



GETTING AMERICA
BACK TO WORK

**Building a Reemployment System:
What is Working Across America**

U.S. Department of Labor Conference
February 2, 1994

PHOTOCOPY
PRESERVATION



GETTING AMERICA
BACK TO WORK

Building a Reemployment System: What's Working Across America

U.S. Department of Labor Conference
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- | | |
|------------------------|---|
| 8:00 - 8:30 am | Registration |
| 8:30 - 9:15 am | Conference Overview — <i>Our Nation's Employment System: The problem, the need, the challenge</i>
Videotape followed by a brief speech by the Secretary |
| 9:15 - 10:15 am | Panel Discussion I: Employment in America: <i>What does and does not work</i>
Hosted by the Secretary |
| 10:15 - 10:30 | Break |
| 10:30 - Noon | Panel Discussion II — <i>Americans Speak Out: A look at effective trends and programs for a workforce in transition</i>
Hosted by the Secretary |
| Noon - 1:15 | Luncheon — Keynote by Senator Kennedy |
| 1:30 - 2:30 | Panel Discussion III — <i>Voices for Change: What we need to get America re-employed</i>
Hosted by the Secretary and the President |
| 2:30 - 2:45 | Closing Remarks by the Secretary |



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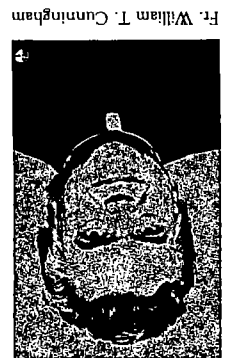
Focus: Hope Is...

Brochures [3 copies]

12 Pages

Focus: HOPE Is . . . describes a conscientious and creative response to racial hate, fear and isolation — a societal meanness that denied equal opportunity to blacks and other minorities. Perhaps the engine that powered Focus: HOPE's determination was less a moral imperative than an awesome realization of the breadth and depth of human waste.

These were years of courage and risk-taking nurtured by hundreds of volunteers and thousands of well-wishers who shared the dreams. At the epicenter of Focus: HOPE's boundless search for practical and intelligent solutions to racism was a constant and passionate faith — a confidence that the course was too important, too right to be delayed or denied. While none of us could see around corners, in retrospect, that faith was justified. The 25 years has been a joyful experience of challenges met and dreams realized.



Fr. William T. Cunningham

Focus: HOPE Is ...

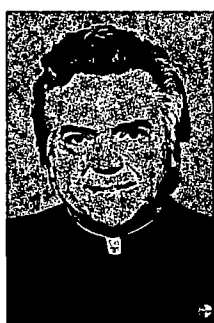
Twenty-five Years



1968-1993

Recognizing the dignity and beauty of every person,
we pledge intelligent and practical action
to overcome racism, poverty and injustice.
And to build a metropolitan community where all people
may live in freedom, harmony, trust and affection.
Black and white, yellow, brown and red
from Detroit and its suburbs
of every economic status,
national origin and religious persuasion
we join in this covenant.

— Adopted March 8, 1968



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Focus:HOPE boosts worker training

By Richard A. Ryan
NEWS WASHINGTON BUREAU

WASHINGTON — Detroit's Focus:HOPE will provide a model of a successful worker training program for President Clinton as he puts the



Cunningham

finishing touches on a massive overhaul of several currently existing programs. The Rev. William Cunningham, executive director of Focus:HOPE, and Donald Hutchinson, one of his students, appeared on a panel with the president Wednesday to tout the program as one that works. The panel was part of a daylong conference on worker retraining put on by the Department of Labor.

Labor Secretary Robert Reich, who invited Cunningham, told Clinton that Focus:HOPE is a program that does not make "ashtrays for grandfather. The training students receive is real. It is not make work."

Clinton intends to urge Congress in legislation to be submitted later this month to consolidate five existing programs for unemployed workers who need new or updated skills to compete in today's labor market. He also wants "one-stop" centers where the jobless can receive unemployment benefits while also receiving counseling and training.

The president is expected to propose doubling the current \$1.5 billion spending on training programs when he submits his budget to Congress Monday. The increase comes even as he proposes to eliminate 100 other federal programs and to cut spending for 300 more.

"What we are trying to do is establish a system of lifelong learning," Clinton said. "We have to find more money to spend on this."

Focus:HOPE has three basic training programs: FAST TRACK, which provides remedial training, particularly in math, to permit students to take additional training; the Machinist Training Institute which teaches students how to run a number of complicated machines, and its most advanced class, The Center for Advanced Technologies.

The advanced technologies program will graduate students with advanced degrees in integrated engineering and fluency in Japanese and German.

Hutchinson, 23, told Clinton and Reich that he had no goals in life until finding Focus:HOPE and its training programs. Today, he is enrolled in the advanced technologies program with the prospect of earning a six-figure salary when he graduates.

His education at Henry Ford High School, he told the president, "was almost a joke. It seemed to me nobody cared if I passed or failed. Just going through the system."

If it had not been for his home environment that encouraged educa-

tion, he said, he might have followed some of his peers "who didn't graduate and then turned to a life of crime."

Hutchinson said later that he was impressed with Clinton's interest in worker training and his knowledge of the problems.

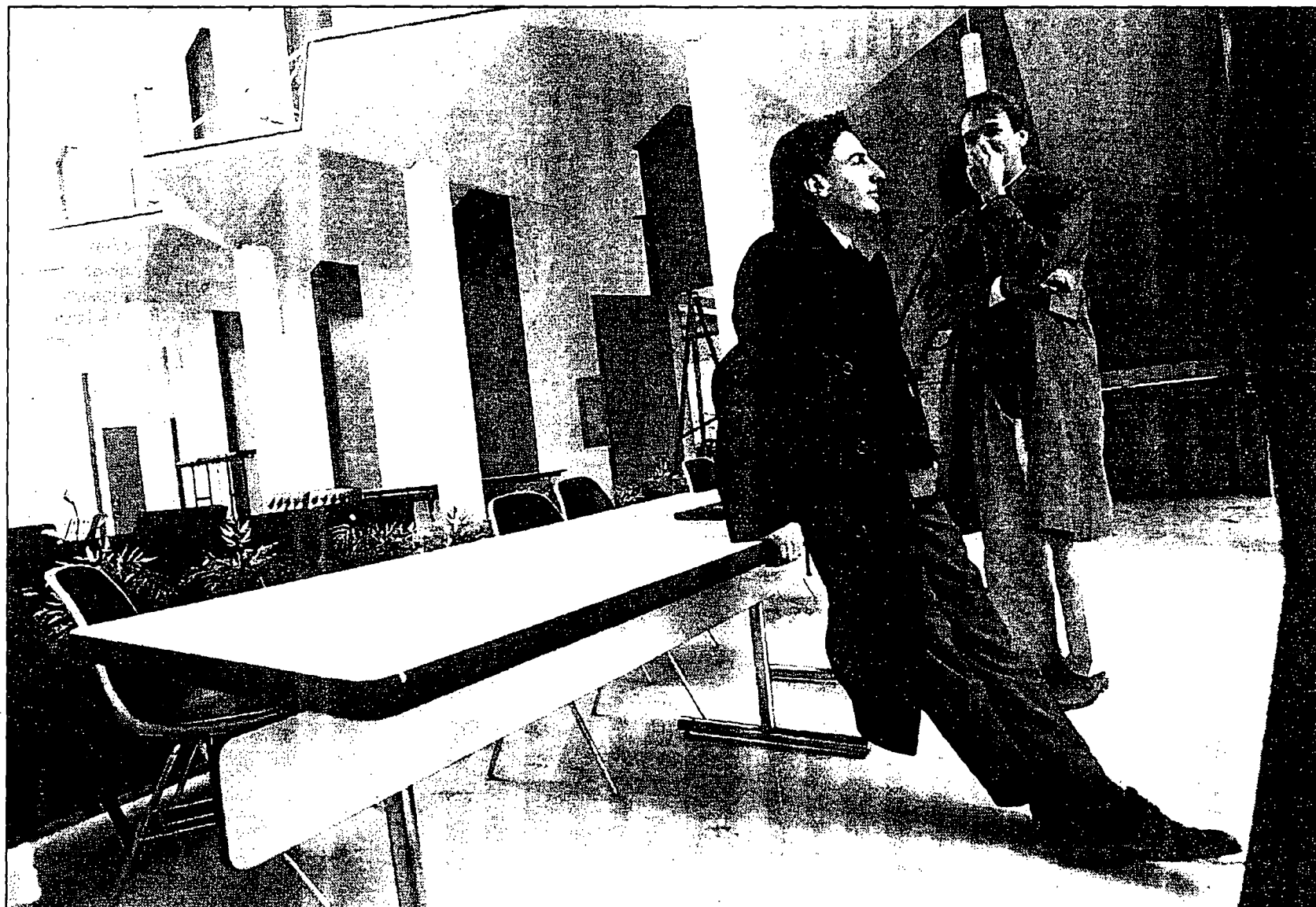
"So often you hear that politicians are crooked and they really don't care," he said. "It is good to see Clinton and Secretary Reich are interested in the American people and getting them jobs."

Cunningham called worker retraining "one of the great challenges" of the Clinton administration, "probably as important as anything he has attempted."



Hutchinson

GLOBAL JOBS MEETING



GEORGE WALDMAN/Detroit Free Press

Federal employees in Detroit in advance of the March 14-15 international job conference look over the McGregor Memorial Conference Center on the campus of Wayne State University on Monday. Andrew Frank, left, and David Lane checked out sites in the city.

BUSINESS

Detroit Free Press

Job training conference gets Clinton's notice

Detroit's Focus: HOPE takes center stage

BY DAVID EVERETT
Free Press Washington Staff

WASHINGTON — A crowd that gathered here Wednesday to tell the government how to run a better unemployment program drew the rapt attention of at least one federal official.

As people from Detroit and other cities talked, this official took notes, asked questions and made comments. And when it was over, he said something that cynical Americans may not expect from government:

"I have learned some very specific things here today," said the President of the United States.

The conference Bill Clinton attended was called "What Is Working in America," meaning job training officials from California to Pennsylvania to Texas had come to Washington to brag about their successes and suggest how the government could adopt them.

Studies show that advice is sorely needed: Some government unemployment and retraining programs waste millions of the public's dollars by not properly training workers or training them for jobs that don't exist.

Much of the advice Clinton got seems so simple it's hard to understand why the government hasn't done it before.



Reuters

President Bill Clinton at Wednesday job conference.

CLINTON HEARD:

- Don't train workers for jobs that don't exist.
- Concentrate training on those jobs that have the brightest future.
- Don't limit training programs to one year.
- Tell Americans about training programs when they pick up welfare checks.

"We pick the kind of jobs that we thought would be around for a long time," declared the Rev. William Cunningham, director of Detroit's Focus: HOPE jobs program. Those jobs, Cunningham told Clinton, include engineering for the flexible manufacturing systems of the future.

In contrast, Labor Secretary Robert Reich had spoken before the conference about federal jobs money going to train thousands of cosmetologists who won't be able to find jobs in that limited field.

Or how about this suggestion: When you hand out welfare checks, why not tell recipients about job-training opportunities?

Cynthia Scott, a retrained worker from San Antonio, told how she learned of local jobs programs from friends, not from the welfare or unemployment officials she saw regularly.

Clinton seemed peeved at the failures of government when he heard Scott's story, saying training information is supposed to be given to welfare recipients. He pledged that his upcoming welfare reform plans will make it

See JOBS, Page 2E

Job-training conference gets Clinton's full attention

JOBS, from Page 1E
easier to get.

"Three years from now, I never want to hear another Cynthia Scott story again," he said.

Linda Lyons Butler, who helps run a Philadelphia training center for women, said programs often need to offer classes that run longer than the single year usually permitted by the federal budget process. And Deb Woodbury, a laid-off textile worker from Bangor, Maine, said she was able to be retrained and find a new job only because her local program "held me by the hand" through the entire process of

testing, training and applying for a job.

But Focus: HOPE seemed the star of the Clinton session.

Cunningham took as much microphone time as he dared, and then a little more, to brag about the program's successes, and Clinton asked one of Cunningham's design engineering students, Donald Hutchinson of Detroit, to describe how it helped him.

"We're learning things that haven't even been done yet" by large corporations, said Hutchinson, 23. "By the time I graduate, I will have done things they still don't know how to do."

On Monday, Clinton and Reich will

say how much they want to spend on a new plan that would combine the government's various training programs into one, larger program. Separate government programs now provide training for workers who lose jobs because of defense cuts, different kinds of foreign trade, even the Clean Air Act.

In the past, federal unemployment pay was seen as a bridge for laid-off workers who would eventually be called back to their old jobs. In America's changing economy, many workers, especially those in manufacturing, will never get their old jobs back.

That means workers now need retraining for new jobs or help moving to places that have jobs. In Washington-speak, unemployment becomes re-employment.

"You need a pot of money instead of 100 different programs . . . that don't amount to a hill of beans," Clinton said.

Instead, Clinton and Reich are pushing "one-stop shopping," where any unemployed American can go to one federal office for information on counseling, training, education, new jobs and unemployment pay.

Brian Baron of States News Service contributed to this report.

Building a Reemployment System: What is Working in America

Project Invitees Include

Focus: HOPE

Detroit, Michigan

**North Santa Clara Valley (NOVA)
Service Delivery Area**

Sunnyvale, California

Job Link

Louisville, Kentucky

Career Advancement Center

Bangor, Maine

Boeing Dislocated Worker Project

Seattle, Washington

**Project QUEST --
Quality Employment Through
Skills Training**

San Antonio, Texas

South Minneapolis Office

Minneapolis, Minnesota

Pathways to the Future

Englewood, Colorado

Center for Employment and Training

San Jose, California

GATEWAY

New York City, New York

Industrial Services Project

Boston, Massachusetts

McDonnell Douglas

St. Louis, Missouri

Tradeswomen of Philadelphia

Philadelphia, Pennsylvania

Eastern Iowa Community College

Davenport, Iowa

Building a Reemployment System: What is Working Across America

**Department of Labor Conference
Washington, D.C.
February 2, 1994**

Project: **Focus: HOPE**
Location: Detroit, Michigan

Project Management: Father William Cunningham, Executive Director
Eleanor M. Josaitis, Associate Director

Funding Source(s): State of Michigan, Jobs Commission;
Department of Labor (JTPA), City of Detroit SDA and other SDAs in metro area; private contributions; U.S. Department of Defense National Science Foundation Fund CAT

Supporting Organizations: Broad base of government, industry and university partners

Project Synopsis: Focus: Hope trains minority youth and others in manufacturing technology through a sequence of three programs. FAST TRACK, a seven-week school-to-work transition program, upgrades basic skills of new high school graduates to the levels needed for further technical training. The Machinist Training Institute teaches precision machining through a full-time basic and advanced programs combining classroom and shop/laboratory instruction with real production experiences. Focus: HOPE's Center for Advanced Technologies (CAT) offers a six-year curriculum to educate engineer-technologists for intelligent implementation of new manufacturing at world class standards. This Center is not JTPA funded but graduates of the basic machinist program have priority enrollment. CAT combines real production for actual industrial customers with hands-on training in flexible manufacturing and university-level engineering study. The CAT integrated approach provides wages for CAT students and profits to underwrite the program.

