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COMMUNITY OPTIONS, INC.

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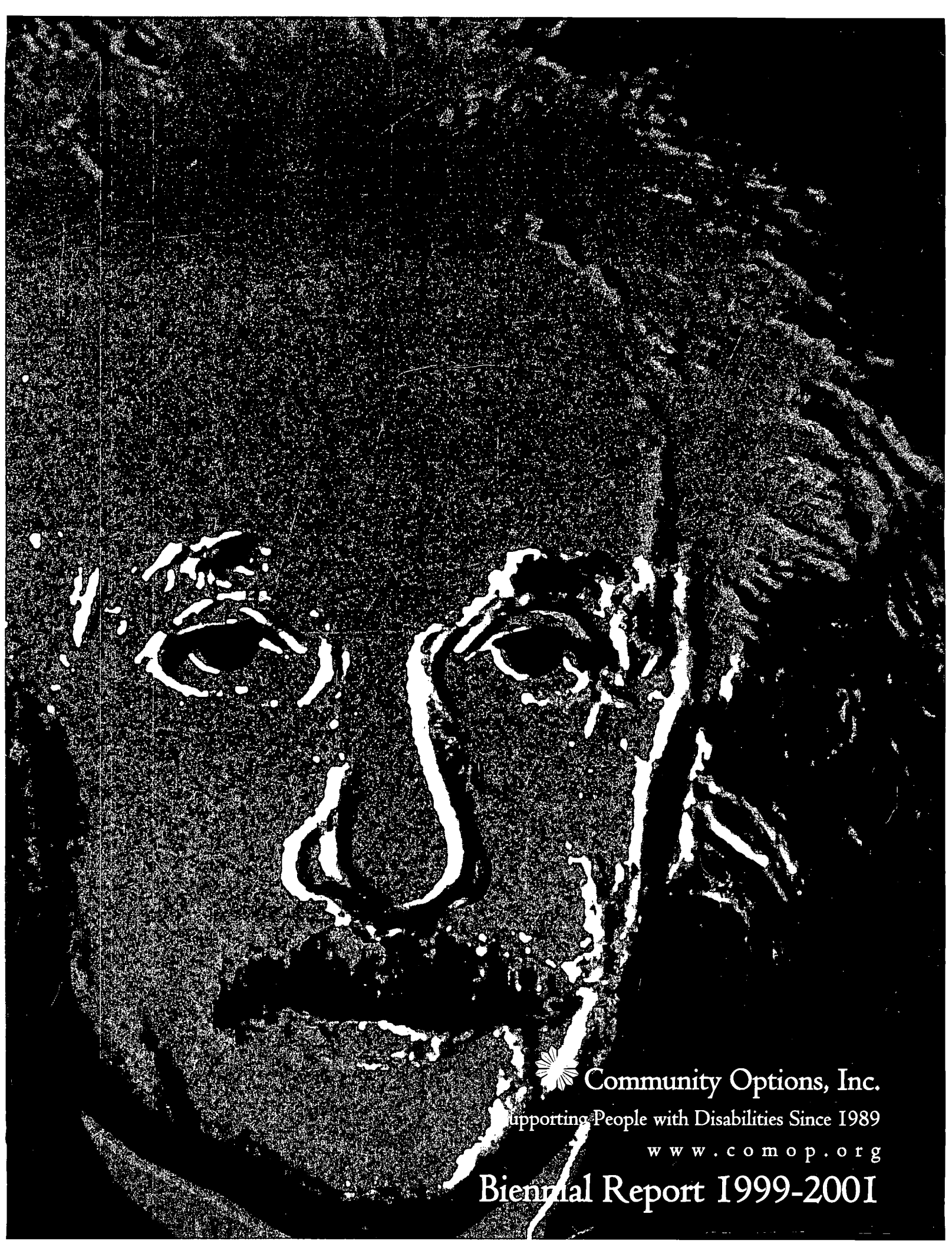
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Community Options, Inc.

Supporting People with Disabilities Since 1989

www.comop.org

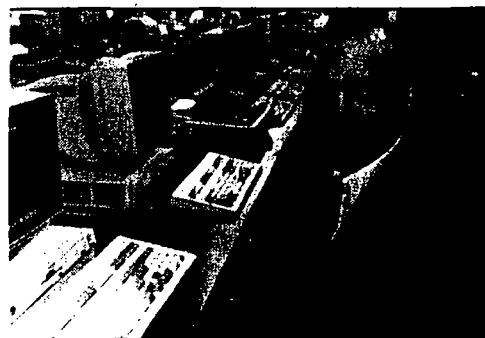
Biennial Report 1999-2001

PASS*IT*ON
(Plan for Achieving Self-Support
with Information Technology Opportunities Nationwide)

ABSTRACT:

Community Options, Inc., a nationally recognized leader in the successful development of long-term employment opportunities for individuals with severe disabilities, proposes to work in partnership with the Information Technology Association of America, the nation's leading information technology industry association, to expand and adapt a proven computer training program and deliver it through postsecondary institutions in four geographically dispersed, technology-intensive metropolitan areas: Austin, Texas; Central New Jersey; Northern Virginia (including Fairfax); and Denver, Colorado. The project's name, PASS*IT*ON (Plan for Achieving Self-Support with Information Technology Opportunities Nationwide), reflects the transfer of program strategy and design that characterizes our approach. Our goal is to implement the project in additional sites nationwide in subsequent years, through community-based providers of employment support services and regional councils of information technology companies.

In the project's first year, working collaboratively with Vocational Rehabilitation, area Social Security Administration offices, and State and local workforce development initiatives (e.g., school-to-work, one-stop career centers, welfare to work), we will recruit, train, and support 90 individuals with severe disabilities (25 trainees in each new site, and 15 additional trainees in Denver) in an integrated program of information technology training, with at least an 80 percent placement rate at an average starting salary of \$30,000. We will also provide the post-placement support necessary to maximize long-term retention and career advancement.



Background

- Community College of Denver (CCD) provides educational opportunities to more students with disabilities than any other college or university in Colorado.



- In 1981, CCD and the business community entered a partnership to establish the Computer Training for People with Disabilities (CTPD) program.

- CTPD, an intensive 13 month program, trains people with permanent injuries and people with disabilities to be:

Network Administrators

or

Business Applications

Programmers



Disabilities Accommodated

CTPD has successfully trained and placed students with a variety of disabilities including blindness, visual impairment, deafness, hearing impairment, orthopedic injuries, epilepsy, cancer, alcoholism, heart condition, arthritis, depression, carpal tunnel syndrome, tendinitis, organ transplant, Multiple Sclerosis, neuromuscular conditions, spinal cord injuries, paraplegia, quadriplegia and dyslexia.

Minimum Qualifications

Typical characteristics of successful CTPD students:

- Highly motivated
- Positive attitude
- Well adjusted to disability or injury
- Aptitude for problem solving
- 12th grade reading level
- Tolerance for an 8 to 10 hour day
- Positive employment and academic history

Successes

- More than 170 students have successfully completed CTPD.
- Placement of CTPD graduates averages more than 90 percent.
- The earning potential of CTPD graduates is unlimited.

Business Involvement

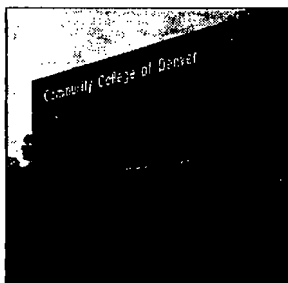
CTPD is unique because it was created by business to serve the needs of business. The metropolitan Denver business community participates in every aspect of the program including:

- Curriculum development and implementation
- Professional development of students
- Fund-raising
- Placement of graduates

Application Process

- Complete and return the Intake Form and CCD Application
- Complete the Basic Skills Assessment Test
- Complete the Computer Aptitude Test Battery
- Provide medical documentation and vocational information as requested by program counselor
- Interview with the Student Assistance Committee

THE SKY'S



For More Information

Contact the program counselor at:

Community College of Denver

Computer Training for People with Disabilities
 Auraria Campus, South Classroom Building, Room 134
 P.O. Box 173363, Campus Box 400
 Denver, CO 80217-3363

Phone: (303) 556-3619

Fax: (303) 556-3898

THE SKY'S THE LIMIT

COMPUTER TRAINING FOR PEOPLE WITH DISABILITIES



TRUE GRIT

Determination pays as profoundly disabled students go face to face with computers

By Fawn Gormer

Rocky Mountain News Staff Writer

Mike White doesn't talk about who he was.

He doesn't say that he used to teach at West Point. That he has an MBA from the Wharton School of Business. That he's a retired Army major.

That was the old White, before he was stricken at age 38 by ataxia, a neurological disorder that impairs coordination and speech. He now relies on a motorized wheelchair and crutches to get around.

At 42, he spars with a voice-activated computer system at the Community College of Denver in his path to a new career.

He orders his computer's cursor with commands such as, "Nine. One. Two. Now it's left. Stop. Now it's up. Stop."

He then dictates what he wants on his screen.

"It's really grueling," he said. "But I can see the light at the end of the tunnel."

This new chance is what keeps him going. He doesn't know whether his condition will worsen.

"It's frustrating when you see where you've been and what you've done," he said. "But it's important to focus on what you can do instead of what you have done. Otherwise, your disability overcomes you. You become your disability."

Like the 20 other students in his program, White is being trained as a computer programmer and network administrator.

One of his mentors is Kevin Ellerman, the 42-year-old program director who has been blind since birth. Ellerman sets an example by his own success. When there was no "screen reading" software available, he developed his own version that would read aloud what was on his computer.

Ellerman laughs about his first experience with computers. He didn't know anything about them but built one anyway. A friend guided him verbally and he put everything in place and soldered the parts.

Then he started taking classes at CCD. When his teacher at the training center left for another job, Ellerman persuaded CCD to give him a chance.

"Quite frankly, I could make more money out in industry, but what I am doing here changes lives," he said.

"The people in this program will be different when they graduate. Many of the people are people like Mike who've had a lot and



Kevin Ellerman runs the program in the company of his guide dog, Rona. The 42-year-old program director was born blind. He could make more money in industry, but this job, he says, changes lives.



Mike White uses voice commands to operate a computer in a Community College of Denver program. The program has a dress code — the men wear suits and ties.

lost it. He taught at West Point! That's profound to me. He lost it all. To get someone like that back so he can help his family is very fulfilling. And it is fulfilling to have a student who has never had anything come back and be a productive member of society."

"For instance, when one woman graduated from the program, she told Ellerman and the others, 'I'd like to thank everyone because I can buy my kids new shoes.'"

The center was created by IBM in 1981, one of 40 such projects across the country. IBM is out, but corporations such as U S West, First Data Corp. and StorageTek have kept it going.

Part of its success lies in the fact that, for the students, it isn't just school. It's work. They put in at least an eight-hour day, and there's a dress code. White and others wear

Progress on state's campuses enables students

It is no longer amazing that a blind student can finish law school or participate in a chemistry class.

Officials at Colorado's colleges and universities say they have made much progress in the campus disability rights movement — so much that students with disabilities can do just about anything on campus.

It's not easy for these students, said Henry Claypool, a program coordinator at the University of Colorado, but college is not easy for most students.

"There is a huge isolation for these students," said Claypool whose program

focuses on removing two of the most difficult for students with disabilities: culture and attitude.

"Physically, wheelchair users have great difficulty accessing certain buildings and services. Attitudinally, they are going to run up against people who keep saying, 'you're an inspiration,' (or) 'gosh, I don't know how you're going to do that.' Other students aren't given those same considerations."

Claypool, who lost movement in one arm and both legs after a skiing accident when he was a 19-year-old student at CU, said it

See **CAMPUS** on 37A

suits and ties.

"We tell them they have to treat this like a job," Ellerman said. "Our job is to help them get a job. This helps their self-confidence. A lot of times, they don't feel good about themselves. Dressing up builds confidence."

Besides, he said, so many employers wander through the lab each week that every day is a chance for an interview.

One of the toughest challenges is finding qualified, motivated students, he said. Disabilities can be physical or psychological.

"If you can't continue working at what you were doing before, this program can help you," Ellerman said.

Once the students graduate, it's not hard to find someone who wants their skills.

"Placement is the easiest part of my job," said John Hutchins, corporate relations coordinator for the center.

In the past 15 years, 92% of the students have been placed. First Data Corp., for

instance, has hired several graduates.

"This is a huge untapped workforce," said Bill Sherrill, a senior systems analyst for First Data. "My observations of the people with disabilities that we have hired are that they have a very strong work ethic. Maybe the CCD program prepares them that way. Maybe it's their own personalities. But there is no one in management here who regrets any of the decisions to make these people regular employees."

Hutchins said it is much more gratifying than the work he did as an attorney.

"There are so many agencies that work with people with disabilities. They work hard (at these agencies), but nothing ever comes of it. This one, you actually see them succeed. They start out with very little confidence and end up in jobs that pay them well."

For information on the program, call 556-3830.

Community College of Denver

Computer Training for People with Disabilities Mentorship

"Linking The Business Community with Our Future Work Force"

What is the purpose?

Promote student retention and reduce student stress.

The Mentor Program provides support to students participating in the Computer Training for people with Disabilities program of Community College of Denver. Mentor involvement helps to assure successful completion of course work and assists the students in preparing for employment. A mentor serves as a resource person, model, coach, and provides a refreshing human element to what is, for many students, a new and alien business world.

The Mentor Program provides students an invaluable link to the business world.

What is expected of a mentor?

Develop a personable/professional relationship with the student.

Meet with the student once a month and contact twice a month (phone etc.)

Take your student out to lunch (or breakfast, coffee etc.)

Take the student to your job site.

Encourage and support classroom instruction.

Familiarize the student with career ladder in MIS.

Meet with the student and staff once a semester to evaluate academic progress.

Help students understand protocols, office politics, importance of "soft skills" and professional wardrobe selection.

Assist students with interviewing and resume preparation skills.

Invite student to attend a business meeting.

Please contact Darlene Powell at 556-3300 if you have any questions.

The Information Technology Association of America invites you to join hundreds of leaders in **industry, academia, and government** at the 1999 National IT Workforce Convocation, America's premier event focusing on solutions to the critical shortage of Information Technology (IT) workers.

Recent statistics show that there are over 346,000 vacant IT positions at American companies.

IT is a critical factor in business growth and competitiveness. The shortage of IT workers impacts the biggest multi-national corporation, the smallest Mom & Pop store, and every business in between.

IT job vacancies represent thousands of missed opportunities for American workers — high-growth, high-wage, creative, challenging jobs remain unfilled.

The 1999 National IT Workforce Convocation will focus on "Solving IT" — presenting replicable partnerships that are working in communities around the country to recruit, train, and retain IT workers.

The Agenda is designed with maximum interaction in mind. Participatory breakout sessions will give you an opportunity to share resources with your colleagues and take advantage of Convocation participants' expertise.

AGENDA:

MONDAY, APRIL 12

9:00 a.m. **General Session:** Featuring greetings from The Honorable Lloyd Doggett (United States House of Representatives), Dr. Larry Faulkner, President, University of Texas and Robert Mintz, Executive Vice President, Human Resources Worldwide, EDS

11:00 a.m. **Breakout Sessions:** Highlighting innovative partnerships from around the country that are creating solutions to the shortage of IT workers

1:00 p.m. **Luncheon**

2:15 p.m. **Breakout Sessions** (see above)

4:00 p.m. **General Session:** Groundbreaking Research, including the release of the Virginia Tech/ITAA study *Help Wanted 1999*

5:30 p.m. **Texas-style Evening Reception**

TUESDAY, APRIL 13

8:30 a.m. **General Session:** School to Work — Transforming Careers and Companies

10:00 a.m. **Breakout Sessions** (see above)

11:30 a.m. **Breakout Sessions** (see above)

1:00 p.m. **Luncheon and Closing Ceremonies:** Government as a Workforce Leader

*agenda is subject to change

● Please see Convocation Web site at <http://www.ita.org/workforce/events/99convo.htm> for up-to-the-minute information

April 12-13, 1999 • Omni Hotel Downtown • Austin, Texas

***You may also register online at**
<http://www.ita.org/workforce/events/99convo.htm>

Full Name _____

Position _____

Company/Organization _____

Address _____

City _____ State _____ Zip _____

Country _____

Postal Code _____

Telephone _____ Fax _____

E-mail _____

REGISTRATION FEES: (Please check one.)
☐ Industry (\$275) ☐ Educator/non-profit* (\$145)

*Non-profit participants include non-profit organizations, schools, and/or government agencies. Limited registration subsidies may be available. Call (703) 284-5321 for details.

☐ I will pay by Credit Card. (Fax registration form with credit card information to (703) 525-2279.)
☐ Visa ☐ Mastercard ☐ American Express

Credit Card Number _____ Expiration Date _____

Name on Card _____

Signature _____

☐ I will pay by Check. (Mail registration form with payment to ITAA, 1616 N. Fort Myer Dr., Suite 1300, Arlington, VA 22209.)

SPECIAL DIETARY REQUIREMENTS:
☐ Kosher ☐ Vegetarian ☐ Low Sodium

Please see reverse for more registration information.

Microsoft and Disabilities Accessibility

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Microsoft's Strategy

Microsoft is taking a four-pronged approach to making computers more accessible, by:

- **Making it easier for third-party vendors to create accessibility aids** (such as blind access and voice input utilities). We document techniques they need to use, and Active Accessibility will decrease their use of unsupported techniques.
- **Making it easier to make mainstream software accessible** by publishing [guidelines](#) for software and web accessibility, and by creating Active Accessibility to let vendors to innovate in their user interface without sacrificing accessibility. We are also creating testing tools to identify accessibility problems.
- **Promoting accessibility** through articles and presentations, and by adding accessibility criteria to the [Designed for Windows Logo program](#). Today these are mostly recommendations but vendors are warned that they will become requirements over time. We're also working to make our development and authoring platforms promote accessible design and Active Accessibility.
- **Making our own products and services more accessible** as per corporate policy. This includes normal usability issues such as supporting keyboard usage and different appearance schemes, and accessibility-specific features such as closed-captions and compatibility with accessibility utilities.

Through these programs, we hope to create a world where individuals can choose from a wide range of high-quality accessibility aids, and where all applications that address everyone's needs.

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Microsoft Accessibility and Disabilities

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About Accessibility:

Major Projects

At any time, Microsoft staff are working on a wide range of accessibility projects. Some of these are aimed at improving specific products, while others cut across the entire company. Some promise to change the face of the PC industry. Here are a few of our most important announced projects:

- **Active Accessibility.** Microsoft's new technology is a way for applications to actively cooperate with accessibility aids. This lets application vendors innovate in their user interface without sacrificing accessibility. It is based on COM and OLE Automation, the industry standard for how different pieces of software can work together. Using it, tools can work with applications of which they have no prior knowledge, and things which were once inaccessible can now be usable by anyone. In addition to accessibility, it will have mainstream benefits such as improved task automation, information reuse, and voice input tools.
- **Accessible Documentation.** Microsoft is moving to ship all product documentation as accessible on-disk files. Our goal is that there will no longer be special editions for people with disabilities, because every copy will be truly accessible.
- **New Windows Features.** We're working to add new accessibility features that will be built into every copy of Windows and Windows NT. For example, an accessibility configuration wizard will help people adapt Windows' options to their needs and preferences, and a low-end screen magnifier will help people with moderate vision impairments and those working on unfamiliar machines.
- **Closed Captioning and Audio Description.** Microsoft is leading the way with new technologies to make almost all sound or animation accessible. Closed captions are a necessity for people who are deaf or hard-of-hearing and also benefits others such as children learning to read. Audio description add the voice of a narrator describing the action for people who are blind.
- **Promoting Accessibility.** We are continually upgrading the accessibility guidelines, and the accessibility requirements for all applications that want to use the Designed for Windows NT and Windows 95 logo. We are also developing tools to help software developers identify accessibility issues and areas for improvements.
- **The Microsoft Screen Access Model.** The Screen Access

Model is an infrastructure for building many types of accessibility aids. This serves as a reference implementation and as a demonstration of recommended techniques. Accessibility software developers will be able to use the Microsoft components or adapt them for their own needs.

