

R E P O R T R E S U M E S

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THE NEW ROLE OF THE EMPLOYMENT SERVICE IN SERVING THE
DISADVANTAGED.

BY- LEVINE, LOUIS

AMERICAN PERSONNEL AND GUIDANCE ASSN., WASH., D.C.

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AND TRAINING ACT, YOUTH OPPORTUNITY CENTERS

CHANGES IN MANPOWER GOALS AND OBJECTIVES, AND THE MEANS
OF ACHIEVING THEM, HAS RESULTED IN A NEW ROLE FOR THE UNITED
STATES EMPLOYMENT SERVICE. THE LOCAL EMPLOYMENT OFFICE IS NOW
RESPONSIBLE FOR THE IMPLEMENTATION OF MANPOWER DEVELOPMENT
AND TRAINING PROGRAMS AND FOR BETTER MANPOWER UTILIZATION.
NEWLY ASSIGNED MANPOWER RESPONSIBILITIES WHICH THE EMPLOYMENT
SERVICE HAS ABSORBED INCLUDE SERVING THE DISADVANTAGED AND
IMPROVING EMPLOYABILITY. THE DISADVANTAGED INCLUDE THOSE
WHOSE CULTURAL, EDUCATIONAL, PERSONAL, ECONOMIC, OR FAMILY
BACKGROUND CHARACTERISTICS LIMIT THEIR PARTICIPATION IN THE
JOB MARKET. THE TASK OF DISCOVERING AND IDENTIFYING
DISADVANTAGED INDIVIDUALS MAY ENTAIL SOME RELOCATION OF
FACILITIES. STAFF TRAINING MUST NOW EMPHASIZE SOCIOECONOMIC
FACTORS AS WELL AS PSYCHOLOGY. TO IMPROVE THE EMPLOYABILITY
OF THE DISADVANTAGED, INDIVIDUALIZED SERVICES RATHER THAN
MASS VOLUME TRANSACTIONS MUST BE EMPHASIZED. PROGRAMS
PROVIDING SUCH SERVICES ARE DESCRIBED. THE EMPLOYMENT SERVICE
MUST ASSESS THE EFFECTIVENESS OF ONGOING MANPOWER PROGRAMS.
NEW EMPLOYMENT SERVICE APPROACHES ON THE EMPLOYER SERVICE
FRONT INCLUDE WORKING WITH MANAGEMENT AND LABOR TO IMPROVE
JOB TRAINING ACTIVITIES, TO CHANGE JOB REQUIREMENTS, TO WORK
TOWARD JOB DEVELOPMENT, AND TO IMPROVE PLACEMENT PROCEDURES.
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SPEECH

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Author - Louis Levine

Assistant Manpower Administrator, U.S. Department of Labor, Washington, D.C.

Perhaps no phase of the human resources and manpower programs currently under way in the United States has a higher priority than meeting the counseling, training and employment needs of the disadvantaged. At the same time we must recognize that we are now operating at a high level of economic activity, that unemployment is at 3.7 percent and likely to go lower, that skill shortages are becoming more evident geographically, industrially and occupationally. We must accommodate our thinking to working on several fronts in the manpower field simultaneously, nor is there any inconsistency between serving the disadvantaged so that they may better participate in our job markets, while we initiate a variety of manpower and job market actions to overcome critical skill shortages.

Here in this forum where counseling and guidance personnel from all parts of the nation are assembled, we have an excellent opportunity to create a better understanding of the approaches which need to be considered in more adequately serving the needs of the disadvantaged. I am grateful, therefore, to be able to discuss with you today the new role of the Employment Service in serving the disadvantaged. It may be necessary at the outset to establish a common basis of reference so that we may better grasp the nature of the human resources problems which confront the public Employment Service in its efforts to better meet the needs of the disadvantaged.

Within the past five years basic changes in the public Employment Service have taken place as a result of the widespread and far reaching changes in manpower goals and objectives as well as the means by which they are to be achieved. ^{1/} This development is not unique to the Employment Service. Many other human resources and manpower institutions -- especially in education and training -- have likewise experienced significant changes during this period. Indeed it is in this frame of reference that we refer to recent manpower developments as the "Manpower Revolution". ^{2/} A combination of forces and circumstances which may be traced over the post war period have contributed to these major changes in our conception and understanding of manpower problems in the United States and programs for dealing with them. An important element in the manpower revolution which we are currently experiencing is the emergence of an active manpower policy.