Summary: The MTI Program graduated 259 JTPA funded students during the period of July 1, 1989 through June 30, 1993. Of this number 205 (79%) have been placed in training related employment at starting wages averaging \$7.13 per hour.
Focus: HOPE demonstrates that quality training can lead to high-paying jobs.

Project Contact: Eleanor M. Josaitis

Telephone: (313) 883-7440

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: North Santa Clara Valley (NOVA) Service Delivery Area
Location: Sunnyvale, California

Project Management: Mike Curran, Director of Employment Development

Funding Source(s): JTPA, Wagner-Peyser, Defense Conversion Act, Stewart McKinney Homeless Assistance Act, local community colleges and the employer community

Supporting Organizations: Three SDA's, State and county governments, local employers

Project Synopsis: The North Santa Clara Valley (NOVA) SDA is located in Sunnyvale, approximately 35 miles south of San Francisco in "Silicon Valley." This is where most of the recent layoff activity in the Bay Area has occurred. While the center offers universal access, many of the SDA's customers are laid off professionals and technical workers (mostly in electronics and manufacturing). Case management and job development have been enhanced to find work for retrained dislocated workers.

In 1992, NOVA was awarded funds for the Skills Testing, Assessment and Referral (STAR) Center in Sunnyvale. STAR offers comprehensive services, serving as a single point of recruitment, intake, testing and assessment, and referral for a wide variety of training programs. There is a Dislocated Worker Center on-site at Lockheed which is jointly staffed by Lockheed and SDA personnel. This Center offers all the basic services along with phone banks for workers to follow up job leads. The NOVA assessment center includes a job club operated by the State Employment Service. Case management techniques are used for all participants and extends from intake to post-placement follow-up. The SDA expects to find jobs for 75 percent of retrained dislocated workers, with wages at about one dollar less than their former wage.

Summary: NOVA offers one-stop services to the customer resulting in high wage, high quality jobs.

Project Contact: Mike Curran, Director of Employment Development

Telephone: (619) 974-7620

Building a Reemployment System: What is Working Across America

Department of Labor Conference
Washington, D.C.
February 2, 1994

Project: **Job Link**
Location: Louisville, Kentucky

Project Management: Private Industry Council (PIC)
of Louisville and Jefferson County

Funding Source(s): JTPA Title IIA

Supporting Organizations: Jefferson County Public Schools
Kentucky Department for Vocational Rehabilitation
Kentucky Department for Employment Services

Project Synopsis

The Job Link program provides the means to link individuals with good skills to employers needing skilled workers. Job Link offers an individual everything he/she requires to obtain employment in the community including training programs.

The Private Industry Council has responsibility for recruitment, intake and eligibility certification. Case management techniques and individualized service strategies are used. Training includes OJT and a menu-based series of in-house training including classes designed to meet the individual client's deficiencies. Individual training vouchers are available.

The Kentucky Department of Employment Services provides job development assistance, targeted jobs tax credit certifications, enterprise zone certification, and labor market information.

Summary: The Job Link program is designed to be a "one-stop shopping center" which has three primary goals: to match employable job seekers with job openings; to provide assessment, personal development counseling, training and placement services to nearly employable and unemployable job seekers, and to assist businesses in the recruitment, placement and training of new participants.

Project Contact: Rick Tabb, Direct Services Administrator

Telephone: (502) 574-2500

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: Career Advancement Center (CAC)

Location: Bangor, Maine

Project

Management: Chuck Tetro
Training Development Corporation (TDC)

Funding

Source(s): JTPA Title IIA, IIB, III
Title V, Older Americans Act
STAR & MTI (State)

Supporting

Organizations: Penobscot Private Industry Council

Project

Synopsis: CAC has concentrated on providing its customers with quality long-term training, which has included a variety of occupational areas in the medical field and other semi-professional and professional fields. Throughout their involvement with the Center, customers are provided with sufficient information to access a wide choice of activities and services which will lead to employment and self-sufficiency.

Through its Consumer Advisory Council, which is comprised of JTPA participants, CAC has been especially adept in the area of customer focus. The Council meets on a regular basis to give feedback on issues or concerns about the training or services provided by the Center. Other means, such as a customer newsletter, are used to communicate customer concerns.

Summary:

The CAC program is responsible for the JTPA programs for the three county area surrounding Bangor, Maine. Services are provided through its in-house education resources, local technical colleges and through an effective referral system to a variety of other services.

Project Contact: Chuck Tetro

Telephone: (207) 469-6385

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: Boeing Dislocated Worker Project
Location: Seattle, Washington

Project Management: Joint Boeing Corporation - Union Endeavor

Funding Source(s): Boeing corporate sources; union sources; Department of Labor (JTPA, EDWAA, Job Service); Community and Technical Colleges. The State of Washington conveys the Federal grant funding to Boeing.

Supporting Organizations: State agencies; local Private Industry Council, with involvement of seven unions (including the International Association of Machinists and the Seattle Professional Engineers Association); Region X Employment and Training Administration

Project Synopsis: Boeing is in the midst of reducing its overall payroll by 30,000 workers by mid 1994. To date 18,000 workers have been laid off. In April 1993 a joint Labor Management Committee was established to assist its laid off workers.

This project represents a true partnership between business, labor and government. The company is providing substantial financial support for the effort by providing office space, equipment, utilities and equipment. The union has provided assistance through outreach to their memberships as well as personal counseling to its members.

Programs and services include: testing, assessment, computerized skills assessment, job placement workshops, job development, financial aid, career counseling, job referrals, entrepreneurial training, and job clubs. Telephones are provided to the workers in job search activities; videotaping is also available.

Summary: This project represents a joint company - union endeavor. It can be characterized as a "partnership" with significant support from States agencies, the local Private Industry Council, and involvement of seven unions (including the International Association of Machinists and the Seattle Professional Engineers Association). The guiding principle of this effort is multi-service one-stop delivery. The primary focus is customer service and customer satisfaction.

Project Contact: John Dryer, Corporate Director, Quality through Training Program
Charles Wetmore, Project Manager, Liaison for Labor Management Committee

Telephone: (206) 477-0001

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: **Project QUEST - Quality Employment Through Skills Training**
Location: **San Antonio, Texas**

Project Management: Jack Salvadore, Executive Director

Funding Sources: Wagner-Peyser, JTPA Title II-A, City General Fund

Supporting Organizations: Communities Organized for Public Service (COPS), San Antonio Education Partnership, San Antonio City Council, Texas Employment Commission, other State and local public agencies, key education and business executives and the Metro Alliance, a leading community organization

Project Synopsis: Project QUEST is a job training pilot program initiated to provide jobs for retrained workers who have lost high wage jobs in the manufacturing, construction and transportation industries. The program concentrates much of its training in the medical, educational and business services. The goal of the program is to prepare workers for the high skill, high wage jobs of the future. Educational programs are geared toward the needs of the prospective employer as well as the trainee. The Center does outreach and recruitment, provides maintenance and support for the trainee, assessment and workplace skills training.

Summary: Project QUEST not only enhances the skills and income of its trainees, but also gives a needed boost to the economy of San Antonio. It demonstrates that an employer-driven system increases the number and quality of job opportunities for program participants.

Project Contact: Jack Salvadore, Executive Director

Telephone: (210) 270-4690

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: **South Minneapolis Local Job Service**
Location: **Minneapolis, Minnesota**

Project
Management: **Shirley Burnett**

Funding Source(s): **Federal and State JTPA Title III,
Title II, Job Service and UI**

Supporting
Organizations: **Federal and State Government
Local City Council**

Project
Synopsis: **This project has one of the largest dislocated worker programs in the State and received an award from the City Council for outstanding service to the unemployed. The office includes JTPA, Job Service and UI, and the customer receives whichever of those services she/he requires. Effort is focused on services and training to make the customer more marketable. The office has had significantly higher percentages of placements in the managerial/professional category than other offices in the metro area.**

Summary: **The Job Service is a dislocated worker office which is providing training, employment and other services to its customers at one office. Its one-stop approach to service delivery has led to an increase in placements that has exceeded the Governor's goals.**

Project Contact: **Shirley Burnett**

Telephone: **(312) 353-4211**

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: Pathways to the Future
Location: Englewood Colorado

Project Management: Council for Adult and Experiential Learning (CAEL)

Funding Source(s): Bargaining agreement between Communications Workers of America (CWA) and U S WEST Communications

Supporting Organizations: Communications Workers of America, the International Brotherhood of Electrical Workers, U S WEST Communications

Project Synopsis: A 14 state regional Training and Education Program for eligible U S WEST employees. The program provides education and career planning services and financial assistance to help employees entering 2 or 4 year degree programs; \$1800 prepaid tuition for vocational training and a variety of continuing education choices; reimbursement for textbooks; education and career planning assistance; assessment of skills, interests, aptitudes and prior learning; and peer support.

Summary: 50,000 persons are eligible, including all levels of employees across a 14 state region.

Project Contact: Jo Winger De Rondon

Telephone: (303) 488-2152

Building a Reemployment System: What is Working Across America

Department of Labor Conference
Washington, D.C.
February 2, 1994

Project: Center for Employment Training (CET)
Location: San Jose, California

Project Management: Russell Tershy

Funding Source(s): U.S. Departments of Labor, Health and Human Services and Education

Supporting Organizations: California Employment Training Panel, HUD pass-through grants, private industry advisory councils

Project Synopsis: The CET is a nonprofit institution which integrates skill training and other services such as vocational language development, counseling, job placement, and supportive services. The San Jose campus is the original CET location, but other CET operations have now been established at 21 locations in California, Arizona and Nevada. The San Jose campus offer skills training in 15 occupations such as computer assisted drafting, machine tool operation, medical assistant, and printing/graphics.

Summary: This program is targeted to all economically disadvantaged adults, with a strong history of serving migrant and seasonal farmworkers and Hispanics. During Program Year 1992, CET placed 1,558 of 2,160 participants, which is a 72% placement rate. Post training earning of \$16,396 per year (\$7.88/hour) were slightly more than double pre-training earnings of \$7,056.

Project Contact: Russell Tershy

Telephone: (408) 287-7924

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: **GATEWAY**
Location: **New York**

Project Management: **State of New York**

Funding Source(s): **Wagner-Peyser Funds**
JTPA IIA, IIB, IIC

Supporting Organizations: **State Employment Security Agency**
Educational institutions
Social Services agencies

Project Synopsis: **The GATEWAY is a customer focus program which, in collaboration with other agencies, provides a comprehensive array of employment, training, educational, and social services, such as job club, job coaching, employability skills review, computerized job link and placement services, counseling, day care, welfare services, speech and learning assistance, and a 24 hour crises intervention hotline.**

Under GATEWAY, individuals looking for a job, a better job or to improve their skills have easy access to a full continuum of high quality services to help them achieve their worklife goals. It is a flexible, locally designed system that enables communities to implement these new approaches.

Summary: **In a GATEWAY system, agencies move information, rather than customers, from place to place. Therefore, sharing information is a key element. Most GATEWAY affiliates are connected electronically through a computer network called TNT. In addition, GATEWAY offers a forum for employment and educational professionals to create new approaches to service delivery and to communicate their needs and suggestions directly to state agencies. Gateway is a unifying philosophy that organizes New York's workforce preparation programs into a comprehensive network of services of services immediately accessible to all customers.**

Project Contact: **Thomas M. Hines**
Executive Deputy Commission
N.Y. State Department of Labor

Telephone: **(518) 457-6908**

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: Industrial Services Program

Location: Boston, Massachusetts

Project

Management: Suzanne Teegarden, Executive Director

Funding

Sources: Federal - U.S. Department of Labor, State, Private Sector

Supporting

Organizations: State Departments of Labor and Economic Affairs

Project

Synopsis: The Industrial Services Program (ISP) is a small quasi-public organization, offering services to both companies and workers. The agency provides management consulting assistance, oversees a high risk loan fund for small and medium sized manufacturing companies, acts as the Massachusetts dislocated worker unit developing and overseeing worker readjustment programs, and operates the State's employee involvement and ownership program. By housing these functions the agency is able to bridge the gap between human capital development and economic development.

Summary:

The ISP is able to respond to the impact of economic dislocation on both sides of the labor market. Two concepts lie at the core of the agency's approach to service delivery: (a) partnership, and (b) flexibility. Through the building of an active partnership, affected firms and workers define the results they want and participate in their delivery. Services are tailored to each situation. Programs last only as long as they are needed. Staff is concentrated in the field and is able to respond quickly to closings, layoffs, and requests from companies.