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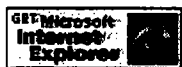
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Skills 2000 Worldwide



Find IT

Press Release

Microsoft Skills 2000 Initiative Moves 125,000 Individuals Into Training; Educates 1.5 Million About High-Tech Jobs

Initiative Evangelizes the Opportunity; Recruits, Trains and Places New Workers

NEW ORLEANS - May 30, 1998 - Today at Fusion 98, Microsoft Corp.'s annual business symposium for Microsoft® Certified Solution Providers (MCSPs), Microsoft announced that the Microsoft Skills 2000 initiative, aimed at addressing the information technology (IT) work-force shortage, has moved 125,000 people into technical training and reached 1.5 million with information about IT career opportunities since the initiative was launched in May 1997. Today Microsoft also announced a Skills 2000 Internship program at participating MCPS companies nationwide, providing students at Certified Technical Education Centers (Microsoft CTECs) and Authorized Academic Training Program (AATP) institutions with mentoring, hands-on experience and the opportunity to apply for information technology jobs with MCSPs.

"Last year at Fusion we made a commitment to our channel and the industry to step forward and help address the IT work-force shortage," said Sam Jadallah, vice president, organization customer unit at Microsoft. "Our focus for the past year with Skills 2000 has been building an engine to bring technical training to people who might not otherwise have access to it. It has been very rewarding to see 125,000 individuals learn about the opportunity and then take the next step toward an IT career by receiving training. This coming year is all about making an even greater impact and further delivering on our commitment."

Skills 2000 Internship Program

Through the internship program, Microsoft will help link students at more than 800 AATP high schools, colleges and universities as well as students at more than 1,900 Microsoft CTECs with internship positions at MCSP companies. Microsoft will also provide how-to guidelines and resources to help MCPS implement internships. In addition, MCSPs can post internship listings on The Monster Board, a leading online recruitment agency, at a rate subsidized by Microsoft.

Infrastructure Fuels the Industry

Skills 2000 provides a thorough infrastructure solution to fuel the industry with newly trained IT professionals. The Skills 2000 infrastructure includes programs and relationships to increase awareness of IT career opportunities, recruit and support new individuals to receive technical training and experience, and place trained individuals into open IT jobs.

Building Awareness

- **Skills 2000 recruitment video.** The Microsoft Skills 2000 recruitment video, hosted by "NYPD Blue" celebrity Jimmy Smits, aims to recruit from new population pools by dispelling myths about the computer industry and increasing awareness of the job opportunities available for people of all ages, economic levels and educational backgrounds.
- **Skills 2000 career aptitude tool.** More than 75,000 individuals have used the Skills 2000 career aptitude tool to identify and prepare for IT careers by answering a series of questions based on work-style preferences.

Recruiting and Training

- **AATP.** Skills 2000 includes an investment in AATP to train more than 100,000 students at high schools, colleges and universities during the 1998 academic year. AATP currently provides students with access to training on Microsoft networking and development tool technology at more than 800 educational institutions in an environment that is convenient and affordable for students.
- **Green Thumb.** Green Thumb, a national nonprofit organization, and Microsoft are working together to recruit and train seniors, welfare participants, dislocated workers and other individuals with barriers to employment. With a grant from Microsoft, Green Thumb is working with 600 private industry councils to implement technical training programs and place trained individuals with local companies.
- **Skills 2000 IT Career Loan.** The Skills 2000 IT Career Loan, financed and administered by Servus Financial Corp., offers one easy step to apply and access low-rate, competitive funding for technical training at Microsoft CTECs and AATP institutions. Servus Financial has distributed nearly \$17 million in Skills 2000 IT Career Loans since the program became available in February 1998.

Job Placement

- **The Monster Board.** Microsoft has a strategic relationship with The Monster Board, a leading online recruitment agency, to provide MCSP companies with an Internet-based solution for finding employees. Job applicants can apply directly online, create online resumes, perform job searches and receive updates on new job postings that match their qualifications. Since December 1997 more than 1,300 MCSPs have hired

candidates through The Monster Board with an estimated cost savings of \$2,900 per candidate.

For more information about the Microsoft Skills 2000 initiative, view the Skills 2000 Web site at <http://www.microsoft.com/skills2000/>. For more information about The Monster Board, view <http://www.monster.com/>.

Founded in 1975, Microsoft (Nasdaq "MSFT") is the worldwide leader in software for personal computers. The company offers a wide range of products and services for business and personal use, each designed with the mission of making it easier and more enjoyable for people to take advantage of the full power of personal computing every day.

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For more information, press only:

Kimberly Davis, Insync Communications, (503) 226-8231,
kimd@insync-pr.com

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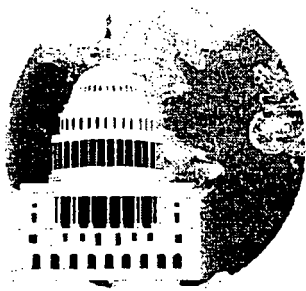
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There's no place like home



 Community Options, Inc. Biannual Report 1997-1999



**Rehabilitation
Research
and
Training Center
on Workforce Investment
and
Employment Policy
for
Persons with
Disabilities**

Michael Morris, Director
Jim Downing, Co-Director
Community Options, Inc.

in partnership with

The Center for the Study and
Advancement of Disability Policy
at The George Washington
University School of Public Health
and Health Services
Principal Investigators
Robert Silverstein, Allen Jensen
Voice/TTY (202) 496-8452
Fax (202) 467-2251

The Law, Health Policy and
Disability Center
at the University of Iowa
Principal Investigator
Peter Blanck
(319) 335-9043 Fax (319) 335-9098

John J. Heldrich Center for
Workforce Development at
Rutgers University
Principal Investigators
Carl Van Horn, Duke Storen
(732) 932-4100 Fax (732) 932-3454

Mission-

"To expand knowledge that
improves and modifies
disability and generic policy
and impacts positively the
employment status and
economic independence of
Americans with disabilities."

ABSTRACT

Rehabilitation Research And Training Center On Workforce Investment And Employment Policy For Persons With Disabilities

Community Options, Inc. in partnership with the Center for the Study and Advancement of Disability Policy at The George Washington University School of Public Health and Health Services, the Law Health Policy and Disability Center at the University of Iowa, and the John J. Heldrich Center for Workforce Development at Rutgers University, has been awarded five year funding from the National Institute on Disability and Rehabilitation Research (NIDRR) to establish a Rehabilitation Research and Training Center (RRTC) on Workforce Investment and Employment Policy for Persons With Disabilities.

Specific research studies include:

- (1) The development of a policy matrix with critical variables in a post ADA environment to analyze the relationship between select state and federal policies upon the employment of persons with disabilities;
- (2) The analysis of targeted state policies and practices regarding individuals with disabilities and the implementation of the Temporary Assistance to Needy Families program (TANF) and the Workforce Investment Act, including an analysis consistent with ADA and Section 504 requirements of equal access and opportunity.
- (3) The analysis of selected state efforts to implement work incentive systems change grants from the Social Security Administration to identify barriers and facilitators to improved work status of persons with disabilities and the critical linkage to access to affordable health care.
- (4) The analysis of policy-based implications of outcome based reimbursement and customer direction and control on the delivery of employment and rehabilitation services to persons with disabilities; and
- (5) The analysis through case studies of small and large businesses of the

effect of civil rights protections and multiple environmental factors on promoting or depressing the employment status of persons with disabilities.

Based upon research findings from these studies and others conducted by NIDRR-funded RRTCs on Employment Policy, State Service Systems, Community Rehabilitation Programs, Workplace Supports, and Educational Supports, the Center will seek to offer new and revised approaches to workforce development and employment policy and serve as an information and technical assistance resource to government leaders and decisionmakers at a State and Federal level, individuals with disabilities, parents, and family members and other interested parties.

The Center will seek to be outcome focused and actively involve individuals with disabilities, parents, and family members in all facets of center activities including training, research, information dissemination, and technical assistance. The overriding goal of the Center is to expand, improve, and modify disability and generic policy that impacts positively the employment status of Americans with disabilities, and increases their independence and self-sufficiency. Outcomes expected include:

- (1) Policies improved at a State and Federal level as a result of Center ●s research, training, and technical assistance activities;
- (2) New relationships forged between State and Federal policy due to knowledge utilization from Center activities;
- (3) Improved understanding of public policy and its relationship to improving employment outcomes for persons with disabilities; and
- (4) Identification of new research questions for further study to eliminate barriers to economic independence for Americans with disabilities.

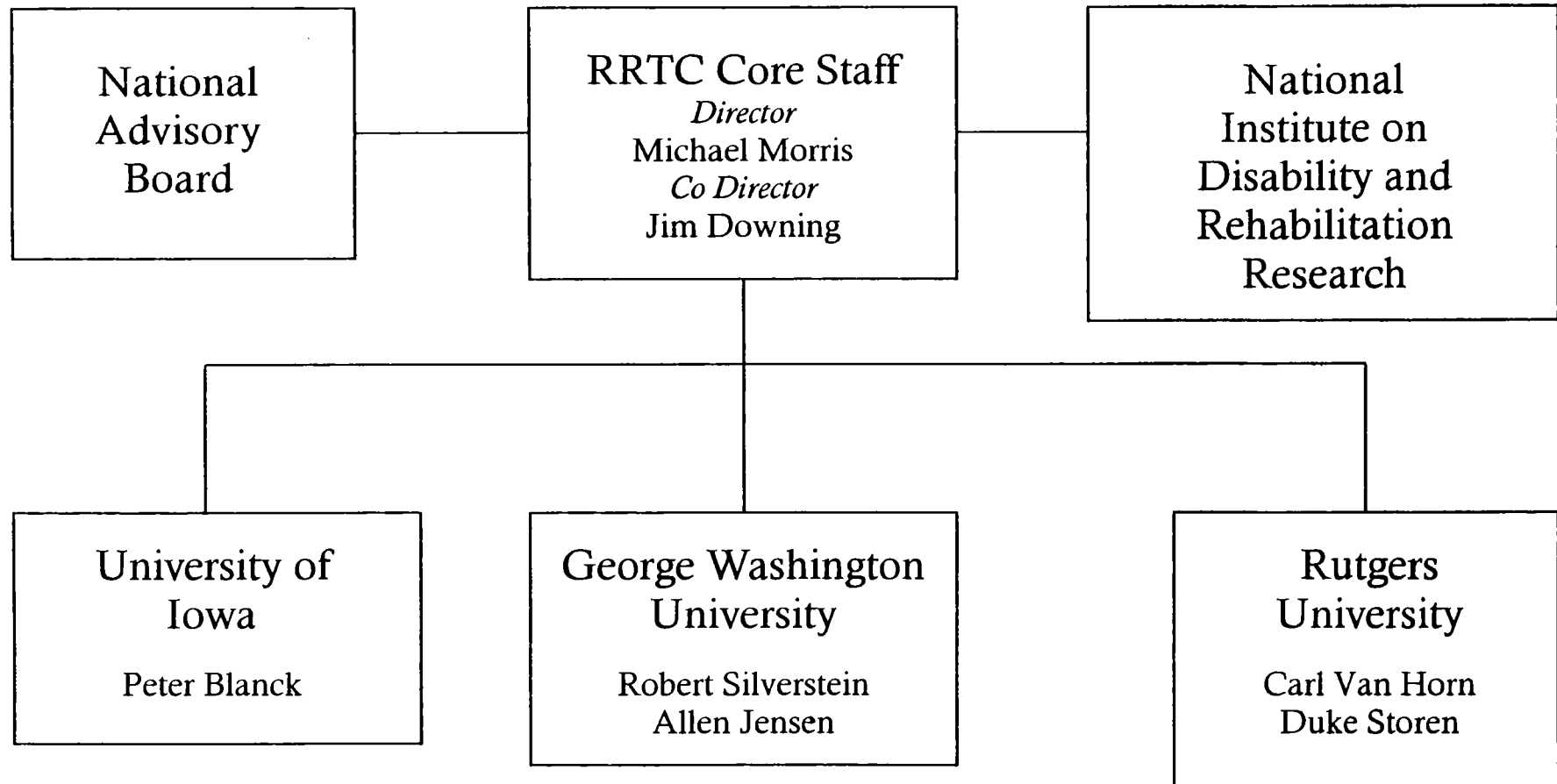
Project Director: Michael Morris : Community Options, Inc.

Co-Director:	Jim Downing	:	Community Options, Inc.
Principal Investigators:	Robert Silverstein	:	George Washington University
	Allen Jensen	:	George Washington University
	Peter Blanck	:	University of Iowa
	Carl Van Horn	:	Rutgers University
	Duke Storen	:	Rutgers University

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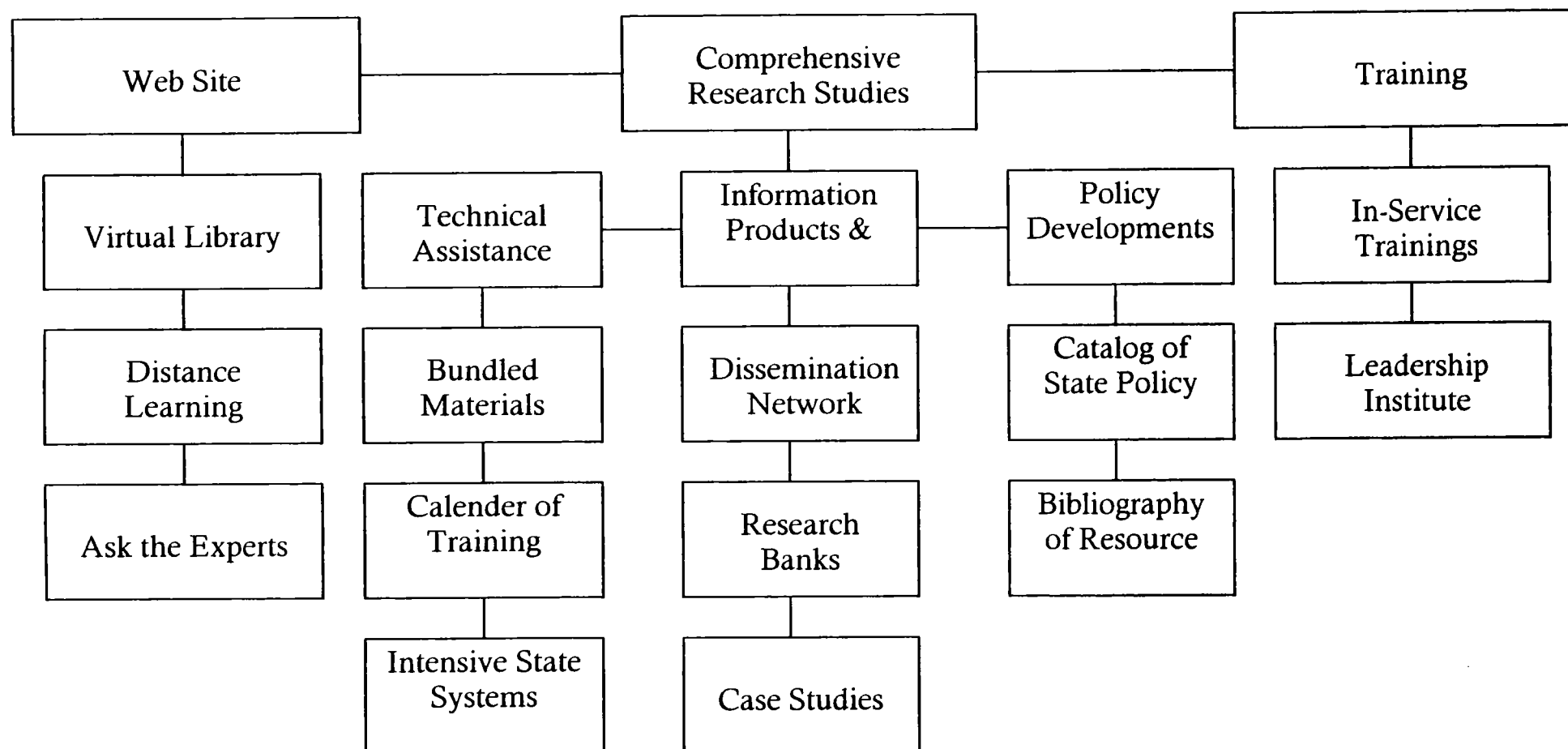
Rehabilitation Research and Training Center on Workforce Investment and Employment Policy for Persons with Disabilities



Community Options, Inc.

RRTC on Workforce Investment and Employment Policy for Persons With disabilities

Research Studies>>>Information Development & Diffusion>>>Knowledge Transfer>>>Systems
Change>>>Partnerships Activities>>>Measured Valued Outcomes for Working Age Adults with Disabilities



List Of Attachments

- 1) Meeting Agenda**
- 2) List of Advisory Board Members**
- 3) COL/NIDRR Cooperative Agreement**
- 4) Year One Research Studies**
- 5) Outline - Policy Matrix for Analyzing the Extent to Which Federal Workforce Development and Employment Policies support the Goals and Precepts of the ADA**
- 6) Outline – Training and Research Activities Related to State Legislatures in Creating Policies to Support Work by Adults With Severe Disabilities**
- 7) Summary of Themes in Four States' Work Incentive Reform Policy Proposals**
- 8) Outline – Analysis of Policy Implications of Outcome-Based Reimbursement**
- 9) From Dependency to Self-determination**
- 10) Testimony of Dr. Peter Blanck to the US Commission on Civil Rights**

Advisory Board Meeting Agenda (DRAFT)

Rehabilitation Research and Training Center (RRTC) on Workforce Investment and Employment Policy for Persons with Disabilities

Thursday, February 4, 1999

**Sheraton City Centre Hotel
1143 New Hampshire Avenue, N.W.
Washington, D.C. 20037**

<u>TIME</u>	<u>TOPIC</u>	<u>PRESENTER</u>
9:00	Welcome and Introductions	Michael Morris
9:30	Overview of NIDRR's Centers of Excellence and Employment Initiatives	Ruth Brannon
9:45	Overview of Center's Research Agenda Year One	
	1. Develop a policy matrix to compare and contrast critical variables post ADA across disability specific and generic workforce development and employment policy;	Bobby Silverstein
	2. Analyze targeted state policies and practices regarding individuals with disabilities and the implementation of the Temporary Assistance to Needy Families program (TANF) and the Workforce Investment Act, including an analysis consistent with ADA and Section 504 requirements of equal access and opportunity;	Duke Storen
	3. Compare and contrast selected state policy and practice efforts to improve the employment status of working age adults with disabilities and the critical linkage to access to affordable health care;	Allen Jensen
	4. Analyze the policy based implications of outcome based reimbursement and customer direction and control on the delivery of employment and rehabilitation services to Persons with disabilities;	Michael Morris
	5. Analyze, through a series of case studies of small and large businesses, the effect of civil rights protections and multiple environmental factors on promoting or depressing the employment status of persons with disabilities;	Peter Blanck

<u>TIME</u>	<u>TOPIC</u>	<u>PRESENTER</u>
11:00	Break	
11:15	Discussion: Policy Research to Improve or Expand the Proposed Research Agenda	
12:15	Lunch	
1:00	Information Dissemination, Training and Technical Assistance Activities: Opportunities for Collaboration with Policymakers and Other Target Audiences	Jim Downing
1:45	Identification of Outcome Indicators to Evaluate Center Activities	Michael Morris
2:30	Future Roles and Responsibilities	Michael Morris
3:00	Adjourn	

**RRTC ON WORKFORCE INVESTMENT AND EMPLOYMENT
POLICY FOR PERSONS WITH DISABILITIES**

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SPECIAL PROVISIONS
COOPERATIVE AGREEMENT
BETWEEN
DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE ON DISABILITY AND REHABILITATION RESEARCH
AND
COMMUNITY OPTIONS, INC.

Agreement No. H133B980042

STATEMENT OF PURPOSE

Section 204 of Title II of the Rehabilitation Act of 1973, as amended, P. L. 102-569 authorizes the Secretary to make awards to States and other public or nonprofit agencies and organizations, including institutions of higher education, for Rehabilitation Research and Training Centers that serve as centers of national excellence and national or regional resources conducting coordinated and advanced programs of research in rehabilitation.

The purpose of this cooperative agreement (hereinafter "Agreement") is to establish and maintain a Rehabilitation Research and Training Center as described in 34 CFR Part 352. This will be accomplished through the implementation of a cooperative agreement between the Department of Education/National Institute on Disability and Rehabilitation Research (hereinafter "Department/NIDRR") and Community Options, Inc. (the applicant) (hereafter "Community Options") as set forth in the Agreement.

A Cooperative Agreement is a type of grant awarded by the Department when it anticipates having substantial involvement with the recipient during the performance of a funded project. The Agreement permits the Department/NIDRR to have substantial involvement with Community Options in determining the focus of the goals and objectives of research, training and information dissemination activities for this 60-month project. The project period is 11/01/98 to 10/31/2003.

Community Options, Inc. Cooperative Agreement

The work to be performed under this Agreement is described in the Community Options application dated 8/21/98 (see Article I) and the revised application submitted on October 30, 1998, following negotiations. Community Options will be required to submit continuation applications for each of the remaining years of the project for which the goals and objectives will be renegotiated between the Department/NIDRR and Community Options.