^{1/} William Haber and Daniel H. Kruger, The Role of the United States Employment Service in a Changing Economy, Upjohn Institute for Employment Research, February 1964.

The Role and Mission of the Federal-State Employment Service in the American Economy, Committee on Education and Labor, House of Representatives, 88th Congress, 3rd Session, 1965.

^{2/} Toward Full Employment: Proposals for a Comprehensive Employment and Manpower Policy in the United States, Subcommittee on Employment and Manpower of the Senate Committee on Labor and Public Welfare, 1964 p. v. et. seq. "The Manpower Revolution".

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3/ This is best evidenced in an out pouring of human resources and manpower legislation as has never before been experienced in this country in such a brief period of time.

The manpower concern of the Congress in the earlier years of this decade was chiefly concentrated on anti-recessionary legislative measures for dealing with unemployment.

4/ The manpower development and training programs growing out of these measures were largely limited to unemployed heads of families who had a demonstrated work history in the job markets of the country. Not until there had been some accumulation of the experience under the newly enacted manpower legislation did it become clear that those most in need of skill development and training were our youth lacking work histories and especially our disadvantaged individuals. Frequently these people were denied access to occupational training because they could not satisfy the existing legislative requirements.

An important legal limitation was that relating to "reasonable expectation of employment" which largely dictated the occupations for which training were undertaken and the individuals to engage in such training. The limitation was especially applicable to the disadvantaged, who often lacking basic literacy skills, could not even pass the occupational test used to select potential trainees. Subsequent amendments to manpower development and training legislation enlarged the opportunities for training and especially for the disadvantaged youth. This amended manpower legislation administered by the Department of Labor in cooperation with the Department of Health, Education and Welfare anticipated the training sections of the Economic Opportunity Act of 1964, the so-called anti-poverty program.

During the period when the new conceptions of manpower responsibilities were emerging, the public Employment Service was undergoing transformation from a system of labor exchanges to one made up of community manpower service centers. 5/ This shift from its traditional role is still in process. Until recent years, the Employment Service has been concerned almost exclusively with placement activities arising out of hiring transactions in the job markets. In its new role as a manpower agency the Employment Service becomes increasingly concerned not only with the utilization of human resources as reflected in hiring and placement, but also with the preparation and development of human resources being reflected in education and training. 6/ This means that the Employment Service must gear its activities and services to longer range job market and manpower considerations. This change in the nature of its services is taking place at the same time that its cooperative relationships with other human resources and manpower agencies are being greatly expanded.

In the decade preceding the manpower revolution of the 60's the public Employment Service in this country had lost ground. Despite improvements in job market information,

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- 3/ E. Wight Bakke, A Positive Labor Market Policy, Charles E. Merrill Books, Inc., Columbus, Ohio, 1963, pp. 205-210.
 - 4/ Manpower Report of the President, March 1963, p. xi "Unemployment is our number one economic problem". Also pp. xvii - xxi
 - 5/ Louis Levine, An Employment Service Equal to the Times, Employment Service Review, June 1963, pp. 11-13. See also Joseph M. Becher, ed., In Aid of the Unemployed, The Johns Hopkin Press, Baltimore, Md. 1965 - Chapter X - Leonard P. Adams "The Public Employment Service" pp. 221-226.
 - 6/ Employment Service Task Force Report, Employment Service Review, February 1966.

occupational analysis, occupational tests and similar technical areas, the operating effectiveness of the Employment Service had declined substantially. The need for improved service to handicapped job seekers, older workers, and others experiencing difficulty in obtaining employment was recognized, but the means for dealing with these problems were inadequate. Employment counseling technical know-how was greatly improved, but counselors were lacking. Efforts were made to work more closely with the schools to help those youngsters not going on to college. Although population was growing rapidly, urbanization making great strides, and job markets becoming more complex, the Employment Service capability was not keeping pace.

Employment Service participation in hiring transactions declined largely because budget limitations had curtailed staff resources and adversely affected employment office facilities. In addition, the Employment Service had become subservient to unemployment insurance administration. As a consequence, employment offices came to be known as "unemployment offices" -- centers where unemployment claims were processed and unemployment benefits were paid.