Project Contact: Suzanne Teegarden

Telephone: (617) 727-8158

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: **McDonnell Douglas**
Location: **St. Louis, Missouri**

Project
Management: **Joint McDonnell Douglas - Union Effort**

Funding
Sources: **JTPA Title III**

Supporting
Organizations: **St. Louis County Department of Human Services, St. Louis Community College, St. Charles County Office of Employment and Training Programs, McDonnell Douglas Aircraft Corporation and Unions**

Project
Synopsis: **The project assists 2000 workers from McDonnell Douglas in the St. Louis area who have been dislocated by Defense Department budget reductions. Services provided under the program include: project orientation, assessment and testing; job development and placement; on-the-job training; computer literacy training; vocational classroom skills training and supportive services. A self-contained outplacement center which includes a resource library, individual computer stations for resume and cover letter preparation, telephone stations for long distance and local telemarketing, basic educational skills lab, copier and FAX.**

Summary: **As McDonnell Douglas is a prime defense contractor which is expected to experience further downsizing, this dislocated worker program will continue to play a critical role in the St. Louis area economy.**

Project
Contacts: **Larry Earley, State Contact**
Jerry Stockman, Manager, Employment and Training Programs
St. Louis Community College

Telephone: **(314) 751-7796**

Building a Reemployment System: What is Working Across America

Department of Labor Conference
Washington, D.C.
February 2, 1994

Project: Tradeswomen of Philadelphia (TOPWIN)
Location: Philadelphia, Pennsylvania

Project Management: Rose Marie Picardi, Executive Director
Linda Butler, Project Director

Funding Source(s): Job Training Partnership Act

Supporting Organizations: Trade Unions, Department of Welfare

Project Synopsis: This program represents a non-traditional construction-related 39-week skills training program for women who are qualified as low-income under JTPA eligibility requirements. The program participants -- who have received long-term payments under the welfare system -- are provided basic skills remediation with an emphasis on mathematics, reading and writing. Individual and group counseling is provided. After completion of classroom training in basic core skill areas of carpentry, plumbing and electricity, participants are provided hands-on experience through work at various rehabilitation projects. Most of this quality training is provided by active or retired trade union members. Many graduates of the program enter apprenticeship programs under the auspices of local unions as a means of obtaining further training.

Summary: Project outcomes show an 85% job placement rate and a 90% retention rate for women placed in apprenticeship programs or jobs. The average hourly wage at placement is \$12.00.

Project Contact: Rose Marie Picardi

Telephone: (215) 551-1808

Building a Reemployment System: What is Working Across America

Department of Labor Conference

Washington, D.C.

February 2, 1994

Project: **Eastern Iowa Community College District**

Location: **Davenport, Iowa**

Project Management: Eastern Iowa Community College District (EICCD) serves as an administrative entity for the local JTPA program.

Funding Sources: JTPA Title II and JTPA Title III

Project Management: Dr. John T. Blong, Chancellor

Supporting Organizations: College staff works directly with management, labor, job services and public officials

Project Synopsis: EICCD has uniquely integrated job training programs, economic development and rapid response for its area. During the 1980s, the area lost 28,000 jobs in the manufacturing sector. EICCD responded by becoming very actively involved in local economic development efforts. They provided leadership by developing centers of excellence in graphic arts and manufacturing technologies. College staff work directly with management, labor, Job Service, and public officials in developing appropriate response strategies and a full range of services for the affected employees. Training has been provided to displaced workers in Caterpillar, J.I. Case and other Iowa firms undergoing layoffs to prepare them for employment in a number of "demand" occupational fields -- e.g., computer science, robotics, hazardous materials technology, hearing/air conditioning and electronics.

Summary: EICCD has attained high placement rates for those persons completing its diploma, certificate or degree programs for the jobs of the future. Many of the students in these voc-tech programs are JTPA participants. The accomplishments are credited in significant part to the access and trust built with the local business and industrial community.

Contact: Dr. John T. Blong

Telephone: (319) 322-5105

Fact Sheet: U.S. Department of Labor Conference
"Building a Reemployment System: What is Working Across America"

PURPOSE

Today's economy demands that we help Americans move from old jobs to new ones -- and transform our "unemployment system" into a "reemployment system". We have learned a great deal about what is and isn't working in employment and training programs. The purpose of the conference is to highlight successful programs and approaches, to extract the right lessons from those that haven't worked, and to develop strategies to build upon those that are working best.

The conference will discuss what is working (and what is not) in reemployment programs for dislocated workers around the country. Participants will include leading operators and customers of such programs, executive branch officials, and members and staff of the United States Congress, and local government officials.

The Administration's goal is to ensure that all Americans who lose their jobs due to changes in our economy -- whatever the specific reason -- have access to effective assistance in finding new jobs. We will be introducing a bill that will call for the consolidation of programs for dislocated workers, the creation of a nationwide job information system, and an improved delivery of services to applicants at "one-stop" offices with a minimum of red tape. This conference will help shape and bolster our efforts to build an effective, streamlined, customer-oriented reemployment system.

THEMES

Three main themes will be discussed at the conference including:

- o A reemployment system must make its resources easily accessible to its customers and works best when build on customer need, regardless of the reason of job loss.
- o A streamlined service system should provide a consolidated system which would provide both basic and intensive employment services that assists people looking for a first, next, or better job.
- o Employment services are successful when people have the resources to complete training, when they are connected to the private sector, and when the customer plays an active role in the selection of their training.

LOCATION: Omni-Shoreham Hotel, 2500 Calvert Street, Washington, D.C.

DATE AND TIME: February 2, 1994 8:30am - 2:45pm

PANEL 1:

Problem, Need, Challenge

Wednesday, 9:15 - 10:15 a.m

Participant and Program Details

Mike Lowry
Governor
State of Washington

Governor Lowry was elected 1992. By ordering departments to streamline operations and reduce spending, \$700 million was cut from 1993-95 budgets. The Governor took \$31,000 pay cut and slashed office's budget \$1.3 million. Governor Lowry led the successful legislative effort to pass health care reform, reform civil service laws, merge state agencies, and improve access to higher education. He is currently focusing on changing the state's regulatory climate to attract business. Lowry was in the Congress 1978 - 1988. In Congress he worked on the federal Children's Initiative and the Homeless Person Assistance Act. He taught government and government services 1989-92. Education is one of his main concerns.

Dr. Anthony Carnevale
Vice-President and Chief
Economist
American Society for Training
and Development (ASTD)

Dr. Carnevale is a recognized authority on competitiveness and human resources. He consults with private employers on organizational change processes and performance standards, high performance work systems, technology change, employee training, and workforce diversity. He has been involved with issues of economic policy, competitiveness, workforce development, and education reform. In 1990 he became president of the Institute for Workplace Learning, and applied research center funded by ASTD member companies, foundations and government grants. In August 1993, the President named Dr. Carnevale as chair of the National Commission for Employment Policy. He is a board member of several other human resource, education, and competitiveness commissions and organizations.

Vicki Spagnuolo
Customer
Job Link
Louisville, Kentucky

Vicki Spagnuolo is a 38 year old single parent of two, who lost her last job when an employee replaced her during a medical leave. She was unemployed for eight months and was on public assistance prior to coming to Job Link. Vicki qualified for voucher training and enrolled in the paralegal program at Sullivan Business College where she was on the Dean's List. She graduated with a Paralegal degree in September 1993 and has been employed as a Legal Secretary.

Bill Izabal
Director of Human Resources
ESL, subsidiary of TRW

Chair, Strategic Planning
Committee; member,
Executive Committee, NOVA
Private Industry Council
Sunnyvale, California

ESL designs and develops communication, satellite, and surveillance equipment for defense-related projects. It is one of the few Silicon-Valley defense companies that has maintained and grown its employment base in the past several years. Bill deals with upgrading workforce's existing skills to enable ESL to remain competitive in the new market, and attracting new workers with required skills and experience.

Suzanne Teegarden
Executive Director
Industrial Services Program

Suzanne Teegarden has served as Executive Director since 1989. The ISP provides assistance to manufacturing firms and dislocated workers. Suzanne was previously Director of the ISP's Reemployment Assistance Program and was instrumental in the formation of the agency. She has been a member of special technical assistance delegations to Italy, Denmark, and Hungary. This summer Suzanne participated in Vice President Gore's National Performance Review where she headed the team on one stop shopping for employment and training. Prior to coming to Massachusetts, she worked with the Plant Closing Research Project at the University of California at Berkeley.

Bruce Todd
Mayor
Austin, Texas

Mr. Todd has served as mayor since 1991, after previous service as County Commissioner (1987 - 1990). His national and state activities include: presidential appointee to Advisory Commission on Intergovernmental Relations; Youth, Education and Family Commission, National League of Cities; US Conference of Mayors, Chair Standing Committee on Education, Jobs and Family.

Effective Trends and Programs

Participant Details

John McKernan
Governor
State of Maine

Governor McKernan was elected 1986, serving his second 4-year term. He had previously served two terms in Congress. Maine was recognized by National Alliance of Business for its youth apprenticeship and school-to-work transition initiatives. He was recognized as outstanding Governor in 1992 by the American Society for Training and Development. In 1992, Maine was named State of the Year by NAB. He is a member of several boards and commissions dealing with employment and training issues, and chairs the National Education Goals Panel and is the Governor's Representative to the Scholastic Inc. Advisory Board, a post previously held by the President.

Ava Brown
Customer
GATEWAY
Niagara County, New York

Niagara County Community
College, New Ventures
Program

Ava is a woman from a large family of 16 children. She was a fashion model until her first husband physically prevented her from going to work. Several careers -- data entry clerk, factory worker, school bus driver -- didn't suit her. Enrolled in New Ventures Program and is learning to work to become an installation technician. Ava says that the staff and services at GATEWAY and New Ventures have helped her cope with the challenges of being in a non-traditional career. These organizations do not feel like minority or social service agencies, and they help further Ava's sense of self-worth. She is "job shadowing" until March, and is then guaranteed a position.

Patricia Beckett
Customer
GATEWAY
Niagara Falls, New York

Niagara County Community
College Bridge to Education
and Licensed Practical Nurse
programs

Patricia is a former single parent with three children. Employment barriers included her AFDC status and a lack of skills. After the Bridge to Education program, Patricia entered the LPN program. She has been working at a nursing home since 1992, currently earning a good wage. Ava has been off public assistance since August 1993.

**Anne-Marie
Ingersoll-Stroubos**
Customer
Job Service Dislocated Worker
Program
Minneapolis, Minnesota

Anne-Marie is a Research biochemist laid off from the Minneapolis Medical Research Foundation in January 1993 after a five year tenure. She has experience in biomedical research, protocol design and development, and technical writing, with knowledge of applied statistics, molecular biology, cell biology, enzymology and protein chemistry. Anne-Marie enrolled in the program in January 1993 and has been pursuing jobs in the biochemistry field with a case manager. She has taken advantage of a range of available services -- collecting reemployment insurance, vocational testing and counseling, a job search seminar, Job Club, and individual resume and interviewing assistance. She has taken worked with a job developer who has helped with networking and interviewing skills. The Dislocated Worker program paid for Anne Marie's computer courses and membership to Medical Alley, a medical association that has led to numerous high-paying job leads.

Bonnie Elsey
Director of Field Operations
Re-design
Minnesota's Job
Service/Unemployment
Insurance Division

Bonnie is the recent Manager of the Minneapolis Job Service office. She has seventeen years of experience administering, planning, implementing and operating a full range of employment and training programs -- Unemployment Insurance, Job Service, TJTC, TAA, Work Readiness, Veteran Services, CETA, JTPA and Dislocated Workers programs. Bonnie has also participated as a member of a Department of Labor technical team in Bulgaria providing technical assistance in the labor exchange and applicant assessment processes.

Mike Curran
Director
NOVA
Sunnyvale, California

As director for seven years, Mike has overseen the expansion of program services at an annual rate of 30%. New program initiatives and services include: a central point for accessing employment training services for both the job seeker and the employer, in-depth assessment of skills and aptitudes to determine placement opportunities in different industries and the need for retraining; developing an electronic network of public instruction opportunities in the Silicon Valley available to adult learners, workforce training to avoid worker dislocation; and defense conversion resources for both employers and employees (including technology commercialization). NOVA has collocated service staff with the Employment Service, actively participates with area economic development efforts, and develops of specialized services for targeted populations. Sunnyvale's Planning and Management System has received many accolades from the Clinton Administration as the model for Reinventing Government, and these policies and practices provide the framework for NOVA's day-to-day operations.

Morton Bahr
President
Communications Workers of
America

Elected in 1985, Morton Bahr has led 600,000 member union as deregulation reshaped telecommunications. He is a founder and co-chair of Jobs with Justice, a community-labor action coalition, serves as co-chair of the Telecommunication Industry Health Care Coalition, and serves on several other boards and commissions.

Gary Jackson
Co-Director
IAM/BOEING Quality
Through Training Program

Gary Jackson has served as Co-director since 1993, after serving three years on the Program's Joint Training Policy Board and one year as a QTTP Administrator. Gary worked at Boeing as an electronics technician and during that time served as Shop Steward and held several Local Lodge and District offices with the Machinist Union. He worked as a Staff Assistant at District 751 of the IAM for 4 years prior to his assignment with the Quality Through Training Program.

PANEL 3:
Voices for Change

Wednesday, 1:30 p.m. - 2:35 p.m.

Participant Details

Deb Woodbury
Customer
Career Advancement Center
Bangor, Maine

Deb Woodbury lost her job in the mending department of Guilford Woolen Industries in Guilford, Maine in 1989. At 38, she had a tenth grade education and a family of five, without much hope of bettering her situation. Within six months of enrolling in CAC, Woodbury had her GED. Eight months later, she received a Certificate in Office Procedures, usually a one year program. Today, Deb Woodbury works for the Bangor and Aroostook Railroad. She has had four promotions since she began there and is currently a Marketing and Sales Representative.

Linda Lyons Butler
Job Placement Specialist
Tradeswomen of Philadelphia/
Women in Non-Traditional
Jobs (TOP/WIN)

Linda's past portfolio includes policy planning, training program design, and development of various workshops and conferences with focus on employment and training issues related to women's integration into non-traditional careers. Linda brings a wealth of skilled trades experience to her TOP/WIN position as a member of the International Union of Operating Engineers Local 542. Linda has complete responsibility for job placement of TOP/WIN clients, compiling an excellent track record for her successful graduates. Linda is an alumna of Department of Labor program; she traces her start in the construction industry to her participation in the Comprehensive Employment and Training Program (CETA).