ARTICLE I: STATEMENT OF JOINT OBJECTIVES

Community Options, and the Department/NIDRR, will meet the need for a 5-year Research and Training Center on Disability and Employment Policy. The purpose of the center is to provide national leadership on major employment policy issues affecting persons with disabilities seeking employment. The center will conduct research; prepare policy analyses; host forums for discussion; train graduate students with disabilities in employment research; and disseminate findings to diverse consumer, provider, payer, academic and policy-making audiences.

This project is a joint endeavor between the Community Options and the Department/NIDRR. Staff of the Department/NIDRR will work with Community Options to identify issues which need to be addressed through joint research and training activities. This collaboration, within the framework of the approved project, will specify the types of dissemination and training and the resources available for outreach activities, schedule the training and dissemination activities, and jointly conduct the training and dissemination sessions. There will be a high degree of interaction between Community Options and the Department/NIDRR during the project with the substantial involvement of Federal staff in project activities.

The scope of project activities is determined by Community Options and the Department/NIDRR to ensure appropriate and timely research, training, and dissemination activities related to employment policy and disability. To the extent needed to improve analysis and examination of policy issues related to the

Community Options, Inc. Cooperative Agreement

employment of persons with disabilities, and after consideration of other available public and private resources funded by or known to NIDRR, Community Options must also coordinate with the other five employment research and training centers, including the RRTC's on State Service Systems, Community Rehabilitation Programs, Workplace Supports, Educational Supports, and the Cornell University Center on Employment Policy; President's Task Force on Employment of Adults with Disabilities; the Department of Labor, the Rehabilitation Services Administration; the Social Security Administration; and others as identified in the priority notice and by NIDRR.

A. Project Mission Goals

Consistent with Federal priorities & responding to identified managed care and disability research, policy analysis, training, dissemination and consumer support needs, the mission of Community Options throughout its proposed 5 years will be:

- To be a center of excellence in employment policy research as it relates to analysis of how employment policies impact employment outcomes for persons with disabilities for people with disabilities;
- To be a center where diverse consumer, employer, and policy community perspectives with respect to employment issues for people with disabilities are solicited, identified, and incorporated in the analysis of employment outcomes for people with disabilities;
- To be a center that provides information on disability issues to the larger employment policy community;
- To be a center that brings a disability perspective to the employment policy debates;
- To be a center that will help provide clarification of the ways in which the ADA and other legislation has impacted the employment outcomes of persons with disabilities;

Community Options, Inc. Cooperative Agreement

- To be a center for training in methods of conducting research about employment policy issues for graduate and post-graduate trainees with disabilities and those from minority backgrounds; and
- To be a center where employment policy knowledge and information is effectively disseminated through and within various networks of consumers, employers, providers, and other members in related employment policy communities.

B. Benefits Expected

This proposed research and training program will benefit persons with disabilities who are seeking employment. Training will result in increased competencies of researchers who in turn will be able to improve knowledge about the impact of employment policies to further the understanding of those involved in the employment process, including the individual with a disability, the employer, and the counselor assisting with the placement process.

The major benefits expected from this integrated program of research and training are as follows:

- Analyze the Relationship Between Select Federal and State Policies Upon the Employment of Persons with Disabilities
- Analyze the Policy Implications of Outcome-based Reimbursement on the Delivery of Employment and Rehabilitation Services to Persons with Disabilities
- Identify and Analyze the Effect of Civil Rights Protection and Multiple Environmental Factors on Promoting or Depressing the Employment Status of Persons with Disabilities

Finally, NIDRR and Community Options will establish a mechanism

Community Options, Inc. Cooperative Agreement

by which to consider additional research questions that may emerge from the analysis above or from changes in employment policies directed at persons with disabilities

Training will focus on federal public policy developments, state public policy developments, return to work policy and practice, the impact of civil rights on employment, the impact of environmental factors on employment, workforce development issues and will prepare consumers, employers, employment agencies, educators, policy makers, and students to make informed decisions, conduct research, educate and inform, and provide high-quality services related to employment. NIDRR staff will work with Community Options and with the Cornell Center on Employment Policy to ensure that training efforts are coordinated to minimize duplication; to ensure that information gets to all relevant stakeholders; and to create a synergy that benefits the policy discussions about employment of persons with disabilities.

Year One Study -- RRTC on Workforce Investment and Employment Policy for Persons with Disabilities

Research Study	Lead	Product/Deliverables
1. Development of Policy Matrix with Critical Variables in a Post ADA Environment to Analyze the Relationship Between Select Federal Employment Policies and Future Proposals	R. Silverstein	Policy Matrix Research Report Training Materials
2. Analysis of Targeted State Policies regarding Individuals with Disabilities and Implementation of the TANF Program Consistent with ADA and Section 504 Requirements of Equal Access and Opportunity	C. Van Horn	Five State Case Studies State Policy Materials
3. State of the State Analysis of Workforce Investment Act Implementation: Planning, Coordination, and Accommodation Issues	M. Morris	Research Report: Trends Analysis
4. Case Studies: Four State Efforts to Implement Work Incentive Policies to Improve Work Status of Persons with Disabilities and Critical Linkage to Affordable and Adequate Health Care	A. Jensen	Four State Case Studies Research Report: Trends Analysis Training Materials
5. Analysis of Policy-based Implications of Outcome-based Reimbursement and Customer Direction and Control on the Delivery of Employment and Rehabilitation Services to Persons with Disabilities: Four State Study	J. Downing	Research Report State Policy Materials
6. Analysis of the Impact of Title I of the ADA on Promoting the Employment Status of Persons with Disabilities in a Growth Industry (Information Technology)	M. Morris	Survey Results
7. Conduct a Series of Focus Groups with Individuals with Significant Disabilities in Four States to Identify and Analyze their Perceptions of the Impact of the ADA on the Hiring Practices, Employment, and Reasonable Accommodation in the Workplace	J. Downing	Research Report

Research Study	Lead	Product/Deliverables
8. Series of Case Studies of Small and Large Businesses and the Impact of Civil Rights Protections on Promoting the Employment Status of Persons with Disabilities	P. Blanck	Case Studies

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POLICY MATRIX FOR ANALYZING THE EXTENT TO WHICH FEDERAL WORKFORCE DEVELOPMENT AND EMPLOYMENT POLICIES SUPPORT THE GOALS AND PRECEPTS OF THE ADA

On March 13, 1998, President Clinton signed Executive Order 13078, which created a Presidential Task Force on Employment of Adults with Disabilities. The overarching purposes of the Task Force are two-fold:

- to increase the employment of adults with disabilities to a rate that is as close as possible to the employment rate of the general adult population and
- to support the goals articulated in the findings and purpose section of the Americans with Disabilities Act of 1990 (ADA).

The goals included in the ADA are to assure equality of opportunity, full participation, independent living, and economic self-sufficiency. The basic precept of the ADA is that disability is a natural and normal part of the human experience that in no way diminishes an individual's right (consistent with the unique strengths, resources, priorities, concerns, abilities and capabilities of the individual) to enjoy self-determination, make choices, contribute to society and enjoy full inclusion and integration into the mainstream of American society. These goals and rights can only be realized when multiple barriers (including attitudinal, institutional and environmental barriers) are eliminated.

To date, no comprehensive review has been conducted of our nation's employment and workforce development policies affecting persons with disabilities to determine the extent to which these policies support the goals and precepts of the ADA.

The purpose of this paper is to develop a policy matrix for assisting policymakers, program administrators, and researchers ascertain the extent to which disability specific and generic workforce development policy supports the goals and precepts of the ADA and to serve as a guidepost or lens for evaluating the implementation of current policy and promulgating future policy.

The paper will identify the goals, precepts and core components of the ADA. The goals and precepts of the ADA are described above. Core components include the various categories of discrimination applicable to state and local governments included in the regulations implementing Title II of the ADA and the procedures for ascertaining compliance (e.g., self-evaluations). Categories of discrimination include: failure to make decisions on the basis of facts applicable to the individual and instead make decisions based on generalizations; providing services in unnecessarily segregated settings; or the failure to provide additional services and supports or modify existing policies, practices, or procedures in order to ensure that an

opportunity is genuine, effective, and meaningful unless it would fundamentally alter the nature of the program or result in an undue hardship or administrative burden.

Specific variables that may be reviewed include: nature of the program (e.g., entitlement or grant program), purposes and policy objectives, application approval process (including state plans and submission of waiver requests), eligibility (definitions of disability), process for determining needs (including individual plans of support and involvement of the individual and the individual's representative in making choices and decisions), types of services and supports provided, system for delivering services (specialized or generic, inclusive or segregated), methods of administration (including making modifications of policies and procedures to address unique needs, service coordination and linkages, reimbursement, monitoring and oversight), accountability for outcomes, procedural safeguards, citizen participation, advocacy and representation, and program supports (e.g., training, research, demonstrations, technical assistance, dissemination of information).

The paper will include a review of the following federal policies related to employment and workforce development: The Individuals with Disabilities Education Act, School to Work Opportunities Act of 1994, Workforce Investment Act of 1998, including the Rehabilitation Act, the Social Security Act (including Title II [Social Security Disability Income program], Title XVI [Supplemental Security Income program], and Title XIX [Medicaid program in general and various waiver programs]), the Personal Responsibility and Work Opportunities Reconciliation Act of 1996, the Tax Code, programs administered by the Small Business Administration, and the Work Incentives Improvement Act of 1999 (pending).

The research methodology will include a comprehensive review of the various legal frameworks (bills, reports, floor statements, regulations, guidelines) and interviews with key policymakers responsible for developing and implementing applicable policies.

Specific research deliverables include: an analysis of current workforce and employment policies, a policy matrix for evaluating the implementation of current policy and the promulgation of future policy, and training materials for consumer and policymaker audiences.

**TRAINING AND RESEARCH ACTIVITIES
RELATED TO
THE ROLE OF STATE LEGISLATURES IN CREATING POLICIES
TO
SUPPORT WORK BY ADULTS WITH SEVERE DISABILITIES**

In many cases there are severe disincentives to work by persons with severe mental or physical disabilities which are the result of current policies in the SSI, SSDI, Medicare and Medicaid entitlement programs.

Some state legislators have taken the initiative to initiate projects to ensure continued access to some level of income assistance, health care and other support services for persons with severe disabilities who work. For example, legislation has been enacted in Vermont, Colorado and Minnesota which directs the executive branch to develop projects which involves seeking federal Medicaid waivers and waivers from the Social Security Administration to test alternative Medicaid and income assistance policies as a means to reduce work disincentives for persons with severe disabilities.

The National Conference of State Legislatures (NCSL) has a number of entities that could potentially interface with the Community Options RRTC and the Center for the Study and Advancement of Disability Policy:

- * NCSL's Intergovernmental Health Policy Project's Forum on Legislative Leadership located at the Washington Office of NCSL
- * NCSL's Health Care Program staff at NCSL Headquarters in Denver
- * NCSL Health Issues -Federal Policy staff located at the Washington Office of NCSL
- *The Health Policy Tracking Service operated out of the Washington Office of NCSL

A goal of this joint effort by the Community Options RRTC, the Center for the Study and Advancement of Disability Policy (CSADP) and the National Conference of State Legislature's (NCSL) is to increase the awareness and understanding of interested state legislators of their options for reducing work disincentives and thus increasing work opportunities for persons with severe disabilities.

This will be accomplished through a variety of technical assistance activities by CSADP at George Washington University working with various components of NCSL both at the Washington, DC office and the headquarters office of NCSL in Denver. The final means to accomplish these technical assistance activities is still under development. The following are ideas that are under discussion:

1. Curriculum Development - The Community Options RRTC through CSADP would develop material for part of a curriculum for training of new chairs of health and welfare committees in state legislatures.

2. State Health Notes This bi-weekly publication of NCSL, might include articles which describes state legislative initiatives related to developing waiver-based Medicaid projects which reduce work disincentives for persons with severe disabilities.

3. Technical Assistance Publications - The RRTC and CSADP could jointly develop technical assistance publications with the Denver- based NCSL staff for use in publications disseminated by the NCSL staff in Denver.

4. NCSL Annual Meeting Workshops - There may be a joint effort to develop a presentation at the NCSL Annual Meeting and including presentations by state legislators with experience in developing state initiatives on employment of persons with disabilities.

5. Information for Health Policy Tracking Service - Community Options RRTC and CSADP may provide alerts to the NCSL Health Policy Tracking Service staff when they learn of possible state legislative activity related to disability and employment.

6. Information for Web Sites - There could be a joint effort to develop material for use the on Web Sites maintained by the Community Option RRTC, NCSL and the Center for the Study and Advancement of Disability Policy at George Washington University.

7. Federal/State Relations and Work Disincentives - The RRTC may be able to provide periodic information to NCSL's Federal/State Relations office regarding the interrelationships between state disability and employment initiatives and related federal executive branch or congressional initiatives.

As can be seen from the list of possible technical assistance and training activities, in some cases there will be general dissemination of information to the broad audience of NCSL and other activities are more targeted to a specific audience or NCSL event. One purpose of the more general information dissemination would be to increase awareness of the issue but also to solicit requests from state legislators for more detailed information.

Partially based on the requests from states and partially from indications of interest by state legislatures already known by CSADP, legislators in four states who are specifically interested in pursuing state work incentive initiatives will be targeted for more detailed technical assistance activities and related policy development research activities.

For those four selected states, CSADP will conduct a study that will compare and contrast the policy decisions made by state legislatures in choosing among a variety of policy options.

Policy options technical assistance material, such as the paper prepared by CSADP "Themes and State Variations on the Themes in Four State's Work Incentive Entitlement Reform Initiatives," will be the type of information which will be used to assist members of those state legislatures in choosing among a variety of policy options.

SUMMARY OF THEMES IN FOUR STATES' WORK INCENTIVE REFORM POLICY PROPOSALS

**December 1, 1998
Wisconsin, Oregon, Vermont and Minnesota
Allen Jensen**

Theme I. Choice of Entitlements

States are proposing that a choice be provided to defined audiences of persons with severe disabilities whereby, if they work, they could choose to participate in an alternative set of health care and income assistance entitlements and other services.

Theme II. Alternative Medicaid Eligibility for SSDI Recipients

States are proposing that SSDI Recipients with earnings be eligible for Medicaid without having to limit earnings to SGA or spend down to Medically Needy Income Levels

Theme III. Alternative Resources Test

States are proposing that persons who work and chose to participate in the state's alternative work incentive entitlements program could have more resources than the SSI resources limits.

Theme IV. Alternative Income Reductions with Earnings

States are proposing changes in income assistance benefit reductions for persons on SSI or SSDI with earnings

Theme V. Alternative Means to Administer Adjustments in Benefits/Services with Earnings

States are proposing means to improve the administration of the changes in the amount of public income and health entitlement benefits provided to persons with disabilities as earnings change.

Theme VI. Ensuring Informed Choices by Recipients with Work Incentives and Entitlements Counseling

States are proposing to provide a work incentives and entitlements counseling and assistance services to assist persons with disabilities in making informed choices regarding work and choices of alternative entitlement programs.

Theme VII. Protection Against Loss of SSA Disability Status for Demonstration Project Participants

States are proposing that participants in a state work incentive demonstration project will be protected against loss of SSA disability status if they work and participate in a program intended to reduce work disincentives.

**THEMES and STATE VARIATIONS ON THE THEMES
IN
FOUR STATE'S WORK INCENTIVE ENTITLEMENT REFORM INITIATIVES
December 1, 1998**

Theme I. States are proposing that a choice be provided to defined audiences of persons with severe disabilities whereby, if they work, they could choose to participate in an alternative set of health care and income assistance entitlements and other services.

States' Variations on the Theme:

Wisconsin:

The state is proposing to provide the option to persons on SSDI or SSI on the basis of disability who choose to work an alternative set of entitlements which would ensure continued health and long term care benefits if they work. The State would enter into contracts with persons who choose to receive an alternative set of entitlement benefits under the Medicaid and SSA waivers which would provide assurances that they would not be worse off if they work. To be eligible for the alternative benefits a participant would have to agree to enroll in their employer's private health insurance plan.

Oregon:

The state has received approval of an amendment to their Medicaid state plan which will enable the state to offer a Medicaid Buy In option to persons with severe disabilities who are working and are currently in SSI, SSDI or not in either program but would meet the disability criteria for applicants for those programs, except for earnings. They will not have to participate in their employers private health insurance program to be eligible to participate in the Medicaid Buy In program.

Participants will not be protected against eventual loss of disability status under the SSDI program if they participate in the Medicaid Buy In program and have earnings which exceed the disability earnings tests.

Current SSI recipients who choose to participate in the Medicaid Buy In program and choose to accumulate resources above the SSI limits (as provided for in the Medicaid Buy In program in the Medicaid state plan) will lose their SSI benefits.

Vermont: Revised

The portion of the Vermont initiative supported by the Robert Wood Johnson Foundation SSDI recipients who are participants in the state vocational rehabilitation program will have the option

to work and retain their disability status for purposes of participation in a Medicaid Buy In program if their earnings exceed the SSDI SGA earnings test. The option will include for some SSDI recipient's continuation of SSDI benefits when earnings exceed \$500 with a \$1 for every \$2 of earnings above \$500. The Medicaid Buy In program would be provided for through an amendment to the state's current Section 1115 Medicaid waiver which the state will request.

The portion Vermont program supported by the Social Security Administration's Cooperative agreement with the state involves an intensive benefits and work incentives counseling program for SSI recipients who are consumers of Department of Rehabilitation services.

Minnesota:

Personal Assistance Services Option for SSDI - Under an amendment to the state's current Section 1115 Medicaid waiver the state would provide the option for SSDI recipients who are otherwise eligible for Medicaid and who are eligible for personal assistance services to continue to be eligible for Medicaid if they work and earnings are above the state's "medically needy" income standard (currently \$467 per month). Rather than paying a spend down, individuals would pay for continued Medicaid on a gradual, sliding fee scale. If their earnings are above \$500 they will eventually no longer receive SSDI cash benefits. (See Theme IV for options being considered in Minnesota.)

Prescription Drug Option for Medicare Recipients - Non-elderly persons with disabilities and are eligible for Medicare and eligible for cost sharing as Qualified Medicare Beneficiaries (QMBs) could qualify for prescription drug coverage under Medicaid if they have income less than 150 % of poverty and their assets do not exceed twice the SSI limit. This is an alternative to persons having to spend down their income and resources to the Medically Needy standards. It would provide persons with disabilities, including those who work, the option to have prescription drugs if they work without having to spend down their income and resources to the Medically Needy criteria.

Theme II.

States are proposing that SSDI Recipients with earnings be eligible for Medicaid without having to limit earnings to SGA or spend down to Medically Needy Income Levels

State Variations on the Theme

Wisconsin:

The state is proposing a Medicaid Buy In program for SSDI recipients which would require an initial payment of an "entry fee" and then pay a percentage of net earned income as a "Buy In" to the Medicaid program. The payment of a "percentage of earned income" would be part of a consolidated amount applied against net income. (See Theme VI below)

Oregon:

In the Medicaid State Plan Amendment, for Medicaid Buy In eligibility purposes, the state will disregard all unearned income for persons with earnings over \$500. Oregon will, however, require the individual to pay the state any unearned income over the SSI income benefit standard in the state which is \$495.70 a month in 1998 (Federal SSI of \$494 plus \$1.70 state supplement.)

Oregon will require the individual to pay a premium to participate in the Medicaid Buy In. The premium will be based on a percentage of income over 200 percent of the Federal Poverty level. Mandatory taxes and disability related expenses would be deducted before the premium is calculated.

Employment and Independence Expenses (EIE,s) would be excluded from income when determining eligibility under the Oregon Medicaid Buy In State Plan amendment option. These are any expense that can be reasonably expected to enhance an individual's independence and/or increase employment opportunities.

Vermont: Revised

SSDI recipients will be able to retain Medicaid when working under the states Section 1115 Medicaid waiver proposal and waivers from SSA. SSDI recipients who are participants in the state's vocational rehabilitation program will be able to obtain or retain their Medicaid coverage through a Medicaid Buy In if they work and exceed the \$500 SGA earnings test. The Medicaid Buy In would be limited to those with earnings less than 300 percent of poverty.

