 | 5.6 | 4.4 |
| Legal services | 1,286 | 55.0 | 5.2 | 5.3 |
| Museums, art galleries, and zoos | 99 | 60.1 | 9.0 | 3.3 |
| Labor unions | 69 | 44.1 | 6.5 | 3.8 |
| Religious organizations | 873 | 45.1 | 8.3 | 5.4 |
| Membership organizations, n.e.c. | 363 | 63.3 | 11.3 | 4.1 |
| Engineering, architectural, and surveying services | 795 | 21.7 | 3.0 | 4.6 |
| Accounting, auditing, and bookkeeping services | 640 | 54.1 | 4.0 | 3.2 |
| Research, development, and testing services ... | 639 | 41.3 | 5.5 | 3.1 |
| Management and public relations services | 659 | 43.4 | 5.2 | 4.2 |
| Miscellaneous professional and related services | 271 | 53.6 | 1.4 | 2.6 |
| Forestry and fisheries | 177 | 23.5 | 4.9 | 10.8 |
| Forestry | 112 | 30.1 | 6.2 | 12.8 |
| Fishing, hunting, and trapping | 65 | 12.2 | 2.4 | 5.8 |
| Public administration | 5,814 | 43.0 | 16.4 | 5.8 |
| Executive and legislative offices | 150 | 61.4 | 9.6 | 3.1 |
| General government, n.e.c. | 574 | 51.0 | 19.7 | 5.9 |
| Justice, public order, and safety | 2,264 | 30.9 | 14.7 | 5.9 |
| Public finance, taxation, and monetary policy | 420 | 60.7 | 14.5 | 5.3 |
| Administration of human resources programs | 761 | 67.5 | 23.2 | 6.8 |
| Administration of environmental quality and housing programs | 281 | 36.0 | 11.4 | 4.4 |
| Administration of economic programs | 613 | 44.3 | 14.9 | 6.0 |
| National security and international affairs | 751 | 36.3 | 18.0 | 6.0 |

Note: N.e.c. is an abbreviation for "not elsewhere classified" and designates broad categories of industries which cannot be more specifically identified. Generally, data for industries with fewer than 50,000 employed are not published separately but are included in the totals for the appropriate categories shown. Data for 1994 are not directly comparable with data for 1993 and earlier years. For additional information, see "Revisions in the Current Population Survey Effective January 1994" in the February 1994 issue of *Employment and Earnings*.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table B-1. Employees on nonfarm payrolls, total and goods-producing industries,
1960-94 annual averages
(in thousands)**

| Year | Total | Total private | Goods-producing | | | |
|------|---------|---------------|-----------------|--------|--------------|---------------|
| | | | Total | Mining | Construction | Manufacturing |
| 1960 | 54,189 | 45,836 | 20,434 | 712 | 2,926 | 16,796 |
| 1961 | 53,999 | 45,404 | 19,857 | 672 | 2,859 | 16,326 |
| 1962 | 55,549 | 46,660 | 20,451 | 650 | 2,948 | 16,853 |
| 1963 | 56,653 | 47,429 | 20,640 | 635 | 3,010 | 16,995 |
| 1964 | 58,283 | 48,686 | 21,005 | 634 | 3,097 | 17,274 |
| 1965 | 60,763 | 50,689 | 21,926 | 632 | 3,232 | 18,062 |
| 1966 | 63,901 | 53,116 | 23,158 | 627 | 3,317 | 19,214 |
| 1967 | 65,803 | 54,413 | 23,308 | 613 | 3,248 | 19,447 |
| 1968 | 67,897 | 56,058 | 23,737 | 606 | 3,350 | 19,781 |
| 1969 | 70,384 | 58,189 | 24,361 | 619 | 3,575 | 20,167 |
| 1970 | 70,880 | 58,325 | 23,578 | 623 | 3,588 | 19,367 |
| 1971 | 71,211 | 58,331 | 22,935 | 609 | 3,704 | 18,623 |
| 1972 | 73,675 | 60,341 | 23,668 | 628 | 3,889 | 19,151 |
| 1973 | 76,790 | 63,058 | 24,893 | 642 | 4,097 | 20,154 |
| 1974 | 78,265 | 64,095 | 24,794 | 697 | 4,020 | 20,077 |
| 1975 | 76,945 | 62,259 | 22,600 | 752 | 3,525 | 18,323 |
| 1976 | 79,382 | 64,511 | 23,352 | 779 | 3,576 | 18,997 |
| 1977 | 82,471 | 67,344 | 24,346 | 813 | 3,851 | 19,682 |
| 1978 | 86,697 | 71,026 | 25,585 | 851 | 4,229 | 20,505 |
| 1979 | 89,823 | 73,876 | 26,461 | 958 | 4,463 | 21,040 |
| 1980 | 90,406 | 74,166 | 25,658 | 1,027 | 4,346 | 20,285 |
| 1981 | 91,152 | 75,121 | 25,497 | 1,139 | 4,188 | 20,170 |
| 1982 | 89,544 | 73,707 | 23,812 | 1,128 | 3,904 | 18,780 |
| 1983 | 90,152 | 74,282 | 23,330 | 952 | 3,946 | 18,432 |
| 1984 | 94,408 | 78,384 | 24,718 | 966 | 4,380 | 19,372 |
| 1985 | 97,387 | 80,992 | 24,842 | 927 | 4,668 | 19,248 |
| 1986 | 99,344 | 82,651 | 24,533 | 777 | 4,810 | 18,947 |
| 1987 | 101,958 | 84,948 | 24,674 | 717 | 4,958 | 18,999 |
| 1988 | 105,210 | 87,824 | 25,125 | 713 | 5,098 | 19,314 |
| 1989 | 107,895 | 90,117 | 25,254 | 692 | 5,171 | 19,391 |
| 1990 | 109,419 | 91,115 | 24,905 | 709 | 5,120 | 19,076 |
| 1991 | 108,256 | 89,854 | 23,745 | 689 | 4,650 | 18,406 |
| 1992 | 108,604 | 89,959 | 23,231 | 635 | 4,492 | 18,104 |
| 1993 | 110,730 | 91,889 | 23,352 | 610 | 4,668 | 18,075 |
| 1994 | 114,034 | 94,917 | 23,913 | 600 | 5,010 | 18,303 |

Note: Data presented in table B-1 are from the establishment survey. Establishment survey estimates are currently projected from March 1994 benchmark levels. When more recent benchmark data are introduced, all unadjusted data beginning April 1994 are subject to revision.
Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table B-2. Employees on nonfarm payrolls of service-producing industries,
1960-94 annual averages
(in thousands)**

| Year | Service-producing | | | | | | | | |
|-----------|-------------------|---|--------------------|-----------------|--|----------|------------|-------|--------|
| | Total | Transportation and public utilities | Wholesale trade | Retail trade | Finance, insurance, and real estate | Services | Government | | |
| | | | | | | | Federal | State | Local |
| 1960 | 33,755 | 4,004 | 3,153 | 8,238 | 2,628 | 7,378 | 2,270 | 1,536 | 4,547 |
| 1961 | 34,142 | 3,903 | 3,142 | 8,195 | 2,688 | 7,619 | 2,279 | 1,607 | 4,708 |
| 1962 | 35,098 | 3,906 | 3,207 | 8,359 | 2,754 | 7,982 | 2,340 | 1,668 | 4,881 |
| 1963 | 36,013 | 3,903 | 3,258 | 8,520 | 2,830 | 8,277 | 2,358 | 1,747 | 5,121 |
| 1964 | 37,278 | 3,951 | 3,347 | 8,812 | 2,911 | 8,660 | 2,348 | 1,856 | 5,392 |
| 1965 | 38,839 | 4,036 | 3,477 | 9,239 | 2,977 | 9,036 | 2,378 | 1,996 | 5,700 |
| 1966 | 40,743 | 4,158 | 3,608 | 9,637 | 3,058 | 9,498 | 2,564 | 2,141 | 6,080 |
| 1967 | 42,495 | 4,268 | 3,700 | 9,906 | 3,185 | 10,045 | 2,719 | 2,302 | 6,371 |
| 1968 | 44,158 | 4,318 | 3,791 | 10,308 | 3,337 | 10,567 | 2,737 | 2,442 | 6,660 |
| 1969 | 46,023 | 4,442 | 3,919 | 10,785 | 3,512 | 11,169 | 2,758 | 2,533 | 6,904 |
| 1970 | 47,302 | 4,515 | 4,006 | 11,034 | 3,645 | 11,548 | 2,731 | 2,664 | 7,158 |
| 1971 | 48,276 | 4,476 | 4,014 | 11,338 | 3,772 | 11,797 | 2,696 | 2,747 | 7,437 |
| 1972 | 50,007 | 4,541 | 4,127 | 11,822 | 3,908 | 12,276 | 2,684 | 2,859 | 7,790 |
| 1973 | 51,897 | 4,656 | 4,291 | 12,315 | 4,046 | 12,857 | 2,663 | 2,923 | 8,146 |
| 1974 | 53,471 | 4,725 | 4,447 | 12,539 | 4,148 | 13,441 | 2,724 | 3,039 | 8,407 |
| 1975 | 54,345 | 4,542 | 4,430 | 12,630 | 4,165 | 13,892 | 2,748 | 3,179 | 8,758 |
| 1976 | 56,030 | 4,582 | 4,562 | 13,193 | 4,271 | 14,551 | 2,733 | 3,273 | 8,865 |
| 1977 | 58,125 | 4,713 | 4,723 | 13,792 | 4,467 | 15,302 | 2,727 | 3,377 | 9,023 |
| 1978 | 61,113 | 4,923 | 4,985 | 14,556 | 4,724 | 16,252 | 2,753 | 3,474 | 9,446 |
| 1979 | 63,363 | 5,136 | 5,221 | 14,972 | 4,975 | 17,112 | 2,773 | 3,541 | 9,633 |
| 1980 | 64,748 | 5,146 | 5,292 | 15,018 | 5,160 | 17,890 | 2,866 | 3,610 | 9,765 |
| 1981 | 65,655 | 5,165 | 5,375 | 15,171 | 5,298 | 18,615 | 2,772 | 3,640 | 9,619 |
| 1982 | 65,732 | 5,081 | 5,295 | 15,158 | 5,340 | 19,021 | 2,739 | 3,640 | 9,458 |
| 1983 | 66,821 | 4,952 | 5,283 | 15,587 | 5,466 | 19,664 | 2,774 | 3,662 | 9,434 |
| 1984 | 69,690 | 5,156 | 5,568 | 16,512 | 5,684 | 20,746 | 2,807 | 3,734 | 9,482 |
| 1985 | 72,544 | 5,233 | 5,727 | 17,315 | 5,948 | 21,927 | 2,875 | 3,832 | 9,687 |
| 1986 | 74,811 | 5,247 | 5,761 | 17,880 | 6,273 | 22,957 | 2,899 | 3,893 | 9,901 |
| 1987 | 77,284 | 5,362 | 5,848 | 18,422 | 6,533 | 24,110 | 2,943 | 3,967 | 10,100 |
| 1988 | 80,086 | 5,514 | 6,030 | 19,023 | 6,630 | 25,504 | 2,971 | 4,076 | 10,339 |
| 1989 | 82,642 | 5,625 | 6,187 | 19,475 | 6,668 | 26,907 | 2,988 | 4,182 | 10,609 |
| 1990 | 84,514 | 5,793 | 6,173 | 19,601 | 6,709 | 27,934 | 3,085 | 4,305 | 10,914 |
| 1991 | 84,511 | 5,762 | 6,081 | 19,284 | 6,646 | 28,336 | 2,966 | 4,355 | 11,081 |
| 1992 | 85,373 | 5,721 | 5,997 | 19,356 | 6,602 | 29,052 | 2,969 | 4,408 | 11,267 |
| 1993 | 87,378 | 5,829 | 5,981 | 19,773 | 6,757 | 30,197 | 2,915 | 4,488 | 11,438 |
| 1994 | 90,121 | 6,006 | 6,140 | 20,437 | 6,933 | 31,488 | 2,870 | 4,562 | 11,685 |

Note: Data presented in table B-2 are from the establishment survey. Establishment survey estimates are currently projected from March 1994 benchmark levels. When more recent benchmark data are introduced, all unadjusted data beginning April 1994 are subject to revision.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table B-3. Employees on nonfarm payrolls by major industry and selected component groups, 1992-94 annual averages
(in thousands)**

| Industry | 1992 | 1993 | 1994 |
|---|---------|---------|---------|
| Total | 108,604 | 110,730 | 114,034 |
| Total private | 89,959 | 91,899 | 94,917 |
| Goods-producing | 23,231 | 23,352 | 23,913 |
| Mining | 635 | 610 | 600 |
| Metal mining | 53.2 | 49.8 | 48.8 |
| Coal mining | 126.8 | 108.6 | 112.2 |
| Oil and gas extraction | 352.6 | 349.8 | 335.8 |
| Nonmetallic minerals, except fuels | 101.8 | 101.5 | 103.3 |
| Construction | 4,492 | 4,668 | 5,010 |
| General building contractors | 1,076.8 | 1,119.5 | 1,200.5 |
| Heavy construction, except building | 711.2 | 712.6 | 736.4 |
| Special trade contractors | 2,704.1 | 2,835.6 | 3,072.8 |
| Manufacturing | 18,104 | 18,075 | 18,303 |
| Durable goods | 10,277 | 10,221 | 10,431 |
| Lumber and wood products | 679.9 | 709.1 | 752.2 |
| Furniture and fixtures | 477.7 | 486.9 | 501.8 |
| Stone, clay, and glass products | 513.3 | 517.0 | 532.5 |
| Primary metal industries | 694.5 | 683.1 | 699.1 |
| Blast furnaces and basic steel products | 250.3 | 240.3 | 238.8 |
| Fabricated metal products | 1,329.1 | 1,338.5 | 1,387.1 |
| Industrial machinery and equipment | 1,928.6 | 1,930.6 | 1,984.7 |
| Electronic and other electrical equipment | 1,528.1 | 1,525.7 | 1,570.8 |
| Transportation equipment | 1,829.6 | 1,756.2 | 1,748.9 |
| Motor vehicles and equipment | 812.5 | 836.6 | 898.6 |
| Aircraft and parts | 611.7 | 542.0 | 479.5 |
| Instruments and related products | 928.5 | 895.5 | 863.3 |
| Miscellaneous manufacturing | 367.6 | 378.3 | 390.3 |

See footnotes at end of table.