Cynthia Scott
Customer
Project QUEST
San Antonio, Texas

Cynthia has three teenage sons. She became an AFDC recipient, residing in Bakersfield, California until 1990, attempting to complete an Registered Nursing program. She relocated to her hometown of San Antonio and again started RN training at a local community college. The burden of being a single parent resulted in poor academic performance. She enrolled in Project QUEST in January, 1993 and was accepted into the LVN program at St. Philip's College. In August 1993, Cynthia graduated as a GVN and was quickly hired at the Oncology Unit of Baptist Memorial Hospital System with a starting salary of \$8.66 per hour. Since her date of employment Cynthia has received her State of Texas Licensure for Vocational Nursing and certifications in IV and medication therapies. Cynthia's income has dramatically increased from an AFDC small monthly grant to a comfortable monthly salary.

Father William Cunningham
Executive Director
Focus:HOPE
Detroit, Michigan

Father Cunningham founded Focus:HOPE in 1968 to help resolve the effects of discrimination and injustice and to build integration. It began as a food-distribution organization for AFDC families. Since 1981, Focus:HOPE has been expanding in the employment and training area. Industry Mall includes four manufacturing companies employing 160 workers and a sequence of three manufacturing technology training programs for minority youth and others. FAST TRACK, a 7 week school-to-work transition program, upgrades basic skills of new high school graduates to the levels needed for further technical training. The Machinist Training Institute teaches precision machining through a full-time, year long program of classroom and shop laboratory instruction and real production experiences. The Center for Advanced Technologies, a new national demonstration center which opened in 1993, offers a six year curriculum which combines structured work experience with applied engineering study conducted by a consortium of Michigan universities. Graduates will be engineer/technicians; able to build, operate, maintain, repair and modify advanced manufacturing equipment at world-competitive levels.

Donald Hutchinson
Customer
Focus:HOPE
Detroit, Michigan

Donald had completed one year of community college when his uncle told him about the FAST TRACK program at Focus:HOPE. He had felt lost in college but found the direction he was looking for at the program -- "I didn't want to get stuck in a job that I didn't like and that I couldn't advance in." Hutchinson found a career track which he not only enjoyed but in which he excelled. He completed both FAST TRACK and the Machinist Training Institute. After a brief stint working with computerized machinist equipment for a local manufacturer, Donald accepted an invitation to enroll in the Center for Advanced Technologies where he is currently pursuing a Masters in Engineering.

John Hahn
Customer
GATEWAY
Niagara County, New York

John had worked at Bell-Aerospace for 28 years, and had not had to look for a job in all those years. He took part in a Community College's telecommunications program where he updated his skills. JTPA covered tuition, books, and provided a travel allowance; without this assistance, he may not have been able to attend. John is now employed as a biomedical technician where his telecommunications skills can be of significant benefit.

The Changing Labor Market and the Need for a Reemployment Response



U.S. Department of Labor
Robert B. Reich, Secretary
December 1993

1 Introduction and Summary of Findings

Often-difficult labor market transitions have always characterized the U.S. economy. In good economic times and bad, large numbers of workers have been laid off temporarily because their firms experienced periods of weak demand for their products, or have lost their jobs altogether due to permanent production cutbacks including plant closings. The subsequent movement of such workers into more competitive, growing firms has been essential to their own prospects as well as the vitality of the American economy.

In recent years, however, developments such as rapidly evolving technologies have altered the scale and nature of labor market transitions. More and more Americans are losing their old jobs and must find new work; many are having difficulty securing wages and benefits comparable to those received in their former jobs. These trends are likely to endure because they reflect structural developments in the economy.

The new labor market dynamic is evident in several ways:

- Most of the unemployment created when the economy soured in the early 1990s consisted of people who will not get their old jobs back as the economy improves. When unemployed "job losers" are divided into those who are and are not on temporary layoff, more than three out of four were not on temporary layoff last year — the highest rate of permanent job loss since tracking of this figure began in 1967.
- The length of unemployment spells continues to grow. In the 1970s, an average of 11 percent of the

unemployed were out of work for six months or longer; in the 1980s, the figure was 15 percent; thus far in the 1990s, it is 16 percent. Last year, 21 percent of the unemployed hadn't had work for six months or more — the second highest annual level since the end of World War II.

- A special data series on certain "displaced" workers — workers who lost their jobs due to plant closings, production cutbacks, or layoffs — is available for the period from 1981 to 1990. Between 1984 and 1989, an average of 1.8 million full-time workers were displaced each year. In 1990, the number reached 2.2 million.
- More than half of displaced workers are still unemployed a year after being displaced, or are employed in jobs paying less than 80 percent of their former wages.

The financial costs of these transitions to workers and their families are, of course, substantial — to say nothing of the emotional costs, including the frustrations and anxieties of having to find a new job. But the costs to government and the economy are also considerable.

- The cost of the state unemployment insurance benefit system, which is financed by taxes on employers, has averaged \$24 billion a year (adjusting for inflation) over the past five years.
- The temporary Emergency Unemployment Compensation (EUC) program — targeted on the long-term unemployed who have exhausted their regular state benefits — was enacted in November 1991, and had distributed \$25 billion in benefits by October 1993.
- Altogether, over the past five years, the cost of the Unemployment Insurance (UI) system has averaged \$30 billion a year, after adjusting for inflation.

Labor Market Transitions: Old vs. New

Old view of unemployment

Much job loss assumed to be temporary layoffs.
Job searches assumed to be short and successful.

Old Response

Unemployment insurance and other benefits to tide workers over.
Scattered categorical dislocated workers programs dependent on cause of job loss.
Occasional, mostly short-term training for dislocated workers; not cost-effective.

New reality

The large majority of those who lose their jobs never get them back. More long-term unemployment. Many new jobs pay less in wages and lack adequate benefits.

New Approach

Supplement unemployment assistance with "reemployment" assistance.
Comprehensive dislocated workers assistance, with one program for all workers.
Job search assistance that passes cost-benefit test.
Long-term training emphasized to reflect increased skill demands of the economy.

- Some unemployed workers receive government benefits other than unemployment insurance, such as food stamps, thereby increasing outlays.
- Economic output and tax revenues decline when workers are idle or underemployed.

Some of these costs are expected to diminish as the American economy continues to recover from recession. But the underlying trend of significant structural unemployment (permanent loss of jobs and difficulty in finding new ones) will in all likelihood persist. New technologies, global markets, corporate restructurings, and the shift from military to civilian employment will confront Americans with an ongoing challenge: responding to fundamental economic change.

To date, this challenge largely has not been met with policies designed to help people find new jobs quickly. Instead, income support through unemployment insurance has remained the primary response. While this support helps millions of unemployed workers, and is particularly well-suited to those on temporary layoff or who easily find new jobs on their own, for many workers it is insufficient.

The new response should include a "reemployment" system geared to helping job losers prepare for, and find, jobs that pay well and have good benefits. Currently, reemployment assistance is meager; some

workers who have lost their jobs for particular reasons (imports, defense down-sizing, Clean Air Act regulations) are eligible for training, but most training is short-term. The new system should serve all workers who have lost their jobs, regardless of the cause. Many workers will need up-front job search assistance; others will need long-term training that provides the skills required in today's job market. And these services should be integrated at one location. The job search assistance provisions that were enacted as part of the November 1993 Emergency Unemployment Compensation legislation constitute a significant first step towards a reemployment system.

Recent studies suggest that a reemployment system is likely to be a wise investment. Six state experiments indicate that when unemployed workers are given special job search assistance, the assistance more than pays for itself through reduced unemployment insurance payments and increased tax revenues. Job search assistance also tends to improve the earnings of workers, as does long-term training, according to a growing body of evidence. For example, a recent study found the estimated increase in earnings for each year of attending community college is five percent to six percent.

America should not stand in the way of economic change. Structural adjustments are painful but are

necessary for economic growth. At the same time, in today's dynamic economy, it's not enough merely to alleviate that pain by insuring against some of the income lost when workers lose their jobs. The complete response, instead, should be to ease the transition of Americans into new and better jobs.

2 The Problem

There are several ways to measure the problem of job loss and more difficult labor market transitions. Different measures do, however, display the same pattern: The net effect of recent developments in the economy is a large and growing number of workers being permanently laid off from their jobs and having to find new ones. Some measures suggest a level of structural unemployment that is unprecedented in the post-World War II era. Job loss peaked during the recent recession, but was sizable both before the recession began and will likely remain large during the ongoing recovery.

Displaced Workers

A group of job losers that has received much attention over the past decade is "displaced" or "dislocated" workers. The image of these workers is of individuals employed for long periods of time who lose their jobs because of plant closings or substantial firm cutbacks.

To assess this problem, a special Current Population Survey has been conducted every other January since 1984. The survey categorizes people as "displaced" if they report that in the five years preceding the survey, they had "lost or left a job because of a plant closing, an employer going out of business, a layoff from which [they were] not recalled or other similar reason." So, for example, in January 1992, individuals were asked about their employment experience from 1987 through 1991.

Using this data set, the Bureau of Labor Statistics calculates the total number of displaced workers over age 20:

- The January 1992 survey found that 12.3 million workers had been displaced in the previous five

years. Of these, nearly half had been employed in their lost job for an extended period of time; some 5.6 million had been employed in their job for three or more years.

- Both figures represent the highest absolute levels in the history of the survey. As a proportion of workers, however, these displaced worker measures were somewhat lower than they were in the early 1980s.

The Congressional Budget Office (CBO) has used the same data set to examine a somewhat different group of displaced workers. While the BLS examines how many full- and part-time workers were displaced at some point over the previous five years, CBO examines only workers who work full-time and computes how many are displaced each year. CBO also refines the data to eliminate some potential inaccuracies resulting from the self-reporting of information from several years ago.

CBO issued a comprehensive report on displaced workers in early 1993 that covered the period from 1981 to 1990.¹ The report found:

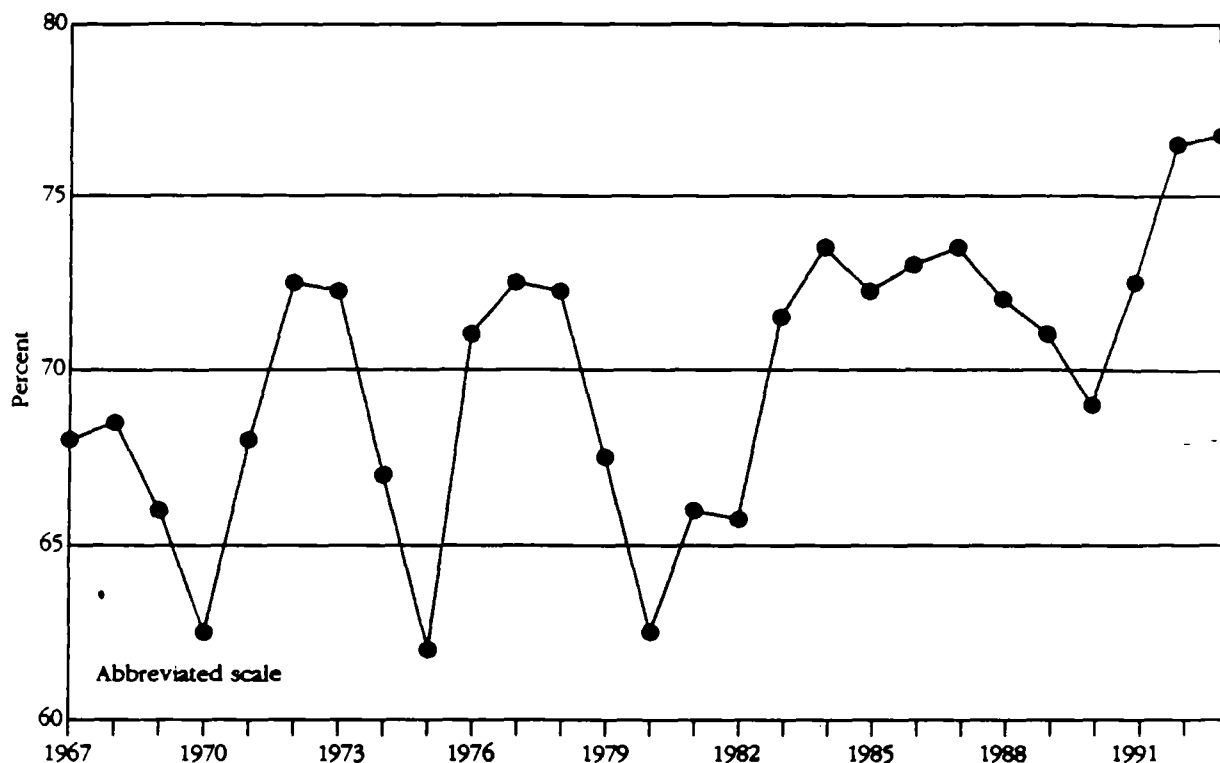
- From 1981 to 1990, an average of nearly two million full-time workers a year were displaced from their jobs. Significant numbers of workers were displaced when overall unemployment was rising and when it was falling.
- In 1990, some 2.2 million full-time workers were displaced. This was the second highest annual level during the period examined.

Workers employed in the manufacturing sector or in blue-collar jobs are substantially overrepresented among displaced workers, but they have increasingly been joined by workers who lost service sector or white collar jobs. CBO found that the proportion of displaced workers who had been employed in blue-collar jobs fell from 65 percent in 1981 to 53 percent in 1990.

Similarly, another study based on the same data set found that the proportion of overall job loss in the trade; finance, insurance, and real estate; and professional services industries all increased

1 Congressional Budget Office, *Displaced Workers: Trends in the 1980s and Implications for the Future*, February 1993.

Figure 1
**Unemployed Job Losers Not Expecting
to be Recalled as a Percent of Total Job Losers**



substantially from the 1982-1985 period to the 1986-1991 period.²

Temporary vs. Permanent Layoffs

Another important labor market indicator examines all unemployed workers who have lost their jobs for any reason, and whether or not they had simply been laid off for a temporary period.³

Individuals who are unemployed — jobless individuals who are seeking work but cannot find it — are officially divided into four basic categories: job losers, job leavers (those who voluntarily leave their jobs), new labor market entrants, and reentrants. Job losers, the relevant group of workers for this discussion, can be further divided into two groups: job losers who are on temporary layoff and expect to be recalled into their job, and job losers who are not on temporary layoff and have permanently lost their old job.

In recent years, job loss that is permanent has risen to unprecedented levels.