Minnesota:

Personal Assistance Services Waiver - The state's amendment to their current Section 1115 Medicaid waiver proposes that SSDI recipients who receive personal care assistance and are otherwise eligible for Medicaid would be eligible for an earned income disregard for purposes of Medicaid eligibility which is equal to the difference between the state's Section 1619(b) threshold

(\$27,781 a year) and the state's medically needy income standard (\$467 a month, effective 7/1/98). The state would require the individual to pay a premium based on income and based on a sliding scale schedule. (Note: The June Section 1115 waiver submission to HCFA indicated that the sliding fee scale would start above the medically needy income standard. The Medically Needy income standard was raised in the last Minnesota legislative session from \$420 to \$467 per month. Final decisions about the exact starting place are still being made. It will probably be somewhere in between the Medically Needy income standard and the Section 1619(b) threshold applicable to persons in the state.)

Prescription Drug Waiver - The second amendment to their Section 1115 Medicaid waiver provides for prescription drug coverage for non-elderly disabled Medicare recipients (SSDI and DACs) in addition to certain elderly Medicare recipients. The waiver would add prescription drug coverage to those who are eligible for cost sharing as Qualified Medicare Beneficiaries (QMB). Under the proposed addition of prescription drugs, those eligible would be persons who have income that does not exceed 150 percent of poverty and whose assets do not exceed twice the amount established for SSI eligibility.

Theme III.

States are proposing that persons who work and chose to participate in the state's alternative work incentive entitlements program could have more resources than the SSI resources limits.

State Variations on the Theme:

Wisconsin:

The state is planning to allow persons to have up to \$20,000 in resources and remain eligible for Medicaid and SSI under the State's work incentive waiver. The only funds that could be in such an account would be funds from earnings. The limit that could be added in a month could not exceed the amount of earnings received by the individual for that month.

Oregon: The state will be exempting \$10,000 of any resources for purposes of eligibility for the Medicaid Buy In. Participants would also be allowed to have resources in excess of the \$10,000 allowed if they were for designated purposes and held in an "approved account". The justification for the \$10,000 resources limit is that the TANF program in Oregon provides for a \$10,000 resource limit. The state would also allow for disregard of retirement accounts (IRAs, 401(k), Keoghs, etc.) and Medical Savings Accounts (MSAs)

Vermont:

The state is not proposing any changes in the resources test for persons on SSDI who would be eligible for continued Medicaid if they have earnings.

Minnesota:

Personal Assistance Services Waiver - The State is not currently proposing any resources changes in their Section 1115 work incentive waiver for persons in need of personal assistance services. That is, they must be otherwise eligible for Medicaid - including meeting the applicable Medical Assistance resources test - to be eligible under the personal assistance services work incentive waiver program for SSDI recipients. However, State officials and disability advocates are researching alternative resource limits and may seek changes in the future.

Prescription Drug Waiver - The State is proposing a more generous resources test for the Medicaid-financed prescription drug waiver that would affect those who are eligible for cost sharing as Qualified Medicare Beneficiaries (QMB). Under the proposed addition of prescription drugs, those eligible would be persons who have income that does not exceed 150 percent of poverty and whose assets do not exceed twice the amount established for SSI eligibility.

Theme IV. States are Proposing Changes in Income Assistance Benefit Reductions for Persons on SSI or SSDI with Earnings

State Variations on the Theme:

Wisconsin:

The state is proposing that when a person has earnings that each entitlement program would not impose a separate reduction in income assistance benefits provided or a separate set of "buy in" charges on individuals when earnings change. Instead, there would be a consolidated public benefits reduction amount applied against the income of an individual when they have earnings. The amount collected would be allocated between the state and federal government based on an agreed upon cost sharing or savings agreement.

Vermont Revised

The state is proposing that some of the SSDI recipients who participate in the work incentive demonstration project would be allowed to have the first \$500 of earnings disregarded and they could keep \$1 for every \$2 of earnings above \$500.

Oregon -

The Medicaid Buy In option will also be available to anyone who meets the eligibility criteria, not just SSI, SSDI and the Medically Needy. That is, anyone who has a disability that meets or exceeds the SSA definition of disability (but without regard to earnings) will be eligible for the program.

If the individual has SSDI or any other unearned income, the person would pay a cost share to the state. This cost share will equal any unearned income in excess of the SSI benefits standard in the state of \$495.70 in 1998. That is a higher number than Oregon's Medically Needy income standard.

(Note: The Medically Needy spend down is, in effect, a charge against the individual's total income - including SSDI benefits received. The tradeoff for the individual in determining whether to work and utilize the Medicaid Buy In program option if they work is losing SSDI benefits but keeping more earnings and keeping Medicaid based on a payment of a small percent of income instead of all income above the Medically Needy Income Level.)

Minnesota - The State is not currently proposing in their Work Incentive waiver program a phase out of SSDI benefits after work at SGA is determined by SSA and the three-month grace period of benefits. Should federal authority be granted, disability advocates are interested in working with state officials to establish a demonstration project on a more gradual phase-out of SSDI benefits. However, as in the case of the Oregon Medicaid state plan Medicaid Buy In program, participants would no longer have to decrease their income by spending down to the Medically Needy Income Level. (See state's proposed protection for participants in demonstration project in Theme VII.)

Theme V.

The state will develop means to improve the administration of programs which provide for a change in public benefits as earnings increase (benefits reductions or increased charges for public benefits).

State Variations on the Theme:

Wisconsin:

The state is proposing that when a person chooses to be in the demonstration program and has earnings that instead of separate reductions in income assistance benefits provided or increased "buy in" charges imposed on individuals when earnings increase for each entitlement program, that there would be a consolidated amount applied against the income of an individual based on their level of earnings.

Wisconsin, Oregon and Vermont

These three states have discussed the potential of proposing that individuals who choose to participate in their respective state's work incentive projects would be required to authorize the state to withdraw funds from the participant's bank account on a regular basis. That is, it would be similar to a private agreement of an individual who authorizes a lending institution to automatically withdraw from their personal bank account the monthly payment due on a loan.

The amount withdrawn would be an amount which reflects an agreement between the participant and the state as to "charges and benefit reductions" which would occur related to the level of need for public benefit programs based on the earnings of the participant.

Theme VI.

The state will provide a work incentives and entitlements counseling and assistance service to assist persons with disabilities in making informed choices regarding work and choice of alternative entitlement programs.

Wisconsin

The state has tested a "vocational futures planning" model through a contract with Employment Resources Inc, a private non-profit organization, which has assisted persons with severe physical disabilities to utilize current work incentives. The state is proposing to expand this to the larger population that they will serve including persons with severe mental illnesses, the developmentally disabled and those with HIV/AIDS. In the case of persons with severe mental illnesses this function will be in local Community Support Programs or Clubhouse Psychosocial Rehabilitation Centers.

Vermont

The counseling and assistance elements of the demonstration will be an expansion of the

counseling and assistance that state vocational rehabilitation participants receive when they are in the State VR program. It will be expanded to include peer counseling. There will also be a consultant to work full time as a resource to VR staff and peer counselors and to work directly with consumers as they have concerns about work incentives.

Oregon

The state will provide counseling and assistance services for persons who express interest in participating in the new Medicaid Buy In program. The state has stated that individuals will need to know the potential ramifications of decisions they make concerning current and future benefits. There is an overlap in terms of eligibility between the Medicaid Buy In and the Section 1619(b) provisions and people will need to know what those differences are between the two programs.

Minnesota

Under the state's proposal to SSA, the state will establish a Work Incentives Assistance Center to provide individualized risk analysis and benefits counseling. This will formalize the activities of a State Work Incentives Coalition which has been providing training of consumers, providers and advocates on work incentives for persons with all forms of disabilities.

Theme VII.

Participants in a state work incentive demonstration project will be protected against loss of SSA disability status if they work and participate in a program intended to reduce work disincentives.

State Variations on the Theme:

Wisconsin:

Wisconsin is considering requesting of SSA that SSDI and SSI recipients who have been participating in the Project will, at the end of the Project, be "grandfathered in" to continue at the income and resources test eligibility criteria under which they were eligible under the demonstration/waiver project.

(Note: This is like the "grandfather clause" that applied to persons who were transferred to SSI from the pre-SSI state programs of Aid to the Aged, Blind and Disabled and were provided continued eligibility and benefits for the program on the same basis as the eligibility criteria under the previous state program.)

Oregon

The Medicaid Buy In State Plan program does not, of course, provide protection for participants against eventual loss of disability status under the SSDI or SSI program if they exceed the various time, earnings and resources criteria that may apply. Protection against loss of disability status would require waivers from the Social Security Administration.

Vermont

The state will request of SSA that SSDI recipients who are participants in the work incentive waiver project and who have earnings will have months in the program count toward the Trial Work Period months or months in the Extended Period of Eligibility.

Minnesota

If SSA's federal waiver authority is reauthorized by Congress, the state will request of SSA that SSDI recipients who are participants in the work incentive waiver project and who have earnings will not have months in the waiver-based work incentive demonstration program count toward the Trial Work Period or Extended Period of Eligibility for SSDI recipients.

RESEARCH STUDY TO ANALYZE THE POLICY IMPLICATIONS OF OUTCOME-BASED REIMBURSEMENT ON THE DELIVERY OF EMPLOYMENT AND REHABILITATION SERVICES TO PERSONS WITH DISABILITIES

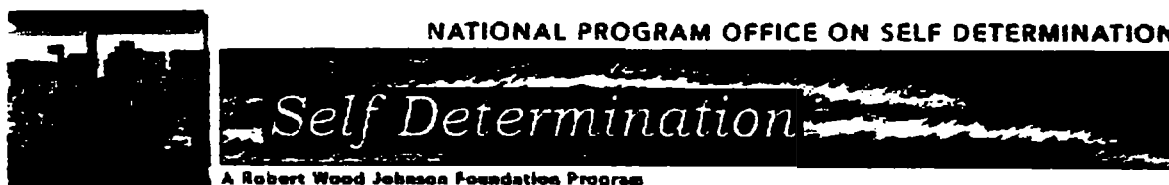
Traditional delivery of rehabilitation and employment services are being fundamentally altered by two significant changes in thinking and practice. First, the concept of self-determination places the choice of providers, supports, employment paths and reimbursement in the control and direction of the customer. Second, outcome-based reimbursement sets new expectations by third party funders for performance that either sets milestones for reimbursement for employment services at critical points in the path to part or full time employment or only provides reimbursement for services rendered after achievement of work status for a set period of time at a specific wage level. Outcome-based reimbursement policy may not necessarily be at consumer direction and control. Both concepts are now being tested in a number of states to improve the performance record of employment and rehabilitation services.

With the support of the Robert Wood Johnson Foundation, over 25 states are at different stages of development of projects that embrace the concept of self-determination for support of individuals with developmental disabilities. Self-determination projects provide individuals with disabilities choice and control in setting employment goals, selecting providers to achieve the type and intensity of supports that the individual may desire, and managing individual budgets. (See attached paper.)

Based on issues related to self-determination and an outcome approach to reimbursement, the project seeks to conduct a series of focus groups in four states to identify barriers and facilitators to promotion of these nontraditional approaches to advancing the employment status and economic independence of persons with disabilities and perceptions of the intended and unintended consequences of such policies.

A number of states have moved to a milestone approach to reimbursement of rehabilitation and employment services and at the federal level the alternative rehabilitation provider option is currently being implemented by the Social Security Administration with reimbursement for cost of services only after substantial gainful activity for a nine-month period.

After completion of background research on the proposed ticket to work federal proposals, the current status of the SSA alternate rehabilitation provider program, recently completed RSA-funded choice projects, and RWJ-funded self-determination projects, two states will be selected that have implemented a consumer directed and controlled system and two states will be selected that have implemented an outcome-based reimbursement system. In each state a focus group will be convened of individuals with disabilities who have been impacted by the new policy direction. A second group will represent community providers who have been impacted by the new policy direction. Analysis of focus group results will compare and contrast personal control with agency driven control. Consumer and provider issues will be identified to assist with current and future policy development. Structured interviews in each state with policymakers will be explored to validate focus group findings.



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From Dependency to Self-Determination (Full Text)

Dennis Harkins

Tom Nerney and Don Shumway have articulated the philosophical foundation for the system change promised by self-determination. Their description of the principles of freedom, authority, support and responsibility has created the conceptual basis for the work which is now occurring in developmental disabilities services systems across the country. This paper is an attempt to portray how these and related principles are creating a new language and structure for the manner in which people with disabilities are moving from dependency to self-determination.

The elements of self-determination are interactive, as is symbolized by the attached circle. The Circle of Self-Determination may be viewed as a guide, a framework by which individuals and systems can consider their measures of success and accomplishment in enabling the people we serve to create their own paths through life. Focusing on only one quadrant of the circle, such as achieving personal wealth, ignores other aspects of human existence. The circle illustrates that we cannot look at parts of the whole, but must see the entire picture.

The Circle of Self-Determination starts with Freedom at its core. Nerney and Shumway have echoed the voices of self-advocates across our land, "Why must we trade in our basic human freedom in order to receive services and support?" Interconnected aspects of gaining individual freedom are represented by the two main axes of the circle, defined on one hand by Control of Assets linked with Family, Friends, and Community; and on the other by Personal Authority linked with Personal Values. Within the four quadrants formed by those axes are important elements in the process of supporting self-determination.

Control of Assets

We have collectively created a system which will spend nearly 25 billion dollars in 1998 on services to people with developmental disabilities in the United States. People receiving services have had little to say about how that astounding amount of funding is spent. In most places people are required to turn over their entitlement income in exchange for being placed in residential or vocational programs. Adding insult to injury, we have created laws and regulations which subject people to loss of entitlements if they are somehow able to accumulate relatively small amounts of income and assets.

The principle of control of assets by the person needing support or services is fundamental to escaping dependency and the isolation and segregation which has too often been a by-product of our historic spending in developmental disabilities services. If people do not have control over their own assets, they do not have the capacity to use them to create a life. Their lives, their dreams, their hopes are subject to someone else's control.

The framework for this discussion is based in part upon a paper commissioned by the Lincoln Filene Center and written by Sherry Salway Black. *Redefining Success in Community Development: A New Approach for Determining and Measuring the Impact of Development.*

Family, Friends, and Community

Beginning with funding of the first state institution in 1848 people with developmental disabilities were removed from their families, friends and communities in order to receive publicly funded services. An unmistakable and as of today uncorrected message was sent across the land: *People with significant disabilities are primarily the responsibility of the government and specialized provider agencies. Family, friends, and community need not bother to be involved.*

It is of course the involvement of family, friends and community which is the foundation of our life together in the human community. For many people with developmental disabilities, the diversity of their relationships with others has been severely limited by the program and service structures which have been created for them.

The relationship between *Control of Assets* and *Family, Friends, and Community* illustrates a link between the individual, the family and ordinary citizens. Combining control of both entitlement income and service funding and making that funding available to the individual strengthens the context for others outside of government and provider agencies to stand with, speak with, and be with the person in need of support. People will generally welcome the personal involvement and direct or indirect financial resources which family, friends, and community can provide. People who control and want to make best use of funding available to them will tend to encourage the continued commitment of friends who are also workers in service agencies, and further welcome such friends to bring their own families, friends and community into their lives.

Personal Authority

Historically, people with significant disabilities have been viewed as passive recipients of public support. Little has been expected of them in terms of authoring their own life, having confidence in their abilities, and choosing how they wish to participate in community life. Without authority over their lives, individuals have diminished responsibility for their actions or the consequences of them. They have little opportunity to contribute to the well-being of others, to engage in reciprocal civic relationships, and to be accountable for significant life choices and decisions.

As John O'Brien has described in *Assistance with Integrity*, there is a growing understanding of the capacity of people with significant disabilities to be choice-makers, capable of contribution, capable of forming rewarding relationships, and capable of learning from the results of their own choices in life. For some people with significant disabilities, such personal authority is expressed through the discernment and companionship of people who know them well and care about them deeply.

Personal Values

From our personal values and beliefs, we create a sense of who we are, and a sense of our relationship and meaning within our communities and within the larger universe. Our personal values are the basis for creating our future. As the "architects" of the service lives of people with developmental disabilities, public and provider agencies administer a system which often ignores the process by which people typically define who they are and what is important to them.

An acknowledgment by the system of the importance of respecting the personal values of each individual is essential to recognizing and reinforcing the place of people with significant disabilities within the human family. It is part of the foundation of meaningful relationships.

The connection between *Personal Authority* and *Personal Values* represents the notion that people with disabilities are supported to find their own path, to take their own journey. That does not mean they are alone or abandoned, in fact far from it. It does mean that those who manage the system are allowed to retire from their role of chief architects of human lives.

Control of Assets and Personal Authority

Looking at the quadrant formed by *Control of Assets* and *Personal Authority* we see the faint but growing possibility that people may escape poverty and actually achieve at least some degree of personal wealth. By combining what is typically a relatively small amount of personal income with an often significant amount of "service income" (it is not at all unusual in this country for the developmental disabilities system to spend \$100,000 or more annually on behalf of an individual) the potential emerges for people to exercise authority over their lives in a manner which may enhance their economic status and well-being. The authority to create one's own life coupled with the control of assets and available support offers opportunities for individual and communal creativity, initiative, entrepreneurial activity, and mutual exchange of goods and support among people with disabilities and others in their communities.

Personal Authority and Family, Friends and Community

The quadrant formed by *Personal Authority* and *Family, Friends and Community* includes the elements of contribution, accountability, and health and safety. Individuals who have authority over their lives, sometimes in concert with those who care about them and stand with them are able to accept the mantle of responsibility which has historically been denied.

Our system preoccupation with liability and with assuring health, safety and welfare through reams of regulations and cadres of quality inspectors has ignored the simple fact that health and safety is best assured when people are in control of their lives and are in relationship with family, friends or other members of a community who know and care about them. The interdependence between growing autonomy and deepening relationships increases the likelihood that problems will be noted and concerns addressed.

Family, Friends and Community and Personal Values

The quadrant formed by *Family, Friends and Community* and *Personal Values* represents the heart of meaningful relationships. It embraces the elements of intimacy and social respect which guide how a person views his or her place with others they most love and who love them, as well as with others who they rely on each day simply to feel a part of the human community. It includes the frequently neglected element of spirituality, by which each person creates meaning for her or his life, and by which many people join communally to share their faith and to worship with one another.

Personal Values and Control of Assets

The final quadrant formed by *Personal Values* and *Control of Assets* represents the future. Real choices can be made about the future when people control the resources by which they can turn their beliefs and values into achievable dreams and aspirations, and by which they can invest and choose how to spend resources in both the long and short term.

The Circle of Self-Determination is a symbol of an evolving process, not a rigid model. The elements described above can be readily replaced by others which are more relevant to particular places or individuals. The table which concludes this discussion contrasts typical features of our current systems with emerging characteristics of systems learning to support self-determination. These and other aspects of self-determination will be learned and created through the ongoing and cooperative efforts of people with developmental disabilities, their families and friends, and

the government and service agencies which provide support to them.