Table B-3. Employees on nonfarm payrolls by major industry and selected component groups, 1992-94 annual averages (continued)
(in thousands)

| Industry | 1992 | 1993 | 1994 |
|--|---------|---------|---------|
| Nondurable goods | 7,827 | 7,854 | 7,872 |
| Food and kindred products | 1,662.5 | 1,679.6 | 1,679.6 |
| Tobacco products | 47.5 | 43.7 | 42.2 |
| Textile mill products | 674.1 | 675.1 | 673.2 |
| Apparel and other textile products | 1,007.2 | 989.1 | 969.4 |
| Paper and allied products | 690.3 | 691.7 | 691.3 |
| Printing and publishing | 1,506.5 | 1,516.7 | 1,541.5 |
| Chemicals and allied products | 1,084.1 | 1,080.5 | 1,060.6 |
| Petroleum and coal products | 157.6 | 151.5 | 148.9 |
| Rubber and misc. plastics products | 877.6 | 909.0 | 952.0 |
| Leather and leather products | 119.9 | 117.2 | 113.6 |
| Service-producing | 85,373 | 87,378 | 90,121 |
| Transportation and public utilities | 5,721 | 5,829 | 6,006 |
| Transportation | 3,498 | 3,615 | 3,775 |
| Railroad transportation | 254.3 | 248.3 | 240.5 |
| Local and interurban passenger transit | 361.4 | 379.4 | 410.3 |
| Trucking and warehousing | 1,611.2 | 1,698.1 | 1,797.3 |
| Water transportation | 173.3 | 168.2 | 168.8 |
| Transportation by air | 730.1 | 740.1 | 747.8 |
| Pipelines, except natural gas | 19.2 | 18.4 | 17.6 |
| Transportation services | 348.4 | 362.5 | 392.4 |
| Communications and public utilities | 2,223 | 2,214 | 2,231 |
| Communications | 1,268.9 | 1,269.1 | 1,304.6 |
| Electric, gas, and sanitary services | 954.0 | 944.4 | 926.5 |
| Wholesale trade | 5,997 | 5,981 | 6,140 |
| Durable goods | 3,446 | 3,433 | 3,542 |
| Nondurable goods | 2,552 | 2,549 | 2,599 |

See footnotes at end of table.

Table B-3. Employees on nonfarm payrolls by major industry and selected component groups, 1992-94 annual averages (continued)
(in thousands)

| Industry | 1992 | 1993 | 1994 |
|---|---------|---------|---------|
| Retail trade | 19,356 | 19,773 | 20,437 |
| Building materials and garden supplies | 757.7 | 779.0 | 828.0 |
| General merchandise stores | 2,451.0 | 2,488.3 | 2,545.4 |
| Food stores | 3,179.8 | 3,224.1 | 3,289.1 |
| Automotive dealers and service stations | 1,966.3 | 2,013.8 | 2,122.5 |
| Apparel and accessory stores | 1,130.9 | 1,143.6 | 1,134.0 |
| Furniture and home furnishings stores | 799.8 | 827.5 | 890.0 |
| Eating and drinking places | 6,609.3 | 6,821.4 | 7,069.0 |
| Miscellaneous retail establishments | 2,461.4 | 2,475.5 | 2,559.5 |
| Finance, insurance, and real estate | 6,602 | 6,757 | 6,933 |
| Finance | 3,160 | 3,238 | 3,323 |
| Depository institutions | 2,095.7 | 2,088.8 | 2,075.4 |
| Nondepository institutions | 405.5 | 454.9 | 498.5 |
| Security and commodity brokers | 440.1 | 471.6 | 518.0 |
| Holding and other investment offices | 219.0 | 222.6 | 231.4 |
| Insurance | 2,152 | 2,197 | 2,237 |
| Insurance carriers | 1,495.6 | 1,529.0 | 1,550.7 |
| Insurance agents, brokers, and service | 656.6 | 668.0 | 686.4 |
| Real estate | 1,290 | 1,322 | 1,373 |
| Services ^a | 29,052 | 30,197 | 31,488 |
| Agricultural services | 489.6 | 519.0 | 565.2 |
| Hotels and other lodging places | 1,576.4 | 1,595.7 | 1,618.0 |
| Personal services | 1,116.2 | 1,137.1 | 1,139.3 |
| Business services | 5,315.3 | 5,734.7 | 6,239.0 |
| Personnel supply services | 1,629.3 | 1,906.1 | 2,253.6 |
| Auto repair, services, and parking | 881.3 | 924.7 | 970.5 |
| Miscellaneous repair services | 347.0 | 348.5 | 333.9 |
| Motion pictures | 400.9 | 412.0 | 471.2 |
| Amusement and recreation services | 1,188.1 | 1,258.2 | 1,344.1 |
| Health services | 8,490.0 | 8,755.9 | 9,000.7 |
| Hospitals | 3,749.9 | 3,779.1 | 3,774.4 |
| Legal services | 913.5 | 924.0 | 926.8 |
| Educational services | 1,677.6 | 1,711.3 | 1,822.0 |

See footnotes at end of table.

Table B-3. Employees on nonfarm payrolls by major industry and selected component groups, 1992-94 annual averages (continued)
(in thousands)

| Industry | 1992 | 1993 | 1994 |
|--|---------------|---------------|---------------|
| Social services | 1,958.6 | 2,070.3 | 2,180.7 |
| Museums and botanical and zoological gardens | 72.7 | 75.5 | 79.0 |
| Membership organizations | 1,973.0 | 2,034.6 | 2,059.1 |
| Engineering and management services | 2,470.8 | 2,520.9 | 2,567.0 |
| Services, (not elsewhere classified) | 41.3 | 40.8 | 40.3 |
| Government | 18,645 | 18,841 | 19,118 |
| Federal | 2,969 | 2,915 | 2,870 |
| State | 4,408 | 4,488 | 4,562 |
| Education | 1,798.6 | 1,834.1 | 1,875.0 |
| Other State government | 2,609.6 | 2,653.7 | 2,687.4 |
| Local | 11,267 | 11,438 | 11,685 |
| Education | 6,219.5 | 6,352.9 | 6,489.7 |
| Other local government | 5,048.0 | 5,085.1 | 5,195.0 |

^a Includes other industries, not shown separately.

Note: Data presented in table B-3 are from the establishment survey. Establishment survey estimates are currently projected from March 1994 benchmark levels. When more recent benchmark data are introduced, all unadjusted data from April 1994 forward are subject to revision.

Source: U. S. Department of Labor, Bureau of Labor Statistics.

Table C-1. Average hours and earnings of production or nonsupervisory workers^a on private nonfarm payrolls by major industry, 1964–94 annual averages

| Year | Total private ^a | | | Mining | | | Construction | | |
|------------|----------------------------|-----------------|-----------------|--------------|-----------------|-----------------|--------------|-----------------|-----------------|
| | Weekly hours | Hourly earnings | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings |
| 1964 | 38.7 | \$2.36 | \$91.33 | 41.9 | \$2.81 | \$117.74 | 37.2 | \$3.55 | \$132.06 |
| 1965 | 38.8 | 2.46 | 95.45 | 42.3 | 2.92 | 123.52 | 37.4 | 3.70 | 138.38 |
| 1966 | 38.6 | 2.56 | 98.82 | 42.7 | 3.05 | 130.24 | 37.6 | 3.89 | 146.26 |
| 1967 | 38.0 | 2.68 | 101.84 | 42.6 | 3.19 | 135.89 | 37.7 | 4.11 | 154.95 |
| 1968 | 37.8 | 2.85 | 107.73 | 42.6 | 3.35 | 142.71 | 37.3 | 4.41 | 164.49 |
| 1969 | 37.7 | 3.04 | 114.61 | 43.0 | 3.60 | 154.80 | 37.9 | 4.79 | 181.54 |
| 1970 | 37.1 | 3.23 | 119.83 | 42.7 | 3.85 | 164.40 | 37.3 | 5.24 | 195.45 |
| 1971 | 36.9 | 3.45 | 127.31 | 42.4 | 4.06 | 172.14 | 37.2 | 5.69 | 211.67 |
| 1972 | 37.0 | 3.70 | 136.90 | 42.6 | 4.44 | 189.14 | 36.5 | 6.06 | 221.19 |
| 1973 | 36.9 | 3.94 | 145.39 | 42.4 | 4.75 | 201.40 | 36.8 | 6.41 | 235.89 |
| 1974 | 36.5 | 4.24 | 154.76 | 41.9 | 5.23 | 219.14 | 36.6 | 6.81 | 249.25 |
| 1975 | 36.1 | 4.53 | 163.53 | 41.9 | 5.95 | 249.31 | 36.4 | 7.31 | 266.08 |
| 1976 | 36.1 | 4.86 | 175.45 | 42.4 | 6.46 | 273.90 | 36.8 | 7.71 | 283.73 |
| 1977 | 36.0 | 5.25 | 189.00 | 43.4 | 6.94 | 301.20 | 36.5 | 8.10 | 295.65 |
| 1978 | 35.8 | 5.69 | 203.70 | 43.4 | 7.67 | 332.88 | 36.8 | 8.66 | 318.69 |
| 1979 | 35.7 | 6.16 | 219.91 | 43.0 | 8.49 | 365.07 | 37.0 | 9.27 | 342.99 |
| 1980 | 35.3 | 6.66 | 235.10 | 43.3 | 9.17 | 397.06 | 37.0 | 9.94 | 367.78 |
| 1981 | 35.2 | 7.25 | 255.20 | 43.7 | 10.04 | 438.75 | 36.9 | 10.82 | 399.26 |
| 1982 | 34.8 | 7.68 | 267.26 | 42.7 | 10.77 | 459.88 | 36.7 | 11.63 | 426.82 |
| 1983 | 35.0 | 8.02 | 280.70 | 42.5 | 11.28 | 479.40 | 37.1 | 11.94 | 442.97 |
| 1984 | 35.2 | 8.32 | 292.86 | 43.3 | 11.63 | 503.58 | 37.8 | 12.13 | 458.51 |
| 1985 | 34.9 | 8.57 | 299.09 | 43.4 | 11.98 | 519.93 | 37.7 | 12.32 | 464.46 |
| 1986 | 34.8 | 8.76 | 304.85 | 42.2 | 12.46 | 525.81 | 37.4 | 12.48 | 466.75 |
| 1987 | 34.8 | 8.98 | 312.50 | 42.4 | 12.54 | 531.70 | 37.8 | 12.71 | 480.44 |
| 1988 | 34.7 | 9.28 | 322.02 | 42.3 | 12.80 | 541.44 | 37.9 | 13.08 | 495.73 |
| 1989 | 34.6 | 9.66 | 334.24 | 43.0 | 13.26 | 570.18 | 37.9 | 13.54 | 513.17 |
| 1990 | 34.5 | 10.01 | 345.35 | 44.1 | 13.68 | 603.29 | 38.2 | 13.77 | 526.01 |
| 1991 | 34.3 | 10.32 | 353.98 | 44.4 | 14.19 | 630.04 | 38.1 | 14.00 | 533.40 |
| 1992 | 34.4 | 10.57 | 363.61 | 43.9 | 14.54 | 638.31 | 38.0 | 14.15 | 537.70 |
| 1993 | 34.5 | 10.83 | 373.64 | 44.3 | 14.60 | 646.78 | 38.5 | 14.38 | 553.63 |
| 1994 | 34.7 | 11.13 | 386.21 | 44.7 | 14.89 | 665.58 | 38.9 | 14.72 | 572.61 |

See footnotes at end of table.