- In 1992, some 76 percent of unemployed job losers were not on temporary layoff. That is, more than three of every four job losers did not expect to return to their old jobs.
- The 76-percent level was the highest proportion of job losers not on temporary layoff ever recorded

² Henry S. Farber, "The Incidence and Costs of Job Loss: 1982-91," *Brookings Papers on Economic Activity, Microeconomics* 1, 1993.

³ The measure of structural unemployment used in this section includes several groups of workers who are not counted under the displaced workers measures. The job losers data cover all workers — both full and part-time as well as those under age 20 — who lost their jobs for any reason, even reasons that are unrelated to plant closings or production cutbacks. The job losers data also include seasonal and self-employed workers while the displaced workers measures do not.

Another difference between the measures is that the job loser figures measure the "stock" of unemployment at a particular time. They reflect the number of people who identify themselves as unemployed job losers in a monthly survey; most of these individuals actually lost their jobs in previous months or years. In contrast, the displaced workers measure is a "flow" measure. It counts all workers who actually became displaced in a defined period of time.

Table 1
Long-term Unemployment Trends

Decade	Average unemployment	Long-term unemployed as percent of total unemployed
1950s	4.5%	9.4%
1960s	4.8	10.5
1970s	6.2	11.0
1980s	7.3	15.0
1990-1993*	6.6	16.0

* Data through September 1993

(data are available back until 1967). So far in 1993, the proportion is slightly higher; on average, nearly eight of every ten unemployed job losers — 77 percent — did not expect to return to their old jobs. (See Figure 1.)

- These high levels reflect an anomaly of the recent recession. Nearly all of the net increase in job losers was among those who were not on recall. About 86 percent of the net increase in job losers in the recent contraction⁴ reflected workers who lost their jobs permanently, compared to an average of 56 percent in the four previous recessions.

⁵ The amount of permanent layoffs can also be assessed relative to the entire labor force and to all those who are unemployed. Here, too, the proportion has risen to exceptionally high levels.

- In 1992, the share of the unemployed consisting of job losers not on recall averaged 43.1 percent, the highest annual figure on record.
- Job losers not on recall constituted 3.2 percent of the 1992 labor force, the highest level on record with the exception of the deep recession period of the early 1980s.

Long-term Unemployment

Another way to assess the difficulty of labor market transitions is to examine the duration of unemployment spells. If workers were losing their jobs but finding new jobs very quickly, there would be less reason to be concerned about job loss. Unfortunately, however, it has become more common for unemployment spells to last a long time.

Both during recent recovery and recessionary periods, the number of long-term unemployed — workers unemployed for 27 weeks or longer — has been exceptionally high.⁵ In 1992, the number of long-term unemployed as a share of total unemployment averaged nearly 21 percent. This was the second highest annual proportion of the unemployed who were out of work for 27 weeks or more since the end of World War II. The proportion was lower than it was in 1983, a year which came on the heels of the most severe post-war recession. The proportion was higher

⁴ The National Bureau of Economic Research has determined that the recent recession began in July 1990 and ended in March 1991. However, the July 1990 to June 1992 period is used for the comparison with earlier recessions because the number of job losers did not peak until June 1992, well past the official endpoint of the recession. In prior recessions, the peak in the number of job losers was more coincident with the official endpoints.

⁵ The long-term unemployment measure includes workers who have become unemployed for any reason, such as job leavers or new labor market entrants, not just job losers.

than it was during the severe recession of the mid-1970s.

A decade-by-decade comparison also indicates that the proportion of unemployed who are out of work for sustained periods is on the rise. (See Table 1.) To some degree this reflects generally weaker labor markets — and rising unemployment rates — but long-term unemployment has risen at an even faster pace than overall unemployment. For example, the average unemployment rate for the 1990s is only slightly higher than the average rate in the 1970s, but the proportion of unemployment consisting of the long-term unemployed has jumped by nearly half.

So far in 1993, the number of long-term unemployed has averaged 1.8 million people. One in five of the unemployed (20.1 percent) has fallen into this category.

An examination of the receipt of unemployment insurance benefits further illustrates the difficulty that unemployed workers have recently had in finding new jobs. The proportion of unemployment insurance recipients who exhausted their initial state benefits (generally a maximum of 26 weeks) peaked at 40 percent in late 1992. This was only slightly lower than the peak rate of exhaustion during the recession of the early 1980s (40.8 percent) and was somewhat higher than the peak rate of exhaustion during the downturn of the mid-1970s (38.3 percent).

1993 and Beyond

As the economy improves, job loss has begun to diminish and labor market transitions have become easier. Most of the measures of dislocation are receding from their peak 1992 levels. For example, both the number of long-term unemployed and the rate of unemployment insurance exhaustion have fallen this year.⁶

Nevertheless, structural unemployment will remain sizable in the years to come, even if the pace of the

recovery picks up. This is true for several reasons:

- The driving forces behind rapidly changing labor markets — international competition and technological change — remain strong. If anything, these forces are likely to become more powerful in the years ahead.
- The dislocated workers' problem is diminishing only gradually from historically high levels. It will take several years or more of economic growth for the problem to return to a level close to that attained before the recession began.
- Even if the dislocated workers problem returned to its pre-recession level, it would still be serious. For example, during the recovery years from 1984 to 1989, the CBO data indicate that an average of 1.8 million full-time workers were displaced each year. Substantial job loss occurs even when the overall economy is growing.
- In 1989, measures of structural unemployment were higher than they were in 1979 (both were the final years of recovery periods).⁷ This provides additional evidence that, adjusted for variations in the business cycle, job loss has been increasing.

The problem of job loss and difficult labor market transitions is not transitory; the trend will likely continue for the foreseeable future. (See the text box on the next page for a discussion of the degree to which changing government policies influence this problem.)

3 The Costs of Labor Market Transitions

The most obvious costs of involuntary labor market transitions are to workers themselves. The CBO study cited earlier attempted to quantify some of the employment and earnings effects of economic dislocation. Based on surveys of displaced workers one to three years after they had lost their full-time jobs, CBO found that the negative employment and earnings effects were very significant.

6 Trends involving job losers who do not expect to be recalled are mixed. While the overall number of individuals falling into this category tends to decline during recovery periods, the proportion of job losers consisting of those who do not expect to be recalled often rises during recovery periods. This reflects the fact that during recessions many firms lay off workers with the expectation that they will be recalled. During recoveries, fewer such traditional layoffs occur.

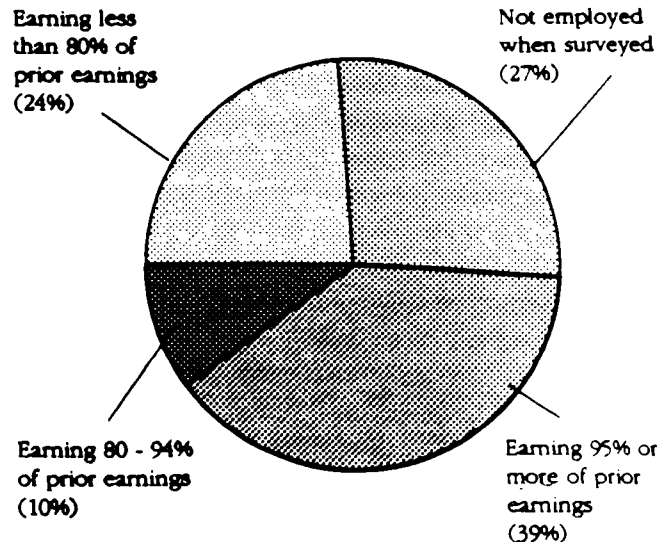
7 For example, in 1989, an average of 2.1 million unemployed people were job losers who were not on layoff, constituting 72 percent of all job losers. In 1979, on average, there were 1.8 million permanent job losers, constituting 68 percent of all job losers.

- Many had great difficulty finding new jobs. When surveyed, 27 percent of the displaced workers were not employed. Displaced workers who were reemployed when surveyed had nevertheless experienced joblessness for an average of nearly 20 weeks.
- Even those who found new jobs often experienced substantial income losses. In addition, about one in five displaced workers who had health insurance coverage in their previous job did not have group coverage in their new job.
- Altogether, one to three years after they were displaced, more than half of the workers were not employed or were employed in jobs paying less than 80 percent of their former wages. (See Figure 2.)
- Not surprisingly, the displaced workers who incur the largest earnings losses and longest unemployment spells tend to have the fewest years of formal education, be the oldest, and be the most senior in tenure with their previous employer.
- Many displaced workers come from declining industries and occupations — almost half from goods-producing industries — with little prospect of reemployment in a similar job at a similar wage. These displaced workers often lack the different set of skills necessary to attain high-wage jobs in expanding sectors and occupations.

It is also illustrative to examine earnings among displaced workers compared to earnings among workers who have not been displaced. According to a recent study, even displaced workers who subsequently found full-time employment suffered an average earnings decline of about 12 percentage points relative to full-time workers who were not displaced. Since many displaced workers who were employed full-time do not find full-time jobs, the overall relative earnings effect is even more substantial.⁸

A study of displaced workers in Pennsylvania confirms the expectation that those who had held their previous jobs for long periods experienced particularly substantial losses in earnings. This study focused on Pennsylvania workers with six or more years of tenure

Figure 2
Earnings of Displaced Workers One to Three Years After Being Displaced



Source: CBO tabulations of CPS data

on the job who were displaced in the early to mid-1980s. The earnings losses suffered by these workers were enduring. Five years after they were displaced, workers on average had earnings that were still 25 percent below their pre-displacement levels.⁹

The costs of worker displacement to the government are also substantial, with the main costs borne by the unemployment insurance system. The vast majority of the recipients of unemployment insurance benefits are job losers, most of whom are not on temporary layoff. A substantial fraction of unemployment benefits therefore goes to permanent job losers.

Protection under certain features of the unemployment insurance system diminished during the 1980s. Gary Burtless of the Brookings Institution has estimated that the proportion of the unemployed receiving regular benefits is about one-fifth lower than it was from the 1967-1979 period.¹⁰ In addition, changes in federal law made it much more difficult for states to qualify for the extended benefits program, which is supposed to benefit the long-term unemployed in states with

8 Henry S. Farber, *op. cit.*, 1993.

9 Louis S. Jacobson, Robert J. LaLonde, and Daniel G. Sullivan, "Earnings Losses of Displaced Workers," mimeograph, revised November 1992.

10 Gary Burtless, Testimony before the Joint Economic Committee, January 4, 1991.

especially high unemployment. Overall, UI expenditures per job loser have fallen substantially."¹¹

A temporary feature of the unemployment insurance system, the Emergency Unemployment Compensation program, was established in November 1991. In periods of high national unemployment, the federal government has traditionally adopted temporary programs of additional unemployment benefits for long-term unemployed workers who have exhausted their initial state benefits. The need for such a program has been particularly acute during the past few years because of the failure of the permanent extended benefits program to provide much targeted assistance. (The EUC program was recently extended through early February.)

Despite the decline in the receipt of state benefits, the overall costs of the UI program remain considerable:¹²

- Over the past five years, an average of \$22 billion has been paid out each year in state UI benefits, after adjusting for inflation. Regular UI benefits are funded through taxes on employers.
- State administrative costs total an additional \$2 billion a year.
- By early October, the federal government had distributed an estimated \$25 billion in EUC benefits. Approximately eight million workers had been assisted under the EUC program. (Many of these are displaced workers.)
- Altogether, over the past five years, the cost of the UI system has averaged \$30 billion a year, after adjusting for inflation.

Some job losers are aided by other government programs as well. The likelihood that they receive these other benefits increases substantially if they have exhausted their UI benefits.

11 Comparing equivalent years in the economic cycle and adjusting for inflation, total UI outlays per job loser were 37 percent lower in fiscal year 1992 than in fiscal year 1976. Outlays per job loser were 28 percent lower in fiscal year 1989 than in fiscal year 1979.

12 Ironically, the sharp reduction in extended benefits may have served to increase the overall cost of UI benefits. The failure of the EB program to trigger on in states with high unemployment levels has helped lead to the costly approach of providing additional benefits in all states under the EUC program.

13 Walter Conson and Mark Dynarski, *A Study of Unemployment Insurance Recipients and Exhaustors: Findings From a National Survey*, a Mathematica study for the U.S. Department of Labor, September 1990.

The Costs of Involuntary Labor Market Transitions

The costs of labor market transitions are felt by workers and their families, by the government, and by the overall economy. The costs include:

1. Losses to Workers

- Long unemployment spells
- Lower earnings in their new jobs
- Reductions in employee benefits including health care

2. Costs to the Government

- Increased UI payments
- Increased food stamps or other government benefits
- Reduced tax revenues

3. Decreased Economic Output Because Workers are Idle or Underemployed

- At the end of the 1980s, seven percent of workers who had exhausted their UI benefits received AFDC, Supplemental Security Income, or other welfare benefits. When these workers who ultimately exhausted their UI benefits first began to receive UI benefits, 4.3 percent received welfare benefits.¹³
- Participation in the food stamp program was somewhat higher. Some 10.4 percent of workers who had exhausted their UI benefits received food stamps; when they began receiving UI benefits, that figured dropped to 7.5 percent.

In addition to the assistance that the government extends to dislocated workers, the costs to government of worker displacement include lost tax revenue. During their spells of unemployment, or if they are reemployed at lower earnings levels, workers have lower incomes and contribute less in taxes. Although

quantitative estimates of the loss in tax revenues are unavailable, the large number of workers involved and the extended duration of their unemployment spells suggest the effect is significant. This is particularly so for localities with large concentrations of job losers.

The lost economic output that occurs when workers are idle also should be considered when tallying the costs of dislocation. Moreover, when displaced workers find new jobs, they are often underemployed, in part because current policies do not effectively match the skills of job hunters with available positions. Precise estimates of the loss in economic output are again unavailable, but the magnitude is likely to be sizable.

4 A Reemployment Approach

While economic dislocation entails enormous costs, the response should not be to stand in the way of the forces of economic change. Structural adjustments are ultimately beneficial to the economy. These adjustments are part of employer efforts to remain competitive — allowing for the efficient reallocation of resources — and are necessary for economic growth.

The appropriate response to the rising problem of difficult labor market transitions should, instead, reflect two principles. The first is that the burden of structural adjustments should be shared. Many displaced workers and their families need some assistance to help them through tough times. In addition, without a collective commitment to share the risks and buffer the shocks of change, those workers most threatened by change will struggle to block it, thereby impeding necessary economic transformations.