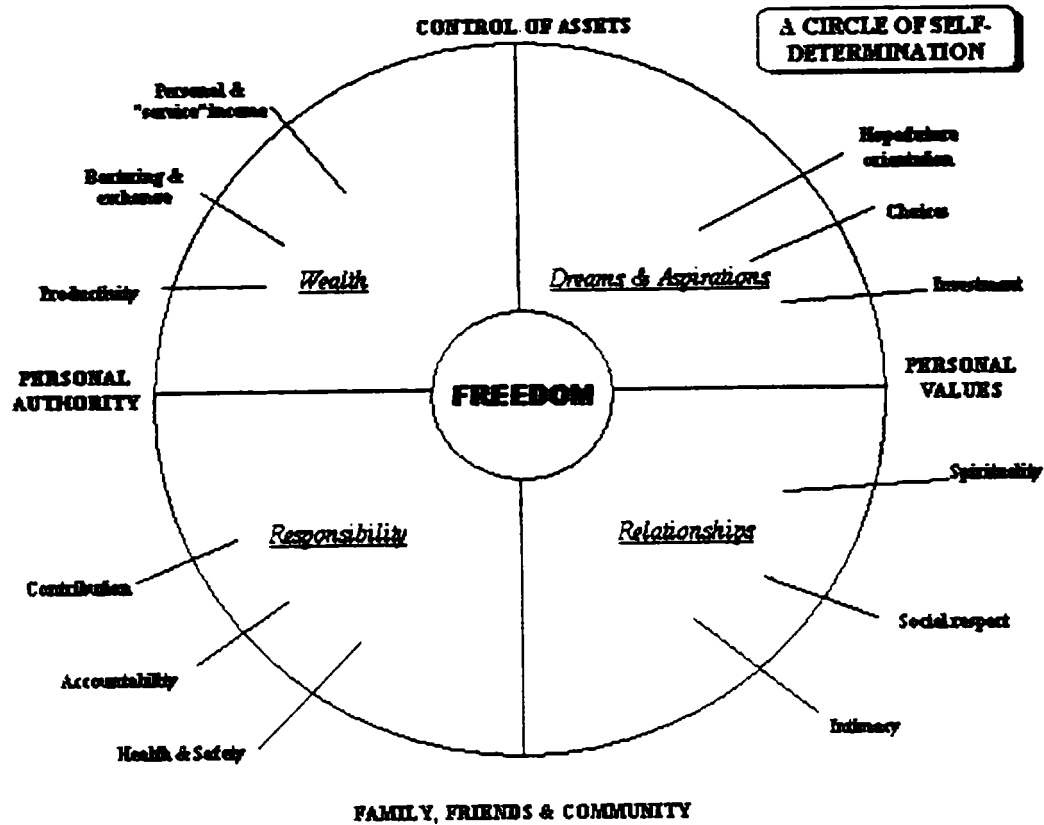
Dennis Harkins

May 4, 1998

Comments and ideas in response to this essay are most welcome, and may be sent to 5826 Bartlett Lane, Madison, WI 53711; faxed to 608 274-0237; or e-mailed to dwhark@aol.com

FROM DEPENDENCY TO SELF-DETERMINATION

DEPENDENCY	SELF-DETERMINATION
Public agencies contract directly with specific provider networks	Each person contracts directly with agencies of his/her choice, or uses funding to pay for support outside of specialized provider agencies.
People have neither direct nor indirect control of dollars used to buy services.	Through a variety of ways (e.g., debit cards, vouchers, credit union accounts) people have control of dollars available to purchase support or services.
Individuals have virtually no opportunity to consider new options, resources or other activities which might meet their needs. Potential bartering, investing, leveraging skills lie dormant.	Innovation and creativity are encouraged in individuals and in agencies. Individuals have a process to tap new means of support and to leverage assistance and support from a variety of potential resources.
Lack of opportunity leaves individuals with few options and little capacity or incentive to create cost-effective means of support.	Individuals have incentives and opportunities to build expertise in using funding effectively.
People receiving support are viewed and tend to view themselves as passive recipients of public support.	Individuals increasingly view themselves and are perceived by others as active members of their communities, using public resources to build a life for themselves in conjunction with others.
Policies, regulations, and practices focus on bureaucratic and provider processes rather than outcomes desired by individual people being served.	Individuals are empowered to define and seek the outcomes which are important to them; obtaining such outcomes are the focus of policies and regulations.
The 25 billion dollars of current funding for services to people with developmental disabilities tends often to discourage innovation, institutionalize segregation and isolation, and maintain people with developmental disabilities in a perpetual state of poverty.	Funding for support and services encourages people to make short and long term investments which may both increase connections with others in their communities and begin to address the overriding issue of personal poverty within this rich system of services.



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Statement of Professor Peter David Blanck¹
Before the U.S. Commission on Civil Rights
Public Hearings on The Americans with Disabilities Act

Thursday, November 12, 1998

I. Introduction

Madame Chairperson, members of the Commission, my name is Peter Blanck. I am a professor of law, of preventive medicine, and of psychology at the University of Iowa, and the director of the Law, Health Policy, and Disability Center at the Iowa College of Law.²

As our society approaches the next millennium, critical questions are emerging about the nature, composition, and qualifications of the American workforce of the 21st century. These questions include:

Will our increasingly diversified and aging workforce include millions of qualified persons with disabilities?

What will be the characteristics, capabilities, and qualifications of the workforce of

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² Ph.D. in psychology from Harvard University and his J.D. from Stanford Law School; member of the President's Committee on the Employment of People with Disabilities; former senior fellow of the Annenberg Washington Program; former Commissioner on the American Bar Association Commission on Mental and Physical Disability Law. The program of research described herein is supported, in part, by grants from The University of Iowa College of Law Foundation; the National Institute on Disability and Rehabilitation Research, U.S. Department of Education; the U.S. Social Security Administration; and Iowa Creative Employment Options.

persons with disabilities?

What types of job training and supports will be available to the workforce of persons with disabilities?

What types of work skills will be needed for American employers to remain competitive in the U.S. and abroad?, and,

How will the dramatic public policy changes that have occurred in the last quarter of the 20th century, in areas such as disability law, and educational, welfare, and technological reform, affect the emerging workforce of persons with disabilities?

My remarks today highlight mine and my colleagues ongoing empirical investigations of these and other issues affecting the workforce of persons with disabilities.³

II. Substituting Data for Myths About Disability and Work

In the past 25 years, disability law and policy, as reflected most directly by the passage of the Americans with Disabilities Act of 1990 (ADA), has undergone a dramatic shift. The research studies highlighted herein suggest that laws like the ADA are playing a central role in enhancing the labor force participation of qualified persons with disabilities and in reducing their dependence on governmental entitlement programs.

Despite advancements, however, there is little definitive evidence that American disability law and policy alone will result in substantial increases in the numbers of qualified persons with disabilities participating in the workplace. My colleagues and I have attempted to examine these issues through our studies of thousands of job applicants and workers with disabilities and of many of their employers.

Systematic information on the work lives of persons with disabilities is lacking. The promise of the ADA and related anti-discrimination laws to prevent the exclusion from society millions of qualified Americans with disabilities makes this lack of information troubling. In assessing our empirical studies, Senator Bob Dole has commented:

³ This testimony and the research sources discussed are drawn, in part, from Peter David Blanck, *The Americans with Disabilities Act and the Emerging Workforce* (1998).

“Some people think that evaluating the ADA is irrelevant, given that its purpose is to establish certain rights and protections. But I believe that we have an obligation to make sure our laws are working. At the very least, we need to know that all people affected by the ADA are aware of their rights and responsibilities and that its remedies are in fact available and effective.”⁴

The research studies highlighted herein have three related goals:

- 1. *Dialogue:* to foster a meaningful and productive dialogue about the hiring and equal employment of qualified persons with disabilities;**
- 2. *Awareness:* to raise awareness about persons with disabilities in terms of their (a) work capabilities and qualifications, and (b) value to employers and the American economy, and,**
- 3. *Fairness:* to enhance the effective and fair implementation of the ADA and related anti-discrimination laws by providing information to (a) facilitate employers’ understanding of the law and of related initiatives in the areas of educational, health care, and welfare reform, and (b) help informally resolve employment-related disputes when they arise.**

III. Study 1: The Hiring of Persons with Disabilities: The 1998 Manpower Study

In 1998, my colleagues and I released an in-depth case study of Manpower Inc., the nation’s largest staffing employer.⁵ Manpower annually provides temporary employment opportunities to almost 2,000,000 people worldwide, maintaining 2,800 offices in 83 countries. Manpower’s revenues have nearly doubled since 1991, with sales of \$8.9 billion for 1997. The U.S. Bureau of Labor Statistics estimates that between the years 1994 and 2005, temporary

⁴ Bob Dole, Are We Keeping America’s Promises to People with Disabilities?—Commentary on Blanck, 79 Iowa L. Rev. 927-28 (1994).

⁵ See Peter David Blanck, *The Emerging Role of the Staffing Industry in the Employment of Persons with Disabilities: A Case Report on Manpower Inc.* (1998).

employment opportunities will grow by 55 percent.

The Manpower study examines the employment opportunities available to persons with physical and mental disabilities. The initial study explores the importance of hiring and job training opportunities as strategies that provide a bridge to full-time employment for qualified persons with disabilities. Interviews conducted with Manpower employees with a range of serious impairments working at various employers across the United States suggest that a critical element of the company's success in hiring and retaining workers with disabilities has been its investment in individualized training programs, job skills assessment techniques, and career development strategies.

The Manpower study identifies aspects of its corporate culture that foster equal employment opportunities for qualified persons with disabilities, including a belief that: (1) there are no unskilled workers; (2) every individual has job skills and aptitudes that can be measured; and (3) every job may be broken down into essential tasks. Job training is focused on matching worker skills and host business needs.

The Manpower study further identifies the ways in which the staffing industry supports the employment of workers with disabilities, showing that: (1) individualized training and job placement are available; (2) above minimum wages and health insurance benefits are provided; (3) there is opportunity for career advancement; (4) there is opportunity for transition to full-time competitive employment; and (5) there are opportunities for self-advancement and self-learning.

The Manpower study highlights one important bridge from unemployment to employment for qualified workers with disabilities. The implications of the study may be summarized:

1. *Unemployment to Employment.* Manpower effectively and promptly transitions people with disabilities from unemployment to employment. Ninety percent of the individuals studied were at work within ten days of applying to Manpower.
2. *Workplace Accommodation Costs Minimal.* The direct cost of accommodating workers with disabilities is low. There were no direct costs to Manpower or to its customer companies in accommodating the workers studied.

3. *Staying at Work.* Sixty percent of the individuals studied moved from no employment to permanent employment. Annually more than 40 percent of Manpower's entire workforce transitions to permanent work that is the direct result of the temporary job placements.
4. *Safety at Work.* For the employees with disabilities studied, there were no incidences of work site injury, and therefore no related costs to the employer due to workplace safety issues.
5. *Choice in Work.* Ninety percent of the individuals studied were placed in a job or industry in which they expressed an interest, and job placements were consistent with individualized work skills.
6. *Retaining Work that Pays.* Ninety percent of the individuals studied remained in the workforce from the time of their first job assignment, earning above the minimum wage, either through a series of temporary job assignments or permanent employment.

These findings suggest important implications for policymakers, employers, health professionals, and others in expanding employment opportunities for qualified individuals with disabilities in ways that are consistent with the goals of the ADA.

IV. Study 2: Labor Market Trends of Persons with Disabilities: 1989-1997 Longitudinal Research

Since 1989, my colleagues and I have been studying the labor market trends of more than 5,000 persons with mental retardation and related impairments living in Oklahoma.⁶ The investigation focuses on changes in the employment and economic positions of the participants as indicators of progress during initial ADA implementation. Several factors are used to assess employment and economic trends, including measures of the participants' personal and educational backgrounds, their job capabilities, qualifications, and training, their involvement in

⁶ For a review, see Peter David Blanck, *The Americans with Disabilities Act and the Emerging Workforce* (1998).

community, citizenship and advocacy activities, and their perceptions of ADA effectiveness.

The core findings of the investigation may be summarized:

1. *Attaining Employment, Integration into Competitive Employment, and Retention of Employment:* From 1990 to 1997, roughly half of the participants (43 percent) remain in the same type of employment, roughly half (44 percent) are engaged in more integrated and competitive employment settings, and somewhat more than one tenth (11 percent) regress into less integrated employment settings.
2. *Employment of a New Generation of Workers with Disabilities:* Younger relative to older participants, and those individuals with better job skills, show substantial gains in employment.
3. *Drop in Unemployment Levels:* Relative unemployment levels for all participants decline by 24 percent, dropping from 38 percent in 1990 to 14 percent in 1997.
4. *Income Growth:* From 1990 to 1997, the gross and earned income of all participants rises substantially, with younger participants showing substantial increases in income. Better job skills, greater independence in living, and more involvement in self-advocacy activities relate to higher earned income levels.
5. *Substantial Individual Growth:* From 1990 to 1997, participants improve substantially in their job capabilities and qualifications, live in more integrated settings, become more involved in self-advocacy and citizenship activities, and reported enhanced accessibility to society as defined by the ADA.
6. *Black hole effect:* More than three out of four (78 percent) of those participants not employed or employed in segregated nonintegrated settings in 1990 remain in these settings in 1997.⁷

⁷ Thus, 25 percent of those participants not employed in 1990 remained unemployed in 1997, and 33 percent of those participants in sheltered workshops in 1990 remained in these settings by 1997. In comparison, only one percent of those participants in supported employment in 1990 remained in these settings in 1997, and one percent of those participants in competitive employment in 1990 remained in these settings by 1997. See Blanck, *supra* note 6 (discussing longitudinal study findings). Future analysis is needed of the role of ADA titles I and II in fostering the equal employment of qualified workers with disabilities in integrated settings. *Id.*

The findings of the investigation, one of the largest and most comprehensive studies of its kind, though encouraging, suggest that a good deal of work lies ahead to ensure equal employment opportunity for qualified workers with serious mental and physical impairments. The documented gains in employment, income, individual growth, independent living, and awareness of the ADA, however, reflect "a core, common cause—the drive for independence and integration of people with disabilities."⁸

**V. Study 3: Economics of Accommodating Persons with Disabilities:
The 1994 and 1996 Sears Studies**

One aspect of the ADA that has received extensive attention involves the law's affect on employers' ability to provide workplace accommodations for qualified job applicants and employees with disabilities. Critics suggest the ADA's accommodation provision creates for persons with disabilities an employment privilege or subsidy and imposes upon employers an affirmative obligation to retain less economically efficient workers. Others argue that the costs of accommodations are especially high for large employers, who may be held accountable for extensive modifications due to their greater financial resources.⁹

The research to date does not show that the ADA's accommodation provision is a preferential treatment initiative that forces employers to ignore employee qualifications and economic efficiency. My colleagues and I have conducted a series of studies finding that companies that are effectively implementing the law demonstrate the ability or "corporate culture" to look beyond minimal legal compliance in ways that enhance their economic bottom

⁸ Bob Dole, Are We Keeping America's Promises to People with Disabilities?—Commentary on Blanck, 79 *Iowa L. Rev.* 927 (1994). See also Tom Harkin, The Americans with Disabilities Act: Four Years Later—Commentary on Blanck, 79 *Iowa L. Rev.* 936 (1994) (commenting that "Our challenge, as I see it, is to reach the participants in Blanck's 'black hole' and to continue the positive momentum that he charts.").

⁹ See Peter David Blanck, The Economics of the Employment Provisions of the Americans with Disabilities Act: Part I—Workplace Accommodations, 46 *DePaul L. Rev.* 877-914 (1997).

lines. The low direct costs of accommodations for employees with disabilities produces substantial economic benefits, in terms of increased work productivity, workplace injury prevention, reduced workers' compensation costs, and workplace effectiveness and efficiency.

My colleagues and I have conducted a series of studies at Sears, Roebuck and Co., a company with approximately 300,000 employees, examining more than 600 workplace accommodations provided by the company over a ten year period, during the years 1978 to 1998.¹⁰ Our findings show that most accommodations sampled required little or no cost— more than 75 percent required no cost, somewhat less than one quarter cost less than \$1000, and less than 2 percent cost more than \$1000. During the years 1978 to 1998, the average direct cost for accommodations was less than \$30.

Several implications may be drawn from the Sears studies:

1. *Corporate Culture, Attitudes and ADA Transcendence:* The degree to which Sears and other companies examined comply with the accommodation provisions of the ADA appears to have more to do with their corporate cultures, attitudes, and business strategies than with meeting the minimal obligations of the law.
2. *Benefits of Workplace Accommodations Outweigh the Costs:* The indirect cost of not retaining qualified workers is relatively high, with the average administrative cost at Sears per employee replacement of \$1,800 to \$2,400—roughly forty times the average of the direct costs of workplace accommodations for qualified workers. In addition, Sears regularly provides accommodations that require minor and cost-free workplace adjustments that are implemented directly by an employee and his or her supervisor. Sears is realizing positive economic returns on the accommodation investment by enabling qualified workers with disabilities to return to or stay in the workforce, reducing the risk of workplace injury, and

¹⁰ See Peter David Blanck, *Communicating the Americans with Disabilities Act, Transcending Compliance: A Case Report on Sears, Roebuck & Co., The Annenberg Washington Program Reports* (1994); Peter David Blanck, *Communicating the Americans with Disabilities Act, Transcending Compliance: 1996 Follow-Up Report on Sears, Roebuck & Co., The Annenberg Washington Program Reports* (1996).

lowering worker absenteeism.

3. *Unintended Economic Benefits to Employers, to Workers Without Disabilities, and to Those Who May Become Disabled in the Future:* Accommodations involving universally designed technology enable groups of employees with and without disabilities to perform jobs productively, cost-effectively and safely. The costs associated with many technologically-based accommodations studied (e.g., computer voice synthesizers) enabled qualified employees with disabilities to perform essential job functions. These strategies create a corporate "ripple effect," as related applications increase the productivity of employees without disabilities. The direct costs attributed to universally designed accommodations are lower than predicted when their sunk costs are amortized over time.

The findings from the Sears studies suggest that many economic and social benefits and costs, intended and unintended, associated with the ADA's accommodation provisions remain to be discovered and must be documented. Studies such as those of Sears and Manpower illustrate that companies expend large sums of money accommodating the needs of workers without disabilities (e.g., in flexible scheduling of work hours, child care support, and Employee Assistance Programs) which are substantially greater than the costs associated with accommodations for qualified workers with disabilities. Analysis of these strategies show that they complement cost-effective accommodation strategies for workers with disabilities.

VI. Study 4: Resolving ADA Disputes: The Sears Studies

One major critique of the ADA has been that it has fostered unintended and costly employment litigation. It has been suggested that a large source of indirect costs associated with ADA implementation is related to expenses for administrative, compliance, or legal actions.

The Sears study examined both the formal ADA Title I charges filed with the EEOC against Sears from 1990 to mid-1995 and informal disability-related disputes raised by

employees.¹¹ The findings may be summarized:

1. *Formal ADA Charges:* Almost all of the formal charges filed with the EEOC (98 percent) were resolved without resort to extensive trial litigation.
2. *Informal ADA Disputes:* More than three quarters (80 percent) of the informal disability-related disputes were resolved through informal dispute processes often that enabled qualified employees with disabilities to return to productive work.
3. *Nature of Impairment:* Almost half (41 percent) employees who filed charges with the EEOC evidenced an impairment prior to their employment at Sears, more than one quarter (29 percent) who filed charges were injured on the job, and 18 percent who filed charges were injured off the job. The findings do not support the view that the charges filed reflect issues that would otherwise be raised under traditional workers' compensation laws.
4. *Settlement:* Of the formal ADA charges studied, the average settlement cost to Sears was \$6,193, exclusive of attorney fees.

The findings highlight that analysis is needed on a national scale of the costs and benefits associated with ADA implementation, enforcement, compliance, and related litigation. Nevertheless, discussion limited to EEOC charges associated with ADA implementation tends to focus analysis on the failures of the system, as opposed to efficient and fair workplace strategies that enhance the productive workforce participation of persons with disabilities.

VII: Study 5: Studying the Unintended Economic Consequences of the ADA: A Case Study of Technological Innovation and Inventive Activity

Independent of the civil rights guaranteed by the law, estimating the costs and benefits of ADA implementation is a complex undertaking. To illustrate the importance of study of the unintended consequences of ADA implementation, my colleagues and I have recently completed

¹¹ See Peter David Blanck, *Communicating the Americans with Disabilities Act, Transcending Compliance: 1996 Follow-Up Report on Sears, Roebuck & Co., The Annenberg Washington Program Reports* (1996) (studying 141 formal EEOC charges and 20 informal disputes).

the first study of economic activity in the assistive technology (AT) market, using data derived from the United States Patent and Trademark Office (PTO).¹²

The findings suggest that ADA implementation is fostering technological innovation and economic activity in the AT consumer market. As the regulatory shifts imposed by the ADA expand the market for goods that improve accessibility to society, inventors and manufacturers are responding to meet the needs of consumers with disabilities.

The core findings include:

1. *Economic Activity:* Assistive technology patent numbers have shown substantial annual increases since 1976.
2. *ADA Awareness:* Although reference to civil rights legislation is atypical of patent records, from during the years 1990 through mid-1998, the number of patents citing the ADA has increased substantially, totaling 139 patents.
3. *Unintended Economic Benefits:* Inventors who cite the ADA are a geographically diverse group, many unaffiliated with large corporations. From 1990 to mid-1998, patents were granted for a wide range of assistive devices with uses for a wide array of consumers with disabilities.

These findings are consistent with those suggesting that the ADA is affecting the AT consumer market (i.e., including persons with and without disabilities) in economically positive ways and is creating profit-making opportunities for inventors, manufacturers, and employers that were unanticipated at the time the law was passed.

VIII. Conclusion: The Emerging Workforce of Persons with Disabilities

Systematic evaluation of the policy and economic implications associated with the emerging workforce of persons with disabilities is needed for several reasons, among them:

¹² Assistive technology (AT) is any item, piece of equipment or product system, whether acquired commercially, modified, or customized that is used to increase and improve the functional capabilities of individuals with disabilities. See Heidi M. Berven & Peter David Blanck, *The Economics of the Americans with Disabilities Act, Part II— Patents and Innovations in Assistive Technology*, 12 *Notre Dame J. L. & Pub. Pol'y* 101 (1998).