Table C-1. Average hours and earnings of production or nonsupervisory workers^a on private nonfarm payrolls by major industry, 1964–94 annual averages (continued)

| Year | Manufacturing | | | | Transportation and public utilities | | | Wholesale trade | | |
|------------|---------------|-----------------|-------------------------------------|-----------------|-------------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| | Weekly hours | Hourly earnings | Hourly earnings, excluding overtime | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings |
| 1964 | 40.7 | \$2.53 | \$2.43 | \$102.97 | 41.1 | \$2.89 | \$118.78 | 40.7 | \$2.52 | \$102.56 |
| 1965 | 41.2 | 2.61 | 2.50 | 107.53 | 41.3 | 3.03 | 125.14 | 40.8 | 2.60 | 106.08 |
| 1966 | 41.4 | 2.71 | 2.59 | 112.19 | 41.2 | 3.11 | 128.13 | 40.7 | 2.73 | 111.11 |
| 1967 | 40.6 | 2.82 | 2.71 | 114.49 | 40.5 | 3.23 | 130.82 | 40.3 | 2.87 | 115.66 |
| 1968 | 40.7 | 3.01 | 2.88 | 122.51 | 40.6 | 3.42 | 138.85 | 40.1 | 3.04 | 121.90 |
| 1969 | 40.6 | 3.19 | 3.05 | 129.51 | 40.7 | 3.63 | 147.74 | 40.2 | 3.23 | 129.85 |
| 1970 | 39.8 | 3.35 | 3.23 | 133.33 | 40.5 | 3.85 | 155.93 | 39.9 | 3.43 | 136.86 |
| 1971 | 39.9 | 3.57 | 3.45 | 142.44 | 40.1 | 4.21 | 168.82 | 39.4 | 3.64 | 143.42 |
| 1972 | 40.5 | 3.82 | 3.66 | 154.71 | 40.4 | 4.65 | 187.86 | 39.4 | 3.85 | 151.69 |
| 1973 | 40.7 | 4.09 | 3.91 | 166.46 | 40.5 | 5.02 | 203.31 | 39.2 | 4.07 | 159.54 |
| 1974 | 40.0 | 4.42 | 4.25 | 176.80 | 40.2 | 5.41 | 217.48 | 38.8 | 4.38 | 169.94 |
| 1975 | 39.5 | 4.83 | 4.67 | 190.79 | 39.7 | 5.88 | 233.44 | 38.6 | 4.72 | 182.19 |
| 1976 | 40.1 | 5.22 | 5.02 | 209.32 | 39.8 | 6.45 | 256.71 | 38.7 | 5.02 | 194.27 |
| 1977 | 40.3 | 5.68 | 5.44 | 228.90 | 39.9 | 6.99 | 278.90 | 38.8 | 5.39 | 209.13 |
| 1978 | 40.4 | 6.17 | 5.91 | 249.27 | 40.0 | 7.57 | 302.80 | 38.8 | 5.88 | 228.14 |
| 1979 | 40.2 | 6.70 | 6.43 | 269.34 | 39.9 | 8.16 | 325.58 | 38.8 | 6.39 | 247.93 |
| 1980 | 39.7 | 7.27 | 7.02 | 288.62 | 39.6 | 8.87 | 351.25 | 38.4 | 6.95 | 266.88 |
| 1981 | 39.8 | 7.99 | 7.72 | 318.00 | 39.4 | 9.70 | 382.18 | 38.5 | 7.55 | 290.68 |
| 1982 | 38.9 | 8.49 | 8.25 | 330.26 | 39.0 | 10.32 | 402.48 | 38.3 | 8.08 | 309.46 |
| 1983 | 40.1 | 8.83 | 8.52 | 354.08 | 39.0 | 10.79 | 420.81 | 38.5 | 8.54 | 328.79 |
| 1984 | 40.7 | 9.19 | 8.82 | 374.03 | 39.4 | 11.12 | 438.13 | 38.5 | 8.88 | 341.88 |
| 1985 | 40.5 | 9.54 | 9.16 | 386.37 | 39.5 | 11.40 | 450.30 | 38.4 | 9.15 | 351.36 |
| 1986 | 40.7 | 9.73 | 9.34 | 396.01 | 39.2 | 11.70 | 458.64 | 38.3 | 9.34 | 357.72 |
| 1987 | 41.0 | 9.91 | 9.48 | 406.31 | 39.2 | 12.03 | 471.58 | 38.1 | 9.59 | 365.38 |
| 1988 | 41.1 | 10.19 | 9.73 | 418.81 | 38.8 | 12.26 | 475.69 | 38.1 | 9.98 | 380.24 |
| 1989 | 41.0 | 10.48 | 10.02 | 429.68 | 38.9 | 12.60 | 490.14 | 38.0 | 10.39 | 394.82 |
| 1990 | 40.8 | 10.83 | 10.37 | 441.86 | 38.9 | 12.97 | 504.53 | 38.1 | 10.79 | 411.10 |
| 1991 | 40.7 | 11.18 | 10.71 | 455.03 | 38.7 | 13.22 | 511.61 | 38.1 | 11.15 | 424.82 |
| 1992 | 41.0 | 11.46 | 10.95 | 469.86 | 38.9 | 13.45 | 523.21 | 38.2 | 11.39 | 435.10 |
| 1993 | 41.4 | 11.74 | 11.18 | 486.04 | 39.6 | 13.62 | 539.35 | 38.2 | 11.74 | 448.47 |
| 1994 | 42.0 | 12.06 | 11.42 | 506.52 | 39.9 | 13.86 | 553.01 | 38.3 | 12.05 | 462.72 |

See footnotes at end of table.

Table C-1. Average hours and earnings of production or nonsupervisory workers^a on private nonfarm payrolls by major industry, 1964–94 annual averages (continued)

| Year | Retail trade | | | Finance, insurance, and real estate | | | Services | | |
|------------|--------------|-----------------|-----------------|-------------------------------------|-----------------|-----------------|--------------|-----------------|-----------------|
| | Weekly hours | Hourly earnings | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings | Weekly hours | Hourly earnings | Weekly earnings |
| 1964 | 37.0 | \$1.75 | \$64.75 | 37.3 | \$2.30 | \$85.79 | 36.1 | \$1.94 | \$70.03 |
| 1965 | 36.6 | 1.82 | 66.61 | 37.2 | 2.39 | 88.91 | 35.9 | 2.05 | 73.60 |
| 1966 | 35.9 | 1.91 | 68.57 | 37.3 | 2.47 | 92.13 | 35.5 | 2.17 | 77.04 |
| 1967 | 35.3 | 2.01 | 70.95 | 37.1 | 2.58 | 95.72 | 35.1 | 2.29 | 80.38 |
| 1968 | 34.7 | 2.16 | 74.95 | 37.0 | 2.75 | 101.75 | 34.7 | 2.42 | 83.97 |
| 1969 | 34.2 | 2.30 | 78.66 | 37.1 | 2.93 | 108.70 | 34.7 | 2.61 | 90.57 |
| 1970 | 33.8 | 2.44 | 82.47 | 36.7 | 3.07 | 112.67 | 34.4 | 2.81 | 96.66 |
| 1971 | 33.7 | 2.60 | 87.62 | 36.6 | 3.22 | 117.85 | 33.9 | 3.04 | 103.06 |
| 1972 | 33.4 | 2.75 | 91.85 | 36.6 | 3.36 | 122.98 | 33.9 | 3.27 | 110.85 |
| 1973 | 33.1 | 2.91 | 96.32 | 36.6 | 3.53 | 129.20 | 33.8 | 3.47 | 117.29 |
| 1974 | 32.7 | 3.14 | 102.68 | 36.5 | 3.77 | 137.61 | 33.6 | 3.75 | 126.00 |
| 1975 | 32.4 | 3.36 | 108.86 | 36.5 | 4.06 | 148.19 | 33.5 | 4.02 | 134.67 |
| 1976 | 32.1 | 3.57 | 114.60 | 36.4 | 4.27 | 155.43 | 33.3 | 4.31 | 143.52 |
| 1977 | 31.6 | 3.85 | 121.66 | 36.4 | 4.54 | 165.26 | 33.0 | 4.65 | 153.45 |
| 1978 | 31.0 | 4.20 | 130.20 | 36.4 | 4.89 | 178.00 | 32.8 | 4.99 | 163.67 |
| 1979 | 30.6 | 4.53 | 138.62 | 36.2 | 5.27 | 190.77 | 32.7 | 5.36 | 175.27 |
| 1980 | 30.2 | 4.88 | 147.38 | 36.2 | 5.79 | 209.60 | 32.6 | 5.85 | 190.71 |
| 1981 | 30.1 | 5.25 | 158.03 | 36.3 | 6.31 | 229.05 | 32.6 | 6.41 | 208.97 |
| 1982 | 29.9 | 5.48 | 163.85 | 36.2 | 6.78 | 245.44 | 32.6 | 6.92 | 225.59 |
| 1983 | 29.8 | 5.74 | 171.05 | 36.2 | 7.29 | 263.90 | 32.7 | 7.31 | 239.04 |
| 1984 | 29.8 | 5.85 | 174.33 | 36.5 | 7.63 | 278.50 | 32.6 | 7.59 | 247.43 |
| 1985 | 29.4 | 5.94 | 174.64 | 36.4 | 7.94 | 289.02 | 32.5 | 7.90 | 256.75 |
| 1986 | 29.2 | 6.03 | 176.08 | 36.4 | 8.36 | 304.30 | 32.5 | 8.18 | 265.85 |
| 1987 | 29.2 | 6.12 | 178.70 | 36.3 | 8.73 | 316.90 | 32.5 | 8.49 | 275.93 |
| 1988 | 29.1 | 6.31 | 183.62 | 35.9 | 9.06 | 325.25 | 32.6 | 8.88 | 289.49 |
| 1989 | 28.9 | 6.53 | 188.72 | 35.8 | 9.53 | 341.17 | 32.6 | 9.38 | 305.79 |
| 1990 | 28.8 | 6.75 | 194.40 | 35.8 | 9.97 | 356.93 | 32.5 | 9.83 | 319.48 |
| 1991 | 28.6 | 6.94 | 198.48 | 35.7 | 10.39 | 370.92 | 32.4 | 10.23 | 331.45 |
| 1992 | 28.8 | 7.12 | 205.06 | 35.8 | 10.82 | 387.36 | 32.5 | 10.54 | 342.55 |
| 1993 | 28.8 | 7.29 | 209.95 | 35.8 | 11.35 | 406.33 | 32.5 | 10.78 | 350.35 |
| 1994 | 28.9 | 7.49 | 216.46 | 35.8 | 11.83 | 423.51 | 32.5 | 11.05 | 359.13 |

^a Data relate to production workers in mining and manufacturing; construction workers in construction; and nonsupervisory workers in transportation and public utilities; wholesale and retail trade; finance, insurance, and real estate; and services.

Note: Establishment survey estimates are currently projected from March 1994 benchmark levels. When more recent benchmark data are introduced, all unadjusted data from April 1994 forward are subject to revision.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table D-1. Civilian labor force by sex, age, race, and Hispanic origin, 1979 and 1992, and moderate growth projection to 2005 (numbers in thousands)

| Group | Level | | | Change | | Percent change | | Percent distribution | | | Annual labor force growth rate (percent) | |
|--|------------------|---------|---------|------------------|-----------|------------------|-----------|----------------------|-------|-------|--|-----------|
| | 1979 | 1992 | 2005 | 1979-1992 | 1992-2005 | 1979-1992 | 1992-2005 | 1979 | 1992 | 2005 | 1979-1992 | 1992-2005 |
| Total, 16 years and over | 104,962 | 126,982 | 150,516 | 22,020 | 23,534 | 21.0 | 18.5 | 100.0 | 100.0 | 100.0 | 1.5 | 1.3 |
| 16 to 24 | 25,407 | 20,454 | 24,127 | -4,953 | 3,673 | -19.5 | 18.0 | 24.2 | 16.1 | 16.0 | -1.7 | 1.3 |
| 25 to 54 | 64,520 | 91,097 | 105,054 | 26,577 | 13,957 | 41.2 | 15.3 | 61.5 | 71.7 | 69.8 | 2.7 | 1.1 |
| 55 and older | 15,034 | 15,432 | 21,335 | 398 | 5,903 | 2.6 | 38.3 | 14.3 | 12.2 | 14.2 | .2 | 2.5 |
| Men, 16 years and older | 60,726 | 69,184 | 78,718 | 8,458 | 9,534 | 13.9 | 13.8 | 57.9 | 54.5 | 52.3 | 1.0 | 1.0 |
| Women, 16 years and older | 44,235 | 57,798 | 71,798 | 13,563 | 14,000 | 30.7 | 24.2 | 42.1 | 45.5 | 47.7 | 2.1 | 1.7 |
| White, 16 years and older | 91,923 | 108,526 | 124,847 | 16,603 | 16,321 | 18.1 | 15.0 | 87.6 | 85.5 | 82.9 | 1.3 | 1.1 |
| Black, 16 years and older | 10,678 | 13,891 | 17,395 | 3,213 | 3,504 | 30.1 | 25.2 | 10.2 | 10.9 | 11.6 | 2.0 | 1.7 |
| Asian and other, 16 years and older ^a | 2,361 | 4,565 | 8,274 | 2,204 | 3,709 | 93.4 | 81.2 | 2.2 | 3.6 | 5.5 | 5.2 | 4.7 |
| Hispanic, 16 years and older ^b | (^c) | 10,131 | 16,581 | (^c) | 6,450 | (^c) | 63.7 | (^c) | 8.0 | 11.0 | 4.3 ^d | 3.9 |
| Other than Hispanic, 16 years and older | (^c) | 116,851 | 133,935 | (^c) | 17,084 | (^c) | 14.6 | (^c) | 92.0 | 89.0 | 1.1 ^d | 1.1 |
| White, non-Hispanic | (^c) | 98,819 | 109,753 | (^c) | 10,934 | (^c) | 11.1 | (^c) | 77.8 | 72.9 | .9 ^d | .8 |

^a The "Asian and other" group includes: (1) Asians and Pacific Islanders; and (2) American Indians and Alaskan natives. The historical data are derived by subtracting "black" from the "black and other" group; projections are made directly, not by subtraction.