The second principle is that government should intensify its efforts to facilitate reemployment into decent jobs. In contrast to the significant resources now devoted to unemployment insurance and other income supports, the federal government devotes relatively few resources to helping displaced workers find new jobs. Increasing reemployment efforts can be dollars well-invested. If these efforts help some workers find jobs more quickly, fewer funds will need

to be spent on income support. More and better information can also improve the operations of the labor market as workers are better matched with available jobs. A reemployment system can also improve the skills of workers, which can in turn boost economic output.

Currently, income support from the unemployment insurance system helps share the costs of economic change. For workers who are on temporary layoff, or who are likely to find jobs quickly, such support is often sufficient. But for the many workers who need help with their employment transition, income support alone is inadequate. Some workers are currently assisted under a hodgepodge of categorical dislocated programs. Each dislocated workers program, however, has a distinct set of eligibility criteria and offers a unique set of services and benefits. Funding is quite limited. As a whole, the dislocated workers system is fragmented and inefficient, and serves only a minority of workers in need. Another problem with the current system is that it serves dislocated workers late in their unemployment spell.

The Administration will soon propose a comprehensive workforce security package. It will replace today's fragmented approach with a unified system that serves all dislocated workers, regardless of the cause of the dislocation. The system will be designed to provide dislocated workers with access to the full array of employment and training options. This information will be available to all at new "one-stop" career centers. The comprehensive proposal will build on the worker "profiling" and job search assistance features that were part of the Emergency Unemployment Compensation legislation that was signed into law in November 1993.

The comprehensive proposal will strongly emphasize reemployment. For example, it will likely include changes to the unemployment insurance system that expedite returns to work. Reemployment bonuses to unemployment insurance recipients who find jobs quickly or measures to promote self-employment as a reemployment option are examples of such steps. This revised approach to unemployment insurance is appropriate given the changing composition of UI recipients. Those benefiting from the UI program are increasingly unlikely to be workers who need

temporary income assistance while they are waiting to be called back to their jobs. As shown earlier, more than three in four job losers now consist of workers who don't expect their jobs to return. Many of these workers would benefit from assistance that helps them find new jobs.

For those unemployed workers who may require additional training, the proposal will emphasize long-term instead of short-term programs. Short-term training has been shown to have negligible effects on employment and earnings prospects. Sustained training seems appropriate for dislocated workers who may be shifting occupations, given the greater importance of skill levels in today's economy. The larger up-front costs of long-term training may be offset by higher productivity, more sustained employment, and greater earnings down the road.

A cost-benefit assessment of each component of the workforce program lies beyond the scope of this paper, but existing evidence suggests that a reemployment approach emphasizing enhanced job search assistance and long-term training will prove to be a wise investment.

- A review of six recent experimental programs that added job search components to the unemployment insurance program found positive results. It concluded that "nearly all of the combinations [of job search services and requirements] reduce UI receipts and have benefits that exceed costs."¹⁴

This review observed that these results were consistent with the large number of previous studies finding that job search assistance for disadvantaged people increased earnings and was cost-effective.

- The growing returns to education has been a marked trend in recent years. But this doesn't mean that four years of college education are required for displaced workers. A recent study found that the estimated increase in earnings associated with two-year community colleges was five to six percent for each year of attendance. This was similar to the annual earnings gain associated with four-year colleges.¹⁵

In addition, new evidence suggests individuals gain from education beyond a high school degree even if

such education is obtained after the age of 30,¹⁶ suggesting that long-term training of prime working-age adults may prove beneficial.

Recent economic developments have led to a growing problem of job loss accompanied by a difficult transition to a new job. The subsequent costs to workers, the economy, and government are considerable. To date, federal policies have responded to this new dynamic in a piecemeal, limited fashion. A new and comprehensive approach — emphasizing reemployment into decent jobs — holds promise as a more suitable response. It would provide needed assistance to workers bearing the burden of economic change and, in the long run, is likely to be a sound investment for society as well.

14 Bruce D. Meyer, *Policy Lessons from the U.S. Unemployment Insurance Experiments*, NBER Working Paper No. 4197, October 1992.

15 Thomas J. Kane and Cecilia Elena Rouse, "Labor Market Returns to Two- and Four-year Colleges: Is a Credit a Credit and Do Degrees Matter?" NBER Working Paper No. 4268, January 1993. Kane and Rouse also found that the "credentialing effect" was small; that is, among individuals who had completed similar numbers of courses, the difference in the earnings of individuals with degrees and those without was small or negligible.

16 Unpublished data from W. Norton Grubb. Grubb's findings suggest that the returns from education are lower for males over age 30 than for younger males, but are higher for females over age 30 than for younger females. For all groups, however, the returns to education appear to be positive.

The Effects of Government Policies on Worker Dislocation

Key policy initiatives, including the reduction in defense expenditures, NAFTA and other trade agreements, health care reform, and environmental policies, have also highlighted the issue of worker dislocation. Indeed, since the effects of shifts in policies are concentrated on particular industries and often on particular regions, and since they are now occurring in the context of signs that the labor market is not adjusting smoothly to changes in demand, the readjustment problems faced by workers displaced by shifting government policies have often become the focus of concerns over job loss.

While the consequences of shifts in government policies on employment opportunities are important, it is also important that these consequences not be misstated, thereby impeding the passage of necessary policy reforms. All the policies alluded to above are essential to the economy's long-run vitality, and will lead to job gains as well as job losses. Moreover, job shifts resulting from changing government policies are not unique to today's economy; government policies have always influenced specific industries and occupations.

It further bears remembering that today, as in the past, developments in the private sector are the primary source of job losses and job gains. But since private sector job gains and losses reflect the accumulation of small changes throughout the economy, rather than a large change in a particular industry that may result from shifting government policies, job shifts caused by private sector developments often receive less attention.

Regardless of whether the source of job loss is a private or public sector development, the affected worker often faces a difficult transition. The policy response to job loss should not be crafted narrowly to respond to public sector developments; instead, it should be crafted comprehensively to respond to private sector developments as well, where most job loss occurs.

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BIG MONEY

Robert Reich and the Job Revolution

The Brave, New, Scary World of Job Skills You Don't Have

By James K. Glassman
Special to The Washington Post

Labor Secretary Robert Reich is struggling these days with an unsettling problem: The American work force is changing, and many workers are unhappy about it. Their anger surfaced in opposition to the North American Free Trade Agreement, the Perot movement and even the defeat last year of President Bush.

Assuaging this anger is a problem for the Clinton administration—specifically for Reich, who works long hours in a gigantic office under a portrait of Frances Perkins, who, he marvels to a visitor, “had this job for 16 years!”

Reich's message is that change will be good for workers—as long as they have skills to sell. For those that don't, he proposes urgent help.

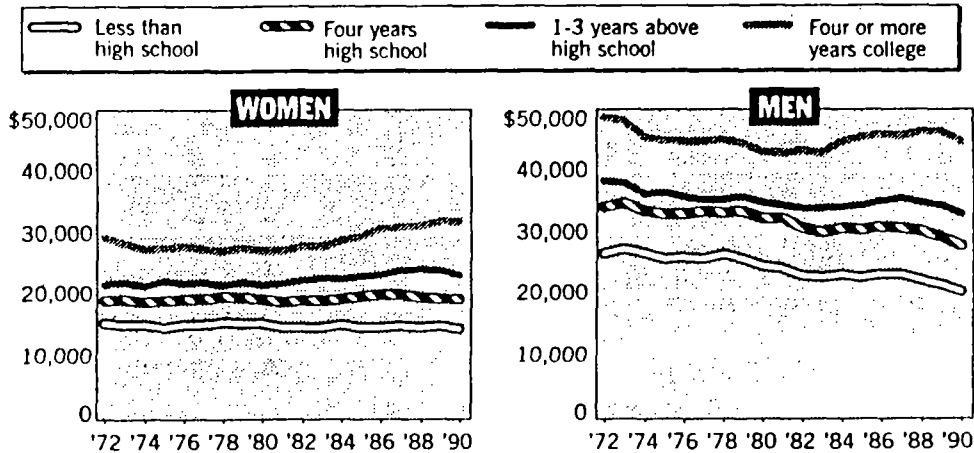
In early February, Reich will send the Workforce Security Act to Congress. He says flatly that the current federal system for workers is “not designed to help people find first, new, or better jobs.”

Instead, it offers a safety net (mainly unemployment insurance) to tide folks over until they get their old jobs back as the business cycle turns up.

But those old jobs aren't coming back.

PAY GAPS

MEDIAN INCOME FOR WORKERS 25 YEARS AND OLDER, BY EDUCATION LEVEL, IN 1991 DOLLARS



SOURCE: Census Bureau

THE WASHINGTON POST

Pressured by global and domestic competition and by their own stockholders, U.S. companies are learning how to become more productive.

In just eight years, for example, the steel industry figured out how to produce 45 percent more steel using 30 percent fewer workers.

Or consider Xerox Corp., which announced Wednesday it was cutting 10,000 jobs—even though it's making a half-billion-dollar profit this year. Xerox is simply taking advantage of new technology and organization to reduce its costs and increase its productivity.

Overall, such steps benefit the economy

See BIG MONEY, F2, Col. 1

Revolution in the Workplace Is Both Scary and Liberating

BIG MONEY, From F1

(since profits become investment capital), but they can leave individual workers out in the cold.

The challenge for Reich is how to get those dislocated workers back into the labor force quickly. His bill isn't grandiose, but, then, it probably shouldn't be.

The main role of the government will be to provide information—to set up a giant data bank to match employers with potential employees, to help displaced workers get training at places such as community colleges and to offer job counseling.

In this brave new post-NAFTA world, Reich said, "there's a secular shift in favor of skilled, not unskilled, workers."

What he has to teach Americans is that the shift—at least for this country—is good, not bad.

In a global economy, the fight for unskilled, or low-skilled, production jobs—jobs like sewing pockets on shirts, say—is vicious. Countries with low living standards will win.

But when it comes to skilled jobs, U.S. workers have an advantage—not just brains but an ingrained spirit of individualism, the idea that we can all be little economic engines of our own, not just cogs in a corporate machine.

"Sure change entails upheaval and dislocation," writes Myron Magnet in his new book, "The Dream and the Nightmare," "but the flexibility of Americans, their readiness to reinvent themselves and remake their circumstances, is a key element both of the American national character and of American economic success."

We don't always have the *right* skills, but we can get them. Experts say this country has the best post-secondary education system in the world, and not just for the top tier.

Booming Thomas Nelson Community College in Hampton, Va., for example, is developing top automotive technicians with help from Ford Motor Co. and aerospace engineering technicians with help from the National Aeronautics and Space Administration.

Students there understand that a high school diploma "doesn't get you a job as a car mechanic anymore," said Robert Templin, the college's president.

Reich makes this point with a graph that shows the big difference in earnings between high school graduates and workers with just one to three years of extra training of any sort.

For men, in the most recent year, that difference was more than \$5,263 in annual pay, or 19 percent; for women, 21 percent.

A study by the Bureau of Labor Statistics last month identified the skilled jobs that will grow quickly and pay well from now to the year 2005.

They don't involve brain surgery or splitting the atom, but they do stress individual problem-solving, and they're generally more rewarding personally than production-line work, which, Reich believes, has been romanticized.

Fastest-growing new jobs? In 1992, there were 1.8 million registered nurses in the United States,

As long as Americans understand they're not helpless victims, they can improve their skills.

making an average of \$34,476 a year; by 2005, the Labor Department estimates there will be 2.6 million, an increase of 44 percent.

Other hot jobs that don't require college degrees: data-processing machine repairers, up 46 percent in the next 13 years; food service and lodging managers, up 44 percent; offset press operators, up 37 percent; radiology technicians, up 63 percent; paralegals, up 85 percent; and musicians (!), up 25 percent to 295,000 jobs.

As long as Americans understand they're not helpless victims, they can improve their skills. Self-interest should do the trick.

As Gary Burtless, a Brookings Institution economist, said, "The government already offers a variety of inducements—like student loans and low community college tuition—for individual workers to invest in their own general training."

But Burtless and others believe much pain can be avoided if the government forces companies to spend more on training their own workers—through a plan similar to one President Clinton pushed during the campaign, then abandoned. (After all, it looked like a tax!)

On the whole, Americans seem to be adapting well to this new economic world—certainly better than Europeans.

It's scary, but it can also be liberating.



Troubled waters. Paul Farrow launched a kayak business while on unemployment.

Paddling against the jobless tide

Clinton wants unemployment insurance to help those who are permanently out of work

For months, Bill Clinton has insisted that global competition can benefit American workers—if accompanied by government programs that cushion job losses. And last week, in his NAFTA victory speech, the president had scarcely begun celebrating before he began pushing for a national “re-employment” system that would address widespread anxiety over job security.

The administration’s Workforce Security Act, which Labor Secretary Robert Reich plans to send to Congress in January, would overhaul the nation’s unemployment insurance system, a \$26 billion program that has served as a national safety net for jobless Americans since the Great Depression. Why an overhaul? Unemployment insurance was designed in the 1930s, when a significant share of laid-off workers could expect to be called back to their old jobs. But today, as company after company downsizes permanently, a record three fourths of laid-off workers have lost their jobs for good. In the past four years alone, some 1.7 mil-

lion U.S. manufacturing jobs have disappeared, most of them forever. Says Reich: “We need a re-employment system, not an unemployment system.”

Creative spending. The administration’s proposal speaks to a nagging criticism of unemployment insurance: that it prolongs joblessness by subsidizing the idle. Reich would encourage states to redeploy benefit checks in creative ways: as cash rewards for workers who find jobs quickly, as stipends to start small businesses and as training subsidies for those who want to retool their skills.