The problem of converting the Employment Service early in the 60's to a manpower agency was aggravated not only because new manpower concepts and rationale had to be absorbed by Employment Service staff, but at the same time it was necessary to reorganize and restructure the employment offices, especially in the larger metropolitan areas. Separation of employment services from unemployment insurance operations and establishment of full-time employment offices permitted greater concentration on the positive job market and manpower responsibilities of the public Employment Service. The addition of staff resources in the employment offices did not necessarily bring about proportionate improvement in placement participation since in the earlier stages it was necessary to train the new staff on the newly assigned manpower responsibilities.

With the amendments to the Manpower Development and Training Act and the passage of the Vocational Education Act of 1963 it became clear that manpower legislation in this country was no longer being related to antirecessionary considerations but instead was being geared to the need for better preparation, development and utilization of our human resources on a continuing basis. In other words, the unfolding manpower programs were becoming a part of our permanent institutional arrangements for dealing with human resources problems. It is in this setting that the new role of the Employment Service must be understood.

The implementation of manpower development and training programs and advancing better utilization of our manpower falls heavily on the local employment office. It is the local employment office that is responsible for the determination of training requirements, occupations for which training will be undertaken, counseling, selection and referrals of candidates, cooperation with educational and training authorities, initiation of job development activities and ultimately the placement of trainees. The problems confronting the Employment Service were made more difficult not only by reason of assignments of increased manpower responsibilities, but even more because the nature of these responsibilities were undergoing most significant changes.

Among the newly assigned manpower responsibilities which the public Employment Service had to absorb, two have especially important implications and require a re-examination of traditional employment office practices and services. Both of these responsibilities are interrelated. One gives a high priority and major emphasis to serving the disadvantaged, adding a new dimension for the public Employment Service. The other,

provides that the manpower services shall "improve employability", which introduces some new concepts especially as they relate to counseling and pre-employment assistance in local employment offices. ^{7/} Employment service personnel, I am sure, would contend that they have for a good many years, worked closely with the disadvantaged. They have dealt with individuals who have by reason of physical or mental handicap, age, minority status, or lack of work experience encountered job market difficulties and so have been disadvantaged in obtaining employment. They will point to special service programs which were devised by the Employment Service to provide assistance to those who have difficulty in getting hired. Yet, these individuals are not the truly disadvantaged as the group is being identified in current manpower programs.

It is important that we have a common understanding regarding those who are included within the disadvantaged as contemplated in recent manpower development and training programs or in the anti-poverty program. The disadvantaged include more than the young alone; or the older worker; or the Negro. The group includes all those who by reason of personal characteristics, backgrounds, educational deficiencies, lack of skills, or cultural deprivation or economic denial are disadvantaged in their participation in the job market. In this sense, the disadvantaged are not synonymous with the poor or with the minority groups or the unemployed even though the same individuals may fall in all of these categories.

It strikes me that we must be careful in using the term "disadvantaged" when we seek to identify individuals who require specialized services that we do not, at the same time, label these individuals so that they themselves may feel they have characteristics which must cause them to live up to the term, "disadvantaged". It may well be that the very use of the term is a disservice. The individuals who, on their own part, come to the employment office to seek placement assistance, employment counseling, or other job market services are not the truly disadvantaged. These people are at least characterized by some degree of motivation, by aspirations, and by some desire to work in harmony with social institutions and the society in which they live. Surely, we would agree that it would be erroneous to assume that only those who came to the employment office were disadvantaged and in need of its services.

There is reason to believe that many thousands of individuals who have even greater need for the service of the employment office either do not know of its existence, or would not exercise the initiative to seek it out. There is great doubt whether all the truly disadvantaged are included even in a universal count such as the population census. We can be certain that many of these are excluded from labor force counts, if for no other reason than their exclusion by the definition we have established for the measurement of the labor force. Often these people come to public attention through a newspaper story on eviction, juvenile delinquency, criminal action, or undernourishment or ill treatment. One must be careful not to generalize about these people as if they were a homogeneous group. Each is an individual in his own right with particular problems requiring individualized consideration. Yet, the services they need must be assessed with a sympathetic understanding of the milieu which gave rise to their problem.

^{7/} Louis Levine, "The Employment Service Retools for the Anti-Poverty Program, Employment Service Review, November 1965, pp. 1-4.