^b Persons of Hispanic origin may be of any race.

^c Data for Hispanic origin were not available before 1980.

^d Data are for 1980-92.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table D-2. Civilian labor force participation rates by sex, age, race, and Hispanic origin, 1979 and 1992, and moderate growth projection to 2005 (percent)

| Group | Participation rate | | | Annual growth rate | |
|--|--------------------|------|------|--------------------|-----------|
| | 1979 | 1992 | 2005 | 1979-1992 | 1992-2005 |
| Total, 16 years and older | 63.7 | 66.3 | 68.8 | 1.5 | 1.3 |
| Men, 16 years and older | 77.8 | 75.6 | 74.7 | 1.0 | 1.0 |
| 16 to 19 | 61.5 | 41.1 | 55.5 | -2.8 | 2.1 |
| 20 to 24 | 86.4 | 83.3 | 84.4 | -1.3 | .9 |
| 25 to 34 | 95.3 | 93.8 | 93.5 | 1.3 | -1.2 |
| 35 to 44 | 95.7 | 93.8 | 93.5 | 3.6 | .6 |
| 45 to 54 | 91.4 | 90.8 | 90.2 | 1.5 | 3.1 |
| 55 to 64 | 72.8 | 67.0 | 69.7 | -.6 | 2.8 |
| 65 and older | 19.9 | 16.1 | 14.7 | .5 | .5 |
| Women, 16 years and older | 50.9 | 57.8 | 63.2 | 2.1 | 1.7 |
| 16 to 19 | 54.2 | 49.2 | 52.4 | -2.6 | 2.1 |
| 20 to 24 | 69.0 | 71.2 | 73.6 | -.9 | .8 |
| 25 to 34 | 63.9 | 74.1 | 80.7 | 2.4 | -.5 |
| 35 to 44 | 63.6 | 76.8 | 86.2 | 5.0 | 1.5 |
| 45 to 54 | 58.3 | 72.7 | 82.8 | 3.1 | 4.1 |
| 55 to 64 | 41.7 | 46.6 | 52.4 | .7 | 3.2 |
| 65 and older | 8.3 | 8.3 | 8.8 | 1.9 | 1.3 |
| White, 16 years and older | 63.9 | 66.7 | 70.2 | 1.3 | 1.1 |
| Black, 16 years and older | 61.4 | 63.3 | 66.2 | 2.0 | 1.7 |
| Asian and other, 16 years and older ^a ... | 66.1 | 65.6 | 66.6 | 5.2 | 4.7 |
| Hispanic, 16 years and older ^b | (^c) | 66.5 | 68.4 | 4.3 ^d | 3.9 |

^a The "Asian and other" group includes: (a) Asians and Pacific Islanders and (2) American Indians and Alaskan natives. The historical data are derived by subtracting "black" from the "black and other" group; projections are made directly, not by subtraction.

^b Persons of Hispanic origin may be of any race.

^c Data for Hispanic origin were not available before 1980.

^d Data are for 1980-92.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table D-3. Civilian noninstitutional population by sex, age, race, and Hispanic origin, 1979 and 1992, and moderate growth projection to 2005 (numbers in thousands)

| Group | Level | | | Change | | Annual growth rate (percent) | | Percent distribution | | |
|--|------------------|---------|---------|------------------|-----------|------------------------------|-----------|----------------------|-------|-------|
| | 1979 | 1992 | 2005 | 1979-1992 | 1992-2005 | 1979-1992 | 1992-2005 | 1979 | 1992 | 2005 |
| Total, 16 years and over | 164,863 | 191,576 | 218,861 | 26,713 | 27,285 | 1.2 | 1.0 | 100.0 | 100.0 | 100.0 |
| 16 to 24 | 37,011 | 30,931 | 35,739 | -6,080 | 4,808 | -1.4 | 1.1 | 22.4 | 16.1 | 16.3 |
| 25 to 54 | 82,876 | 108,847 | 119,653 | 25,971 | 10,806 | 2.1 | .7 | 50.3 | 56.8 | 54.7 |
| 55 and older | 44,977 | 51,798 | 63,469 | 6,821 | 11,671 | 1.1 | 1.6 | 27.3 | 27.0 | 29.0 |
| Men, 16 years and older | 78,020 | 91,541 | 105,340 | 13,521 | 13,799 | 1.2 | 1.1 | 47.3 | 47.8 | 48.1 |
| 16 to 24 | 18,183 | 15,347 | 17,941 | -2,836 | 2,594 | -1.3 | 1.2 | 11.0 | 8.0 | 8.2 |
| 25 to 54 | 40,183 | 53,330 | 58,682 | 13,147 | 5,352 | 2.2 | .7 | 24.4 | 27.8 | 26.8 |
| 55 and older | 19,653 | 22,864 | 28,717 | 3,211 | 5,853 | 1.2 | 1.8 | 11.9 | 11.9 | 13.1 |
| Women, 16 years and older | 86,843 | 100,035 | 113,521 | 13,192 | 13,486 | 1.1 | 1.0 | 52.7 | 52.2 | 51.9 |
| 16 to 24 | 18,827 | 15,584 | 17,798 | -3,243 | 2,214 | -1.4 | 1.0 | 11.4 | 8.1 | 8.1 |
| 25 to 54 | 42,693 | 55,517 | 60,971 | 12,824 | 5,454 | 2.0 | .7 | 25.9 | 29.0 | 27.9 |
| 55 and older | 25,324 | 28,934 | 34,751 | 3,610 | 5,817 | 1.0 | 1.4 | 15.4 | 15.1 | 15.9 |
| White, 16 years and older | 143,894 | 162,658 | 180,153 | 18,764 | 17,495 | .9 | .8 | 87.3 | 84.9 | 82.3 |
| Black, 16 years and older | 17,397 | 21,958 | 26,288 | 4,561 | 4,330 | 1.8 | 1.4 | 10.6 | 11.5 | 12.0 |
| Asian and other, 16 years and older ^a | 3,572 | 6,961 | 12,420 | 3,389 | 5,459 | 5.3 | 4.6 | 2.2 | 3.6 | 5.7 |
| Hispanic, 16 years and older ^b .. | (^c) | 15,244 | 24,240 | (^c) | 8,996 | (^c) | 3.6 | (^c) | 8.0 | 11.1 |

^a The "Asian and other" group includes: (1) Asians and Pacific Islanders and (2) American Indians and Alaskan natives. The historical data are derived by subtracting "black" from the "black and other" group; projections are made directly, not by subtraction.

^b Persons of Hispanic origin may be of any race.

^c Data for Hispanic origin were not available before 1980.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table D-4. Civilian labor force, 1992 and projected to 2005,
and projected entrants and leavers, 1992–2005**

| Group | Labor force, 1992 | Entrants, 1992–2005 | Leavers, 1992–2005 | Labor force, 2005 |
|-------------------------------------|----------------------|------------------------|-----------------------|----------------------|
| Number (in thousands) | | | | |
| Total | 126,982 | 51,215 | 27,681 | 150,516 |
| Men | 69,184 | 25,125 | 15,591 | 78,718 |
| Women | 57,798 | 26,090 | 12,090 | 71,798 |
| White, non-Hispanic | 98,817 | 33,384 | 22,448 | 109,753 |
| Men | 53,995 | 16,107 | 12,884 | 57,218 |
| Women | 44,822 | 17,278 | 9,564 | 52,535 |
| Black, non-Hispanic | 13,694 | 6,096 | 3,160 | 16,630 |
| Men | 6,786 | 2,881 | 1,505 | 8,163 |
| Women | 6,908 | 3,215 | 1,656 | 8,467 |
| Hispanic origin | 10,131 | 7,801 | 1,352 | 16,581 |
| Men | 6,091 | 4,339 | 802 | 9,628 |
| Women | 4,040 | 3,462 | 550 | 6,953 |
| Asian and other, non-Hispanic | 4,340 | 3,958 | 746 | 7,552 |
| Men | 2,312 | 1,798 | 401 | 3,709 |
| Women | 2,028 | 2,135 | 320 | 4,843 |
| Share (percent) | | | | |
| Total | 100.0 | 100.0 | 100.0 | 100.0 |
| Men | 54.5 | 49.1 | 56.3 | 52.3 |
| Women | 45.5 | 50.9 | 43.7 | 47.7 |
| White, non-Hispanic | 77.8 | 65.2 | 81.0 | 72.9 |
| Men | 42.5 | 31.4 | 46.5 | 38.0 |
| Women | 35.3 | 33.7 | 34.5 | 34.9 |
| Black, non-Hispanic | 10.8 | 11.9 | 11.4 | 11.0 |
| Men | 5.3 | 5.6 | 5.4 | 5.4 |
| Women | 5.4 | 6.3 | 6.0 | 5.6 |
| Hispanic origin | 8.0 | 15.2 | 4.9 | 11.0 |
| Men | 4.8 | 8.5 | 2.9 | 6.4 |
| Women | 3.2 | 6.8 | 2.0 | 4.6 |
| Asian and other, non-Hispanic | 3.4 | 7.7 | 2.7 | 5.0 |
| Men | 1.8 | 3.5 | 1.4 | 2.5 |
| Women | 1.6 | 4.6 | 1.2 | 2.6 |

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table D-5. Median age of the labor force, by sex, race,
and Hispanic origin, 1962–2005
(age in years)**

| Group | 1962 | 1970 | 1979 | 1992 | 1995 | 2000 | 2005 |
|--|------------------|------------------|------------------|------|------|------|------|
| Total | 40.5 | 39.0 | 34.7 | 37.2 | 37.8 | 39.2 | 40.5 |
| Men | 40.5 | 39.4 | 35.3 | 37.3 | 37.8 | 39.2 | 40.4 |
| Women | 40.4 | 38.3 | 33.9 | 37.2 | 37.8 | 39.3 | 40.5 |
| White | 40.9 | 39.3 | 34.9 | 37.5 | 38.0 | 39.6 | 40.9 |
| Black^a | 38.3 | 36.6 | 33.3 | 35.6 | 36.3 | 37.7 | 38.8 |
| Asian and other races^b | (^c) | (^c) | 33.1 | 30.5 | 36.9 | 37.6 | 38.3 |
| Hispanic origin^d | (^e) | (^e) | (^e) | 33.9 | 34.1 | 35.3 | 35.8 |

^a For 1962 and 1970: black and other.

^b The "Asian and other" group includes: (1) Asians and Pacific Islanders and (2) American Indians and Alaskan natives. The historical data are derived by subtracting "black" from the "black and other" group.

^c Data not available before 1972.

^d Persons of Hispanic origin may be of any race.

^e Data for Hispanic origin were not available before 1980.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table D-6. Three projections of the civilian labor force by sex, age, race, and Hispanic origin, 2005

| Group | Participation rate (percent) | | | Level (thousands) | | |
|---|------------------------------|----------|------|-------------------|----------|---------|
| | High | Moderate | Low | High | Moderate | Low |
| Total | 70.1 | 68.8 | 67.3 | 156,454 | 150,516 | 147,252 |
| Men | 75.8 | 74.7 | 73.6 | 81,062 | 78,718 | 77,558 |
| Women | 65.0 | 63.2 | 61.4 | 75,391 | 71,798 | 69,694 |
| 16 to 24 years | 69.1 | 67.5 | 65.6 | 25,315 | 24,127 | 23,436 |
| 25 to 54 years | 88.9 | 87.8 | 86.4 | 108,726 | 105,054 | 103,348 |
| 55 years and older | 34.9 | 33.6 | 32.3 | 22,413 | 21,335 | 20,469 |
| White, 16 years and older ... | 70.5 | 69.5 | 68.1 | 128,961 | 124,847 | 122,478 |
| Black, 16 years and older | 68.2 | 66.2 | 64.0 | 18,022 | 17,395 | 16,820 |
| Asian and other, 16 years and older ^a | 68.9 | 66.6 | 64.0 | 9,470 | 8,274 | 7,954 |
| Hispanic, 16 years and older ^b | 70.9 | 68.4 | 66.0 | 18,286 | 16,581 | 16,006 |

^a The "Asian and other" group includes: (1) Asians and Pacific Islanders and (2) American Indians and Alaskan natives. The historical data are derived by subtracting "black" from the "black and other" group.