1. *Effective and Fair ADA Implementation:* Study of the labor force participation of persons with disabilities will aid in long-term ADA implementation and interpretation of related initiatives such as welfare, educational, health care, and dispute resolution reform.
2. *The Emerging Workforce:* Study is needed of the extent to which ADA implementation has coincided with larger numbers of persons with severe disabilities entering the labor force. In 1996, the U.S. Census Bureau released data showing that the employment to population ratio for persons with severe disabilities increased from roughly 23 percent in 1991 to 26 percent in 1994, reflecting an increase of approximately 800,000 additional people with severe disabilities in the workforce.
3. *Existing Challenges:* Despite encouraging trends, study is required of the underlying causes of high unemployment levels facing persons with disabilities. A 1998 survey by the National Organization on Disability and the Louis Harris and Associates Organization found significant participation gaps between people with and without disabilities in employment and other aspects of life.¹³ Of the persons with severe disabilities surveyed, more than two thirds (approximately 67 percent) were unemployed and out of the workforce compared to less than 10 percent of all Americans. Forty percent of the individuals with disabilities surveyed lived below the poverty line versus 18 percent of all Americans. Additional analysis of the 1998 N.O.D./Harris, excluding those individuals in the sample who were retired or unable to work, reveals that more than half of these individuals (approximately 62 percent) were working either full or part time.¹⁴

¹³ See *The 1998 N.O.D./Harris Survey of Americans with Disabilities* (Washington, D.C., 1998) (Professor Blanck serves as an advisor to the N.O.D. survey project).

¹⁴ Thus, when excluding those 351 individuals surveyed between the ages of 18 and 64 years old who were retired or unable to work (e.g., primarily due to their disability or health condition) from the total sample size of 621 persons, roughly 62 percent of the remaining individuals report that they are employed either full or part time. More than half (approximately 68 percent) of

4. *Call for Collaboration:* Collaborators from a variety of scholarly disciplines is needed to fully inform policy makers, employers, members of the disability community, and others about the complex issues related to the intended and unintended consequences of ADA implementation in ways that articulate the values and goals of the nation's policies affecting persons with disabilities.¹⁵
5. *Call for Research:* The conclusions from any single research study, or even from series of studies, often are insufficient for drawing sweeping conclusions about persons with disabilities and employment law and policy. Future large scale and case study research is required to provide a springboard for further discussion about evolving disability law and policy.¹⁶

Finally, answers to those issues which I have highlighted in this presentation, and to many others, must be derived from informed views based on study of core values related to our sense of individual worth and identity, self-respect, fairness, and economic common sense. The articulation of these values by persons with and without disabilities will shape the lives of the next generation of children with disabilities who have experienced integrated education and who will become part of the competitive workforce of the next century.

Thank you for the opportunity to present these views to this Commission.

persons reporting that they are unable to work would like to have a regular job. Subsequent analysis is required to assess the nature of the participants impairments and conditions and whether many of these individuals are (1) persons with disabilities for purposes of the ADA; and (2) capable of employment, with the provision of workplace accommodations or personal assistant services.

¹⁵ See Peter David Blanck (ed.), **Employment, Disability, and the Americans with Disabilities Act: Issues in Law, Public Policy, and Research** (forthcoming, 1999).

¹⁶ Examples of empirical projects in preparation by Blanck include study of: (1) self-employment and entrepreneurial activities by persons with disabilities; (2) myths about workplace violence and persons with mental illness; (3) the consequences of ADA backlash; and (4) ADA implementation and employment in sheltered workshops. See Peter David Blanck, *Unpacking ADA Backlash with Historical and Empirical Research* (forthcoming, 1999). See also Michael Morris, Peter Blanck, & Robert Silverstein, *Project overview of the Rehabilitation Research and Training Center on Disability and Employment Policy* (Working Papers 1999).

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Not for Dissemination*

Case Studies and Research on ADA, Disability, and Employment Policy

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in conjunction with

**Rehabilitation, Research and Training Center on
Workforce Investment and Employment Policy for Persons with Disabilities**

Supported, in part, by a Grant from
the National Institute on Disability Research and Rehabilitation,
U.S. Department of Education

Work In Progress or Anticipated

1. **Entrepreneurs with Disabilities: Case Studies and Policy Implications from the Iowa Experience** — study tracking the employment histories of more than 100 entrepreneurs with disabilities; with annual follow-up reports.
2. **Myths about Mental Disability and Violence in the Workplace: Case Studies and Policy Implications from the Experiences of Sears, Roebuck & Co.** — study tracking more than 100 incidences of workplace violence at a company with more than 300,000 employees.
3. **The Costs and Benefits of Workplace Accommodations for Employees with Disabilities: Case Studies and Policy Implications from the Experiences of Sears, Roebuck & Co.** — study tracking more than 500 workplace accommodations, job tenure, and injury prevention at Sears.
4. **Corporate Culture and Implementing the ADA: Case Studies and Policy Implications from the Experiences of United Airlines** — comprehensive study tracking United's approach to hiring, training, accommodations, injury prevention, and dispute resolution practices involving employees with disabilities.
5. **Assistive Technology, Employment of People with Disabilities, and the ADA** — study tracking developments in assistive technology and implications for employment policy of persons with disabilities.

- 6. Hiring and Training Qualified Workers with Disabilities: Case Studies and Policy Implications from the Experiences of Manpower, Inc.** — follow-up study tracking workers with disabilities as they transition from no work, to temporary work, to permanent employment.
- 7. Employment of Persons with Serious and Persistent Mental Illness: Case Studies and Policy Implications from the Experiences in Wyoming, a Frontier State** — study tracking employment training, work tenure, and career advancement.
- 8. Employment of Persons with Mental Retardation: Case Studies and Policy Implications from the Experiences in Oklahoma, a Rural State** — study tracking employment training, work tenure, economic growth, and career advancement.
- 9. Building Bridges to Work: Case Studies and Policy Implications from the Experiences of Workers Moving from Governmental Support Programs to Competitive Employment** — study tracking employment training, work tenure, and career advancement in Iowa.
- 10. Small Business and the ADA: Case Studies and Policy Implications from the Experiences of Workers with Disabilities at Small Companies** — study tracking hiring, employment training, work tenure, accommodations, and career advancement in small companies.

Other related articles and books available on request.

Center for Employment Policy and Workforce Development



innovative concepts,
enduring solutions

The Center for Employment Policy and Workforce Development was established in Fall 1997 at the Edward J. Bloustein School of Planning and Public Policy. The center provides a university-wide focal point for research and teaching in workforce development and employment policy, and its key activities are based on the following five missions:

- Produce the key workforce development and employment policy leaders of the 21st century—via excellence and innovation in all of the center's and school's activities.
- Serve as a national and international center of employment policy and workforce development scholarship—and the translation of research into effective policy and best practices.
- Function as the public policy forum for the discussion and presentation of key workforce development policy issues affecting New Jersey, the region, and the nation.
- Serve as an intellectual center within Rutgers University for workforce development and related social science research and the public policy implications of that research.
- Provide service and support to all levels of government and to all levels of the workforce development system.

Within these broad missions, the center has established two priority goals: to significantly enhance the quality of New Jersey and the nation's workforce development system and to become, within five years, the nation's leading academically-based center for the improvement of the nation's workforce development system.

The center's mission will be accomplished through three main activities:

- Research and evaluation of workforce development programs;
- Dissemination of best practices for the improvement of programs and services;
- Educating and training professionals and volunteers involved in the design and delivery of workforce development programs.

In addition to its collaborative relationships with the university and academic programs, the center will also serve the following key constituents:

- Workforce development professionals and their associations in New Jersey, the region, and the nation
- Employers and employer associations;
- Local, state, and national policymakers.

The center is supported by university resources, corporate, foundation and individual gifts and grants, as well as contracts from federal and state workforce development agencies.

Carl Van Horn, Professor of Public Policy and the center's director, served as Director of Policy for the State of New Jersey. He is author of *No One Left Behind: Retraining America's Workforce* (Twentieth Century Fund, 1996).

William Tracy, Executive Director of the center, was Executive Director of the NJ State Employment and Training Commission.

John J. Heldrich, Chair of the New Jersey State Employment and Training Commission and former senior executive with Johnson & Johnson, chairs the Center's Advisory Committee.

For information on the center call (732) 932-2499 ext. 713.



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WORK TRENDS

Americans' Attitudes About Work,
Employers, and the Government



A Joint Project of the
John J. Heldrich Center for Workforce Development
at Rutgers University
Center for Survey Research and Analysis
at the University of Connecticut



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WORK TRENDS SURVEY

**AMERICANS' ATTITUDES ABOUT WORK,
EMPLOYERS AND THE GOVERNMENT**

Fall 1998

***A joint project of the John J. Heldrich Center for Workforce Development at
Rutgers University and the Center for Survey Research and Analysis at the
University of Connecticut***

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1. SUMMARY

"Work Trends: Americans' Attitudes About Work, Employers, and Government" is a national survey conducted quarterly by the John J. Heldrich Center for Workforce Development at Rutgers University and the Center for Survey Research and Analysis (CSRA) at University of Connecticut. The study directors are Carl Van Horn, Director of the Heldrich Center and Ken Dautrich, Director of CSRA.

This is the first in a series of national surveys that will explore Americans' perceptions regarding job satisfaction, job security, career mobility, education and training and the appropriate role of government in addressing the needs of workers, employers and job seekers. The surveys, which will be conducted every quarter, will follow broad trends in the workforce. In addition, each quarter will highlight a different topical issue.

The overall objective of this study is to provide an objective, in-depth understanding of workforce issues that are important to the American public.

Key Findings:

Despite 7 years of economic growth and the lowest unemployment rate in the last 25 years, Americans are still concerned about their economic security.

- The majority of Americans (87%) are concerned about job security for those currently employed.
- Most American workers (78%) are concerned about their children's future, believing that employment prospects will be worse for the next generation.
- One in five (21%) American workers believe that working hard will not guarantee them a job until retirement.
- One in four (25%) of Americans think that today is a bad time to find a quality job.
- Most Americans (91%) think that it is important for the government to require employers to pay for health and medical benefits, and 90% of Americans think it is important for government to require employers to pay for retirement and pension benefits.

American workers believe the ability to balance work and family is essential.

- Nearly four out of ten (39%) of American workers rate the ability to balance work and family as an extremely important factor for a job. More workers rate this as extremely important than factors such as Health and medical coverage (38%), job security (33%) and income (33%).

American workers are skeptical about their employer's loyalty to them.

- Only 36% of American workers strongly agree that their managers or supervisors feel a sense of loyalty to them, while 45% of American workers strongly agree that they are loyal to their immediate managers or supervisors.
- Only 27% of American workers strongly agree that the company or organization for which they work feels a sense of loyalty toward them, while nearly half (49%) of American workers strongly agree that they feel a sense of loyalty toward the company or organization for which they work.

American workers are satisfied with their current jobs, but they are worried about their retirement and would like to work fewer hours.

- Nine in ten (90%) of American workers report being satisfied with their current jobs, with over half (55%) of all workers being very satisfied.
- Forty-five percent (45%) of American workers report they are more satisfied in their current job than they were one year ago, compared to only 16% who report being less satisfied.
 - Americans are satisfied with the places they work and the people with whom they work. American workers have high levels of satisfaction with their relationships with co-workers and supervisors, and with their commute to work.
 - American workers are least satisfied with their total annual income, the age at which they expect to retire, their retirement and pension plans, and opportunities for advancement at their jobs

- Nearly a third of American workers report that they are working more hours now than they were just three months ago. A more than a quarter of all Americans would like to work few hours.

American workers believe they are well prepared for jobs, but value continuing education and training.

- Four-fifths of American workers (78%) think that they have received enough education and training to prepare them for the type of job they want. Over half (56%) of those who have not received enough education and training for the type of job they want plan to enroll in additional education and training courses over the next three years.
 - Virtually all American workers (99%) believe they have the skills necessary to remain in their current job, while substantial numbers believe that they have the skills necessary to get a better job (77%) or get a promotion with their current employer (75%).
 - Sixty-five percent of workers received training from their current employer, and 91% of those that received this training felt it made them more productive at work.
 - Most workers (65%) receiving employer-provided training thought that the training enhanced their job security, but only 46% of those workers indicated it helped them earn more money.
 - Only 33% of American employers provided financial support for workers to get additional education outside of their current job. Of those that received this education, 85% said that it made them more productive at work.

Americans believe that the government should provide both financial support and direct services to individuals seeking jobs as well as regulate companies in order to protect workers' economic interests.

- About 75% of Americans think it is either very or extremely important for the government to provide financial assistance for skills training, basic education, and college.
- 88% think it is very or extremely important for government to improve the quality of education in schools. These opinions vary little by age, gender, income level or political party.

- While Americans think that government should help improve and fund further education and training, nearly a majority (45%) believe that the responsibility for obtaining further education and training beyond formal schooling should rest with the workers themselves.
- Through various job-related programs, the government touches the lives of many Americans. More than one in three have received unemployment insurance at some point during their work lives and a similar number of Americans have receive some other form of government-funded education or training beyond high school. Their opinions of these programs are overwhelmingly positive.

Americans are very concerned about how their political leaders handle workforce issues.

- 91% of Americans say that the candidates' ability to handle the job situation will be important in their choice for President in the 2000 election.
- Currently, Americans say that Democrats are doing a better job than Republicans in handling issues related to jobs in America by a 14 percent margin.
- 54% say President Clinton is doing a good or excellent job in this area.

2. BACKGROUND ON THE WORK TRENDS PROJECT

"Work Trends: Americans' Attitudes About Work, Employers, and Government" is a national survey conducted quarterly by the John J. Heldrich Center for Workforce Development, Rutgers University and the Center for Survey Research and Analysis, University of Connecticut. Every quarter for at least the next two years, this comprehensive survey will explore Americans' perceptions regarding job satisfaction, job security, career mobility, education and training and the appropriate role of government in addressing the needs of workers, employers and job seekers. In addition, each quarter will highlight a different topical issue, providing an in-depth understanding of work-related issues important to the American public.

The John J. Heldrich Center for Workforce Development was founded in 1997 at Rutgers, The State University of New Jersey to address the needs of the nation's workforce development system. The Center's mission is to increase the efficiency of the labor market by identifying and creating strategies to empower America's workforce to seize the job opportunities emerging in the global economy. The Center's researchers, scholars and practitioners combine their talents to develop solutions to put people to work, ensure that workers remain competitive, and provide employers with qualified and productive workers.

The Center for Survey Research and Analysis (CSRA) at the University of Connecticut is a non-profit, non-partisan research and education facility. CSRA is recognized nationally and internationally as a leader in conducting innovative and important public opinion research.

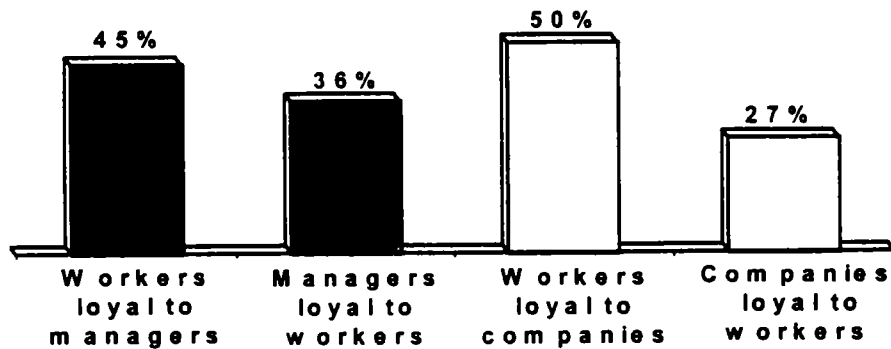
3. THE COMPACT BETWEEN WORKERS AND EMPLOYERS

Despite a strong economy and low unemployment rate, many American workers are anxious about their employers' commitment to them and pessimistic about job prospects today and for the next generation. Workers also feel a gap between their loyalty to their employers and their employer's loyalty to them.

Only 27% of American workers strongly agree that the company or organization for which they work feels a sense of loyalty toward them, while nearly half (49%) of American workers strongly agree that they feel a sense of loyalty toward the company or organization for which they work. Workers have similar feelings about their immediate manager or supervisor. Only 36% of American workers strongly agree that their managers or supervisors feel as sense of loyalty to them, while 45% of American workers strongly agree that are loyal to their immediate managers or supervisors. [See Figure 3-1]

Figure 3-1

Employee Perceptions of Workplace Loyalty

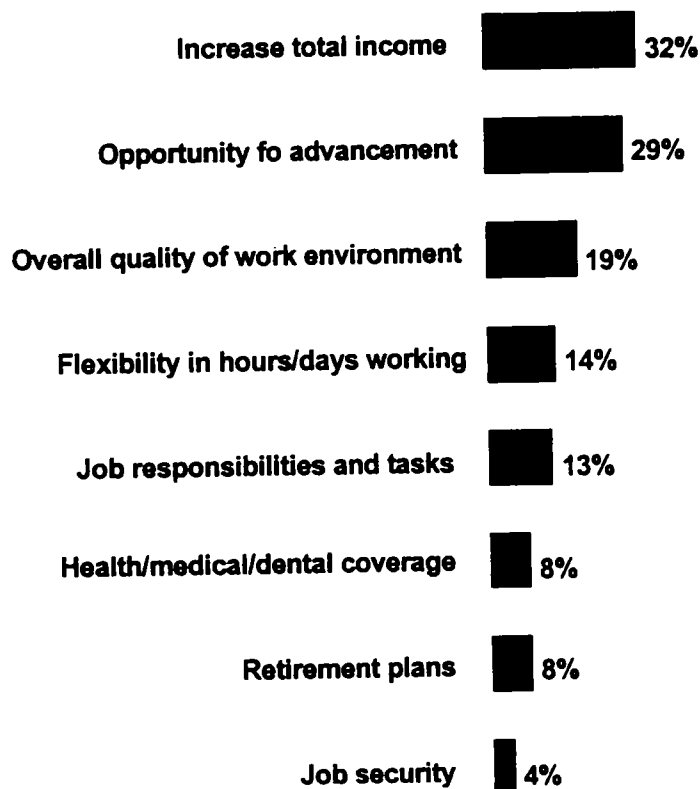


American workers' outlook about the general relationship between workers and employers is even more pessimistic. Only 11% of workers strongly agree that companies and organizations care about the interest of their employees and only 13% strongly agree that workers care about the interest of their companies or organizations. In addition, about one in five workers (21%) do not believe that if they work hard, they will be able to have a job until retirement age.

Although 82% of workers are confident that they could find a comparable or better job, few workers (14%) are looking. Those that are seeking other employment give a variety of reasons ranging from wanting more income (32%) to wanting more flexibility in the hours and days they can work (14%). [See Figure 3-2]

Figure 3-2

Reasons Workers are Looking for Another Job*

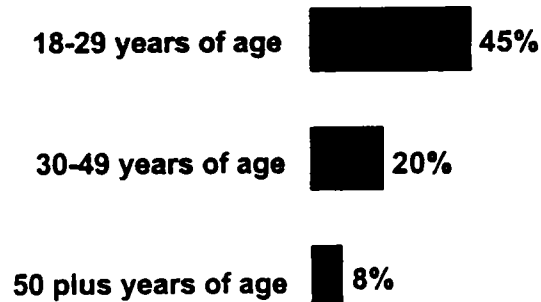


* Percentages add to more than 100% because of multiple responses.

Young workers, however, tend to be in the same job less time than older workers. Close to half (45%) of all workers between 18-25 years of age have been on their current job less than two years while only 20% of workers age 30-49 years of age and just 8% of workers over 50 have been in their current job less than two years. [See Figure 3-3]

Figure 3-3

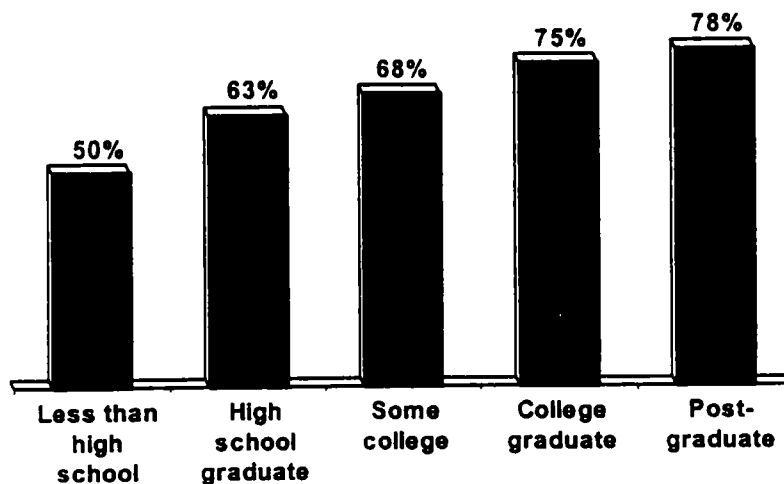
Percentage of Workers in Their Job Less Than Two Years



Surprisingly, one in five (25%) workers do not feel that now is a good time to find a quality job. In general, individuals with less formal education have a more pessimistic view about the quality of available jobs. Just 50% of those with less than a high school education think it is a good time while 75% of college graduates believe that it is a good time to find a quality job. [See Figure 3-4]

Figure 3-4

Is it a Good Time to Find a Quality Job?