The employment service cannot rely on traditional and long established practices and techniques in dealing with the truly disadvantaged. ^{8/} On the contrary, the business as usual operations of the employment offices must be examined with a healthy skepticism as they relate to serving the disadvantaged. It is obvious, for example, that the Employment Service must reach out to discover and identify disadvantaged individuals who are in need of its services. This may require some relocation of facilities or use of other agency facilities in poverty neighborhoods where a large concentration of the disadvantaged is found.

Staff selections and assignments for work with the disadvantaged may require special considerations. The character of the persons involved and the manpower services needed will, undoubtedly, demand greater professional staff competence with specialized education and training. An excellent illustration of this need is found in professional capabilities required for employment counseling of the disadvantaged. At the same time there is need for giving greater attention in counselor preparation and training to the socio-economic realities over and above the excessive weight now assigned to psychology. There is also need for supporting personnel to the professional counselor who may be central to searching out the disadvantaged, establishing rapport and identification with them.

In many ways, counseling is of critical importance serving the disadvantaged. The initial identification of the disadvantaged individuals and diagnosis of the factors which contribute to their problems will frequently determine all the services which are subsequently rendered. It is not surprising in view of these considerations that the Employment Service in recent years has attached such great importance to its counseling and guidance activities. It has devoted a large part of its efforts and resources to the introduction of professional standards for its counselors, to improving salaries, to providing opportunities for greater advancement and to the recruitment and training of employment counselors. ^{9/} This has been especially evident in providing counseling services for the disadvantaged youth.

The other major new manpower assignment the Employment Service, relating to improving employability, also heavily involves counselors and requires reorientation of operations. As already indicated in this paper, the Employment Service has been regarded primarily as a placement agency concerned with hiring transactions and the prime objective to fill job vacancies. In this sense then, the Employment Service has been generally referred to as "employment oriented". The Employment Service was too often charged by those engaged in education or training, or in counseling and guidance activities, as being overly concerned with short range manpower considerations. Actually, the Employment Service, insofar as its resources permitted, counseled with individuals not only with regard to their employment needs but even more in terms of careers and long term occupational

^{8/} Many of the considerations affecting Employment Service activities when working with the poor, are equally applicable for the disadvantaged, long term unemployed and non-white youth and mature persons not participating in the job market. A brief statement on this subject is found in my article "Implications of the Anti-Poverty Program for Education and Employment", Vocational Guidance Quarterly, Autumn, 1965.

^{9/} The Role and Mission of the Federal-State Employment Service in the American Economy, Committee on Education and Labor, House of Representatives, December 1964 - an excellent statement on the importance of employment counseling, pp. 11-26.

choices. Nevertheless, the fact remains that in too many instances immediate job considerations were controlling. The recent manpower legislation with its emphasis on improving employability has compelled the Employment Service to take into account a good many factors which stand as a barrier to the employability of the individual and these frequently extend beyond occupational preparation, skills, or work experience.

In many ways the problems confronting the Employment Service is more adequately assisting the truly disadvantaged are similar to those which confront the schools and training centers or other institutions which have previously had relatively little experience with this group. What may have been appropriate in working with "average middle class" individuals may not be satisfactory when dealing with the disadvantaged. Often cultural isolation, or even rejection by organized society and its institutions, necessitates the development of new techniques to overcome their lack of motivation or incentive and even resentment.

Once the disadvantaged individual is searched out and is willing to cooperate with a counselor, it becomes necessary to go in to greater depths in the counseling process and to extend it over a longer period of time. The necessity for continuity in the relationship between a particular counselor and a particular disadvantaged individual is especially important. Use of group counseling, important though it may be in working with the disadvantaged, cannot substitute for the individualized approach. The diagnostic process in determining the problems which the disadvantaged individual must overcome in order to improve employability is most complex. At the same time a much wider variety of remedial measures and access to a larger number of social services may be needed.

Clearly a counselor in the employment office, working with disadvantaged individuals, must be cognizant of many considerations extending beyond education, work history, occupational skills and other immediate elements pertaining to hiring and employment. Even a vocational plan geared to a career may be too narrow if it fails to take account of the characteristics and background which, unfortunately set the disadvantaged person apart from the rest of society. The whole individual must be taken into account. Very often health services, family and other social services, basic literacy skill development and means of improved communication must be provided before the individual is exposed to occupational training and an improvement of work skills. In addition to overcoming lack of motivation, lack of responsiveness or even hostility, as well as differences in cultural values the counselor may discover that the disadvantaged has no patience for long range goals. The immediate pressures of the realities surrounding the disadvantaged cannot be ignored. Thus in the first instance provision for food for the individual or his family, needed clothing, or disposing of an eviction notice may have the highest priority in paving the way for effective counseling.