^b Persons of Hispanic origin may be of any race.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

Table D-7. Occupations with above average earnings projected to have the greatest net employment change 1992–2005, by level of education or training most often required (employment in thousands)

| Occupation | 1992 | Net change 1992–2005 |
|---|-------|-------------------------|
| High School education or employer training | | |
| Truck drivers, light and heavy | 2,391 | 648 |
| Marketing and sales worker supervisors | 2,036 | 407 |
| Maintenance repairers, general utility | 1,145 | 319 |
| Clerical supervisors and managers | 1,267 | 301 |
| Human services workers | 189 | 256 |
| Blue collar worker supervisors | 1,757 | 217 |
| Carpenters | 978 | 198 |
| Correction officers | 282 | 197 |
| Automotive mechanics | 739 | 168 |
| Painters and paperhangers, construction and maintenance | 440 | 128 |
| Electricians | 518 | 100 |
| Police and detectives | 700 | 92 |
| Bus and truck mechanics and diesel engine specialists | 263 | 64 |
| Heat, air conditioning, and refrigeration mechanics and installers | 212 | 62 |
| Driver/sales workers | 329 | 60 |
| Firefighting occupations | 305 | 50 |
| Welders and cutters | 306 | 46 |
| Dispatchers | 221 | 46 |
| Drywall installers and finishers | 121 | 44 |
| Insurance claims clerks | 116 | 43 |
| Postsecondary education or formal training, less than a bachelor's degree | | |
| Registered nurses | 1,835 | 765 |
| Licensed practical nurses | 659 | 261 |
| Food service and lodging managers | 532 | 232 |
| Radiologic technologists and technicians | 162 | 102 |
| Paralegals | 95 | 81 |
| Electrical and electronic technicians and technologists | 323 | 74 |
| Science and mathematics technicians | 244 | 61 |
| Musicians | 236 | 59 |
| Cost estimators | 163 | 49 |
| Medical records technicians | 76 | 47 |
| Dental hygienists | 108 | 46 |
| Inspectors and compliance officers, except construction | 155 | 42 |
| Respiratory therapists | 74 | 36 |
| Drafters | 314 | 35 |
| Sales agents, real estate | 283 | 32 |
| Construction and building inspectors | 66 | 20 |
| Physician assistants | 58 | 20 |

Table D-7. Occupations with above average earnings projected to have the greatest net employment change 1992–2005, by level of education or training most often required (employment in thousands) (continued)

| Occupation | 1992 | Net change 1992–2005 |
|---|-------|-------------------------|
| Bachelor's or higher degree | | |
| Systems analysts | 455 | 501 |
| Teachers, secondary school | 1,263 | 462 |
| General managers and top executives | 2,871 | 380 |
| Teachers, elementary | 1,456 | 311 |
| Accountants and auditors | 939 | 304 |
| Teachers, special education | 358 | 267 |
| Lawyers | 626 | 195 |
| Physicians | 556 | 195 |
| Social workers | 484 | 191 |
| Financial managers | 701 | 174 |
| Computer programmers | 555 | 169 |
| Marketing, advertising, and public relations managers | 432 | 156 |
| Teachers and instructors, vocational education and training | 305 | 111 |
| Engineering, mathematical, and natural science managers | 337 | 106 |
| Personnel, training, and labor relations specialists | 281 | 102 |
| Instructors and coaches, sports and physical training | 260 | 94 |
| Electrical and electronics engineers | 370 | 90 |
| Management analysts | 208 | 89 |
| Property and real estate managers | 243 | 85 |
| Construction managers | 180 | 85 |

Source: U.S. Department of Labor, Bureau of Labor Statistics, Office of Employment Projections.

Table D-8. Median real income of workers by education level and gender, 1972 and 1979-92

| Year | Total, all levels | Less than 4 years of high school | 4 years of high school | 1-3 years of college | 4 years of college | 5+ years of college |
|---------------------------|-------------------|----------------------------------|------------------------|----------------------|--------------------|---------------------|
| Women, 25 years and older | | | | | | |
| 1972 | 20,000 | 15,571 | 19,478 | 22,176 | 27,597 | 34,863 |
| 1979 | 20,982 | 15,535 | 19,924 | 22,466 | 25,473 | 31,637 |
| 1980 | 20,709 | 15,556 | 19,655 | 22,035 | 25,798 | 30,836 |
| 1981 | 20,635 | 15,015 | 19,193 | 22,322 | 25,402 | 31,357 |
| 1982 | 21,234 | 14,852 | 19,419 | 22,872 | 25,528 | 31,533 |
| 1983 | 21,531 | 15,039 | 19,412 | 23,283 | 25,981 | 32,211 |
| 1984 | 21,817 | 15,332 | 19,658 | 22,948 | 27,333 | 33,835 |
| 1985 | 22,312 | 14,876 | 20,171 | 23,439 | 27,869 | 33,783 |
| 1986 | 22,560 | 14,994 | 20,400 | 23,687 | 28,671 | 34,897 |
| 1987 | 22,961 | 15,170 | 20,421 | 24,612 | 28,873 | 37,092 |
| 1988 | 23,114 | 14,844 | 19,929 | 24,712 | 29,860 | 35,727 |
| 1989 | 23,262 | 15,096 | 19,819 | 24,453 | 30,218 | 36,252 |
| 1990 | 22,947 | 14,768 | 19,665 | 23,855 | 30,096 | 36,245 |
| 1991 | 22,704 | 14,183 | 19,401 | 23,719 | 29,951 | 38,184 |
| 1992 | 23,201 | 14,126 | 19,462 | 23,975 | 30,394 | 38,115 |
| Men, 25 years and older | | | | | | |
| 1972 | 35,217 | 27,256 | 34,980 | 39,260 | 47,003 | 53,315 |
| 1979 | 35,461 | 26,355 | 34,303 | 36,704 | 42,464 | 49,010 |
| 1980 | 34,578 | 25,111 | 33,168 | 35,621 | 41,417 | 47,173 |
| 1981 | 33,755 | 24,662 | 32,057 | 35,119 | 41,078 | 47,365 |
| 1982 | 33,525 | 23,517 | 31,306 | 34,663 | 41,112 | 47,412 |
| 1983 | 33,639 | 23,327 | 30,727 | 34,655 | 42,088 | 48,778 |
| 1984 | 34,403 | 23,807 | 31,397 | 34,854 | 42,485 | 49,703 |
| 1985 | 34,352 | 23,337 | 31,079 | 35,128 | 42,765 | 51,278 |
| 1986 | 34,971 | 23,700 | 31,599 | 35,851 | 43,995 | 50,648 |
| 1987 | 34,837 | 23,621 | 31,453 | 36,796 | 43,838 | 51,792 |
| 1988 | 34,773 | 22,867 | 30,877 | 35,719 | 43,194 | 52,091 |
| 1989 | 34,358 | 22,153 | 29,926 | 35,184 | 43,554 | 52,972 |
| 1990 | 32,895 | 20,916 | 28,457 | 33,879 | 41,981 | 52,690 |
| 1991 | 32,561 | 20,604 | 27,582 | 33,201 | 42,133 | 58,138 |
| 1992 | 32,157 | 19,936 | 27,357 | 32,554 | 41,406 | 57,686 |

Note: Data are for year-round, full-time workers. Annual income is in 1992 dollars. Definitions of level of education changed after 1990. The new definitions are: less than four years of high school means not a high school graduate; four years of high school means a high school graduate; one-three years of college means an associate degree or some college but no degree; four years of college means a bachelor's degree; and five + years of college means a post-bachelor's degree.

Source: Bureau of the Census, Current Population Survey.

Table D-9. Employment by major occupational group, 1992 and projected 2005, moderate alternative projection, and percent change 1979–92 and 1992–2005 (numbers in thousands)

| Occupation | 1992 | | 2005 | | Percent Change | |
|---|---------|---------|---------|---------|----------------|-----------|
| | Number | Percent | Number | Percent | 1979–1992 | 1992–2005 |
| Total, all occupations | 121,099 | 100.0 | 147,482 | 100.0 | 19.0 | 21.8 |
| Executives, administrative and managerial | 12,066 | 10.0 | 15,195 | 10.3 | 50.4 | 25.9 |
| Professional specialty | 16,592 | 13.7 | 22,801 | 15.5 | 43.0 | 37.4 |
| Technicians and related support | 4,282 | 3.5 | 5,664 | 3.8 | 57.6 | 32.2 |
| Marketing and sales | 12,993 | 10.7 | 15,664 | 10.6 | 30.7 | 20.6 |
| Administrative support, including clerical | 22,349 | 18.5 | 25,406 | 17.2 | 15.0 | 13.7 |
| Service | 19,358 | 16.0 | 25,820 | 17.5 | 24.6 | 33.4 |
| Agricultural, forestry, fishing, and related occupations .. | 3,530 | 2.9 | 3,650 | 2.5 | -5.2 | 3.4 |
| Precision production, craft and repair | 13,580 | 11.2 | 15,380 | 10.4 | 4.3 | 13.3 |
| Operators, fabricators, and laborers | 16,349 | 13.5 | 17,902 | 12.1 | -10.3 | 9.5 |

Note: The 1992 and 2005 employment data and the projected change 1992–2005 are derived from the industry-occupation employment matrices for each year. The data on 1979–92 percent change were derived from the Current Population Survey (CPS) because a comparable industry-occupation matrix for 1979 is not available. The CPS data represent estimates of employed persons and exclude the estimates of persons with more than one job that are included in the industry-occupation employment matrices. The CPS exclusions of dual jobholders affects the employment levels and trends of some occupational groups more than others. Therefore, the resulting comparisons of change between 1979–92 and 1992–2005 are only broadly indicative of trends.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table D-10. Occupations with the largest job growth, 1992–2005,
moderate alternative projection
(numbers in thousands)**

| Occupation | Employment | | Numerical change | Percent change |
|---|------------|-------|---------------------|-------------------|
| | 1992 | 2005 | | |
| Salespersons, retail | 3,660 | 4,446 | 786 | 21 |
| Registered nurses | 1,835 | 2,601 | 765 | 42 |
| Cashiers | 2,747 | 3,417 | 670 | 24 |
| General office clerks | 2,688 | 3,342 | 654 | 24 |
| Truck drivers, light and heavy | 2,391 | 3,039 | 648 | 27 |
| Waiters and waitresses | 1,756 | 2,394 | 637 | 36 |
| Nursing aides, orderlies, and attendants | 1,308 | 1,903 | 594 | 45 |
| Janitors and cleaners, including maids and housekeeping cleaners | 2,862 | 3,410 | 548 | 19 |
| Food preparation workers | 1,223 | 1,748 | 524 | 43 |
| Systems analysts | 455 | 956 | 501 | 110 |
| Home health aides | 347 | 827 | 479 | 138 |
| Teachers, secondary school | 1,263 | 1,724 | 462 | 37 |
| Child care workers | 684 | 1,135 | 450 | 66 |
| Guards | 803 | 1,211 | 408 | 51 |
| Marketing and sales worker supervisors | 2,036 | 2,443 | 407 | 20 |
| Teacher aides and educational assistants | 885 | 1,266 | 381 | 43 |
| General managers and top executives | 2,871 | 3,251 | 380 | 13 |
| Maintenance repairers, general utility | 1,145 | 1,464 | 319 | 28 |
| Gardeners and groundskeepers, except farm | 884 | 1,195 | 311 | 35 |
| Teachers, elementary | 1,456 | 1,767 | 311 | 21 |
| Food counter, fountain, and related workers | 1,564 | 1,872 | 308 | 20 |
| Receptionists and information clerks | 904 | 1,210 | 305 | 34 |
| Accountants and auditors | 939 | 1,243 | 304 | 32 |
| Clerical supervisors and managers | 1,267 | 1,568 | 301 | 24 |
| Cooks, restaurant | 602 | 879 | 276 | 46 |
| Teachers, special education | 358 | 625 | 267 | 74 |
| Licensed practical nurses | 659 | 920 | 261 | 40 |
| Cooks, short order and fast food | 714 | 971 | 257 | 36 |
| Human services workers | 189 | 445 | 256 | 136 |
| Computer engineers and scientists | 211 | 447 | 236 | 112 |