In addition, Reich would streamline the nation’s network of 1,700 unemployment insurance offices. That network is now so fragmented that in many states, a jobless worker goes to one office to apply for benefits, another to scan job openings and perhaps a third to apply for retraining funds. A 1989 Labor Department study found that one third of the people who applied for unemployment benefits never got as far as the Employment Service, where new jobs are listed, and fewer

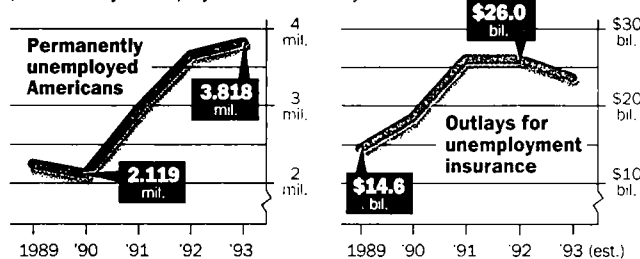
than 1 in 10 got any job-search training. Reich would replace this system with "one-stop career centers" that would distribute unemployment checks, match job seekers with job openings and identify workers whose skills are obsolete.

The administration had hoped to send a bill to Congress last month, but it ran into a political buzz saw. Skeptics still smarting from last summer's budget battle balked at the \$3 billion price tag for retraining; Congress has been unable to pass even a \$1.1 billion extension of emergency benefits for the long-term unemployed. Labor said Reich wasn't setting aside enough money and feared he would cut off benefits to needy workers. And even Clinton's allies warned that the bill would become a casualty of the NAFTA battle. Reich relented, offering a stopgap, \$90 million retraining program for workers dislocated by NAFTA, but promises to return with comprehensive reform in January.

The Workforce Security Act will still face hurdles on Capitol Hill, especially over funding, but key components of Reich's plan have already been successfully field-tested in local pilot projects from New Jersey to Washington State. When jobless workers apply for unemployment benefits in New Jersey, for example, they are asked a few simple questions to determine if they will ever be

Tattered safety net

Originally designed to help with short-term joblessness, the unemployment insurance system is struggling to cope with legions of permanently unemployed workers today.



Note: The permanently unemployed are job losers who do not expect to be recalled to work. Unemployment insurance outlays include federal and state payments for regular unemployment insurance and for emergency extended benefits.
USN&WR—Basic data: U.S. Dept. of Labor

called back to their old jobs. Workers identified as permanently "dislocated" are enrolled within five weeks in career workshops and job-hunting classes. A 1989 study of this "early intervention" strategy found that workers who got rapid help found jobs one week sooner—after about 17 weeks—than their counterparts in a control group. That allowed the state to save \$81 to \$170 per person in reduced benefits. Now New Jersey is expanding the program to include training subsidies for dislocated workers and is installing computerized career-guidance kiosks in shopping malls.

To change the system's financial incentives, Reich would also let states pay cash bonuses to workers who find jobs quickly, a tactic that has been tested in New Jersey and Illinois. Illinois, for instance, offered bonuses of \$500 to work-

ers who found jobs by their 11th week on unemployment and stayed employed for at least four months. Workers in the experiment found jobs an average of 1.15 weeks sooner than their counterparts in a control group—without settling for lower wages. For every \$1 paid in bonuses, Illinois saved \$2.30 in lower benefit payments.

Building a business. A common complaint about traditional unemployment benefits is that recipients don't qualify unless they are searching for work, a process that often prevents them

from going back to school or starting their own businesses. Reich would expand on experiments in Massachusetts and Washington State, which waived the requirement and let recipients use their benefits as a crutch while starting a business. In Massachusetts, an applicant could collect a "self-employment stipend" for 24 weeks while drafting a business plan and attending workshops on marketing, finance and other small-business skills. Only about 5 percent of eligible applicants tried the program, but among those who started companies, 80 percent were still in business one year later and 35 percent had actually put others to work. Moreover, they saved the state \$1,400 per person because they got off unemployment so quickly.

Field testing hasn't answered all the questions about Reich's proposal. How

many workers, for instance, really have the gumption to start a successful business? Is the economy creating enough good jobs for workers who upgrade their skills? Can counselors at one-stop career centers truly identify the workers who deserve costly retraining subsidies? But economic reality suggests that pressing for answers to these questions is better than subsidizing workers who simply wait for a phone call that probably will never come. Says Paul Farrow, who started a successful kayak-making business while collecting unemployment in Massachusetts: "The old system drags you back into an ever shrinking job pool. This system might expand the pool." ■



Wired. New Jersey is installing computerized career-guidance kiosks in shopping malls.

BY DAVID HAGE

A NATIONAL WORKFORCE STRATEGY:

THE CLINTON ADMINISTRATION'S PROPOSAL FOR WORKER SECURITY

THE CHALLENGE

"We're at a time of change that I am convinced is as dramatic as the dawning of the Industrial Age. We can no longer tell our sons and daughters — we know this now — that they will enter a job at the age of 18 or 21, enjoy secure paychecks and health benefits and retirement benefits for the rest of their working lives, and retire from the same job with the same company at the age of 65 or 62."

"So, what are we to do? It seems to me that we clearly have to make some changes in the way we look at the world and the way we approach the world. And in order to make those changes, we have to ask ourselves, what do we have to do to make the American people secure enough to make the changes?"

"It is clear that what we need is not an unemployment system, but a reemployment system in recognition of the way the world works today."

— President Bill Clinton

October 4, 1993

"For the three-quarters of our young people who do not get four-year college degrees, we must merge the world of learning and the world of work to offer young people classroom training and on-the-job training. And for those who lose their jobs, the unemployment system is no longer good enough. We must create a continuous reemployment system so that people are always learning — even into their 50s and 60s and 70s, as long as they are willing to be productive citizens and keep going and growing."

— President Bill Clinton

October 12, 1993

In recent years, rapidly-evolving technologies, defense down-sizing, corporate restructuring, and intensifying global competition, have expanded the scale of job loss, job change, and job uncertainty. In today's changing economy, the typical 18 year-old will change work many times in a life-time, even if he or she stays with the same company. As a result, the work lives for increasing numbers of Americans are in transition.

Unfortunately, the current government programs and structures in place to address job transitions and

unemployment are not designed to help people find first, new, or better jobs. The current system was designed to meet the needs of an era when people could easily get to or move from one higher-skill, higher-wage job to another. Or, if they were laid-off, the system could provide a safety net until they got their old jobs back.

Today, many Americans face the challenge of longer unemployment spells, unemployment, or are in search of a first job. In order for the United States to continue to grow stronger economically, we must make the transition to higher-value-added products, higher-skill work and higher-wage work. In fact, several such jobs are projected to grow in number, according to the Bureau of Labor Statistics. A constantly changing economic picture demands great flexibility — the capacity to adapt quickly and continuously, the willingness to change jobs and gain new skills. In order to make this transition we need to invest in our workers and prepare our students so that they might prosper in the new world economy.

The challenge is to fundamentally change the way government helps people who are unemployed move quickly back to economic security by offering them the choice to choose the services they want and need, and a system that is accountable for results.

THE PROBLEMS AMERICAN WORKERS FACE

The Unemployed Confronted with Job Transition

- ❑ More than two million Americans are permanently laid-off each year. In recent years, contraction of the defense industry, rapidly evolving technologies, and intensifying global competition have altered the nature and scale of job loss in the U.S. economy.

The Unemployed and the Changing Labor Market

- ❑ More than three out of every four workers who were identified as job losers last year were permanently, rather than temporarily, laid-off — the highest rate of permanent job loss on record.

- ❑ The length of unemployment spells continues to grow. In the 1970s, an average of 11.7 percent of the unemployed were out of work for six months or longer.

In the 1980s, the figure was 15.5 percent. Thus far in the 1990s, the figure is 16.4 percent. Last year, 21 percent of the unemployed hadn't worked for six months or more — the second highest annual level since the end of World War II.

- ❑ Between 1984 and 1989, an average of 1.8 million full-time workers were displaced each year. In 1990, the number reached 2.2 million. A 1990 Congressional Budget Office estimate cites that 23 percent of displaced workers were unemployed longer than one year.

The Costs of Job Change Continue to Increase

- ❑ Regular Unemployment Insurance (UI) benefits, which are financed by taxes on employers, have averaged \$22 billion a year (adjusting for inflation) over the past five years. Administrative costs were an additional \$2 billion dollars per year.
- ❑ Since November 1991, the federal government has distributed approximately \$27 billion in temporary Emergency Unemployment Compensation (EUC) to long-term unemployed workers who have exhausted their regular benefits.
- ❑ Both tax revenues and economic output decline when workers are idle.

THE SOLUTION: ECONOMIC SECURITY

The Clinton Administration's proposal would begin to create a comprehensive system for facilitating worker security. We urgently need to move from a system of unemployment to re-employment, and we need a system that helps all workers who lose their jobs prepare for and find new, well-paying jobs. Department of Labor initiatives are:

Workforce Security Act, which includes:

Comprehensive Worker Adjustment: This program will ensure that permanently laid-off workers receive the training and support they need for re-employment.

One-Stop Career Centers: These centers will provide all workers and employers quick and easy access to a wide array of enhanced career development and labor market information services.

A School-to-Work Transition System: This initiative will build on the successes of public-private partnerships to develop a national system through which every student would have the opportunity to participate in a program that combines classroom teaching with real-world work experience. When students graduate they will have certification in a marketable skill that will help them get a good first job on a high-wage, higher-skill career track.

Voluntary National Skills Standards: Businesses will work with educators, human resource professionals, labor and community leaders to identify the higher-wage skills and the training needed to master them. In this way, workers can know what to train for and, after completing their training, will have a credential to show their employers.

The key features of the **Workforce Security Act** will be:

- ❑ **A single comprehensive employment system:** The new system would provide for comprehensive services for all people whether they are unemployed, under-employed, or in search of a first job.
- ❑ **Re-employment services:** Services would be available to help people find new and better jobs quickly and would include early job counseling, job-search assistance, and information on where new jobs can be found.
- ❑ **Better information:** A nationwide information network would help workers make more informed career and job choices and assist in their selection of proper training.
- ❑ **Easier access to help:** A streamlined system accessed through One-Stop Career Centers would make it easier to provide universal assistance to all, and make it easier for people to access services.

COMPARING THE CURRENT SYSTEM TO OUR PROPOSAL FOR WORKER SECURITY

CURRENT SYSTEM

There are currently six categorical programs which may or may not serve select groups of people, based on confusing criteria.

Only 6% of workers who have exhausted their unemployment insurance (UI) benefits have attended job search assistance classes, and only 1.4% have received training.

Currently, the vast majority of unemployment insurance recipients, including those on permanent lay-off, do not receive reemployment services.

There is no nation-wide data system or quality information for workers to use in making their career, job, and training choices.

Only workers affected adversely by trade are eligible for intensive longterm training and career counseling.

Most people use up their UI benefits before they can complete a job training program. Few states provide income support for long-term training.

In most states, UI benefits can only be received while workers look for a new job.

Workers must go to several locations to get all of the basic services and must navigate a confusing maze of categorical programs to find a program that will serve them.

OUR PROPOSAL FOR WORKER SECURITY

Comprehensive Program: The proposal consolidates all services now available at the state and federal levels.

Universal access: Every permanently laid-off worker who wants and needs help, gets help, regardless of the reason why they lost their job.

"Profiling" Systems: Early identification of those unlikely to get their old jobs back, when individuals register for unemployment insurance benefits, will speed entry into reemployment and job-retraining services.

Quality Information: The new system will provide better labor market information about job openings and relevant training, quickly.

Long-term Training: Dislocated workers requiring and wanting more intensive or long-term assistance are eligible for education and training.

Income Support for Displaced Workers: Eligible workers continue to receive income support in order to enable them to complete a retraining program.

Unemployment Insurance Flexibility: UI will have some added flexibility to allow states more options in pay benefits. For example, workers can use UI benefits to help establish their own business, or to do part-time work while searching for full-time work. Also, some workers will receive bonuses for becoming reemployed before the termination of their unemployment insurance.

One-Stop Career Centers: The new system promotes locally-run One-Stop Career Centers to provide workers with job assistance services, information and access to training in one location, and that will speed the hiring process for firms seeking high quality workers.

WEDNESDAY, DECEMBER 29, 1993

The Washington Post

AN INDEPENDENT NEWSPAPER

A 'Reemployment' Program

THE GOVERNMENT'S traditional response to the problem of unemployment has been to pump up the economy, help provide some benefits and wait for workers to find reemployment mostly on their own. The Clinton administration thinks that in the present world economy that's not enough. The president's people worry that more and more U.S. workers are being permanently laid off, meaning that their old jobs are lost for good to foreign competition or technological or policy change, and they have to seek entirely new ones. Partly because of these structural trends and partly for other reasons, Labor Department officials also observe that more and more workers are remaining unemployed for more than six months. The nature of the problem has changed, they say, and the government's response must change as well.

The president is expected to send up a "reemployment" or "work force security" bill next year. Most of the likely recommendations make good sense. They do so almost independently of the elaborate rationale the administration has constructed for them—the view that unemployment now is somehow different from in the past, which not everyone fully accepts. Some of the sensible steps have been proposed before. The government now runs six mostly small retraining programs for workers who lose their jobs to one or another structural cause. There is trade adjustment assistance, defense conversion assistance, assistance to eastern coal miners who lose their jobs to the Clean Air Act etc. The administration would consolidate these legislative and historical artifacts into a single retraining program for all permanently laid-off workers who

qualified. It would try to improve the quality of assistance to the unemployed by creating a nationwide information network and a system of one-stop offices across the country in which an applicant could receive all the forms of available aid.

It would aim to identify earlier than tends to happen now those workers unlikely to get their old jobs back and speed their move to other employment. The faster return to work would mean, among other things, a cut in benefit costs. The government might share the savings with workers who returned to work before their insurance expired; it might share costs with people who accepted temporary part-time work as well. The bill will likely seek to improve the broken existing system for paying benefits to those in higher-unemployment states who exhaust their basic 26 weeks of insurance. Insofar as funds are available, it will also seek to expand the current training programs to help the structurally unemployed go back to school.

It's hard to quarrel with much of that on the strength of what is known thus far and assuming, as we do, that the budget rules won't be broken. The goal of helping U.S. workers adapt—switch rather than fight—in the face of changing economic circumstances that they can't hope to resist is a legitimate function of government. There has always been a lot of "permanent job loss" in the large U.S. economy. It's been accompanied and offset by growth. The administration contends the adjustment process is tougher now than in the past; that may or may not be true. The government still should do all it usefully can to ease the process. That seems to be what the president is proposing here.