Under these circumstances the new role of the public Employment Service in improving the employability of the disadvantaged must concentrate on individualized services and deemphasize mass volume transactions. The humanization of these operations is costly and time consuming. The need for public understanding and support of costly manpower services for the rehabilitation of the disadvantaged is increasingly important. Financial support through the Congress is basic to the initiation and the continuation of manpower programs for the disadvantaged. An inherent conflict exists in assuring the continuity of manpower programs for the disadvantaged. The appropriation process in the Congress is geared to a single fiscal year whereas the results derived from serving the disadvantaged may not become apparent until many years have elapsed.

Employment office counselor assistance to the disadvantaged is only one guage, albeit an important one, of the role of the Employment Service in providing manpower services to the disadvantaged. It is often pointed out, that the real manpower service to the disadvantaged person - the ultimate pay-off service - is obtaining employment for him. Even education and training are regarded only as contributing to employability - way stations to employment. Consequently, job placement assistance and facilitating the hiring process for the disadvantaged is of critical significance in shaping the role of the Employment Service. Despite the long time experience of the Employment Service in employer relations, job development, job opening solicitation and the filling of job orders, there is great need for new employment service approaches on the employer service front if maximum job development and placement services are to be provided for the disadvantaged. 10/

Fortunately high level economic activity, expansion of employment opportunities, increasing job market stringencies provide an excellent current environment in which to provide employment assistance to the disadvantaged. The Employment Service will need to work closely with management and labor, as well as with community groups generally, to assure that institutional and on the job training activities, upgrading of employed personnel, re-engineering of job requirements to lessen overly exacting hiring specifications all contribute to greater employment absorption of the disadvantaged.

The manpower legislation and programs initiated during the past several years have given primary emphasis to the labor supply element - characteristics and qualifications of human resources - in the job market and have on the whole relatively neglected the labor requirements element - employment opportunities and job creation. Much attention has been directed to education and training, but, except perhaps for disadvantaged youth (The Neighborhood Youth Corps and the Job Corps), very little resources have been devoted to employment opportunities and employment absorption. The Employment Service employer relations activities have actually been reduced during this period in favor of expanded applicant services such as interviewing and counseling and selection and referral to education and training programs financed by recently enacted manpower legislation. Operating statistics on employer visits, job openings received, unfilled job openings, etc., all confirm this conclusion.

It is easier, so far as public policy and government programs are concerned, to concentrate on education and training than on employment creation and absorption. So far as the Employment Service is concerned there is an urgent need for sharply increasing appropriations for employer service activities and allocating larger amounts to State employment services for job development. This needed action has been taken for placement and related services in the vocational rehabilitation programs, so that \$1,200 per case was expended in fiscal 1965. 11/ Unless additional funds are made available to the Employment Service for job development and placement service, there is every prospect that the demand side of the job market will not only be neglected but will suffer reverses.

10/ Louis Levine, Seeking Out Employment Opportunities, Employment Service Review, December 1965, pp. 1 et. seq.

11/ Sar A. Levitan, Programs in Aid of the Poor, W. E. Upjohn Institute for Employment Research, p. 19. See also discussion of job creation and work relief, p. 20 et. seq.

At the grass roots where employment office operations must realistically assess the effectiveness of ongoing manpower programs, there is a growing concern that the employment needs of the disadvantaged have received too little attention in national manpower policy and by those who provide the national leadership in its implementation. Money alone is not the answer. More thought needs to be given to the limitations in the private sector of the economy, despite high level economic activity and tight labor markets, for employment absorption of the disadvantaged. Better understanding of the need for expansion of employment opportunities in the public sector is urgently needed. Indeed the whole concept of socially useful and needed activities, financed from public sources, and the role they must play in the rehabilitation of the disadvantaged needs to be made plain. 12/ The manpower institutions, especially the Employment Service which can contribute to job development and placement services, need to re-examine past practices with an eye to introducing positive techniques and methods for speedy discovery and filling of job openings. Not the least in advancing the goals of increased employment of the disadvantaged is the part which private industry can play. The economic incentive to hire more of the disadvantaged would be more effective if industry really understood the hidden costs of unemployment which must be met by Society and a large part of which inevitably fall upon industry. 13/ Reductions of unemployment and especially absorption of the disadvantaged not only lowers social costs but adds to economic gains - apart from considerations of sociological and psychological advances for the disadvantaged individuals. In the final analysis the occupational and employment rehabilitation of the disadvantaged must occur in the work place.