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table D-11. Occupations with the largest job decline, 1992–2005,
moderate alternative projection
(numbers in thousands)**

| Occupation | Employment | | Numerical change | Percent change |
|--|------------|------|---------------------|-------------------|
| | 1992 | 2005 | | |
| Farmers | 1,088 | 857 | -231 | -21 |
| Sewing machine operators, garment | 556 | 393 | -162 | -29 |
| Cleaners and servants, private household | 483 | 326 | -157 | -32 |
| Farmworkers | 849 | 716 | -133 | -16 |
| Typists and word processors | 789 | 664 | -125 | -16 |
| Child care workers, private household | 350 | 227 | -123 | -35 |
| Computer operators, except peripheral equipment | 266 | 161 | -104 | -39 |
| Packaging and filling machine operators and tenders | 319 | 248 | -71 | -22 |
| Inspectors, testers, and graders, precision | 625 | 559 | -65 | -10 |
| Switchboard operators | 239 | 188 | -51 | -21 |
| Telephone and cable TV line installers and repairers | 165 | 125 | -40 | -24 |
| Textile draw-out and winding machine operators and tenders | 192 | 157 | -35 | -18 |
| Machine forming operators and tenders, metal and plastic | 155 | 123 | -32 | -21 |
| Bartenders | 382 | 350 | -32 | -8 |
| Butchers and meatcutters | 222 | 191 | -31 | -14 |
| Billing, posting, and calculating machine operators | 93 | 66 | -28 | -29 |
| Central office and PBX installers and repairers | 70 | 45 | -25 | -36 |
| Central office operators | 48 | 24 | -24 | -50 |
| Bank tellers | 525 | 502 | -24 | -4 |
| Electrical and electronic assemblers | 210 | 187 | -23 | -11 |
| Cutting and slicing machine setters, operators and tenders ... | 94 | 73 | -21 | -23 |
| Electrical and electronic equipment assemblers, precision | 150 | 129 | -21 | -14 |
| Station installers and repairers, telephone | 40 | 20 | -20 | -50 |
| Machine tool cutting operators and tenders, metal and plastic | 114 | 95 | -19 | -17 |
| Peripheral EDP equipment operators | 30 | 12 | -18 | -60 |
| Welding machine setters, operators, and tenders | 97 | 80 | -17 | -17 |
| Crushing and mixing machine operators and tenders | 133 | 117 | -16 | -12 |
| Industrial machinery mechanics | 477 | 462 | -15 | -3 |
| Directory assistance operators | 27 | 13 | -14 | -51 |
| Head sawyers and sawing machine operators and tenders, setters and set-up operators | 59 | 46 | -13 | -22 |

Source: U.S. Department of Labor, Bureau of Labor Statistics.

**Table E-1. Number of participants served under JTPA Titles II-A, II-B, and III by State:
 Program Year 1992 (for Title II-A and Title III data) and Fiscal Year 1993
 (for Title II-B data)**

| State | Title II-A (PY 1992) | Title II-B (FY 1993) | Title III (PY 1992) |
|----------------------------|-------------------------|-------------------------|------------------------|
| U.S. Total | 955,084 | 633,221 | 311,876 |
| Alabama | 14,532 | 8,949 | 4,520 |
| Alaska | 2,616 | 1,025 | 509 |
| Arizona | 10,131 | 7,323 | 4,789 |
| Arkansas | 17,374 | 7,738 | 3,717 |
| California | 78,244 | 73,133 | 26,332 |
| Colorado | 16,517 | 6,524 | 4,507 |
| Connecticut | 5,925 | 6,499 | 3,719 |
| Delaware | 2,026 | 1,623 | 959 |
| District of Columbia | 1,393 | 5,494 | 508 |
| Florida | 80,105 | 31,633 | 11,787 |
| Georgia | 16,279 | 11,862 | 9,597 |
| Hawaii | 2,530 | 1,297 | 481 |
| Idaho | 4,641 | 1,773 | 959 |
| Illinois | 40,196 | 31,823 | 21,690 |
| Indiana | 17,056 | 9,010 | 6,243 |
| Iowa | 7,241 | 2,772 | 2,837 |
| Kansas | 4,796 | 2,480 | 1,172 |
| Kentucky | 22,087 | 11,319 | 8,028 |
| Louisiana | 35,665 | 18,561 | 7,605 |
| Maine | 3,392 | 2,525 | 2,808 |
| Maryland | 25,570 | 9,610 | 6,189 |
| Massachusetts | 16,084 | 17,964 | 16,472 |
| Michigan | 43,633 | 25,562 | 12,455 |
| Minnesota | 17,161 | 7,649 | 4,488 |
| Mississippi | 21,793 | 8,180 | 3,980 |
| Missouri | 16,661 | 9,734 | 10,924 |
| Montana | 3,778 | 1,685 | 1,665 |
| Nebraska | 2,945 | 1,536 | 740 |
| Nevada | 3,184 | 2,235 | 974 |
| New Hampshire | 3,426 | 1,390 | 788 |
| New Jersey | 18,002 | 17,406 | 4,597 |
| New Mexico | 10,374 | 4,762 | 2,809 |
| New York | 45,368 | 67,234 | 21,103 |
| North Carolina | 20,296 | 11,006 | 6,921 |
| North Dakota | 1,909 | 1,310 | 439 |

**Table E-1. Number of participants served under JTPA Titles II-A, II-B, and III by State:
Program Year 1992 (for Title II-A and Title III data) and Fiscal Year 1993
(for Title II-B data) (continued)**

| State | Title II-A (PY 1992) | Title II-B (FY 1993) | Title III (PY 1992) |
|----------------------|-------------------------|-------------------------|------------------------|
| Ohio | 42,826 | 23,104 | 10,616 |
| Oklahoma | 9,308 | 6,719 | 3,056 |
| Oregon | 9,181 | 4,736 | 4,769 |
| Pennsylvania | 49,318 | 15,218 | 12,968 |
| Rhode Island | 3,271 | 2,195 | 1,842 |
| South Carolina | 12,129 | 8,015 | 6,885 |
| South Dakota | 4,345 | 1,676 | 438 |
| Tennessee | 24,792 | 10,929 | 4,446 |
| Texas | 68,104 | 42,895 | 21,106 |
| Utah | 5,051 | 2,146 | 1,290 |
| Vermont | 2,662 | 1,620 | 1,397 |
| Virginia | 17,830 | 9,536 | 5,419 |
| Washington | 14,383 | 6,827 | 5,832 |
| West Virginia | 8,307 | 8,892 | 2,427 |
| Wisconsin | 18,017 | 6,029 | 8,096 |
| Wyoming | 1,360 | 751 | 160 |
| Puerto Rico | 31,270 | 51,307 | 3,818 |

Source: U.S. Department of Labor, Employment and Training Administration. For Title II-A: JTPA Annual Status Report (February, 1994); for Title II-B: JTPA Summer Performance Report (April, 1994); for Title III: JTPA Annual Status Report and Worker Adjustment Annual Program Report (February, 1994). Title II-B data are for Service Delivery Area programs during the summer of 1993.

**Table E-2. Expenditures under JTPA Titles II-A and II-B by State: Program Year 1992
(for Title II-A data) and Fiscal Year 1993 (for Title II-B data)**

| State | Title II-A PY 1992 | Title II-B FY 1993 |
|----------------------------|-----------------------|-----------------------|
| U.S. Total | \$1,741,244,463 | \$849,820,142 |
| Alabama | 36,353,882 | 16,149,035 |
| Alaska | 5,866,942 | 2,319,388 |
| Arizona | 21,955,016 | 11,843,827 |
| Arkansas | 23,364,332 | 9,786,505 |
| California | 200,617,163 | 115,664,713 |
| Colorado | 23,572,139 | 10,709,769 |
| Connecticut | 13,312,358 | 8,829,530 |
| Delaware | 4,455,809 | 2,264,821 |
| District of Columbia | 5,348,572 | 5,291,274 |
| Florida | 88,244,968 | 49,964,324 |
| Georgia | 38,891,843 | 16,423,657 |
| Hawaii | 4,260,095 | 2,403,560 |
| Idaho | 8,030,144 | 3,018,192 |
| Illinois | 84,124,515 | 40,771,592 |
| Indiana | 32,754,544 | 15,017,667 |
| Iowa | 12,684,448 | 5,022,113 |
| Kansas | 8,440,907 | 3,313,067 |
| Kentucky | 32,767,576 | 13,958,831 |
| Louisiana | 60,749,718 | 24,466,500 |
| Maine | 9,591,070 | 3,908,723 |
| Maryland | 18,865,813 | 12,724,029 |
| Massachusetts | 43,988,089 | 26,511,289 |
| Michigan | 86,257,990 | 30,741,537 |
| Minnesota | 20,387,796 | 9,254,404 |
| Mississippi | 29,665,560 | 11,330,763 |
| Missouri | 33,901,081 | 16,570,129 |
| Montana | 6,252,793 | 2,974,494 |
| Nebraska | 4,367,035 | 2,093,959 |
| Nevada | 4,905,432 | 3,033,867 |
| New Hampshire | 6,110,741 | 3,574,566 |
| New Jersey | 41,360,825 | 23,035,351 |
| New Mexico | 14,015,848 | 5,529,868 |
| New York | 125,023,011 | 61,340,622 |
| North Carolina | 29,063,973 | 18,007,332 |
| North Dakota | 4,337,204 | 1,854,705 |

Table E-2. Expenditures under JTPA Titles II-A and II-B by State: Program Year 1992 (for Title II-A data) and Fiscal Year 1993 (for Title II-B data) (continued)

| State | Title II-A PY 1992 | Title II-B FY 1993 |
|----------------------|-----------------------|-----------------------|
| Ohio | 71,669,978 | 31,633,293 |
| Oklahoma | 20,845,728 | 10,729,541 |
| Oregon | 16,692,247 | 8,887,523 |
| Pennsylvania | 65,518,126 | 34,213,191 |
| Rhode Island | 6,915,810 | 3,698,494 |
| South Carolina | 20,120,579 | 9,820,817 |
| South Dakota | 4,706,140 | 2,149,477 |
| Tennessee | 31,483,561 | 15,827,347 |
| Texas | 129,377,267 | 63,329,609 |
| Utah | 6,909,023 | 3,261,209 |
| Vermont | 4,843,535 | 2,016,409 |
| Virginia | 31,562,426 | 14,798,752 |
| Washington | 32,664,199 | 12,786,370 |
| West Virginia | 19,335,707 | 10,845,377 |
| Wisconsin | 23,318,317 | 10,923,687 |
| Wyoming | 3,722,639 | 2,126,413 |
| Puerto Rico | 67,669,949 | 23,068,630 |

Source: U.S. Department of Labor, Employment and Training Administration (JTPA Semiannual Status Report [February 22, 1994] and JTPA Summer Performance Report [April 11, 1994]). Title II-B data are for Service Delivery Area programs during the summer of 1993.

**Table E-3. Formula and discretionary expenditures under JTPA Title III by State:
Program Year 1992**

| State | PY 1992 | |
|----------------------------|---------------|---------------|
| | Formula | Discretionary |
| U.S. Total | \$416,763,028 | \$121,514,034 |
| Alabama | 8,341,704 | 25,540 |
| Alaska | 1,160,049 | 0 |
| Arizona | 3,416,777 | 1,747,432 |
| Arkansas | 4,836,441 | 125,257 |
| California | 53,050,427 | 14,205,263 |
| Colorado | 4,134,233 | 0 |
| Connecticut | 4,547,289 | 1,234,639 |
| Delaware | 1,069,875 | 0 |
| District of Columbia | 1,137,577 | 0 |
| Florida | 21,980,594 | 25,784,999 |
| Georgia | 9,905,351 | 2,431,916 |
| Hawaii | 461,547 | 5,850,663 |
| Idaho | 1,498,850 | 308,561 |
| Illinois | 22,069,624 | 6,170,162 |
| Indiana | 8,150,371 | 494,220 |
| Iowa | 3,025,234 | 1,752,079 |
| Kansas | 2,495,670 | 0 |
| Kentucky | 4,345,806 | 943,604 |
| Louisiana | 8,007,852 | 12,604,450 |
| Maine | 2,389,657 | 1,331,201 |
| Maryland | 5,279,656 | 351,600 |
| Massachusetts | 15,740,584 | 2,584,719 |
| Michigan | 23,813,132 | 5,501,380 |
| Minnesota | 5,701,243 | 813,662 |
| Mississippi | 5,627,457 | 43,365 |
| Missouri | 8,662,433 | 2,237,813 |
| Montana | 1,417,873 | 196,317 |
| Nebraska | 618,489 | 496,326 |
| Nevada | 1,495,883 | 168,751 |
| New Hampshire | 2,056,533 | 316,003 |
| New Jersey | 11,502,618 | 1,090,535 |
| New Mexico | 2,917,794 | 371,859 |
| New York | 30,313,685 | 12,973,855 |
| North Carolina | 7,075,632 | 614,719 |
| North Dakota | 527,248 | 64,435 |

**Table E-3. Formula and discretionary expenditures under JTPA Title III by State:
Program Year 1992 (continued)**

| State | PY 1992 | |
|----------------------|------------|---------------|
| | Formula | Discretionary |
| Ohio | 17,758,456 | 940,978 |
| Oklahoma | 4,552,286 | 414,640 |
| Oregon | 4,603,882 | 3,153,781 |
| Pennsylvania | 19,463,371 | 4,639,001 |
| Rhode Island | 2,249,942 | 0 |
| South Carolina | 4,384,155 | 0 |
| South Dakota | 507,895 | 0 |
| Tennessee | 6,339,282 | 109,368 |
| Texas | 30,012,601 | 1,368,978 |
| Utah | 1,425,256 | 904,289 |
| Vermont | 971,025 | 503,838 |
| Virginia | 5,973,799 | 979,848 |
| Washington | 6,460,579 | 3,718,041 |
| West Virginia | 5,753,011 | 238,402 |
| Wisconsin | 4,498,865 | 619,888 |
| Wyoming | 535,364 | 0 |
| Puerto Rico | 12,498,071 | 1,087,657 |

Source: U.S. Department of Labor, Employment and Training Administration (JTPA Semiannual Status Report and Worker Adjustment Program Quarterly Financial Report (February 18, 1994)).