THE CLINTON ADMINISTRATION AND THE JOBS AGENDA

Introduction

In its first year, the Clinton Administration has devoted considerable resources to promote workforce skill development at all levels: increasing opportunities for those entering the workforce to obtain the skills necessary to find a good job in today's changing economy; encouraging firms to improve productivity by investing in lifelong learning among current workers; and helping those workers who have been dislocated to move quickly to re-employment. In all these endeavors, there is an emphasis on ensuring an adequate supply of workers who have the skills and knowledge needed to compete for high quality jobs in the new economy.

In addition, it is crucial to pay attention to the demand side of the equation. Is the economy growing sufficiently to create these new jobs? What is the nature of the jobs, in terms of wages and skill levels required? In what industries and occupations are these jobs concentrated?

This paper begins to address these questions by highlighting briefly the Administration's economic policies that support a growing economy; looking at the industries and occupations projected to hold the most promise for the growth of high-wage, high skill jobs; and discussing various labor market information initiatives, including elements of the Workforce Security Act, that will better link workers with available jobs.

Policy Measures

On the demand side, it is critical to create an economic climate that can foster growth. The Administration's macroeconomic policies – designed to reduce the Federal budget deficit, stabilize financial markets, and keep interest and inflation rates low – have established the framework needed for sustained economic growth. To date, these policies have helped create nearly two million new jobs during the Administration's first year. Many of these jobs are good jobs paying a decent wage that can support a family, help workers develop specific skills, and offer opportunities for workers to move along career ladders. The number of persons employed as managers and professionals grew about twice the overall rate of employment growth.

The completion of current trade negotiations, both in North America (NAFTA) and in the world (GATT), has set the stage for sustained growth of the global economy and will stimulate growth of U.S. exports in various overseas markets, largely in high value-added products. Part of the increased global trade certain to result from the Administration's foreign trade successes will come as a result of selling goods and services to the burgeoning global middle class. With countries as diverse as India, China, Mexico, Argentina, Hungary, and Thailand moving away from restrictive trade barriers and centrally-planned economies, a new global middle class of about 400 million people is emerging. The number has the potential to swell to 800 million people early in the new century, presenting tremendous opportunities for a surge in American exports to these potential consumers.

American industry is poised to take advantage of these opportunities for strong export growth, having experienced a period of substantial restructuring over the last decade. The restructuring, in part, has accounted for reductions in labor costs, to the point that U.S. labor costs are now 30 percent below the weighted average foreign level, making American products more competitive in the global market.

on the basis of cost. The U.S. has regained its traditional position as the world's largest exporter and, since 1986, has increased its relative share of exports in manufactured goods among industrialized nations from 14 percent to 18 percent.

This is important because efforts to increase exports are directly related to increases in American jobs. Moreover, export industries tend to produce high-paying jobs – about one-fifth more than other American jobs. The Administration has, therefore, placed a high priority on promoting American exports, opening foreign markets, and removing foreign trade restrictions. These activities will be enhanced by the work of the Trade Promotion Coordinating Committee, designed to strengthen export promotion by streamlining the efforts of 19 different Federal agencies with export promotion roles.

Many of the new, good jobs created are likely to be related to the explosions of new technologies, particularly information technologies. The Administration's comprehensive technology policy will help the private sector deploy new technologies quickly and efficiently, with a focus on helping move technologies more quickly from the laboratory to the marketplace. In addition, it includes several efforts likely to stimulate growth and employment opportunities over the long term.

Examples of these technology efforts include:

- hastening the transition from defense to civilian industrial capabilities through the \$876 million Technology Reinvestment Project, an interagency R&D initiative designed to create new technology products, new companies, and new industries;
- expanding the comprehensive network of manufacturing extension centers from seven centers to 100 by 1997 – centers that will improve the competitiveness of small and mid-sized businesses by helping them adopt new technologies, production methods, and management practices;
- increasing funding by \$200 million for the Commerce Department's Advanced Technology Program, which spurs industry's development of high-risk, high-payoff commercial technologies;
- launching a dual use technology initiative that will remove barriers that separate defense and commercial work, enable DOD to maintain leading edge technologies while stimulating private sector technology development, and help defense contractors diversify and compete in private markets;
- setting an ambitious action agenda for development of the "information superhighway" including a National Information Infrastructure that clarifies private- and public-sector superhighway responsibilities while underscoring the fundamental requirements for universal citizen access and commercial sector benefits; and
- securing new Federal funding for science and technology initiatives.

Advanced technology alone will not guarantee American business success in the global marketplace. Rather, how technology is used – by companies that empower front-line workers, are more flexible, and more customer-oriented – will constitute a significant competitive advantage. The Administration, through the Labor Department's new Office of the American Workplace, is taking steps to encourage firms to become "high performance," including developing "best practices" clearinghouses, fostering partnerships with industry and labor organizations, establishing the benefits of innovative workplace practices to the bottom line, and assisting employers through the provision of workplace extension services.

In addition to the macroeconomic, trade and technology policies mentioned above, the Administration has pursued numerous related efforts to spur high quality job creation. To cite a few, these include securing \$1.9 billion in new funding for environmental infrastructure and conservation projects, allotting \$2.5 billion over the next five years to create ten empowerment zones and 95 enterprise communities, and awarding an additional \$2.1 billion for low-income and other housing projects. These efforts will help to create good jobs, enhance business' productivity, and increase the nation's competitive position.

At the same time, it is essential to ensure that American workers have the necessary skills to move into the high-wage jobs generated by advances in technology and a growing economy. The Administration is committed to providing the education and skills upgrading that American workers need to qualify for high-wage jobs.

To fulfill this commitment, the Departments of Education and Labor have undertaken a number of initiatives to build a new partnership between the world of education and job training and the world of work. These include the strengthening of primary and secondary education, the establishment of a National Service program, increased support for higher education, the establishment of a comprehensive school-to-work transition program, the creation of a system of voluntary, occupational skill standards, the creation of "one-stop shopping" for employment and training services, and the creation of a comprehensive program for ensuring that dislocated workers have competitive job skills.

The Job Outlook

The U.S. labor market has always been characterized by a large amount of constant internal change, that is, workers leaving their jobs because of better job opportunities, economic changes, or other reasons. Many job openings occur as a result of this "churning." Past studies in the manufacturing sector (based on plant-level employment changes) have estimated that about 10 percent of the jobs turn over each year. This amounts to nearly two million openings in the manufacturing sector alone, adding to a remarkable fluidity in job opportunities across industries and localities. Though the rate of change varies widely among industries, about 40 percent of manufacturing turnover takes place among higher wage industries – fabricated metals, transportation, electric machinery, and nonelectric machinery.

The Department of Labor's projections of job growth to the year 2005 portray a promising future for workers prepared to take the emerging jobs in our Nation's changing, dynamic economy. Many of those jobs are in occupations which have above-average earnings but do not require a college degree.

Over the period 1992-2005, the Bureau of Labor Statistics projects a 7.3 million net increase in good jobs for non-college degree workers – or nearly 600,000 new good jobs each year. The new growth projections are as follows:

Occupation	Net employment growth, 1992-2005
Construction related	851,000
Protective service	349,000
Sales	909,000
Health related	1,482,000
Mechanics and repairers	780,000
Technicians	334,000
Drivers	796,000
Craft occupations	323,000
Clerical	577,000
Other occupations	869,000

So the evidence is clear that – both in terms of the normal turnover and new net job creation – good jobs will be plentiful. The challenge is to develop a re-employment system that can move prospective employees into jobs in these growing industries and occupations. Such a system must inform potential employees about jobs' availability and the requirements for securing them. One essential component of this system is an information system that helps match workers with the right skills to employers in growing industries.

The Clinton Workforce Security Proposal

The Clinton Administration has put policies in place to foster economic growth, leading to the creation of new and better jobs. We have taken concrete steps to lower the budget deficit, reduce inflation, spur exports, and to facilitate the use of emerging technologies by our industries. In order to ensure that American workers have the skills to perform successfully in these emerging jobs, we are proposing legislation that explicitly links American workers to these jobs. This new program will provide personalized information and career counseling, re-employment services, training, and income support where necessary – resulting in a revitalized labor market exchange system. The Federal government is uniquely positioned to assure that all American men and women have access to the tools to enable them to share in the benefits of the economic recovery.

JOB^S OUTLOOK

The Outlook

The U.S. Department of Labor projects a promising future for workers prepared to take the emerging jobs in our Nation's changing, dynamic economy. Many of those jobs are in occupations which have above average earnings but do not require a college degree.

Over the period, 1992 - 2005, the Department's Bureau of Labor Statistics projects a 7.3 million net increase in good jobs for those who don't have 4 year college degrees. That is 600,000 new jobs per year.

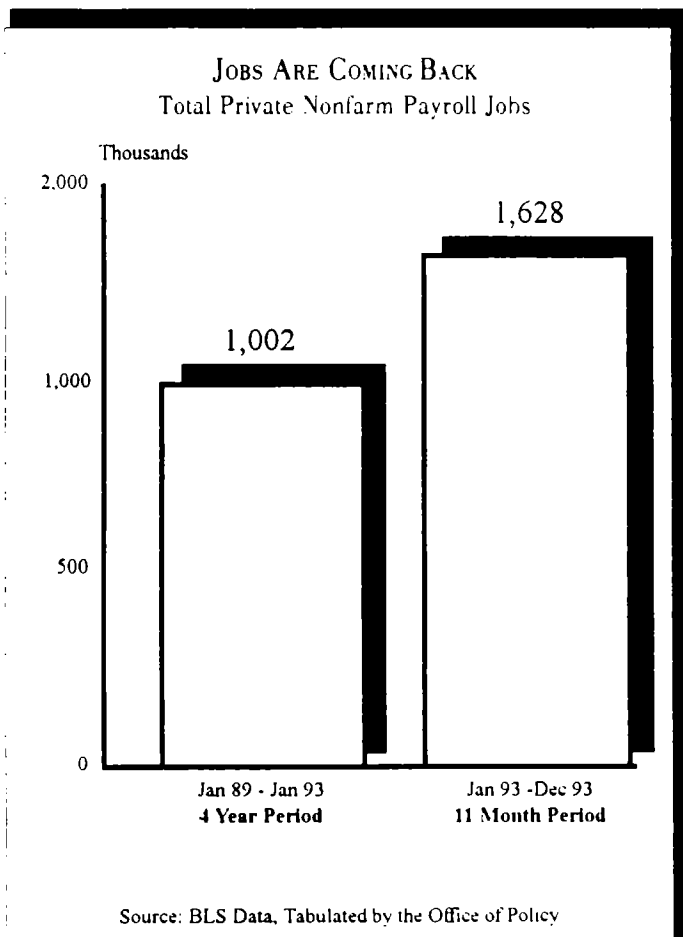
Net growth projections are only part of the job creation story.

The U.S. labor market experiences constant change with workers leaving their jobs for many reasons such as better job opportunities, changing markets, or retirement. Many job openings result from this change. Past studies in manufacturing



estimate that about 10 percent of the jobs turn over each year. This amounts to nearly 2 million openings in manufacturing alone, adding to an exceptional fluidity in job opportunities. Many of these are good jobs. Though the rate of change varies widely among industries, about 40 percent of manufacturing turn-over takes place among such higher wage industries as fabricated metals, transportation, electric and non-electric machinery.

The 1993 job creation record shows that the Administration is delivering on its pledge to create 8 million new jobs over 4 years. Many of the nearly 2 million jobs created this past year were good jobs. For example, the number of persons employed in higher paying managerial and professional jobs grew around twice as fast as the overall rate of employment growth.



Examples of Good, New Jobs

Examples of good, new jobs available to non-college degree workers who have the necessary skills are:

- ☐ **Electronic Engineering Technicians** help develop, manufacture, and service electronic equipment such as radios, sonar, medical measure devices, and computers.
- ☐ **Telecommunications and Computer Network Technicians** prepare, install, and maintain local area computer networks for companies, and teach employees to use the system and install new ones when needed.
- ☐ **Medical Records Technicians** analyze and evaluate health information, compile statistics, code diseases and operations, and control the use and release of health information. Employed in nursing home settings, hospitals, medical group practices, HMOs, insurance firms, they interact with the public, insurance companies, and other hospital personnel.
- ☐ **Hazardous Materials Technicians** work closely with engineers, managers, and others to protect human health and the environment. They must know processes and technologies for handling, storing, transporting, and destroying materials in compliance with State and federal rules.
- ☐ **Laser Technicians** operate laser devices and communicate — orally and in writing — with engineers, physicians, scientists, and others. They usually work in companies that manufacture lasers and precision equipment.

Workers in many familiar-sounding jobs are using new skills:

- ☐ **Automotive Service Technicians** no longer just manually check and replace parts. Today's technicians must be familiar with electronics and electronic repair to repair, service, and adjust much of the digital equipment in new cars.
- ☐ **Dental Hygienists** do more than clean teeth. They also administer local anesthetics and carve

filling materials. Dental hygienists must be licensed by the state, must have graduated from an accredited dental hygiene school, and must pass a written and oral exam.

- ☐ **Manufacturing Technicians** are changing roles as manufacturing changes. They perform a wide variety of manufacturing operations such as drilling, milling, and quality control. They must see which operations are needed to produce an order, determine the most cost-effective sequence of operations, and work with a team.
- ☐ **Computer-Aided Design Technicians** operate computers to draft layouts, line drawings, and designs. They work in architectural and electronic firms and for automotive manufacturers.
- ☐ **Environmental Technicians** conduct field tests and determine sources of contamination to air, water, and soil. They must know about government standards and regulations governing the environmental field.
- ☐ **Nurses** not only tend to the care and comfort of patients, but can also be a key part of the administration of hospitals, insurance companies, and health maintenance organizations.
- ☐ **Technical Writers** prepare assembly instructions, owner's manuals, technical papers, and training videos. They frequently work with project engineers, financial officers, and management to ensure that technical materials reach readers in a clear and understandable format.

A PROPOSAL FOR WORKER SECURITY

The Department of Labor is developing legislation that will, if passed, help people prepare for and get these new jobs. The legislation calls for the creation of quality reemployment services and a nationwide network of labor market information, and is designed to allow easy access, through one-stop career centers, for all who want or need a job.

NOTES