An outstanding example of the role of the Employment Service in working with the disadvantaged is found in the recent developments for improving manpower services to disadvantaged youth. Within the past year alone more far-reaching changes and innovations have been introduced in the Employment Service organizational structure, physical facilities, professional staff, and variety and depth of manpower services - all directed to assisting disadvantaged youth than in the preceding twenty years. A nationwide network of Youth Opportunity Centers, functioning as a part of the public Employment Service, has been created and is operative.

By the close of February, 1966 about 125 Youth Opportunity Centers were actually functioning. Within the next few months it is expected that there will be 200 such centers operating in 139 major metropolitan areas. Every area of 200,000 or more population and each State will have at least one Youth Opportunity Center. In addition steps are being taken in the Employment Service to add staff resources in rural areas specifically assigned to providing youth counseling and placement services.

Almost all of the Youth Opportunity Centers are physically separated from the Employment Office and are located on the fringe of poverty neighborhoods. Approximately two-thirds of the staff in each Center consists of employment counselors or aides whose work relates to counseling.

12/ Technology and the American Economy, Report of the National Commission on Technology, Automation, and Economic Progress, February 1966, pp. 35-37.

13/ U. S. Department of Labor Report of Manpower Requirements, Resources, Utilization and Training, March 1966, Chapter 4, pp. 49-65.

The youth service program for these Centers stresses out-reach activities into social settlement houses, social agencies, neighborhood centers and other locations where disadvantaged youth are likely to assemble. The objective is to find these youngsters, motivate them to participate in the counseling activities of the Center and to take part in a rehabilitation process designed to increase their employability. ^{14/} Early diagnosis of contributing problems, use of other agencies in the health, social service, education and training areas are important elements of the Employment Service programs. The Youth Opportunity Center has means for assisting the disadvantaged youth, which in the past did not exist in the employment office. Over and above, job openings and placement service, intensive counseling with the possibility of referral to manpower development and training projects, Neighborhood Youth Corps and the Job Corps now exist.

Since the youth served at the Centers are not only the disadvantaged the youth are not so labeled as to lower their acceptance in the community. All youth ages 16 through 21, whether those rejected by Selective Service, those referred by social agencies and correctional institutions or those who come in on their own initiative or are part of the Employment Service - High School cooperative counseling program for those not going on to college, are served at the Center. Once the inexperienced youth or the rehabilitated one is ready to enter upon employment, the job development services of the Center are initiated in conjunction with the total employer services and placement assistance resources of all the local employment offices in the area. ^{15/}

Further evidence of the very high priority assigned to manpower services for the disadvantaged is found in the Human Resources Development Program launched late in 1965 by the Department of Labor in conjunction with the Department of Health, Education and Welfare and the Office of Economic Opportunity. This program introduced by the Secretary of Labor on an experimental basis in three slum areas in Chicago is characterized by a very intensive out-reach activity, literally door-to-door canvassing, to discover the truly disadvantaged, to enlist their participation in a program of services designed to improve their employability. Obviously the effectiveness of the Human Resources Programs depends upon a high degree of cooperation among social service, education and training, and manpower agencies. The public Employment Service through its local employment office and the out-reach activities plays a central role in making it effective. Within the past few months the program has been extended to include some additional five areas, including St. Louis and East St. Louis and Harlem. Once again, it must be pointed out that this program is a high-cost per capita program, requiring intensive professional services, and its results so far as employment is concerned will only be known after a considerable lapse of time.

^{14/} The educational and other services required by disadvantaged youth were dramatically set forth in James B. Conant's "Slums and Suburbs", McGraw-Hill, New York, 1961. In the report, Guidance and the School Dropout, Daniel Schreiber, ed., National Education Association, 1964. -- The kind of problem which the Employment Service must take into account with school experience as a background are indicated in "Counseling Services for Out-of-School Youth", Harold J. Reed, pp. 159-171 and "Counseling and Guidance for Disadvantaged Youth", Edmund W. Gordon, pp. 193-208.