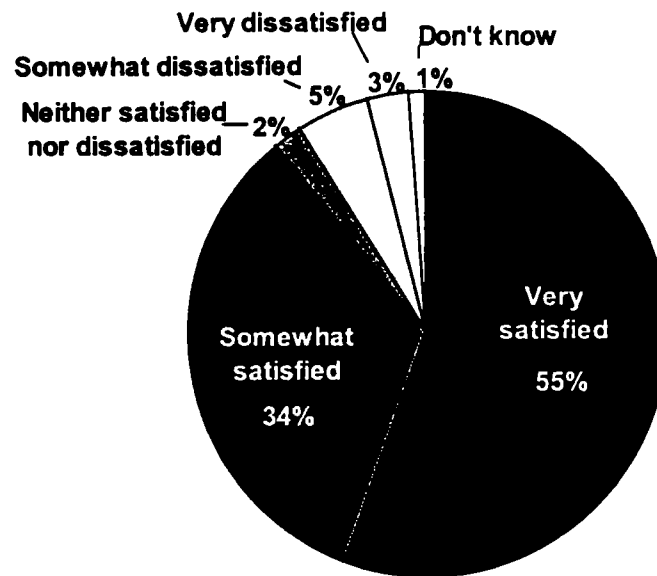
4. AMERICANS' JOB SATISFACTION

The survey measured overall job satisfaction as well as satisfaction with 16 different aspects of a job. To complement these satisfaction measures, the survey also measured the importance of the 16 job factors.

Overall, American workers report very high levels of satisfaction with their current jobs. Nearly nine-in-ten (89%) of all American workers report that they are satisfied with their current jobs, while more than half of all workers (55%) report that they are very satisfied with their current jobs. [See Figure 5-1] Only eight percent (8%) of all workers report that they are dissatisfied with their current jobs.

Figure 4-1

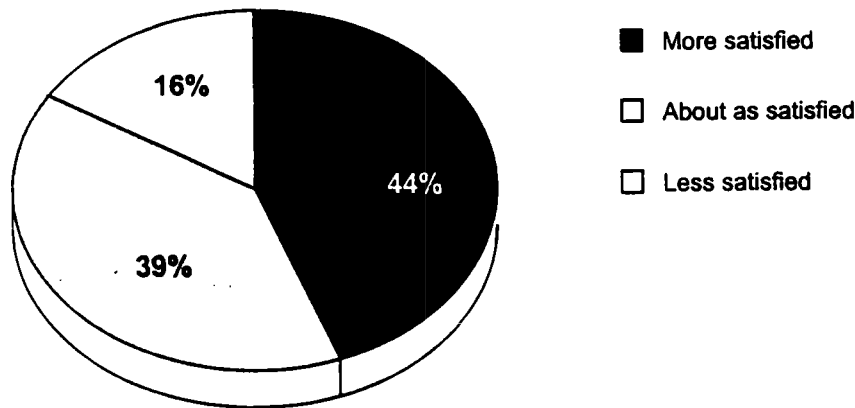
Overall Job Satisfaction



Job satisfaction is also more likely to be increasing than decreasing. Forty-four percent (44%) of workers report that they are more satisfied with their jobs compared to three months ago, compared to only 16% who report that they are less satisfied. [See Figure 4-2]

Figure 4-2

**Current Job Satisfaction
Compared to Three Months Ago**



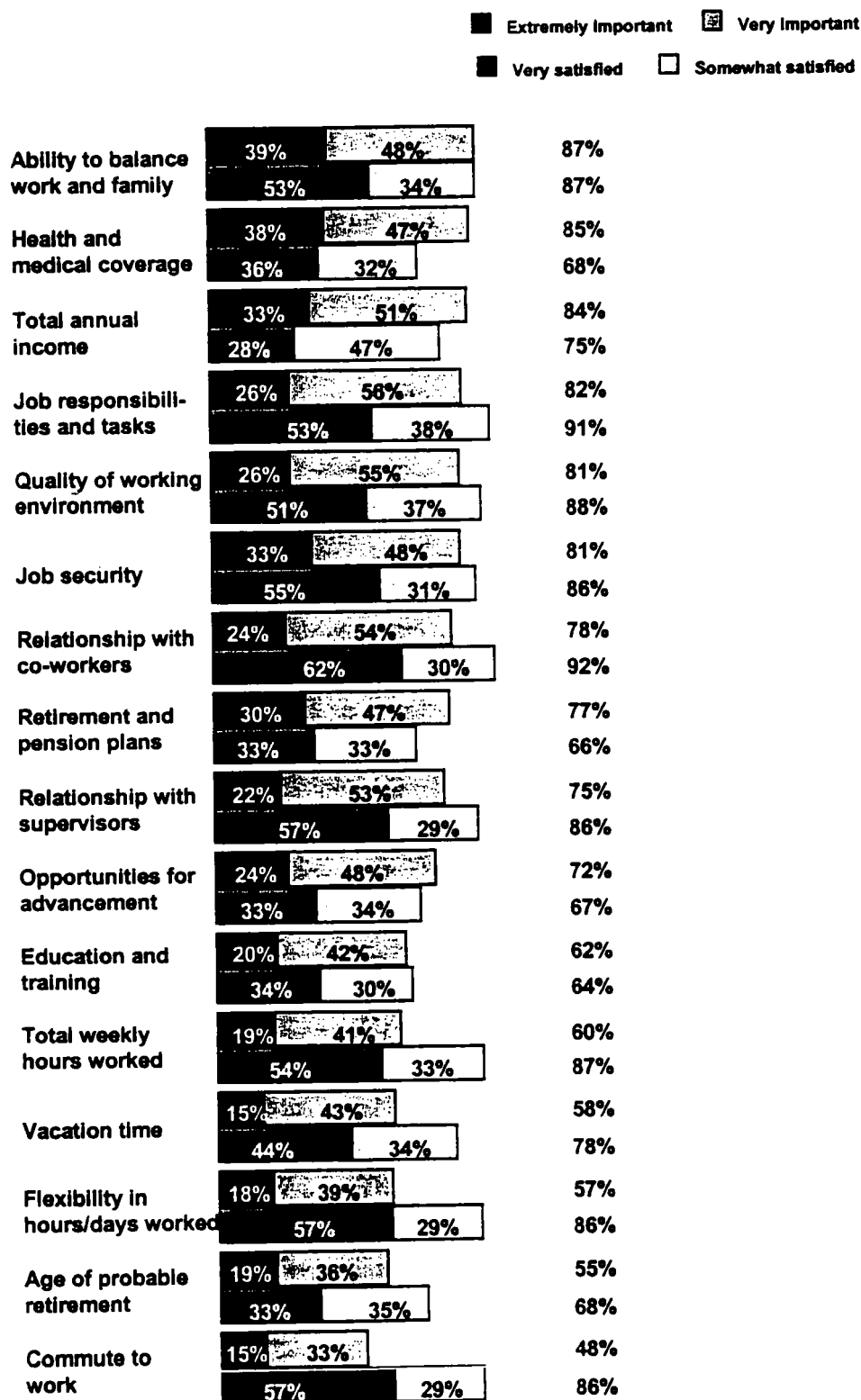
Job satisfaction is something about which American workers have definite opinions. Although the American workers interviewed for this survey were given a specific option of saying they were neither satisfied nor dissatisfied with their jobs overall, ninety-seven percent (97%) of all workers told interviewers that they were either satisfied or dissatisfied with their work. Only two percent (2%) reported that they were neither satisfied nor dissatisfied, and only one percent (1%) volunteered that they didn't know whether they were satisfied or dissatisfied. Less than one-half of one-percent of all workers volunteered that they didn't know whether they were more satisfied, about as satisfied, or less satisfied with their work compared to three months ago.

Overall job satisfaction is a function of many different specific job factors. Workers will not only have differing levels of satisfaction with various parts of their jobs, but workers will assign different importance to these various factors. The "Work Trends" survey took 16 separate job factors and asked respondents to report how important each factor was to them and how satisfied they were with each separate factor. Questions measuring the importance of job factors were asked of all members of the workforce – both employed and unemployed. Satisfaction was measured only among currently employed workers.

The results of these questions [See Figure 4-3] provide a picture both of the relative importance of different aspects of work, and the relative satisfaction of the American workforce with each of these factors.

Figure 4-3

Relative Importance and Satisfaction of Different Job Factors



A majority of American workers report being satisfied with most particular aspects of their jobs. However, Americans are more likely to be satisfied with factors in their working environment than traditional employer-provided benefits such as income and health and medical coverage. When coupled with the relative importance of these benefits, one can note at least a slight disparity between the satisfaction of workers with some items in which they place relatively high importance.

The most important factor for Americans in considering a job is the *Ability to Balance Work and Family*. This is rated as extremely or very important by 87% of all members of the workforce, and as extremely important by 39%. Interestingly, American workers do not seem to equate the ability to balance work and family strictly with the total amount or flexibility of time worked. Only 60% of workers rate *Total Weekly Hours Worked* as extremely or very important, and only 57% of workers give these ratings to *Flexibility in Hours or Days Worked*. These numbers place these factors as twelfth and fourteenth in relative importance among the 16 factors assessed.

Overall, Americans are relatively satisfied with the *Ability to Balance Work and Family*. Nearly nine-in-ten (87%) American workers are very or somewhat satisfied with the ability to balance work and family, with over half (53%) of all workers being very satisfied with the balance of work and family. Workers are almost equally satisfied with the *Total Number of Hours Worked Each Week* (87% very or somewhat satisfied) and the *Flexibility in the Hours and Days They Work* (86% very or somewhat satisfied.)

Health and Medical Coverage and *Total Annual Income* are the second and third most important job factors to American workers. Eighty-five percent (85%) of the workforce rate health coverage as extremely or very important (28% extremely important) and eighty-four percent rate total annual income as extremely or very important (33% extremely important). Although Americans have generally high overall levels of satisfaction with their total annual income and health and medical coverage, they are less satisfied with these aspects of their work compared to most other factors. Although three-fourths of American workers (75%) indicate they are very or somewhat satisfied with their total annual income, this is only the tenth highest level of overall satisfaction. Americans are even less satisfied with their health and medical coverage. Although 68% are very or somewhat satisfied, this gives the second most important factor to American workers the twelfth highest overall satisfaction ranking. Although a smaller percentage of workers express satisfaction with their medical coverage compared to their income, a greater percentage are very satisfied. Thirty-six percent (36%) of all workers report being very satisfied with their health and medical coverage, compared to only 28% who are very satisfied with their total annual income.

The other traditional employer-provided benefits measured in the survey are somewhat less important, with *Retirement and Pension Plans* ranking eighth in overall importance and *Vacation Time* ranking 13th in overall importance. Workers have low relative satisfaction with these factors as well. Seventy-eight percent (78%) of workers are satisfied with the amount of their vacation time (equal to income as tenth most important factor), and only two-thirds (66% -- 15th most important out of 16 items) are satisfied with their retirement and pension plans.

American workers place relatively high importance -- and report relatively high levels of satisfaction -- on the environments in which they work and the tasks they perform. *Job Responsibilities and Tasks* and the *Overall Quality of the Working Environment* are the fourth and fifth most important factors. These receive the second and third highest levels of overall satisfaction.

Americans have the highest level of overall satisfaction with their *Relationships with Co-Workers*; this ranks seventh in overall importance. *Relationships with Supervisors* ranks as sixth in overall satisfaction and ninth in overall importance.

Opportunities for Advancement and *Opportunities for Education and Training in the Workplace* are of only moderate importance to American workers -- opportunities for advancement ranks tenth in overall importance while opportunities for education and training is eleventh in overall importance. Although these factors are of moderate importance, Americans have very low relative levels of satisfaction with them. Opportunities for education and training has the lowest levels of overall satisfaction, while opportunities for advancement ranks 14th out of the 16 factors measured in terms of satisfaction.

In an era of corporate downsizing, four out of five (81%) see *Job Security* as an extremely or very important factor, with one-third (33%) placing this as extremely important. Americans are generally satisfied with their levels of job security. Eighty-six percent (86%) are very or somewhat satisfied with their job security -- this is tied with three other factors as the sixth highest in overall satisfaction. More than half of all workers (55%) are very satisfied with their job security.

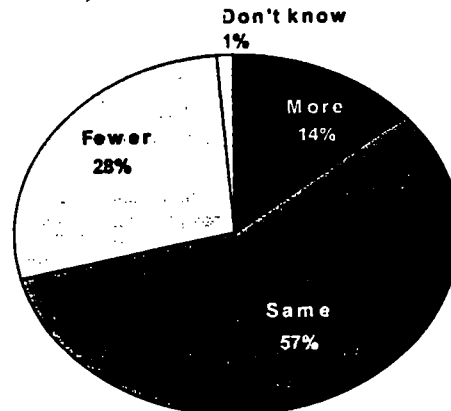
Although *Retirement and Pension Plans* ranked 8th in overall importance to American workers, the *Age at Which Workers Expect to Retire* ranked second to last (15th overall) in importance. The probable age of retirement ranked twelfth in overall satisfaction.

Less than half of all American workers (48%) rank their *Commute to Work* as extremely or very important. However, eighty-six percent of American workers are satisfied with their daily commute, with 57 percent of all workers being very satisfied.

If given the choice, more than half (57%) of American workers are happy working the number of that they currently work. (See Figure 5-4) However, 28% would prefer to work fewer hours, compared to 14% who would prefer to work more hours than they currently do.

Figure 4-4

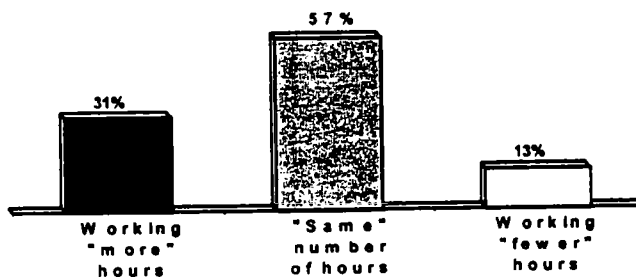
**Whether Workers Would Prefer to Work
More, the Same, or Fewer Hours**



The majority of American workers (57%) are working the same number of hours as they were three months ago. [See Figure 4-5) However, 31 percent of all workers are working more hours, compared to 13 percent who are working fewer hours.

Figure 4-5

Current Work Compared to Three Months Ago



This negative outlook about employment opportunities is also reflected in people's attitudes about employment opportunities for the next generation. Only 16% of Americans strongly agreed that career and employment opportunities would be better for the next generation while 15% strongly disagreed.

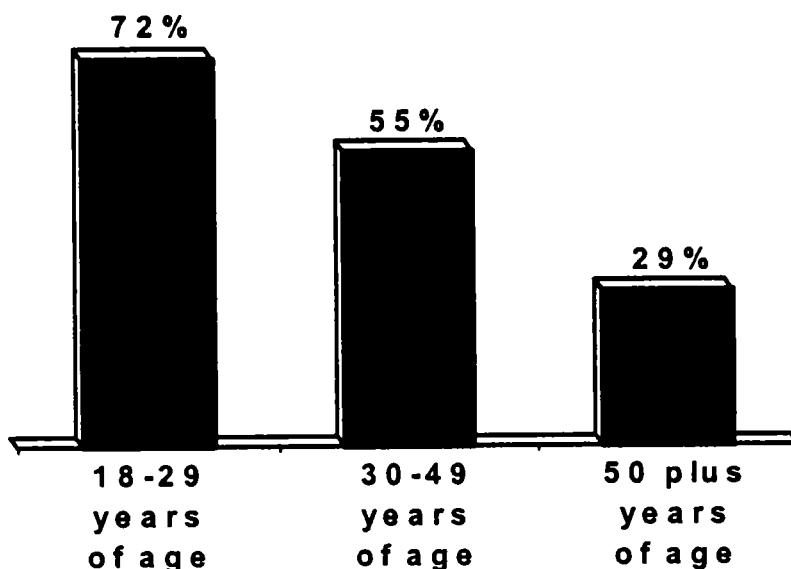
5. AMERICANS' ATTITUDES ABOUT EDUCATION AND TRAINING

American workers believe that their education and training prepared them well for their current jobs and that additional training makes them more productive. Almost all American workers (99%) believe that they have the skills to remain in their current job while four-fifths (78%) think that they have received enough education and training to prepare them to get the job they desire.

Over half (56%) of those who have not received enough education and training for the type of job they want plan to enroll in additional education and training courses over the next three years, and younger workers are more likely seek additional education and training than older ones. [See Figure 5-1]

Figure 5-1

Plan to Enroll in Education or Training Courses by Age



Those workers with less than a high school degree received less additional training than any other group [see Figure 5.3]. For the most part, the more education a worker already possesses, the greater the likelihood that individual would receive addition training or be reimbursed by their employer for outside training.

Figure 5-3

Additional Training by Education Level

	Less than HS	High School	Some College	College Graduate	Post- Graduate
Employer-provided training	45%	57%	71%	68%	73%
Employer financial support for outside training	16%	23%	36%	34%	52%

6. AMERICANS' ATTITUDES ABOUT GOVERNMENT AND THE WORKFORCE

Americans believe that the government should provide both financial support and direct services to individuals seeking jobs as well as regulate companies in order to protect workers' economic interests.

About 75% of Americans think it is either very or extremely important for the government to provide financial assistance for skills training, basic education, and college. Americans feel even stronger about the government's role in improving the quality of education in schools, with 88% believing that is either very or extremely important. These opinions vary little by age, gender, income level or political party.

Many more Americans believe the responsibility for continuing education and training beyond formal schooling should rest with the workers themselves (45%) rather than employers (28%) or the government (8%).

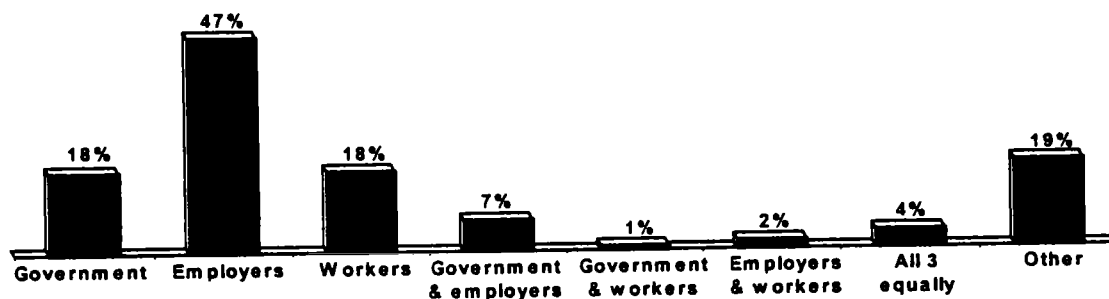
Through its various job-related programs, the government touches the lives of a many Americans. One in three Americans (34%) report having received Unemployment Insurance (UI) during their lives and 32% of Americans state that they have received support from a government-funded education or training

employers to provide training for employees. In addition, 79% thought it very or extremely important to require employers to provide health and medical benefits; 77% thought it very or extremely important to require employers to give more advance notice to people losing their jobs; and 75% thought it very or extremely important to require employers to provide retirement and pension benefits.

In addition, Americans also think that employers are more responsible than any other entity (including government) for providing financial support for laid-off workers [See Figure 6-3].

Figure 6-3

Who Should Provide Financial Support to Laid-Off Workers?