**Table E-4. Characteristics of individuals served by the Employment Service by State:
Program Year 1992**

| State | Total applications | Women | Economically disadvantaged | Veterans |
|----------------------|--------------------|-----------|----------------------------|-----------|
| U.S. Total | 21,346,555 | 8,903,410 | 3,378,732 | 2,776,867 |
| Alabama | 466,337 | 217,147 | 108,319 | 56,321 |
| Alaska | 108,060 | 42,102 | 2,862 | 16,630 |
| Arizona | 356,027 | 141,881 | 73,904 | 50,602 |
| Arkansas | 312,159 | 138,758 | 19,331 | 39,196 |
| California | 1,505,052 | 604,890 | 49,970 | 190,434 |
| Colorado | 303,767 | 120,202 | 27,961 | 49,433 |
| Connecticut | 255,634 | 99,996 | 50,221 | 31,876 |
| Delaware | 41,110 | 16,297 | 26 | 7,842 |
| District of Columbia | 94,175 | 43,621 | 20,979 | 7,735 |
| Florida | 1,329,191 | 567,236 | 21,398 | 177,849 |
| Georgia | 639,888 | 281,282 | 229,995 | 94,634 |
| Guam | 6,753 | 2,707 | 2,070 | 367 |
| Hawaii | 95,375 | 42,003 | 12,389 | 13,464 |
| Idaho | 155,411 | 65,538 | 8,226 | 18,559 |
| Illinois | 961,114 | 382,305 | 136,583 | 115,306 |
| Indiana | 401,404 | 163,932 | 75,329 | 63,909 |
| Iowa | 292,581 | 126,502 | 25,490 | 29,724 |
| Kansas | 201,091 | 80,869 | 18,503 | 27,202 |
| Kentucky | 473,846 | 202,653 | 114,453 | 58,845 |
| Louisiana | 356,957 | 149,788 | 19,681 | 44,715 |
| Maine | 144,344 | 57,183 | 4,608 | 21,682 |
| Maryland | 287,542 | 118,437 | 19,012 | 40,888 |
| Massachusetts | 298,710 | 118,959 | 91,917 | 31,813 |
| Michigan | 893,361 | 363,366 | 610,679 | 131,721 |
| Minnesota | 315,698 | 126,810 | 20,174 | 44,285 |
| Mississippi | 341,041 | 163,005 | 68,435 | 32,105 |
| Missouri | 602,517 | 258,340 | 242,263 | 76,143 |
| Montana | 112,510 | 47,225 | 2,388 | 14,606 |
| Nebraska | 116,701 | 49,611 | 13,334 | 16,745 |
| Nevada | 106,034 | 37,319 | 500 | 23,903 |
| New Hampshire | 68,404 | 27,445 | 11,292 | 11,735 |
| New Jersey | 456,867 | 191,404 | 49,110 | 46,048 |
| New Mexico | 150,973 | 58,309 | 22,741 | 23,242 |
| New York | 1,223,987 | 506,749 | 164,491 | 127,613 |
| North Carolina | 767,913 | 364,883 | 23,503 | 90,805 |
| North Dakota | 96,440 | 45,353 | 19,514 | 8,447 |
| Ohio | 606,082 | 234,383 | 140,945 | 107,369 |
| Oklahoma | 294,031 | 119,552 | 33,689 | 41,925 |

**Table E-4. Characteristics of individuals served by the Employment Service by State:
Program Year 1992 (continued)**

| State | Total applications | Women | Economically disadvantaged | Veterans |
|----------------------|--------------------|---------|----------------------------|----------|
| Oregon | 374,096 | 144,159 | 10,693 | 61,602 |
| Pennsylvania | 751,297 | 297,438 | 112,663 | 113,781 |
| Puerto Rico | 214,291 | 85,353 | 175,148 | 9,567 |
| Rhode Island | 71,480 | 30,062 | 2,872 | 8,498 |
| South Carolina | 412,824 | 195,548 | 47,076 | 51,492 |
| South Dakota | 96,792 | 45,829 | 19,836 | 9,339 |
| Tennessee | 456,416 | 203,232 | 29,932 | 56,608 |
| Texas | 1,804,990 | 751,792 | 174,060 | 199,787 |
| Utah | 225,007 | 97,452 | 27,505 | 17,825 |
| Vermont | 76,680 | 31,148 | 11,444 | 8,668 |
| Virgin Islands | 15,097 | 6,849 | 5,143 | 809 |
| Virginia | 530,858 | 222,628 | 22,400 | 88,461 |
| Washington | 415,037 | 154,754 | 45,051 | 72,000 |
| West Virginia | 209,957 | 78,266 | 95,110 | 29,658 |
| Wisconsin | 373,241 | 150,205 | 37,354 | 51,508 |
| Wyoming | 79,405 | 30,653 | 6,160 | 11,546 |

Source: U.S. Department of Labor, Employment and Training Administration.

**Table E-5. Selected services provided to applicants by the Employment Service by State:
Program Year 1992**

| State | Referred to jobs | Placed in jobs | Referred to training | Placed in training | Counseled |
|----------------------------|------------------|----------------|----------------------|--------------------|-----------|
| U.S. Total | 7,971,660 | 2,697,302 | 402,501 | 126,169 | 670,627 |
| Alabama | 219,051 | 90,167 | 7,293 | 713 | 1,278 |
| Alaska | 43,443 | 20,415 | 89 | 172 | 4,608 |
| Arizona | 155,810 | 38,343 | 6,477 | 711 | 4,545 |
| Arkansas | 143,059 | 59,513 | 66 | 3 | 2,060 |
| California | 477,868 | 206,876 | 7,434 | 3,237 | 7,912 |
| Colorado | 128,345 | 40,797 | 6,134 | 849 | 3,398 |
| Connecticut | 55,048 | 9,987 | 8,102 | 3,867 | 6,489 |
| Delaware | 10,956 | 2,630 | 554 | 444 | 1,472 |
| District of Columbia | 27,822 | 18,935 | 4,187 | 2,847 | 19,449 |
| Florida | 611,840 | 155,158 | 16,332 | 2,903 | 16,310 |
| Georgia | 265,586 | 83,872 | 1,354 | 1,559 | 32,769 |
| Guam | 3,990 | 1,925 | 432 | 287 | — |
| Hawaii | 36,475 | 7,438 | 4,818 | 1,813 | 2,481 |
| Idaho | 98,403 | 33,389 | 372 | 801 | 2,151 |
| Illinois | 239,934 | 96,588 | 14,819 | 2,468 | 4,474 |
| Indiana | 125,644 | 35,599 | 19,354 | 4,118 | 4,341 |
| Iowa | 159,857 | 57,078 | 19,476 | 2,244 | 8,343 |
| Kansas | 94,521 | 27,767 | 8,751 | 2,279 | 10,597 |
| Kentucky | 187,383 | 73,806 | 12,520 | 10,307 | 40,540 |
| Louisiana | 120,618 | 40,157 | 8,524 | 1,276 | 2,159 |
| Maine | 55,550 | 12,527 | 7,835 | 1,239 | 1,062 |
| Maryland | 99,444 | 28,743 | 4,272 | 3,415 | 181,746 |
| Massachusetts | 108,680 | 30,900 | 7,536 | 2,947 | 15,621 |
| Michigan | 125,426 | 60,264 | 3,182 | 898 | 20,975 |
| Minnesota | 143,819 | 52,232 | 1,870 | 572 | 3,563 |
| Mississippi | 151,003 | 65,313 | 15,453 | 12,253 | 7,661 |
| Missouri | 253,671 | 70,871 | 15,481 | 6,988 | 10,457 |
| Montana | 60,927 | 21,071 | 4,092 | 428 | 5,898 |
| Nebraska | 70,873 | 26,243 | 2,373 | 533 | 6,697 |
| Nevada | 51,155 | 12,815 | 2,502 | 2,760 | 3,192 |
| New Hampshire | 30,298 | 9,073 | 440 | 606 | 3,995 |
| New Jersey | 59,644 | 14,137 | 18,414 | 6,614 | 29,382 |
| New Mexico | 50,379 | 20,655 | 4,595 | 1,573 | 2,000 |
| New York | 234,038 | 73,163 | 14,395 | 6,364 | 54,236 |
| North Carolina | 463,615 | 149,989 | 4,843 | 3,238 | 15,243 |
| North Dakota | 70,747 | 27,135 | 2,355 | 2,177 | 4,551 |
| Ohio | 169,102 | 60,594 | 7,960 | 1,212 | 6,675 |
| Oklahoma | 118,632 | 52,827 | 43,689 | 4,007 | 4,072 |

**Table E-5. Selected services provided to applicants by the Employment Service by State:
Program Year 1992 (continued)**

| State | Referred to jobs | Placed in jobs | Referred to training | Placed in training | Counseled |
|----------------------|------------------|----------------|----------------------|--------------------|-----------|
| Oregon | 159,325 | 43,376 | 11,346 | 2,199 | — |
| Pennsylvania | 248,200 | 85,772 | 10,461 | 3,319 | 3,397 |
| Puerto Rico | 39,024 | 23,478 | 1,425 | 760 | 8,729 |
| Rhode Island | 15,064 | 3,909 | 1,274 | 50 | 2,973 |
| South Carolina | 208,338 | 60,616 | 4,161 | 1,845 | 4,123 |
| South Dakota | 67,934 | 29,192 | 754 | 669 | 3,864 |
| Tennessee | 174,432 | 57,706 | 3,683 | 1,372 | 1,607 |
| Texas | 742,408 | 267,498 | 18,618 | 5,597 | 52,607 |
| Utah | 143,454 | 51,793 | 224 | 222 | 10,975 |
| Vermont | 28,791 | 6,873 | 491 | 29 | 1,652 |
| Virgin Islands | 4,958 | 2,943 | 1,075 | 238 | 772 |
| Virginia | 188,001 | 52,585 | 2,070 | 746 | 2,223 |
| Washington | 164,200 | 50,223 | 27,553 | 2,661 | 12,388 |
| West Virginia | 71,802 | 23,742 | 7,013 | 4,030 | 4,458 |
| Wisconsin | 143,665 | 31,994 | 2,371 | 748 | 6,174 |
| Wyoming | 49,408 | 16,610 | 1,607 | 962 | 2,283 |

Source: U.S. Department of Labor, Employment and Training Administration.