^{15/} For a more complete presentation of the Employment Service program to assist disadvantaged youth, see my article in the Employment Service Review, What is Employment Service Counseling, December 1964 issue, pp. 1-8. Ibid., Arthur A. Hitchcock, New Concepts in Counseling, p. 7 and C. Gilbert Wrenn, Counseling in the Employment Service, p. 25.

Still another example of concentrated effort to bring manpower services to the disadvantaged is found in a program of the Manpower Administration of the Department of Labor directed at present to some 21 major areas, urgently in need of such service for both youth and adults. The local employment office has a key responsibility in advancing this program which requires coordination of training, counseling, placement and related manpower services. The use of neighborhood centers, facilities supported by Community Action Projects and the Office of Economic Opportunity and even the location of outposts of local employment offices in poverty neighborhoods characterize this program. The latter development is found in Los Angeles where special employment office facilities are established for Watts to serve the Negro needs and in East Los Angeles to serve the Mexican-American needs. 16/ In other localities special transportation arrangements are being devised to bring the disadvantaged from their home areas to facilities where professional services can be provided. Even more innovative and creative approaches are needed in these areas if adequate service is to be provided.

One more indication of the channelling of manpower efforts to assist the disadvantaged is found in the redirection of the manpower development and training programs financed by the MDTA. Instead of allowing job market employment opportunities and demand considerations of dictating the occupations for training and the selection of trainees, a larger proportion - about 65 percent - of the trainees will be made up of disadvantaged youth and adults. After intensive counseling and diagnosis of manpower services needed, the disadvantaged will receive basic education, training, and related services geared to their interests and aptitudes. The prime consideration will be to improve employability. The high cost per trainee involved in this reorientation, largely because of the extended period of training and rehabilitation required, may lower the number of trainees previously assisted by the same funding, but the program will be concentrating on those who need its help most.

Manpower services to the disadvantaged have made it clear that much needed manpower research and development of tools and techniques are required to improve manpower operations. 17/ Interdisciplinary research, utilizing team effort of sociologists, social psychologists, cultural anthropologists and economists, can make important contributions to a better understanding of the forces at work in our job markets, motivations, incentives, and responses especially as they relate to the disadvantaged may well be that traditional market analysis which may have meaning for middle class workers and potential job seekers may not be applicable to those whose social values, concepts of work and income are different because of cultural deprivation and social rejection. When what we learn is applied in employment office operations, services to the disadvantaged will surely be vastly improved.

Improvement of manpower operations in the local employment offices will no doubt make important contributions to achieving manpower goals. Such improvement alone is not enough. More resources, efforts, and time must be devoted to intelligent manpower

16/ This approach it is hoped will avoid the development of the kind of situation discussed in "Violence in the City -- An End or a Beginning", A report by the Governor's Commission on the Los Angeles Riots, December 1965.

17/ Manpower research on the characteristics of rural disadvantaged required manpower services is urgently needed. Thus far urban areas have received primary emphasis.

planning - both short range and long run. Manpower policies and programs must be based upon manpower planning which is related to the larger role which human resources must play in both advancing our own best economic interests and our participation on the international scene. ^{18/} Perhaps the greatest assurance for the preservation of a free society and a high degree of individual liberty and economic initiative lies in meaningful manpower planning which is then translated into effective manpower services. Manpower planning must be equally sensitive to changing characteristics and forces in our job markets, to changing human resources and manpower institutions, and above all to the existing and potential assets of our human resources and the desire for growth of the individual and respect for the worth of the human being.

A review of our experience in the manpower field during the past five years, programs which are just getting underway and especially those pointing to increased emphasis on the disadvantaged should bring to us a legitimate sense of accomplishment. We cannot escape at the same time an awareness of past mistakes and of the immense tasks which lie ahead. We cannot be satisfied, but we must also realize that the failures of generations in serving our disadvantaged will not all be overcome or corrected overnight. Patience is a precious quality and never appreciated where human wrongs and injustices are concerned. Nevertheless, if sound manpower policies and programs are to be introduced and carried forward and if desirable manpower goals are to be achieved, all of us must develop a better sense of the time and the cost involved.

^{18/} Richard A. Lester, Manpower Planning in A Free Society, Princeton University Press, Princeton, New Jersey, 1966. See especially Chapters 1 and 7.