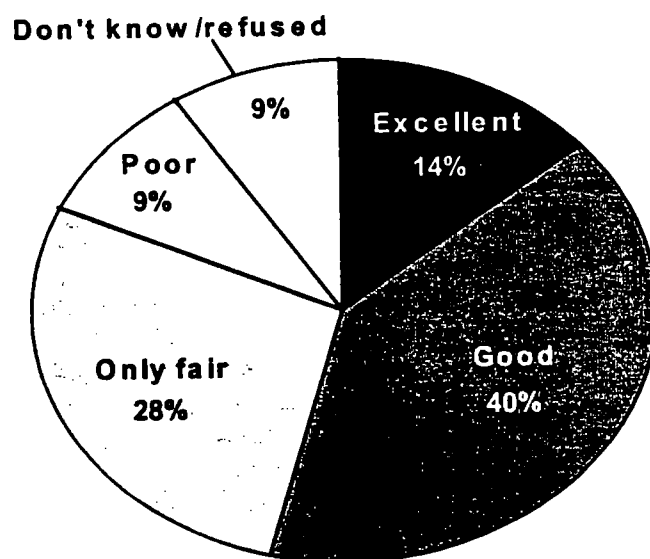
The American public cares about how presidents handle the job situation and believes that the Democrats are doing somewhat better than Republicans. Nine out of ten (91%) Americans think that the way a presidential candidate will handle the job situation is an important factor in making their decision for President. Currently, people think that Democrats do a better job than Republicans of handling issues related to jobs in America: 41% stating that Democrats do a better job and 27% stating that the Republics do a better job.

In addition, most Americans think that President Clinton is doing a good job in this area. Over half of Americans (54%) said that President Clinton was doing a good or excellent job in handling the employment situation while only 9% of respondents reported that the President was doing a poor job. [See Figure 6-4]

Although Americans think it is important for the President to pay attention to the job situation, their understanding of the current status of the labor market is somewhat limited. Only about 35% of respondents were able to state the current unemployment rate within a percentage point, with another 35% indicating that they did not know. Most respondents (75%), however, did know that the unemployment rate has gone down over the last 5 years.

Figure 6-4

**President Clinton's Performance
Handling the Job Situation in America**

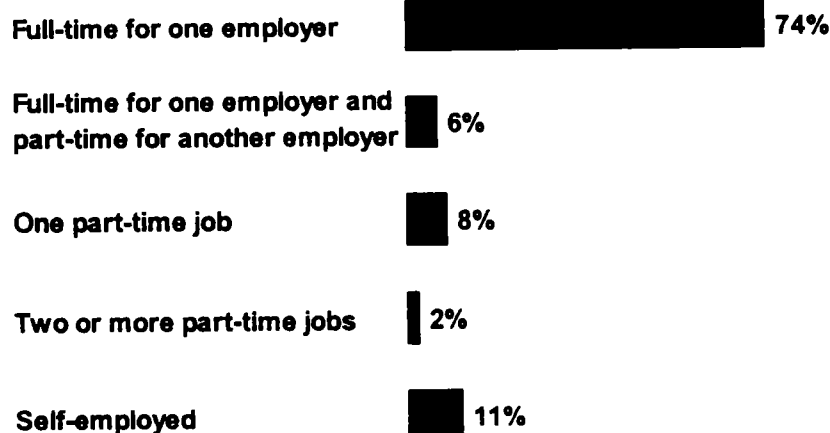


7. PROFILE OF SURVEY RESPONDENTS

The employment status of the Work Trends survey sample closely reflects the national employment figures with most Americans employed and working full-time for private, for-profit companies that employ at least 250 workers. Only 5% of the respondents reported being unemployed, all stating that they are looking for work. Most workers are either in one full-time job (74%) or indicate they are self-employed (11%). Part-time work is the primary type of job for about 10% of workers, 8% holding one part-time job and 2% working two or more part-time jobs. A small minority of working Americans (6%) report working a part-time job in addition to their full-time job. [See Figure 7-1]

Figure 7-1

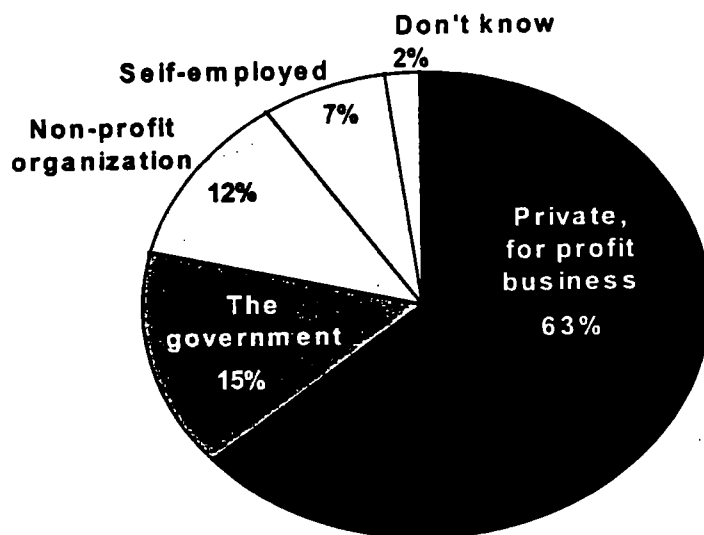
Employment Situation of Working Americans



Americans (61%) tend to work for private, for-profit businesses, although a significant percentage are employed by government (15%) and not-for-profit organizations (12%). Women are more likely than men to work for government or not-for-profit organizations, 19% employed by government and another 15% are employed by not-for-profit organizations compared to only 12% of working men employed in government and 8% in not-for-profit jobs. In addition, men are twice as likely to be self-employed as women, with 14% of men reporting themselves as their primary employer. [See Figure 7-2]

Figure 7-2

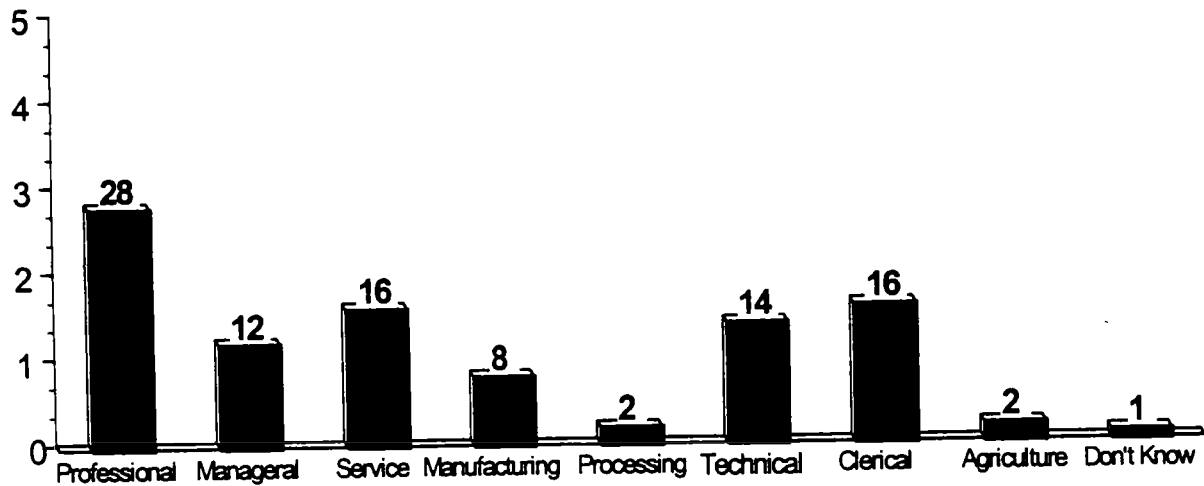
Type of Primary Employers



The most frequent occupations held by respondents are professional (28%), clerical/sales (16%) and service (16%) occupations, with very few Americans working in agricultural (2%) or processing (2%) occupations. [See Figure 7-3] Younger workers are more likely to work in technical occupations than older workers with one in five (20%) workers 18-29 year of age in technical occupations as opposed to 9% of the 50 plus cohort. In addition, workers with little formal education (a high school degree or less) are more likely to work in service occupations. Almost one in three (29%) of workers with less than a high school education and one in four (25%) workers with a high school degree work in service occupations. In contrast, only 10% of college graduates and 7% of those workers with post-graduate education work in service occupations.

Figure 7-3

Occupation in Place of Primary Employment



About half (46%) of those interviewed are employed by companies or organizations with more than 250 workers. A quarter (25%) of employees work for companies or organizations with 25 or less people and about the same percentage (27%) work for employers with between 25 and 250 workers.

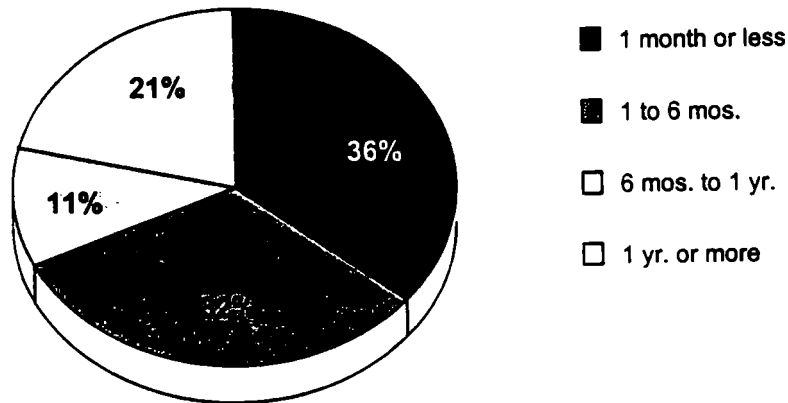
8. THE ATTITUDES OF UNEMPLOYED WORKERS

The survey administered a special section of questions to unemployed workers. In addition to measuring basic statistical data, the survey looked at unemployed workers' opinions about barriers to employment and collected assessments of the usefulness of different means of looking for work.

Although the median length of time workers have been unemployed is 12 weeks, this simple statistic masks a more complex situation. More than one-third of these workers (36%) have been unemployed for one month or less, while one-fifth (21%) have been unemployed for one year or more. [See Figure 8-1] These two groups represent two extremes of a pool of unemployed workers divided into those who are unemployed for short periods of time and those who are unemployed for extended time periods.

Figure 8-1

Length of Time Unemployed



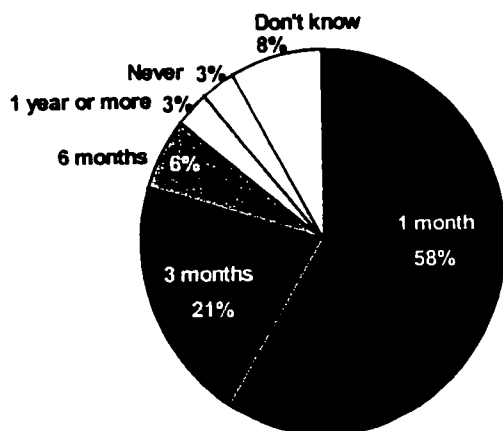
Mean: 29 weeks
Median: 12 weeks

Most unemployed workers are relatively optimistic about how soon they will find a job.

More than half (58%) believe they will find a job in one month, while nearly eighty percent (79%) believe they will find a job within three months. [See Figure 8-2]. Only three percent (3%) believe it will take them one year or more to find a job.

Figure 8-2

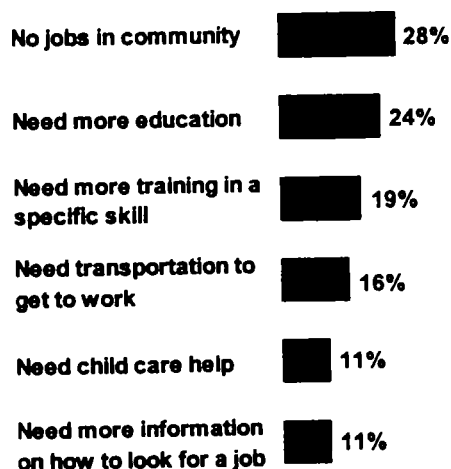
**Unemployed Workers Assessment of
How Soon They Will Find a Job**



There are at least three types of causes of unemployment: economic factors, such as lack of jobs, workforce factors, such as lack of training or education, and environmental factors such as lack of transportation or lack of information about jobs. [See Figure 8-3]. Unemployed workers view an economic factor – lack of jobs in a community – as the most important barrier to getting a job. Twenty-eight percent (28%) of all unemployed workers view this as being an extremely important barrier to getting a job. The next most important barriers to getting a job, according to unemployed workers, are workforce factors. Nearly one-fourth (24%) of unemployed workers rate a general lack of education, and nearly one in five (19%) rate lack of training in a specific skill as extremely important barriers to getting a job. Environmental factors are least likely to be seen as barriers to getting a job. Sixteen percent (16%) of unemployed workers rate lack of transportation as an extremely important barrier to getting a job, while only 11% view lack of child care help or insufficient information on how to look for a job as extremely important barriers to finding work.

Figure 8-3

**Relative Importance of Barriers
To Employment for Unemployed Workers**

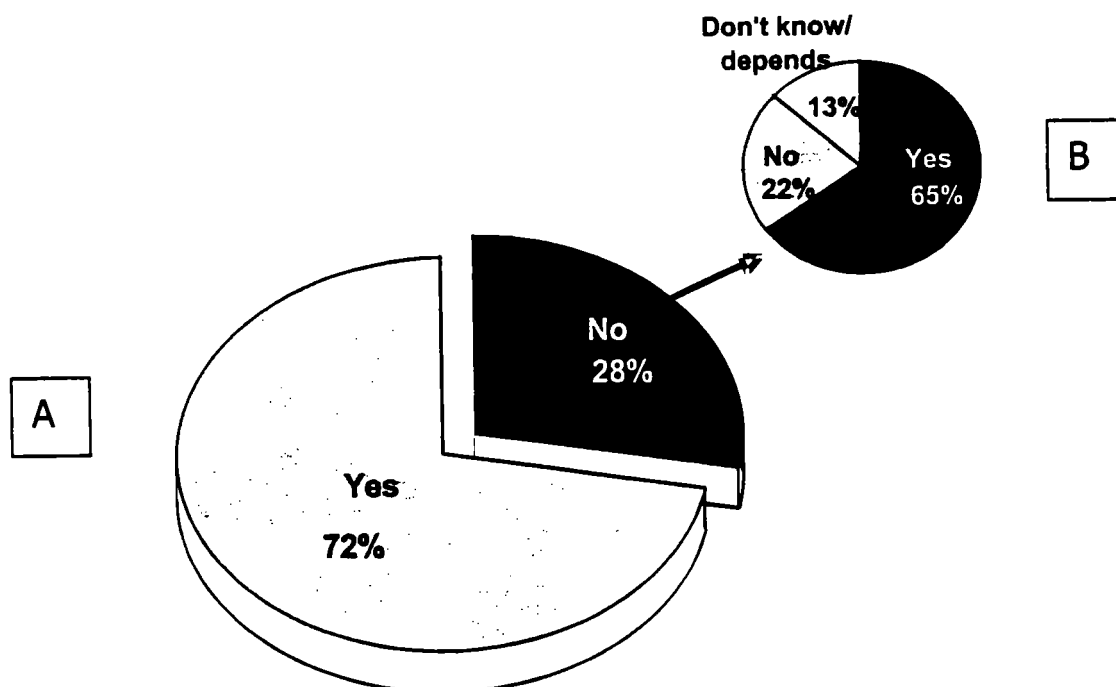


Percent of Unemployed Rating Barrier as Extremely Important

Nearly three-fourths (72%) of unemployed workers think that the education and training they have received has adequately prepared them to get a job. (See Figure 8 - 4) Almost two-thirds (65%) of those who think their training has not sufficiently prepared them to get a job plan to enroll in additional education and training within the next three years.

Figure 8-4

Education and Training for Unemployed Workers



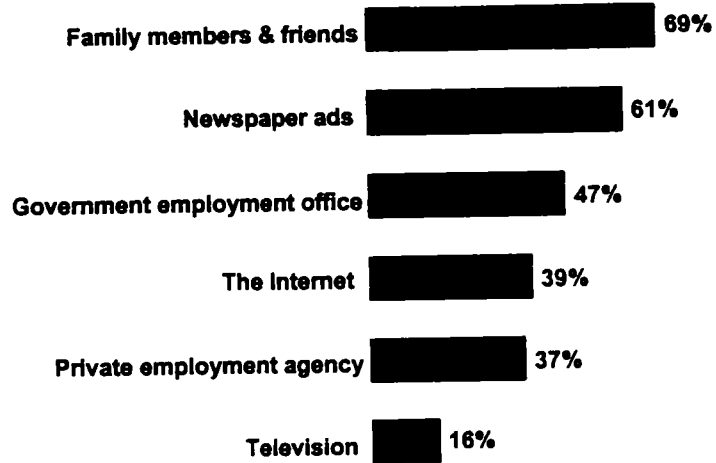
A. "Did the education and training you have received adequately prepare you to get a job?"

B. "Do you plan to enroll in additional education and training courses in the next three years?"

Family members and friends and newspaper ads are seen by unemployed workers as the most useful aid in a job search. [See Figure 8-5]. Sixty-nine percent (69%) of unemployed workers find help from family members and friends as extremely or very useful, while sixty-one percent (61%) find newspaper ads extremely or very useful. Government employment offices are more likely to be seen as useful to the unemployed than private employment agencies. Almost half (47%) of unemployed workers find government employment offices as extremely or very useful in their job searches, compared to only 37% who find private employment agencies extremely or very useful. The Internet is seen as a useful tool in a job search by 39% of unemployed workers, compared to only 16% who see television as useful in a job search.

Figure 8-5

**Usefulness of Different Ways of Finding
Jobs to Unemployed Workers**



Percent of unemployed rating item as extremely useful or very useful.

APPENDIX 1: METHODOLOGY

The survey was conducted from August 5 through August 16, 1998, by the Center for Survey Research and Analysis (CSRA) at the University of Connecticut. This report is based on a total of 1,001 telephone interviews completed with adult members of the workforce in the contiguous United States.

Interviews were conducted at the CSRA's interviewing facility in Storrs, Connecticut, using a Computer Assisted Telephone Interviewing (CATI) system. All CSRA surveys are conducted by professional survey interviewers who are trained in standard protocols for administering survey instruments. All interviewers assigned to this survey participated in special training conducted by senior project staff. The draft survey questionnaire and field protocols received extensive testing prior to the start of the formal interviewing period, and all project interviewers conducted trial interviews with randomly selected respondents as part of this pre-test phase. During the formal interviewing period, interviews were extensively monitored by center staff to insure CSRA standards for quality were continually met. Selected respondents were recontacted to validate the accuracy of recorded responses.

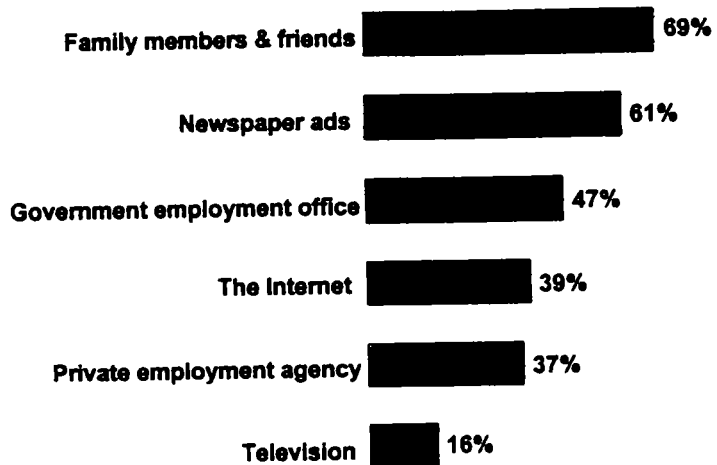
The sample for this survey was stratified to insure that regions, as defined by the U.S. Bureau of the Census, were represented in proportion to their share of the total U.S. workforce. Within each of these regions, telephone numbers were generated through a random-digit-dial telephone methodology to insure that each possible residential telephone number had an equal probability of selection. Telephone banks which contain no known residential telephone numbers were removed from the sample selection process. The sample was generated using the GENESYS sampling database under the direction of a CSRA survey methodologist. Once selected, each telephone number was contacted a minimum of four times to attempt to reach an eligible respondent. Households where a viable contact was made were called up to 25 additional times. Within each household one adult was randomly selected to complete the interview.

A total of 1,794 adults received full screening interviews to determine if they were eligible for inclusion in the survey. Respondents were included if they worked full or part time, or if they were unemployed and looking for work. A total of 751 adults were not interviewed because they did not meet the screening criteria. An additional 42 respondents completed partial interviews and asked that the interview be completed after the field period had ended. The results of this report are based on a total of 1,001 complete interviews with members of the workforce. The final results were weighted to match U.S. Department of Labor estimates for age, gender, and employment status for the U.S. workforce.

The sample error associated with a survey of this size is +/- 3%, meaning that there is less than one chance in twenty that the results of a survey of this size would differ by more than 3% in either direction from the results which would be obtained if all members of the workforce in the contiguous U.S. had been selected. The sample error is larger for sub-groups. CSRA also attempted to minimize other possible sources of error in this survey.

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