Table E-6. Regular State unemployment insurance benefit data: U.S. totals, FY 1985–1992, and by State for 12 months ending September 30, 1993

| Fiscal Year/ State | Initial Claims | Average Weekly Unem- ployed | Percent of Covered Em- ploy- ment | Total Benefi- ciaries | Average Weekly Benefi- ciaries | Average Weekly Wage | Average Weekly Benefit | Percent Average Weekly Wage | Potential Weeks of Benefits | Actual Weeks of Benefits | Exhaus- tees' Weeks of Benefits | Number of Exhaus- tees | Exhaus- tees as Percent of Recip- ients |
|-------------------------|-------------------|--------------------------------------|--|-----------------------------|---|---------------------------|------------------------------|--------------------------------------|--------------------------------------|-----------------------------------|---|---------------------------------|--|
| 1985 | 20,701,024 | 2,588,603 | 2.8 | 8,376,620 | 2,263,027 | 358.80 | 126.78 | 35.3 | 24.0 | 14.0 | 22.7 | 2,539,888 | 31.5 |
| 1986 | 20,092,257 | 2,644,602 | 2.8 | 8,383,137 | 2,330,927 | 374.91 | 134.05 | 35.8 | 23.9 | 14.5 | 22.9 | 2,635,724 | 31.7 |
| 1987 | 17,774,662 | 2,425,974 | 2.5 | 7,519,192 | 2,138,008 | 389.88 | 139.67 | 35.8 | 23.8 | 14.8 | 22.8 | 2,563,655 | 31.5 |
| 1988 | 16,320,306 | 2,111,770 | 2.1 | 6,929,646 | 1,840,253 | 409.75 | 144.26 | 35.2 | 23.9 | 13.8 | 22.7 | 2,040,548 | 28.9 |
| 1989 | 16,410,001 | 2,096,697 | 2.0 | 7,089,977 | 1,820,297 | 424.51 | 149.37 | 35.2 | 24.4 | 13.4 | 22.9 | 1,913,937 | 28.0 |
| 1990 | 18,889,811 | 2,387,234 | 2.2 | 8,091,439 | 2,109,745 | 442.20 | 159.56 | 36.1 | 23.8 | 13.6 | 23.1 | 2,192,132 | 28.4 |
| 1991 | 23,269,783 | 3,226,114 | 3.1 | 10,147,281 | 2,879,863 | 461.38 | 168.54 | 36.5 | 25.3 | 14.8 | 23.2 | 3,187,381 | 33.5 |
| 1992 | 22,443,506 | 3,330,717 | 3.2 | 9,645,930 | 2,955,968 | 479.75 | 172.72 | 36.0 | 25.7 | 15.9 | 23.3 | 3,875,452 | 39.6 |
| 1993 | 17,966,930 | 2,795,441 | 2.6 | 7,817,045 | 2,466,206 | 497.07 | 178.54 | 35.9 | 23.9 | 16.4 | 23.4 | 3,300,695 | 39.1 |
| Alabama | 356,250 | 33,228 | 2.1 | 156,147 | 28,816 | 425.05 | 127.61 | 30.0 | 24.3 | 9.6 | 23.1 | 32,536 | 20.8 |
| Alaska | 87,448 | 12,121 | 5.4 | 39,327 | 12,389 | 613.37 | 170.61 | 27.8 | 20.9 | 16.4 | 20.8 | 20,496 | 49.7 |
| Arizona | 168,491 | 28,457 | 1.9 | 77,863 | 23,897 | 445.37 | 148.97 | 33.4 | 23.2 | 16.0 | 22.0 | 33,277 | 39.0 |
| Arkansas | 209,896 | 27,829 | 3.0 | 85,052 | 22,140 | 385.13 | 157.34 | 40.9 | 22.7 | 13.5 | 21.4 | 31,932 | 35.0 |
| California | 3,127,326 | 490,530 | 4.1 | 1,245,596 | 445,211 | 561.14 | 155.87 | 27.8 | 24.5 | 18.6 | 24.2 | 617,068 | 45.4 |
| Colorado | 149,584 | 24,150 | 1.5 | 71,743 | 17,901 | 481.82 | 184.22 | 38.2 | 22.4 | 13.0 | 16.2 | 32,355 | 42.5 |
| Connecticut | 279,537 | 49,449 | 3.3 | 147,055 | 49,183 | 631.66 | 222.41 | 35.2 | 26.0 | 17.4 | 26.0 | 58,637 | 40.1 |
| Delaware | 54,838 | 6,812 | 2.0 | 24,337 | 6,872 | 515.02 | 181.59 | 35.3 | 24.7 | 14.7 | 24.8 | 6,639 | 26.9 |
| Dist. of Columbia | 36,595 | 9,992 | 2.4 | 25,252 | 10,189 | 678.06 | 226.23 | 33.4 | 22.6 | 21.0 | 25.1 | 15,925 | 62.1 |
| Florida | 516,234 | 118,883 | 2.2 | 269,970 | 83,723 | 447.23 | 165.53 | 37.0 | 21.4 | 16.1 | 20.5 | 155,082 | 50.2 |
| Georgia | 402,464 | 46,510 | 1.6 | 202,161 | 41,314 | 470.70 | 149.51 | 31.8 | 21.6 | 10.6 | 20.8 | 74,235 | 34.7 |
| Hawaii | 79,529 | 13,138 | 2.6 | 38,907 | 12,722 | 495.77 | 248.21 | 50.1 | 26.0 | 17.0 | 26.0 | 14,696 | 36.4 |
| Idaho | 105,517 | 13,664 | 3.3 | 41,345 | 10,272 | 396.71 | 161.70 | 40.8 | 19.5 | 12.9 | 17.0 | 15,014 | 33.5 |
| Illinois | 845,851 | 139,419 | 2.7 | 355,012 | 126,380 | 539.89 | 192.83 | 35.7 | 26.0 | 18.5 | 26.0 | 154,266 | 41.9 |
| Indiana | 264,255 | 34,419 | 1.4 | 111,622 | 27,878 | 455.69 | 137.34 | 30.1 | 21.9 | 13.0 | 20.1 | 39,153 | 29.7 |
| Iowa | 155,805 | 22,989 | 1.9 | 84,576 | 21,135 | 405.58 | 176.33 | 43.5 | 22.3 | 13.0 | 21.1 | 25,067 | 30.3 |
| Kansas | 130,684 | 20,206 | 1.9 | 62,622 | 18,545 | 423.66 | 186.85 | 44.1 | 22.9 | 15.4 | 22.0 | 23,921 | 36.0 |
| Kentucky | 271,071 | 29,422 | 2.0 | 114,435 | 27,431 | 419.66 | 154.21 | 36.7 | 26.0 | 12.5 | 26.0 | 25,598 | 21.6 |
| Louisiana | 197,670 | 33,126 | 2.1 | 81,429 | 27,344 | 429.03 | 120.20 | 28.0 | 26.0 | 17.5 | 26.0 | 32,595 | 33.8 |
| Maine | 110,677 | 14,262 | 2.9 | 44,823 | 13,081 | 414.90 | 164.26 | 39.6 | 17.4 | 15.2 | 21.4 | 19,303 | 38.3 |
| Maryland | 254,718 | 48,744 | 2.5 | 123,492 | 39,933 | 512.98 | 180.96 | 35.3 | 26.0 | 16.8 | 26.0 | 34,329 | 25.6 |
| Massachusetts | 410,597 | 80,536 | 3.0 | 208,271 | 70,140 | 575.62 | 233.15 | 40.5 | 27.7 | 17.5 | 25.9 | 103,569 | 47.2 |
| Michigan | 893,986 | 109,204 | 2.8 | 392,073 | 97,119 | 537.35 | 213.50 | 39.7 | 22.5 | 12.9 | 21.6 | 123,973 | 29.4 |
| Minnesota | 212,518 | 39,397 | 1.9 | 117,318 | 36,101 | 490.00 | 207.69 | 42.4 | 23.3 | 16.0 | 22.0 | 41,644 | 33.1 |
| Mississippi | 164,725 | 21,270 | 2.3 | 56,402 | 16,174 | 368.26 | 126.18 | 34.3 | 23.5 | 14.9 | 22.7 | 21,248 | 31.6 |
| Missouri | 447,218 | 53,421 | 2.4 | 159,228 | 45,065 | 451.61 | 149.09 | 33.0 | 22.1 | 14.7 | 20.9 | 62,218 | 37.0 |
| Montana | 54,535 | 8,980 | 3.0 | 25,262 | 7,024 | 369.00 | 148.58 | 40.3 | 21.0 | 14.5 | 18.7 | 9,346 | 36.7 |
| Nebraska | 67,679 | 8,741 | 1.2 | 31,110 | 7,257 | 392.90 | 137.37 | 35.0 | 23.1 | 12.1 | 18.3 | 9,159 | 27.5 |
| Nevada | 107,123 | 17,967 | 2.8 | 52,994 | 15,362 | 484.56 | 172.77 | 35.7 | 22.9 | 15.1 | 22.3 | 20,560 | 35.9 |
| New Hampshire | 52,314 | 7,054 | 1.5 | 27,020 | 5,766 | 476.55 | 140.29 | 29.4 | 26.0 | 11.1 | 26.0 | 5,375 | 14.7 |
| New Jersey | 562,280 | 112,191 | 3.4 | 287,350 | 105,343 | 622.40 | 231.76 | 37.2 | 23.8 | 19.1 | 23.3 | 169,080 | 53.8 |
| New Mexico | 63,177 | 12,069 | 2.1 | 26,722 | 8,947 | 398.83 | 143.24 | 35.9 | 25.7 | 17.4 | 25.5 | 10,850 | 37.1 |
| New York | 1,116,904 | 230,283 | 3.1 | 543,210 | 225,155 | 626.68 | 199.53 | 31.8 | 26.0 | 21.6 | 26.0 | 300,868 | 50.0 |
| North Carolina | 430,479 | 41,997 | 1.3 | 150,124 | 34,253 | 431.44 | 165.75 | 38.4 | 22.6 | 11.9 | 21.4 | 42,404 | 22.6 |
| North Dakota | 29,718 | 4,174 | 1.6 | 13,780 | 3,476 | 361.94 | 148.74 | 41.1 | 20.1 | 13.1 | 17.9 | 5,233 | 36.9 |
| Ohio | 604,623 | 100,344 | 2.1 | 261,870 | 81,641 | 481.01 | 181.91 | 37.8 | 25.6 | 16.2 | 25.4 | 96,271 | 31.1 |
| Oklahoma | 125,732 | 19,433 | 1.7 | 53,373 | 15,235 | 410.47 | 163.17 | 39.8 | 21.8 | 14.8 | 20.9 | 25,325 | 43.1 |
| Oregon | 323,535 | 46,085 | 3.7 | 124,919 | 40,696 | 454.44 | 179.16 | 39.4 | 25.4 | 16.9 | 24.8 | 48,637 | 36.9 |
| Pennsylvania | 1,063,066 | 166,342 | 3.4 | 429,084 | 152,587 | 498.21 | 208.98 | 41.9 | 25.9 | 18.5 | 25.8 | 173,133 | 37.2 |

Table E-6. Regular State unemployment insurance benefit data: U.S. totals, FY 1985–1992, and by State for 12 months ending September 30, 1993 (continued)

| Fiscal Year/ State | Initial Claims | Average Weekly Unem- ployed | Percent of Covered Empley- ment | Total Benefic- iaries | Average Weekly Benefic- iaries | Average Weekly Wage | Average Weekly Benefit | Percent Average Weekly Wage | Potential Weeks of Benefits | Actual Weeks of Benefits | Exhaus- tees' Weeks of Benefits | Number of Exhaus- tees | Exhaus- tees as Percent of Recip- ients |
|-----------------------|-------------------|--------------------------------------|---|-----------------------------|---|---------------------------|------------------------------|--------------------------------------|--------------------------------------|-----------------------------------|---|---------------------------------|--|
| Puerto Rico | 263,440 | 55,457 | 6.4 | 125,750 | 43,930 | 274.31 | 88.03 | 32.1 | 20.0 | 18.2 | 20.0 | 61,992 | 53.8 |
| Rhode Island | 115,204 | 16,428 | 4.0 | 46,255 | 15,051 | 472.56 | 207.19 | 43.8 | 21.2 | 16.9 | 20.1 | 24,560 | 47.6 |
| South Carolina | 346,690 | 31,034 | 2.1 | 105,835 | 24,393 | 414.68 | 145.39 | 35.1 | 23.3 | 12.0 | 21.4 | 33,038 | 29.2 |
| South Dakota | 20,314 | 2,523 | .9 | 8,290 | 1,842 | 346.14 | 130.56 | 37.7 | 24.5 | 11.6 | 23.4 | 1,191 | 13.4 |
| Tennessee | 409,182 | 43,726 | 2.0 | 152,956 | 36,556 | 438.18 | 129.76 | 29.6 | 21.9 | 12.4 | 22.3 | 53,622 | 32.8 |
| Texas | 789,736 | 138,707 | 2.0 | 384,610 | 121,800 | 483.89 | 182.50 | 37.7 | 21.1 | 16.5 | 20.6 | 197,892 | 48.6 |
| Utah | 61,647 | 9,841 | 1.3 | 33,450 | 8,483 | 415.74 | 180.13 | 43.3 | 20.7 | 13.2 | 19.8 | 11,941 | 33.3 |
| Vermont | 42,420 | 8,000 | 3.3 | 22,123 | 7,068 | 430.54 | 161.75 | 37.6 | 26.0 | 16.6 | 25.7 | 6,475 | 27.0 |
| Virgin Islands | 3,503 | 704 | 1.5 | 2,351 | 690 | 460.72 | 168.15 | 36.5 | 23.5 | 15.3 | 23.3 | 934 | 38.9 |
| Virginia | 296,714 | 32,262 | 1.2 | 102,053 | 26,901 | 470.41 | 168.73 | 35.9 | 20.9 | 13.7 | 20.7 | 38,692 | 33.5 |
| Washington | 515,533 | 82,821 | 3.8 | 209,306 | 76,787 | 492.37 | 186.05 | 37.8 | 26.3 | 19.1 | 25.1 | 75,419 | 35.3 |
| West Virginia | 94,322 | 18,598 | 3.1 | 51,287 | 14,945 | 423.33 | 168.72 | 39.9 | 26.0 | 15.2 | 25.8 | 15,513 | 28.0 |
| Wisconsin | 446,398 | 54,843 | 2.4 | 199,674 | 51,059 | 448.52 | 182.77 | 40.7 | 24.5 | 13.3 | 22.0 | 44,822 | 22.5 |
| Wyoming | 27,178 | 3,661 | 1.9 | 10,229 | 3,001 | 406.81 | 162.67 | 40.0 | 21.8 | 15.3 | 20.5 | 3,587 | 31.2 |

Source: U.S. Department of Labor, Employment and Training Administration, Unemployment Insurance Service.